

1994

Out of the ashes : an innovative service response following a hostel fire

Marita Walker

Robert Jackson

Christopher Maher

Lyn Willis

Peter Batani

Follow this and additional works at: <https://ro.ecu.edu.au/ecuworks>



Part of the [Social and Behavioral Sciences Commons](#)

Walker, M., Jackson, R., Maher, C. Willis, L., & Batani, P. (1994). Out of the ashes : an innovative service response following a hostel fire. Joondalup, Australia: Centre for the Development of Human Resources, Edith Cowan University.

This Book is posted at Research Online.
<https://ro.ecu.edu.au/ecuworks/7234>

Edith Cowan University

Copyright Warning

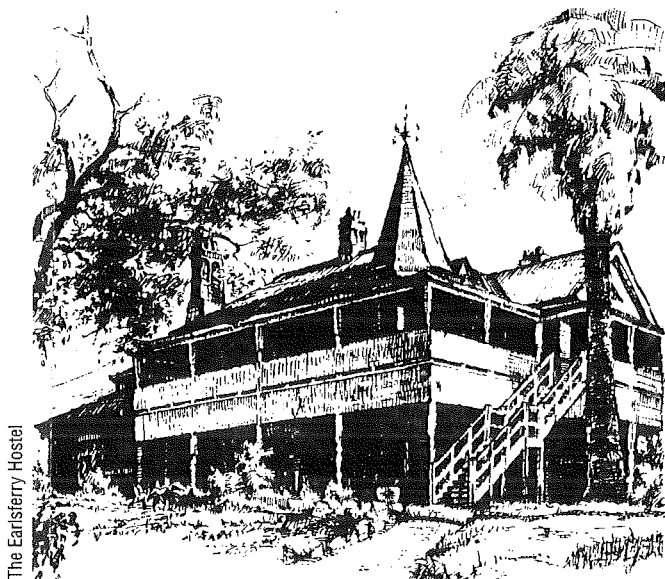
You may print or download ONE copy of this document for the purpose of your own research or study.

The University does not authorize you to copy, communicate or otherwise make available electronically to any other person any copyright material contained on this site.

You are reminded of the following:

- Copyright owners are entitled to take legal action against persons who infringe their copyright.
- A reproduction of material that is protected by copyright may be a copyright infringement. Where the reproduction of such material is done without attribution of authorship, with false attribution of authorship or the authorship is treated in a derogatory manner, this may be a breach of the author's moral rights contained in Part IX of the Copyright Act 1968 (Cth).
- Courts have the power to impose a wide range of civil and criminal sanctions for infringement of copyright, infringement of moral rights and other offences under the Copyright Act 1968 (Cth). Higher penalties may apply, and higher damages may be awarded, for offences and infringements involving the conversion of material into digital or electronic form.

**Faculty of Health and Human Sciences
Centre for the Development of Human Resources
Social Research and Development Monograph No. 6**



The Earlsferry Hostel

**OUT OF THE ASHES:
AN INNOVATIVE SERVICE RESPONSE
FOLLOWING A HOSTEL FIRE**

**Marita Walker, Robert Jackson, Christopher Maher,
Lyn Willis and Peter Batani**



EDITH COWAN UNIVERSITY
PERTH WESTERN AUSTRALIA

362.
209941

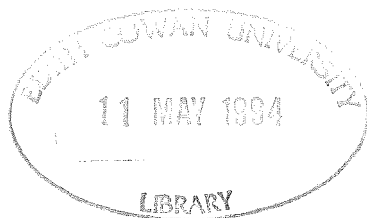
OUT

**CENTRE FOR THE DEVELOPMENT OF
HUMAN RESOURCES**

Social Research and Development Monograph No. 6

**OUT OF THE ASHES:
AN INNOVATIVE SERVICE
RESPONSE FOLLOWING A HOSTEL FIRE**

**Marita Walker, Robert Jackson, Christopher Maher, Lyn
Willis and Peter Batini.**



ISBN: 0-7298-0162-4

© Copyright Walker, Jackson, Maher, Willis and Batini 1994

This monograph is copyright. Apart from any fair dealing for the purpose of private study, research, criticism or review, as permitted under the copyright act, no part may be reproduced by any process without permission. Enquiries should be addressed to Robert Jackson, Centre for the Development of Human Resources, Edith Cowan University, Joondalup Drive, Joondalup, WA, 6027.

Abstract

When the Earlsferry Hostel, a home for twenty one people with an intellectually disability, was severely damaged by fire in 1989, the Authority for Intellectually Handicapped Persons (AIH) decided to provide alternative living arrangements which most ideally suited the needs and aspirations of the individual residents. This decision was in line with the AIH Home Environment Services Plan.

This monograph describes the organisation of these living arrangements which included a transition program to independent living, living with supportive neighbours, shared housing rented from the State Housing Authority, Homeswest, and living in a co-residency situation. The monograph also looks at the assessment of client and staff outcomes and the costs of the project compared to running the Hostel. Finally, it discusses the issues which were crucial to the project's success and which would be of benefit to those undertaking a similar transition.

Acknowledgements

The authors would like to acknowledge the contribution of all the persons who assisted in the planning and implementation of the Earlsferry project. We would particularly like to thank the residents of Earlsferry for participating in the project and its evaluation, and also all of the social trainers who worked in Earlsferry Hostel and/or in the Earlsferry project over the time covered in this report. As acknowledged in the report, the calibre and commitment of the staff were judged to be major contributors to the success of the project.

There were also several persons who gave up their time to act as consultants to the project directly or through the project committees and their contribution is gratefully acknowledged. Major contributors were:

Ms E. Walker, Consultant;
Mr C. Schuster, A/Director Human Resources, AIH;
Ms J. Elliott, Principal Consultant, Social Training, AIH;
Mr C. Rook, Corporate Planner, AIH;
Ms W. O'Connor, Senior Clinical Psychologist AIH;
Ms D. Roberts, Clinical Psychologist AIH;
Ms J. Tender, Clinical Psychologist AIH;
Mr R. Halse, A/Manager Corporate Services AIH;
Ms K Stopher, Program Manager AIH;
Ms S. Passlow, Research Assistant AIH;
Ms M. Re, Local Coordinator AIH;
Ms S. Smith, Specialist Therapist, AIH.

The authors would also like to thank all of the senior management of AIH and the staff at many levels of the organisation for their contributions. The support of the State Government of Western Aus-

Acknowledgements

tralia through their permission to try an alternative to rebuilding the hostel after the fire is also acknowledged.

Finally, the authors acknowledge the contribution of Edith Cowan University through the Centre for the Development of Human Resources. In particular we thank Michelle Stanton who brought the monograph to publication.

Contents

| | |
|--|------------|
| ABSTRACT | iii |
| ACKNOWLEDGEMENTS | v |
| INTRODUCTION | 1 |
| CHAPTER ONE: BACKGROUND | 2 |
| CHAPTER TWO: CONCEPTUAL AND POLICY FRAMEWORK | 4 |
| 2.1 Analysis of the Structure of a Service | 4 |
| 2.2 Model Coherency | 7 |
| 2.3 Policy Documents | 8 |
| 2.3.1 Home Environment Services Plan | 9 |
| 2.3.2 Position Paper on Future Services | 11 |
| CHAPTER THREE: DESCRIPTION OF THE PROJECT | 14 |
| 3.1 Introduction | 14 |
| 3.2 Determining Underlying Assumptions .. | 16 |
| 3.3 Characteristics of the Client Group | 21 |
| 3.3.1 Factual Description | 21 |
| 3.3.2 Existential Description | 21 |
| 3.4 Broad Accommodation Options | 23 |
| 3.5 Emotional Independence | 25 |

| | |
|---|-----------|
| 3.6 Individual Planning | 27 |
| 3.7 Service Outcomes | 28 |
| 3.7.1 Independent Living with Moderate Intensity Support | 28 |
| 3.7.2 Living With a Non-Disabled Person — Co-Residency | 28 |
| 3.7.3 Shared House Rented from Homeswest | 29 |
| 3.7.4 Transitional Programme | 29 |
| 3.7.5 Supportive Neighbours | 30 |
| 3.8 Support People | 30 |
| 3.8.1 Recruitment | 30 |
| 3.8.2 Roles of Support People | 31 |
| 3.9 Safeguards | 32 |
| CHAPTER FOUR: THE EVALUATION | 37 |
| 4.1 Methodology | 37 |
| 4.1.1 Outcomes for Individuals | 37 |
| 4.1.2 Financial Costs | 38 |
| 4.1.3 Staff | 39 |
| 4.2 Results | 39 |
| 4.2.1 Impact on Residents | 39 |
| 4.2.2 Impact on Staff | 47 |
| 4.2.3 Financial Data | 53 |
| 4.2.4 Innovative Strategies | 63 |
| CHAPTER FIVE: DISCUSSION | 68 |

| | |
|---|-----------|
| 5.1 Key Issues in Support of the Project | 70 |
| 5.1.1 Composition of Management | 70 |
| 5.1.2 Discussion of the Need for Service Change | 70 |
| 5.1.3 Belief That it Could be Done at a Similar Cost | 71 |
| 5.1.4 Local Area Coordination | 71 |
| 5.1.5 Direct Care and Professional Staff | 72 |
| | |
| 5.2 Conceptual Analysis of Change | 72 |
| 5.2.1 The Scale of the Change | 73 |
| 5.2.2 The Control of Change | 73 |
| 5.2.3 The Speed of Change | 74 |
| 5.2.4 Outcomes of Change | 74 |
| 5.2.5 Orders of Change | 75 |
| | |
| CONCLUSIONS | 79 |
| | |
| REFERENCES | 81 |
| | |
| APPENDICES | 82 |
| Appendix One: Earlsferry Staff Statistics | 82 |
| Appendix Two: Staff Questionnaire Results | 84 |
| Appendix Three: Formal Grievances and Disciplinary Procedures ... | 86 |
| Appendix Four: Financial Data: Details of the Eight Quarters Before and After the Fire | 87 |
| | |
| ABOUT THE PUBLISHER | 95 |

Introduction¹

Earlsferry Hostel was a two-storey colonial home built in 1890 for private use. In 1952 the home was bequeathed to Mental Health Services, Western Australia (now the Disability Services Commission, and at the time of the Earlsferry project, the Authority for Intellectually Handicapped Persons (AIH)), to be used as a home for children with an intellectual disability.

In April 1989, Earlsferry Hostel was destroyed by fire leaving twenty one people homeless. Rather than rebuild the hostel, the decision was made to use the resources allocated for the hostel to create services based around the individual needs of each of the residents.

This monograph describes the processes used to produce the changes in service and the evaluation of these changes.

¹ A summary of the Earlsferry project was presented at the ASSID Conference in Adelaide in 1990 (Walker and Willis, 1990).

Chapter One: Background

Since its establishment as a hostel for children, the resident population of Earlsferry had changed. The residence had the capacity to cater for a total of twenty one people. At the time of the fire this comprised eighteen adult residents (six female, twelve male) within the hostel, and three adults in the adjoining flat. The flat was used to prepare people for independent living. Within the Earlsferry facility, provision was made for five short stay beds, three in the hostel and two in the flat. These were included in the total capacity of twenty one.

The objectives of the hostel were to provide first, a home, and second, skills training and development for adults with an intellectual disability to enable them to live as independent a life as possible.

There was some attempt to have an individualised focus within the facility but this was made difficult by the institutionalised setting. For example, six adult men had to share a bedroom, and eighteen adults had to eat their meals together in a large dining room. Many of the hostel practices, despite the best efforts of staff, had become quite institutionalised.

The staff comprised a supervisor, a senior social trainer, twelve social trainers, three trainee social trainers, a gardener, a cook and two domestics. Social trainers were the main direct care staff of AIH with a minimum of one year of theoretical and practical training in teaching techniques; behaviour management; first aid and health related issues; and general issues related to intellectual disability.

During the 1980s, the policy of AIH changed from the provision of hostel accommodation to group homes or duplexes for people requiring accommodation support. However, shortly before the fire at Earlsferry, this policy was undergoing re-consideration, partly due to

the realisation that in a time of financial stringency the growth in group home accommodation could not continue indefinitely, and also because of developments overseas in alternative forms of support.

To gain some direct information on overseas developments, AIH sent two senior staff, David Hounsome and Edward Bartnik, to the United States to view developments in Case Management, Service Brokerage and other community based service types. On their return, Edward Bartnik produced a policy paper on "Future Directions" which set out service alternatives to the group home model. This paper recommended a fundamental shift in policy from one which focused on providing physical services such as accommodation and then tried to match clients to the service, to a policy which focuses on individuals and aims to design and provide services specific to each individual's needs. The basic thrust of this policy proposal had been approved by AIH prior to the fire so there was a willingness to look at alternative service options after the fire at Earlsferry.

In 1980, Professor Wolf Wolfensberger visited Perth and his lectures were attended by many staff of AIH. Also, from 1986, several staff attended workshops on Social Role Valorisation and related issues such as model coherency that were held in Perth and interstate. Senior staff also had direct contact with overseas experts such as Michael Kendrick and Bob Perski, who have considerable experience with issues involved in developing quality services. Contact with these ideas and individuals had a major influence on the policy and legislative framework of AIH and meant that there was considerable concern with values issues and the need for services based around individual client needs. These ideas had permeated through the organisation and were particularly strong in senior management and the Earlsferry staff. Thus there were many staff at Earlsferry with a strong commitment to the values of the organisation and the needs of the individuals resident in the hostel.

Chapter Two: Conceptual and Policy Framework

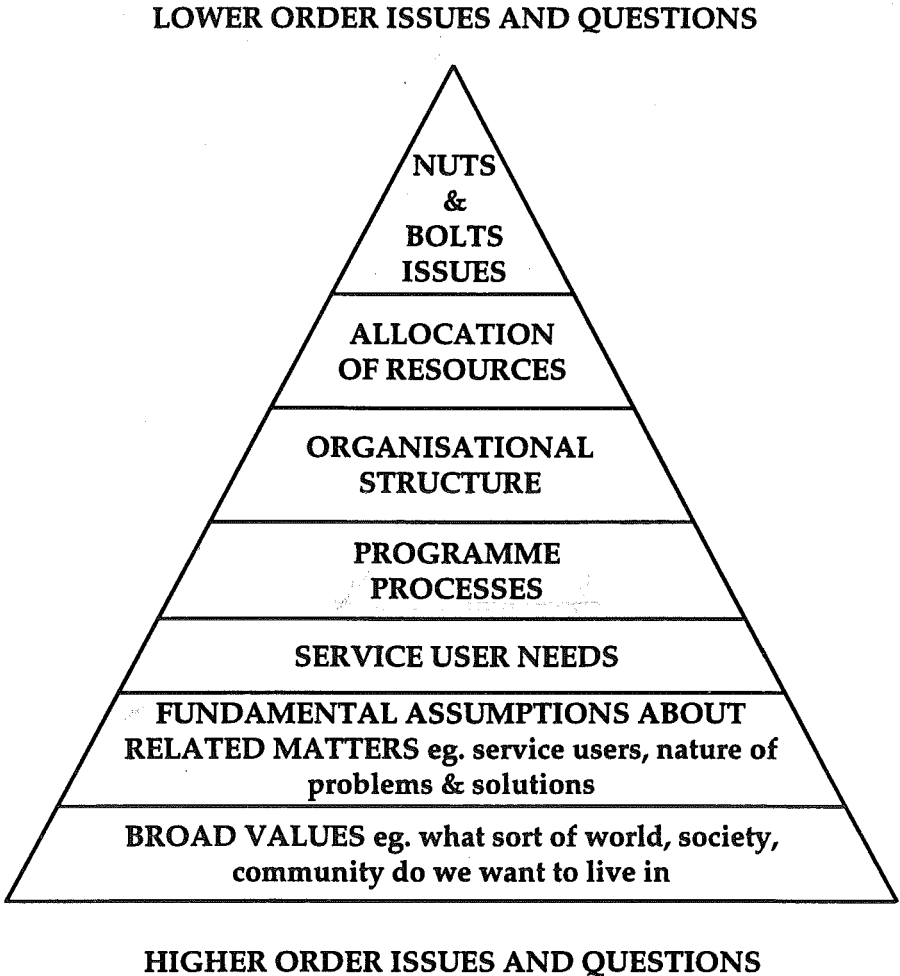
2.1 Analysis of the Structure of a Service

In most analyses of services that are published, the focus is primarily on four broad areas.¹

- **Methods and technologies** — the methods used to supply the service such as types of buildings, activities, therapies and training technologies.
- **How people are to be grouped** — for example in individual accommodation, with other people with a disability, with members of the public, with family members.
- **The language to be used** — whether it is based around jargon from a particular professional group or groups or whether such jargon is to be avoided with a preference for normal language.
- **The workers used** — paid or voluntary, trained or untrained, nurses or parents and so on.

However, while these issues are clearly crucial in the design of any service, they only provide part of the story. Figure 1 depicts the elements that make up the ultimate service to a client or client group.²

Figure 1: Hierarchy of Issues Involved in Human Services



Printed with the permission of Errol Cocks, who developed the diagram.

In terms of this analysis, the points mentioned above tend to fit into the top four layers of the diagram. Usually there is an inbuilt assumption that services do meet the needs of the service users although the accuracy of the fit to fundamental and urgent needs is not often addressed in published reports. Hence we see services designed from the starting point of available resources or to fit into an ongoing service type such as group homes.

The bottom layers of the diagram related to fundamental assumptions and values are even less likely to be considered in any detail, if at all. All human behaviour rests on such assumptions and values whether or not they are made explicit. For example, the move to deinstitutionalisation reflects a different broad underlying value from institutionalisation. We can also infer underlying assumptions from the actual service delivered (Wolfensberger, 1975). By grouping together people with an intellectual disability in group homes, schools or workshops, we can infer a range of implicit assumptions such as: they should be placed together; their most important characteristic is intellectual disability; other members of the community would not choose to spend their life with them; having positive role models in place is less important than other issues and so on. Of course many of the assumptions that can be inferred from the actual service may be in direct contradiction to the policy and mission statements of organisations.

This analysis does not infer base motives for organisations providing services. The point is that if all of the layers in the analysis are not addressed, then the actual service may reflect values and assumptions which contradict the stated intentions.

Two additional points need to be made about this analysis. First, higher order issues are not necessarily more important than lower order ones. To provide the 'nuts and bolts' of a particular service to a particular client may in fact be absolutely crucial. Similarly, a service may not be delivered effectively if the organisational structure is awry.

Second, the higher the order of the issue (the lower the tier on the diagram), the more powerful it will be in determining the ultimate shape of the service delivered. If the underlying assumption is that people with an intellectual disability should be grouped together, then all of the service types developed will reflect this assumption, as will the organisational structure, program processes and so on. If the broad underlying value of the service is one of according equal value to all citizens, whether or not they have a disability, then the assessment of needs, program processes, organisational structure, resource allocation and all other levels will reflect this.

2.2 Model Coherency

For the Earlsferry project, it was decided to try and develop services that were as coherent and attuned to the needs of the clients as was possible. "Model coherency" is a process designed by Professor Wolfensberger³ to take into account all of the levels in the above analysis when designing or evaluating a service. The PASSING evaluation instrument reflects this approach (Wolfensberger and Thomas, 1983). Model coherency is based on the fundamental question:

*Are the right people
working with the right people
(who are grouped in the right way)
using the right materials, methods and language
in the right settings,
in order to do the right thing?*

That is, the requirement is for there to be an appropriate, coherent match between the underlying assumptions, the needs of the people, the life area addressed by the service, and the program processes such as activities, buildings, staff and language. To achieve a

completely coherent service is extremely difficult, if not impossible, as compromises have to be made to meet the needs of stakeholders other than clients of a service. Human services meet the needs of a great variety of individuals and groups such as staff, unions, professional organisations, families, politicians, citizens and the society generally. When the relative power of these groups is considered, it would be surprising indeed if the needs of the least powerful, the clients, were met as a matter of course in such a competitive environment.

Model coherency starts from a belief that services should meet the most pressing needs of clients, and that any compromises should be minimal and consciously decided. That is, service design should have a clear values base and a detailed and personal knowledge of the clients and their needs. On this basis, a range of services are designed to meet clients' needs, with the alternatives ranked in priority according to their ability to meet those needs in the most powerful and valued way. It is only after this is done that "non-programmatic" issues such as resource availability and the needs of other stakeholders are considered to determine whether the highest priority services are possible. If they are not or cannot be adapted, then lower priority services may be considered, provided they are not counter to the agreed upon values and principles of the service.

2.3 Policy Documents

Two important policy documents were developed prior to the fire at Earlsferry. These two policies, the Home Environment Services Plan and the Position Paper on Future Services, provided clear guidelines for the development of an alternative to hostel accommodation. In addition they made it easier to gain support for the Earlsferry proposal from government and all areas of the administration as much of the thinking behind the proposal had already been canvassed and accepted.

2.3.1 Home Environment Services Plan

The purpose of the Home Environment Services Plan 1988 of AIH (later to become known as the Home Services Operational Plan), was to ensure that all people with an intellectual disability had access to a positive home environment which best met their individual needs. The Plan was developed in consultation with consumer groups and non-government organisations.

The key features of a positive home environment were seen to include:

- a safe haven and shelter;
- opportunities for personal growth and development;
- a strong social network of mutual dependency and personal involvement;
- a balance of rights and responsibilities to protect the interests of individuals and the household.

In addition to the principles governing all of the agency's services, principles specific to this program were:

- self determination — peoples' right to pursue their own preferences and aspirations;
- dignity and value — services should enhance the dignity and social value of people;
- tailored services — services should meet the unique specific needs of individuals.

A key problem identified was the insufficiency of available resources, in particular:

- community-based support services were inadequate, resulting in extensive demand for residential care;

- most of the residential facilities were below acceptable standards but could not be closed due to the extensive demand for residential care;
- policies and practices inadvertently encouraged residential care as a primary solution to community-based problems.

A three-pronged strategy was proposed to:

- strengthen community-based support services;
- replace sub-standard facilities;
- modify principles and practices in line with the principles and practices of the programme.

The Home Environment Services Plan argued that six types of community-based support services were required that had some common elements. These were:

- home support to help families cope with the additional burdens of the handicapped member;
- home training to develop independent living skills;
- specialist intervention to control inappropriate and anti-social behaviour;
- supported community living to assist independent living in the community;
- a program to provide a substitute family home for children and juveniles;
- employment and leisure options to provide constructive activities during the day.

2.3.2 Position Paper on Future Services

This paper recommended a broad framework for future service provision to people with an intellectual disability and their families in Western Australia. It was written with the intention of positively promoting future services that would be able to respond flexibly to individual needs, promote integration and acceptance into local communities, and demonstrate cost-effective use for resources.

It was argued that continuation of the current model of service delivery would see further programmes and services added to AIH which was already a large government agency. This annual growth would almost certainly bring with it unwanted problems that would pose real barriers to effective service delivery. These problems were seen to include:

- inflexibility and communication difficulties due to organisation size;
- a further blurring of the case management and service provision functions carried out by Authority staff. The capacity to independently advocate for client needs would continue to be compromised if the same staff also had a stake in direct service delivery;
- a perception by community agencies that AIH was responsible for providing services to people with a disability hence a resultant difficulty in achieving the goal of integration and use of generic services.

It was suggested that a desirable model for future services should promote:

- smaller, more responsive and flexible agencies with a clear sense of purpose;
- the separation of case management and service delivery functions with a strengthening of the mechanisms for individual needs assessment, service planning and monitoring;
- emphasis on local community integration and acceptance, natural support networks and flexible funding.

A study tour of the USA by representatives of AIH and Activ Foundation (a major non-government agency in the field of intellectual disability in WA), provided the opportunity to examine in some depth a number of exemplary service systems and programmes. Even after carefully accounting for social, industrial and economic differences between the USA and Australia, there remained two service models with sound underlying principles that it was believed could be considered valid alternatives to the current model of service organisation in WA. These models were the "localisation/autonomy" model (Nebraska) and the "services brokerage/programme development" model (Michigan, Wisconsin, Massachusetts).

The suggested framework for the development of future services was the service brokerage/programme development model with its increased emphasis on a non-government role in the areas of policy/funding/case management and development functions. Wherever possible, it was recommended that case management and services brokerage should be organised on as local a basis as possible, thus ensuring responsiveness to the needs of individual clients and local communities. Service agencies and programmes might only be viable in some cases on a more regional level and flexibility had to be available in this area.

It was stressed that distinct care had to be taken to ensure that any changes to service delivery resulted in a higher level or quality of service provision and had adequate safeguards. The suggested focus for the development of the new model of services was the local coordinator/brokerage approach and new initiatives rather than the redevelopment of existing services, although opportunities had to be taken in this area as they arose.

For the consumers of new services, the new model of services would provide strengthened case management, an increased availability of service options in the local community and greater choice between service types and agencies.

For AIH staff, the new model of services was seen to require the clarification and possible separation of the roles and functions of case management, programme management and direct service delivery. Opportunities were to be provided for staff involvement in this process and also the process of Operational Planning for each programme area. The implications for staff of non-government agencies were seen to be less far-reaching but it was considered that the new model of services would enhance the sense of purpose and provide new developmental opportunities for all staff.

- ¹ Based on public presentations of service models by Professor Wolfensberger.
- ² The diagram and the discussion of human service development are based on public presentations by Errol Cocks of Edith Cowan University.
- ³ From a public presentation on model coherency given by Professor Wolfensberger in Melbourne in 1990.

Chapter Three: Description of the Project

3.1 Introduction

Following the fire, it was agreed at senior management level that the needs of the residents would be met in a more creative and individualised way in line with the recent changes in policy. It was decided from the onset that in accordance with the Home Environment Services Plan of AIH, the project would attempt to meet the needs of the residents in a more creative and cost effective way than had been possible in the original hostel.

An Earlsferry Planning Committee was set up, chaired by the Regional Director, which included members of staff from the hostel and the region as well as representatives from other parts of the organisation. Although this was a rather large group it meant that key personnel were involved in the planning to maximise the probability of support for the changes.

Intensive planning was undertaken in the early months using a model coherency approach. The results of the model coherency planning are described below.

After the first six months the project was managed by:

The *operational group*: This group was involved in planning and carrying out individual plans for those in the group. Contact with residents was on a daily basis with weekly meetings for coordination and liaison.

The *implementation group*: This group was responsible for monitoring expenses, reviewing the implementation of individual plans, and authorising major steps for the operational group.

The *steering group*: This group was involved in receiving regular reports and reviewing overall progress. Reports to executive management were initially considered by the steering group. This group was also responsible for monitoring project implementation in terms of alignment with the principles of Social Role Valorisation.

The *evaluation group*: In time this group was set up to carry out the evaluation of the project. This group was composed of members from the other committees.

Each group would meet as a committee or informally as required.

A key theme of the project was to 'do things differently'. It would try to meet individual needs and aspirations, rather than administrative convenience. The aim was to provide a service which was not rigid nor bureaucratic but would enhance the personal competence of the Earlsferry residents through:

1. programme relevance: the precise matching of the programme to the needs of the client.
2. programme potency: the programme would have the power to address the person's needs effectively.

Another key theme was to have a clear values base and to work from this in the service design. A set of assumptions was developed about services, helping and sharing, devalued people and the group itself. These helped to guide both direction and decisions.

Finally, safeguards were seen as essential to protect both the service design and the nature of the service actually delivered. Safeguards were developed for many levels of involvement including goal selection, the supporting structure and implementation strategies.

3.2 Determining Underlying Assumptions

As the first stage in the model coherency exercise, the Earlsferry Planning Committee spent several hours agreeing on assumptions that they believed should be the basis for the services developed. This ensured that the key staff had thought through and reached agreement on the beliefs and assumptions that they shared and wished to see as the basis for further planning. They also provided a reference point from which to assess the extent to which the final service reflected their beliefs. The assumptions held in common by the group are listed below. There was no attempt to prioritise the assumptions — they are listed in the order that they were written down during the exercise.

a. Assumptions about Services

- Formal services can be a catalyst for informal services.
- Services should maximise self determination.
- Human services can enhance personal competence in two major ways:
 - programme relevance: the precise matching of the programme to the needs of the client;
 - programme effectiveness: the programme has the power to address the person's needs effectively.
- Services should be as informal, flexible and individualised as possible.
- Services should be based on the least restrictive alternative.
- Services should have a role of intervening in some circumstances.
- People should know their rights and be helped to exercise them.
- Advocacy is an important safeguard.
- People with an intellectual handicap need to be personally integrated into society.
- Personal integration needs to be well planned and supported.
- A powerful way of establishing community acceptance is via positive and valued social roles.

- People with an intellectual handicap want to and can control the services they receive.
- People with an intellectual handicap prefer to be part of the valued community rather than segregated and congregated.
- 'Human' values are vital in service workers to assist clients' community integration and can have more impact than technology or professional skills.
- The community will accept people with an intellectual handicap into valued participation if they are introduced in an individual way, are well supported, and do not exceed the community's ability to assimilate them.
- People with an intellectual handicap are, because of their histories of rejection and failure, more vulnerable to additional rejection than others, so services need to 'bend over backwards' to ensure success and reduce further rejection.

BUT

- Services can be too bureaucratic.
- Formal services can stifle relationships.
- Services can be too concerned with money.
- There is a greater demand for services.
- Services must be more accountable.
- Less emphasis on human values could result in services becoming too technocratic.
- Technology can be used or misused.

b. Assumptions about Helping and Sharing

- Everyone needs help at some time.
 - Sharing is a two way process.
 - People want to support others.
 - We are all part of one community.
 - Human similarities are more important than differences.
-

- Differences can add to strengths.
- Sharing should be based on mutual respect, not charity.
- It is appropriate to control in some circumstances.
- People are willing to share with people they know and like.
- A person with an advocate is more likely to receive a better service.
- People may need help to overcome initial barriers to relationships.
- Differences can throw up barriers and must be taken into account.
- All relationships are reciprocal.
- People have the right to request or refuse help.
- Where the consumers control payment, their power increases.
- Paid services cannot meet all needs.
- Appropriate modelling can help clients to learn.
- People can help themselves.
- Helping should be based on mutual respect.
- People should be able to receive a service without having to feel grateful for it.

BUT

- Helpers must take responsibility for their actions.
- Paid services may disempower clients.
- The more difficult a person's needs are to meet, the less likely it is that they will be met.
- Helping may be for better or for worse.
- Helpers may mistakenly think that they know best.

c. Assumptions about Devalued People

- People achieve well-being via consciousness, activity, and engagement rather than through idleness, incoherence or alienation.

- People have vastly more growth potential than is realised, than is expected or elicited by human services, and than may be apparent in an individual.
- The full growth potential of a person cannot be predicted: it becomes apparent only when life and growth conditions are optimised.
- People with an intellectual handicap have the same needs as others, plus some specific individual needs.
- People with an intellectual handicap have the full range of human needs—social, sexual, emotional, spiritual and physical.
- People with an intellectual handicap are capable of positive mutual relationships with other community members.

BUT

- People with an intellectual handicap regularly face societal rejection and have a common and pressing need for community acceptance.
 - They lack valued social roles.
 - They are often oppressed and disempowered.
 - They are generally poor.
 - They are often isolated with poorly developed social networks.
 - They often have limited life experiences.
 - They are often segregated.
 - They lack exposure to opportunities or choices.
 - They have little control over their lives.
 - There is much discontinuity in their lives.
 - They often have few friends.
 - They often have to live with people not of their choice.
 - They may have lost touch with their family.
 - They may lack social skills.
 - They may have a poor self image.
 - They may be afraid of change.
 - They may realise that they are different.
 - They may not be aware of their options.
-

- They may not be respected as individuals.
- They have been shaped, possibly damaged by the "system".
- They may use learned helplessness as a coping strategy.

d. Assumptions about the Earlsferry Residents

- All are young adults, with strong individual characteristics.
- All previously lived at Earlsferry.
- They have lost their home and possessions.
- They have had many major life moves.
- They have lacked continuous relationships.
- They have had long periods in institutions, segregated from the community.
- They have experienced much rejection and devaluation.
- They may have experienced violence and cruelty.
- They have had little privacy.
- Many are quite demanding and have a history of inappropriate behaviour.
- Many have no family contact.
- Many are emotionally scarred, or wounded.
- Staff may often have projected or applied different values when working in an institution than they would to clients living in the community.

BUT

- All are physically capable young adults.
- Most are employed and active.
- Earlsferry staff have a positive approach to them.
- They are used to consistent management.
- Most are aware of their own rights.
- They have social contact with staff outside of work.
- They expect to move into the community.

e. Society's Negative Image of Clients

A barrier to integration is that society sometimes sees people with a disability as either strong, violent, ugly, unpredictable, scary, noisy, sexually threatening or sexless, less than human, childlike, happy, helpless, irresponsible, objects of pity or charity. These perceptions must be challenged.

3.3 Characteristics of the Client Group

3.3.1 Factual Description

The sixteen permanent residents in the client group ranged in age from 19-45 years. The other five places were for people on respite so the numerous individuals filling these places were part of a different planning process. There were three women and thirteen men, all of whom had strong individual characteristics. Many were quite demanding and had a history of inappropriate behaviour. They were physically capable young adults who were mostly able to express their needs verbally.

3.3.2 Existential Description

Most of the people had experienced many major moves in their lives, together with long periods of living in an institution, and had therefore been subject to rejection and devaluation. In fact their history was a long one of isolation from society, with segregated school, work, recreation and living. They had been treated as one of a devalued "class" of people for most or all of their lives and had little identity that was not defined around intellectual disability, which had become their most significant defining characteristic. As such their individuality,

strengths and human qualities had not been recognised to any great extent. They were all materially poor and owned only a fraction of the possessions of anyone else their age in the general community. Many had only the most tenuous links with their past, a barren present and a bleak future of more isolation and rejection by the society. They had few or no valued roles, but many devalued ones such as "behaviour problem", "retarded", "sheltered workshop employee" and so on. Only a few residents maintained regular contact with their family. Most had few or no deep relationships of any duration. Moreover, they had all lost the only home they had known for the last few years as well as all of their possessions, and had been thrust into the most basic temporary accommodation as a result of the fire.

When the members of the planning committee considered the probable impact of this life, it was clear that it was likely to be profoundly negative. After careful consideration of the needs of the people flowing from these life experiences, the group concluded that in terms of priority, emotional security and stability were likely to be both the most urgent and fundamental needs. In fact, the group considered that unless these needs were addressed, other needs such as community inclusion, decent accommodation and real work were unlikely to be successfully met. The residents had to have accommodation provided as some of them were sleeping on floors in other residential units immediately after the fire. However, it was clear that in the provision of accommodation and the way it was organised, emotional security and stability had to be the foremost considerations.

3.4 Broad Accommodation Options

As the next part of the model coherency planning exercise, the planning group generated a list of possible accommodation options. The aim of this was to break from the restriction of thinking only in terms of a single option such as a group home. These options were then rated on two dimensions, cultural value and power to meet need.

Cultural value is an important dimension as the group is one that is considerably devalued by society. Therefore, placing them in accommodation that is seen as odd, unusual, or of less value would be likely to result in further devaluation. For example, to live in a group home or hostel is not valued in western culture, whereas living in a home that you own is highly valued (particularly in Australia).

The second dimension, potential power to meet the broad needs of the people, is a different dimension to cultural value. Thus a highly valued accommodation alternative may be very poor at meeting people's needs — it might make them more isolated and perhaps even lead to their abandonment.

Both of these dimensions, cultural value and power to meet needs, have to be weighed in the final determination of the best accommodation option. Also, this weighting would **not** be the same for different groups of people (or even different individuals) as needs vary. Table 1 overleaf shows the accommodation alternatives generated and the weighting given to cultural value (CV) and power to meet the needs of the Earlsferry residents. The ratings were from 1 (lowest) to 10 (highest). Items have been re-ordered to put them in order of ultimate priority.

Table 1: Cultural Value (CV) of Accommodation Options and Power to Meet Accommodation Needs Rated for Earlsferry Residents

| CV | POWER | Accommodation Options |
|-----|-------|--|
| 10 | 10 | Buying own home |
| 10 | 10 | Buying a Homeswest home |
| 9 | 9 | Buying a flat |
| 8-9 | 8-9 | Time share |
| 8-9 | 8-9 | Granny flat (person in house) |
| 8-9 | 8-9 | Housing co-operative |
| 7-8 | 8-9 | Granny flat (person in flat) |
| 5-7 | 8-8 | Renting Homeswest |
| 7-8 | 7-8 | Living with extended family (brothers-sisters) |
| 7-8 | 6-7 | Renting house |
| 6-7 | 7-8 | Multiple flats within block x 2 |
| 5-6 | 8-9 | Village style (eg. Swan Cottage homes) |
| 6-7 | 6-7 | Renting duplex half |
| 6-7 | 5-6 | Renting flat |
| 5-6 | 4-7 | Lodging |
| 7-8 | 4-5 | Caretaker house supplied |
| 4-6 | 7 | Commune |
| 6 | 5-6 | Living with parents |
| 4-5 | 5 | Group home (AIH) |
| 4-5 | 5 | Group home (other agencies) |
| 3 | 3-5 | Caravan |
| 3 | 2-3 | Boarding House |
| 1-2 | 1-2 | Hostel |

It is clear from this analysis that the most powerful and valued ways of meeting the needs of this group fell into the natural options available to general members of the community. Specialised options such as a group home were found to be both of a low cultural value and as having poor potential power to meet the needs of the group.

With the people from Earlsferry, it was clear that they would all need support for a considerable length of time, some for the rest of their lives. There are, of course, many ways to provide such support, each with a relative power to meet the needs of the people, and different types of support would also have different values given by the culture. For example, having the support provided by juveniles on community service orders would be highly devalued, whereas unpaid support provided by a friend would be more likely to be highly valued. Overall, it was considered that living with non-handicapped people would have both the highest cultural value and power to meet the needs of the people from Earlsferry. Living with one person with a disability was the next highest ranking, but living with two or more people with a disability was rated as having both a low cultural value and power to meet needs.

For accommodation then, the most relevant service options in terms of the needs of the people were primarily around home ownership or rental with the support provided from non-handicapped community members as far as possible.

3.5 Emotional Independence

As the prime area of need for the group was emotional independence, the planning group generated the ways in which this is achieved in the culture and then rated each of these alternatives as before. Table 2 overleaf gives the results of this exercise which shows that there were several powerful means available to meet this need.

Table 2: Culturally Valued Analogues (CVAs) for Increasing Emotional Independence and Power to Meet the Needs of Earlsferry Residents

| CV | POWER | Culturally Valued Analogue |
|------|-------|---|
| 10 | 10 | Build up relationship with existing extended family. |
| 10 | 10 | Provide stable peer group. |
| 10 | 10 | Modelling from own parents. |
| 10 | 10 | Parents providing continued support eg. doing washing, providing food, etc. |
| 10 | 9-10 | Weekends away camping etc, staying at people's place more secure — less secure. Leaving 'home' for short periods of time. |
| 10 | 9 | Forming new extended family network. |
| 9-10 | 9-10 | Community based activities to build on relationships. |
| 7-8 | 8-9 | Recruit casual/weekend co-residents. |
| 6-7 | 9-10 | Recruit individual advocates. Feasible alternatives. |
| 4-5 | 10 | Support for co-residents. |
| 6-7 | 8-9 | People at the house to stay with residents that have moved out, for weekends etc. |
| 6-7 | 6-7 | Make it clear that named people will take an interest (active interest) in them. |
| 9-10 | 5-6 | Residents to have pets for pets sake. |
| 8-9 | 4-6 | Increase unpredictability in present environment. |
| 8-9 | 5-6 | Allow choices to be made in present environment and allow consequences to occur. |
| 5-8 | 5-6 | Have reunions with previous group. |
| 1-4 | 7 | Familiar staff to drop in for cup of tea without making demands. |
| 3-5 | 7-8 | Considerable social trainer support in co-residency initially and then less. |

3.6 Individual Planning

The above analysis resulted in a base of agreed assumptions and a range of service alternatives to meet the most pressing needs of the group as a whole. The process was also important in that it gave members of the planning group time to think through the major issues and reach agreement on broad means to address the issues at stake. In particular, it ensured that from the outset, planning was focused on the needs of the people. However, it did not specify the needs of individuals and the best option for each. For this, a process based on O'Brien's personal futures planning (O'Brien, 1985) was utilised.

Planning for each of the sixteen extended stay residents was conducted over a three month period from June to August 1989. The planning sessions were up to six hours long and involved the person, his or her family and staff who knew the person well, in developing an individually tailored plan. The major areas considered were accommodation, recreation, education and training, employment, health and any special needs.

A central theme while implementing the individual service design was to consider as wide a range of options as possible, while keeping in mind the importance of empowering individuals. It was emphasised that the most pressing need for the people in the group was emotional independence. For people to be able to make a successful transition to less restrictive accommodation, a strong personal/social network was critical.

As the project developed, it became clear that the needs of some people meant they were best suited to living with people who were not part of the original group. Thus it became necessary to determine guidelines to 'swap' people in and out of the group.

The guidelines developed involved numerous checks and balances to ensure it was a decision which advantaged the individual

rather than selecting out people who might be considered more difficult. At the time of the evaluation, five people had been swapped out of the original sixteen and were replaced by five people whose needs would be met in terms of compatibility and support required.

3.7 Service Outcomes

3.7.1 Independent Living with Moderate Intensity Support

David¹ lives by himself in a rented flat in an inner city area. Most of his life had previously been spent in institutions except for one short but unsuccessful experience of living in the community. The initial level of support from project social trainers was high being on a daily basis. Their role was to increase David's independence and also to encourage support from neighbours. David was also introduced to a support person who assisted with joining clubs, going out and making friends. The support person was paid an hourly rate, though many additional hours were spent helping out on a voluntary basis. David has also completed several Technical and Further Education (TAFE) courses, such as cooking classes, which have increased his independence.

David has now been in his flat for two years, and he is very happy. The level of social trainer support has been reduced to six hours per week and is anticipated to remain at this level for the long term.

3.7.2 Living With a Non-Disabled Person — Co-Residency

This option was first tried early in the project when Jane shared a home with a couple for a three month period. Regular social trainer and professional support was provided and many community activ-

ities were set up. However, these supports proved to be inadequate to enable Jane to operate as a flat mate. After further planning, a second sharing situation was developed in which Jane lived in a "granny flat" with support available from the family in the main house. This was also unsuccessful.

Co-residency options were investigated for two other people in the group. Although there are no co-residency options operating at present the experience gained has been invaluable.

3.7.3 Shared House Rented from Homeswest

Homeswest is the State Housing Authority. Three men, Harry, Warren and Robert moved into their house in Lockridge in January. At first there was social trainer support 24 hours a day but after only a few weeks, overnight support was withdrawn although staff spent some shifts in cars to check that everything was progressing normally. A significant feature of this option has been the combination of two types of assistance:

1. social trainers, namely trained staff employed by the organisation; and
2. support people recruited from the local area whose roles include companionship, friend and community advocate.

3.7.4 Transitional Programme

George showed a strong desire to live by himself during his Individual Service Design. As he did not have the experience to achieve such a high level of independence, a transitional program was implemented to increase George's skills to the level required to achieve independent living.

The program, which was designed in consultation with George, operated for 12 months. Initially George lived in Lockridge with Harry and Ken. He now lives in a house by himself and receives limited support from social trainers and some from support people.

3.7.5 Supportive Neighbours

Helen, James and Jeanette moved into a duplex some time after the fire. At first there were social trainers available for 24 hour support but this was gradually withdrawn with the social trainer spending the sleep shift in the adjoining house. Safety devices were fitted to the adjoining house (smoke detectors, door alarms and push button telephone).

Neighbours were recruited to be available from 10pm–6am. Over an 18 month period, the neighbours were called once, and that was on a hot night when Jeanette wanted some cool air. This arrangement has resulted in a major saving in terms of staffing costs for sleep shifts.

3.8 Support People

The introduction of support people has been one of the most significant aspects of the project.

3.8.1 Recruitment

The project advertised an information session in a local paper for people who were community minded, had a voice in the local community and would be interested in supporting and advocating for

people with an intellectual disability. At these sessions, a brief history of people with an intellectual disability in AIH was outlined, and the reasons why support people were being sought. As a result of the sessions, several people were short listed and more sessions were held to ensure they had an appropriate attitude towards people with an intellectual disability. After this they were introduced to the residents and the development of inter-personal relationships was observed.

The final selection of support persons was left to individual residents, who then became that person's employer. Payment to support people is made through a joint cheque account held between the resident and a parent, with the role of project staff being similar to that of employment consultant.

The residents and their families have ongoing control over selection and management of support people.

3.8.2 Roles of Support People

There are two types of support people, community advocates who take people with disabilities out into the community, and companions who provide support within the house. All of the residents have a community advocate who is looked upon by them as their friend. For example, George and his advocate attend woodwork at the local technical college, Ken and his advocate spend time going to country and western nights, football and lacrosse. Harry and his advocate go bowling, bike riding or play pool.

Support people in the house also provide companionship as well as practical support and guidance. This may be watching TV, recreating, and playing cards. Since the introduction of support people, the residents' quality of life has improved. Support people enable all residents to have individual quality outings of their own choosing and this facilitates both community integration and acceptance.

3.9 Safeguards

The concept of safeguards is based on the assumption that all things deteriorate over time, including services. The morning look in the mirror establishes the truth of this! Also, the concept is founded on the belief that there are many stakeholders in human services, each with their own needs and agendas, which are not usually explicit. Hence there is a need to build in safeguards to ensure service recipients are accorded first priority wherever possible. These safeguards should be multiple, redundant, internal and external, and implemented throughout the development of a service from its initial conception to its ultimate delivery.

During the establishment of a new service there is almost always a great deal of enthusiasm and goodwill. Over time, however, enthusiasm flags, staff change and other requirements become more dominant. Safeguards can slow, but probably not forestall this deterioration over time.

For the Earlsferry project, there was an early appreciation of the need for safeguards and the following safeguards were generated by the planning group. The process involved thinking through a range of possible pressures or problems and trying to install safeguards to stop such problems occurring or minimising their impact.

a. Governing Assumptions

1. Assumptions to be set.
 2. Regional Director to be responsible for ensuring that they are set up.
 3. Assumptions to be ratified by the Steering Committee and Management Committee.
 4. The group designing the assumptions to include members who are:
external;
-

- independent;
 - family members;
 - advocates;
 - involved staff.
5. The assumptions to be vetted by independent groups.
 6. Assumptions to be published. Possible ways are through:
 - the ASSID newsletter;
 - a brochure;
 - being sent to families;
 - being sent to agencies.
 7. Assumptions to be built into staff induction.
 8. Assumptions to be reviewed annually.
 9. Assumptions to be reviewed by:
 - (See 2, 3, 4 above).
 10. Regional Director to be accountable for review.
 11. "Bring-up system" be implemented to ensure that they are reviewed.
 12. Progress Report to be put on the agenda for the Management Committee.
 13. Staff must be willing to agree to underlying assumptions.
 14. Membership of the group designing assumptions to be vetted externally.

b. Goal Selection

1. To be by the Steering Committee, which includes Management Committee members.
 2. No goals selected before individual client needs are determined.
 3. Families and clients' advocates to be involved in needs determination.
 4. A broad base of people to be involved in individualised needs assessment.
 5. There is to be a focus on increasing the understanding of people involved in needs assessment (eg. parents, friends).
-

6. Promote assumptions, goals and progressive outcomes to regional staff, AIH staff, the field in WA generally.
7. To control time pressure, increase allies at senior level.
8. Determine a 'no compromise point' that will not be traded off. That is, are there some things that involve principles that cannot be undermined? By determining this before pressure is applied, it is less likely that key principles will be sold out for pragmatic gains.
Encourage external evaluation.
9. Have a list of essential (no compromise) characteristics ratified by the Management Committee. These would be both general and specific to each individual.

c. Supporting Structure

1. Limit target group size to that in original agreement.
2. Have this ratified by the Management Committee.
3. Specify the characteristics of the target group (so that people with different or more difficult needs are not substituted over time).
4. Families/advocates to be involved in any decision about a person leaving/entering the target group.
5. Steering Committee to vet all people leaving/entering.
6. Relevant external consultants to be used before person leaves/enters.
7. Controlling group always to include people involved plus external people.
8. Review family/advocate involvement in the planning group.

d. Model Coherency Issues

1. All service options must be rated on cultural value.
2. Service plans (individual) to be reviewed at least six monthly.
Review team must know the individual.
Review team must include at least one new member.
3. No individual plan to be implemented until checked against fundamental assumptions and that it meets clients' needs.
4. Involve Human Resources staff to forestall industrial issues.
5. Inform tertiary institutions of process to gather support.
6. Students could be involved in the project and with the people. If so:
 - a broad range of students is needed;
 - they need to be informed of the issues;
 - they could be doing evaluation/research.

e. Implementation Strategies

General:

1. To be written down and filed.
2. Should involve:
 - client;
 - family;
 - advocate;
 - involved staff.
3. Personal Futures Plan to be the basic building block of service.
4. Procedure for the use of a full scale individualised plan needs to be set. (With so many people involved, it is not possible to do a full scale individual plan at regular intervals).

5. Criteria for client grouping is to be specified. (Both the size and composition of a group can have a major impact on both the image and development of competencies).
Criteria for grouping to be considered by external group.
Evaluation of impact or grouping to be made.
6. Specific safeguards are needed for each segment of the project.

Staff:

1. Staff must understand and act on the underlying assumptions which are to be part of the selection criteria.
2. Staff training to be by:
buddying;
an induction programme (value based);
external courses;
internal courses.
3. Clients to be involved in the selection of support people.
4. All individuals to have a strong advocate.
5. Regular staff review of project.
6. Educate/encourage clients in self-advocacy.
7. Reporting procedures for incidents to be established.

Other:

Non-Government agencies that are involved with the Earlsferry residents must demonstrate implementation of principles.

¹ Names have been changed for privacy.

Chapter Four: The Evaluation

4.1 Methodology

The outcomes for the original sixteen residents were assessed by three Clinical Psychologists who had previously worked with the residents of the Earlsferry Hostel, though they had no current direct contact with these persons. Interviews and assessments were carried out in conjunction with a current staff member of the resident and a senior staff member of the Earlsferry project. The following information was used.

4.1.1 Outcomes for Individuals

a. Personal Tracking

Informed persons met with each individual in the group to track the individual's life and development over the past three years. The focus was on changes in life situation, perceived gains, losses or damaging experiences.

b. Quality of Life Measures

Schalock's Quality of Life Scale (1990) was used to measure current life quality. If the resident was non-verbal, two staff members were requested to independently rate the person's progress.

c. Formal Planning Information

For individuals with Individual Service Designs or Future Plans, an analysis of the plans and a rating of the outcomes was carried out.

d. Adaptive Behaviour/Skill Development

Comparisons were made between the pre-fire ICSA (Irrabeena Core Skills Assessment) and the most recent assessment.

e. Maladaptive Behaviour

Comparisons were made of pre-fire behaviour with samples of current behaviour.

4.1.2 Financial Costs

The costs associated with the Earlsferry project were recorded and described and, where appropriate, were compared to previous hostel costings.

a. Earlsferry Project (May 1989–May 1991)

A detailed review of the establishment costs of the Earlsferry project was undertaken including the committee and evaluation costs, any one-off expenses, social trainer staffing costs and the costs of support persons.

b. Earlsferry Hostel (April 1987–April 1989)

A review was undertaken of the recurrent expenditure of the Earlsferry Hostel in the pre-fire days.

4.1.3 Staff

Staff perceptions about the project were surveyed and described and their comments were sought regarding comparisons with the hostel service (disadvantages, advantages, preferences, individual outcomes, quality of life).

Statistics were collected re: staff overtime;
staff turnover;
staff sick leave;
workers compensation claims.

4.2 Results

4.2.1 Impact on Residents

a. Personal Tracking

Each of the sixteen residents in the group was interviewed by the Clinical Psychologists involved in the evaluation phase of the project. The Clinical Psychologists were requested to note down any key words or key phrases that the persons verbalised. A standard open-ended questionnaire was utilised. Where the person was non-verbal or unable to communicate in a non-verbal manner, the questions were directed at their current and past staff members who were also present during the interview session.

Each person in the group was asked if they were "happy" with their current accommodation option. Ten persons indicated or stated "yes", three stated "no" and a response could not be determined from three non-verbal persons. Each person was asked if they were "happy" at the Earlsferry Hostel. Six persons stated "yes", five stated that they

were not happy there and the answer could not be determined from five persons. The predominant memory of the Earlsferry Hostel was the night of the fire. When the people were asked what they did not like about the hostel, the most common response concerned the crowding and the "noise" in the hostel. One person stated:

There was too much fighting and violence and violent manners. Staff wanted too much of their own way. They were very strict.

When asked about their current residence, the key words expressed by the persons in the group were "small group", "fewer staff" "quieter", "independence" and "less stress".

When asked about their financial situation, most residents indicated that they had more money (disposable income) when they were living at Earlsferry Hostel. One person was in financial difficulties because of his independent living situation. He was, however, aware of this fact and deliberately chose to "live alone" in spite of his financial situation.

Disposable income is a crucial factor if people wish to maintain their community living situations and is an interesting topic for further debate. Is it better to have less disposable income by acquiring a higher quality of life through increased spending on recreational activities, or is it better to have large amounts of money in the bank, monies which may never be spent on increasing recreation options? In most cases it can be left completely up to individuals, but there is a line at which duty of care applies.

In general, most of the persons remembered their "planning day". Most were aware that they decided on an accommodation option, or "....where I would like to live."

Contact with family or friends has been variable since the commencement of the project. For some it had improved, for others it

stayed at the same level. Many persons were able to discuss the large number of community based activities that they were currently involved in, namely the pool, health club, modelling, grooming, going to a hotel and movies. This appears to have increased since the commencement of the project. Some persons mentioned their support person and the activities they were currently involved in. One person stated "I have a new friend who is non-handicapped".

Many of the persons in the group were aware that they are now doing more things for themselves, for example cooking, cleaning, shopping, washing etc.

When asked if they prefer their life now or previously, the responses tended to be variable. Some people miss their friends (residents and staff) from Earlsferry. A number of others indicated an awareness that matters have improved for them. Perhaps the most telling comment is a quote from the person who was previously concerned about the "fighting and violence" at Earlsferry: "Now I can just sit down, relax and have the good life."

b. Quality of Life Questionnaire

The Schalock Quality of Life Questionnaire was utilised with the resulting table (see Table 3 overleaf) organised from the highest to the lowest score. Unfortunately, as in many situations in this project, it was impossible to make a retrospective comparison with the pre-fire days. This questionnaire is sensitive to issues involved in client congregation and external control over a resident's life. As such it can differentiate between the persons in the groups.

It is noticeable that, in general, the higher scores and presumably those with the higher quality of life are those persons who live in the independent flat situation, or in the private rental duplex or private housing. Nine persons scored 60 or more on the measure used. Those

persons who scored poorly on the measure used tended to be those living in cluster housing, hostels or in a special unit. Two other persons who scored poorly were non-verbal. It appears from these results that the more independent the accommodation option, the higher is the person's measured quality of life. Thus it can be inferred that the quality of life rating would have increased for most people since the fire.

Table 3: Results from the Schalock Quality of Life Questionnaire

| CLIENT* | ACCOMMODATION SITUATION | SCORE |
|---------|-----------------------------------|-------|
| 1. | Independent — (flat) | 80 |
| 2. | Independent — (house) | 69 |
| 3. | Two others (supported neighbours) | 67 |
| 4. | Two others (house) | 66 |
| 5. | Two others (supported neighbours) | 66 |
| 6. | Two others (supported neighbours) | 64 |
| 7. | Two others (house) | 61 |
| 8. | Four others (group home) | 61 |
| 9. | Four others (group home) | 60 |
| 10. | 20t (hostel) | 50 |
| 11. | 50t (hostel) | 50 |
| 12. | Four others (group home) | 48 |
| 13. | Special unit | 45 |
| 14. | Four others (group homes) | 45 |
| 15. | 60+ (cluster village) | 44 |
| 16. | Seven others (duplex) | 44 |

NB: Scores can range from 28 (low) to 84 (high) (Schalock 1986).

** Numbers are used rather than names or initials for reasons of privacy.*

c. Formal Planning Information: Rating of Goals from the Individual Service Designs (ISDs)

The procedure for rating the goals set during the individual service design (ISD) was adapted from an article by Dunne and O'Regan (1990). The outcome for each goal set was independently rated by two Clinical Psychologists as to whether they were achieved, partially achieved, goal changed to a less restrictive option and achieved, not achieved and no information available.

The goals for each client were set in the following areas:

- an improvement in accommodation;
- an increase in personal support networks;
- family relationships, health, employment and so on.

This was obviously a very ambitious project. As shown in Table 4 there were a large number of important goals selected by each person (average 17.38) in a number of key areas in their life. The majority of the goals selected, over two thirds, were either fully achieved or partially achieved (see Table 5).

The two major goals of a change of accommodation to a more independent situation and an increase in social networks were achieved for the majority of the persons in the group. The project was characterised by a clear prioritisation of goals, namely an improvement in accommodation and an increase in the person's personal support systems.

The majority of persons (94%) attended their individual formal planning day and in most situations (69%) family members or significant others were also able to attend (Table 5).

Only 18% of all goals were not achieved (Table 5). In many instances these goals were set in the area of improved occupational services or improved family relationships. These were situations over

which staff and residents had no control or were not able to markedly influence the outcome.

In conclusion, given the ambitious nature of the project and the consequently large number of quality of life enhancing goals derived from the formal individual service planning, the number of important goals achieved was encouraging.

Table 4: Number of Goals Selected by Residents

| | TOTAL | AVE/CLIENT |
|--|-------|------------|
| Total Number of Goals | 278 | 17.38 |
| Number of Goal Areas eg. Accommodation, Social/Family Work, Transport, Leisure | 94 | 5.88 |

Table 5: Attainment of Goals by Residents

| | TOTAL | PERCENTAGE |
|--|-----------|------------|
| Did Person Attend ISD? | Yes 15/16 | 94% |
| Did family (or significant non-staff person attend?) | Yes 11/16 | 69% |
| Number of Goals Achieved | 140 | 50% |
| Number of Goals Partially Achieved | 47 | 17% |
| Number of Goals Changed to Less Restrictive Options and Achieved | 11 | 4% |
| Number of Goals Not Achieved | 50 | 18% |
| Number of Goals No Information | 30 | 11% |

d. Adaptive Behaviour

In general, the results of the rating of adaptive behaviour were disappointing. Each person's file in the group was examined in order to ascertain each person's progress on 15 major skills assessed on the Irrabeena Core Skills Assessment (ICSA). The Core Skills Assessment was a major feature of life in the Authority's accommodation services during the 1980s but it is less important now.

All of the persons in the group had a core skills assessment prior to the fire, but only six out of the sixteen have been assessed since, with the assessment placed on file. As the various accommodation options were developed, many staff became responsible for ensuring the core skills assessment was carried out. In a number of situations this did not occur.

The results are therefore inconclusive. There did appear to be some overall progress in the six clients assessed. There were gains in 18 (29 levels) of the skill areas and losses in 12 (15 levels) of the skill areas. These results show trends in a positive direction, but, unfortunately, no definitive comments can be made regarding progress in the whole group.

e. Maladaptive Behaviour

A large number of the persons in the group had been on psychological programmes in order to address the issue of inappropriate behaviour. An analysis of the information on the residents' main file indicated that the data available was incomplete. Therefore the following is a number of brief case studies focusing on the issue of an individual's behavioural history prior to and following the fire.

George. Prior to the hostel being destroyed, George spent much of his time living on the streets rather than staying at the hostel. George had a history of stealing and aggression resulting in many court appearances. Sentences imposed were fines and a short goal term. Since living in his own home, there have been no incidents of stealing nor court appearances.

Harry. Before moving into shared accommodation with two other men, Harry had a history of physical and verbal aggression. An example of this would be breaking windows then intimidating residents and staff with the broken glass. There has been a marked decrease in this behaviour so that it could be described as rare.

Tom. At the time the hostel was burnt, Tom was engaged in bizarre behaviours: shaving his head and eyebrows; taking taxi rides knowing he had no money to pay; eating at expensive restaurants and refusing to pay; and stealing from shops. All of these resulted in Tom having frequent court appearances. Since moving to a group home and a change in medication, there have been no occurrences of the above behaviours.

David. David had a history of verbal and physical aggression towards residents and staff and was able to manipulate other residents causing them to become aggressive. Since living in his own flat, there have been no reports of physical aggression or verbal aggression.

Jane. Jane has a history of problematic behaviour involving aggression and stealing. She had lived in various institutions with varying amounts of freedom and responsibility and chose to live with a non disabled co-resident as her option. During this period, Jane's behaviour problems escalated resulting in court appearances and goal. Jane remains living in a hostel with 24 hour staffing.

f. Respite

For the people using the respite beds in Earlsferry Hostel, support people were recruited to reduce the pressure on families, and alternative hostels were used for respite when this was required. Of the ten highest users of the Earlsferry respite places prior to the fire, only two of these persons are currently utilising respite at other hostels. While the respite area was not evaluated as closely as the main project, these figures would indicate that family support could be a viable alternative to respite in at least some cases.

4.2.2 Impact on Staff

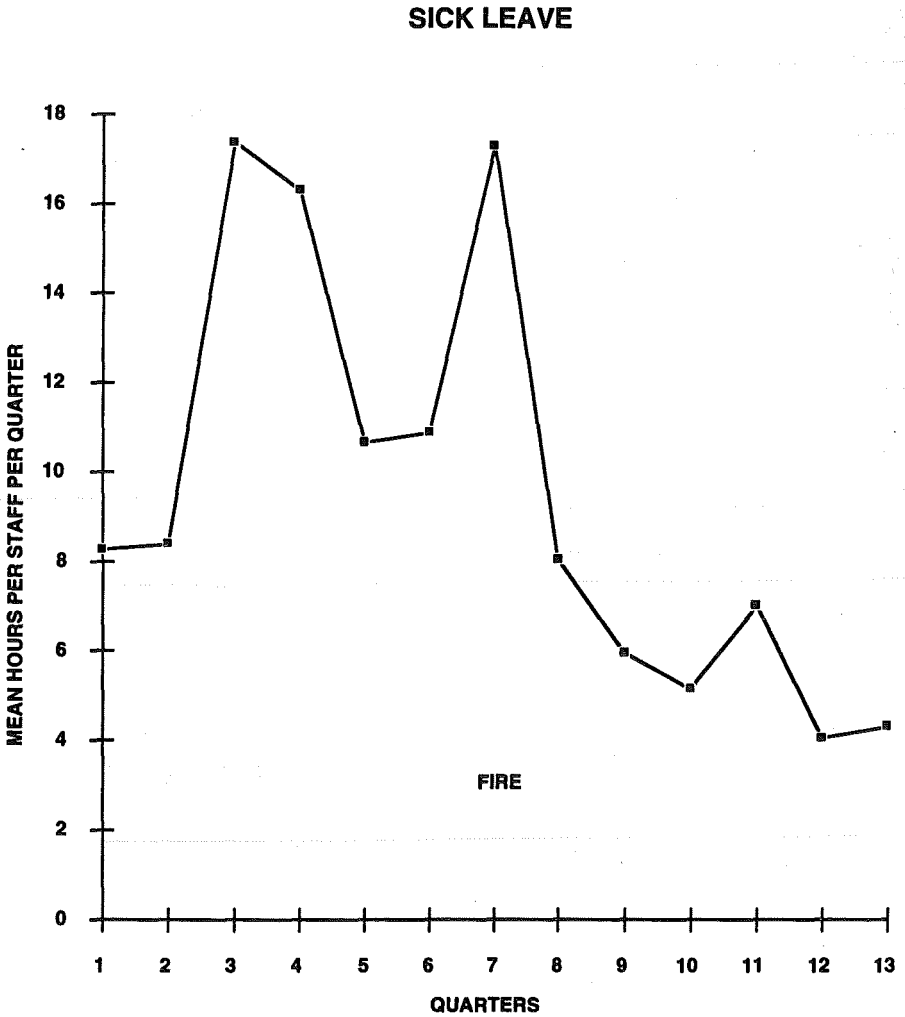
a. Statistics

Three major sources of information about staff were used: the formal staff statistics maintained by the Human Resources Management Branch of AIH; a staff questionnaire; and feedback through two workshops held with staff.

The staff statistics are summarised in the following pages in a series of graphs. The details of the staff statistics are available in Appendix One. There were insufficient data for a meaningful statistical analysis of the changes.

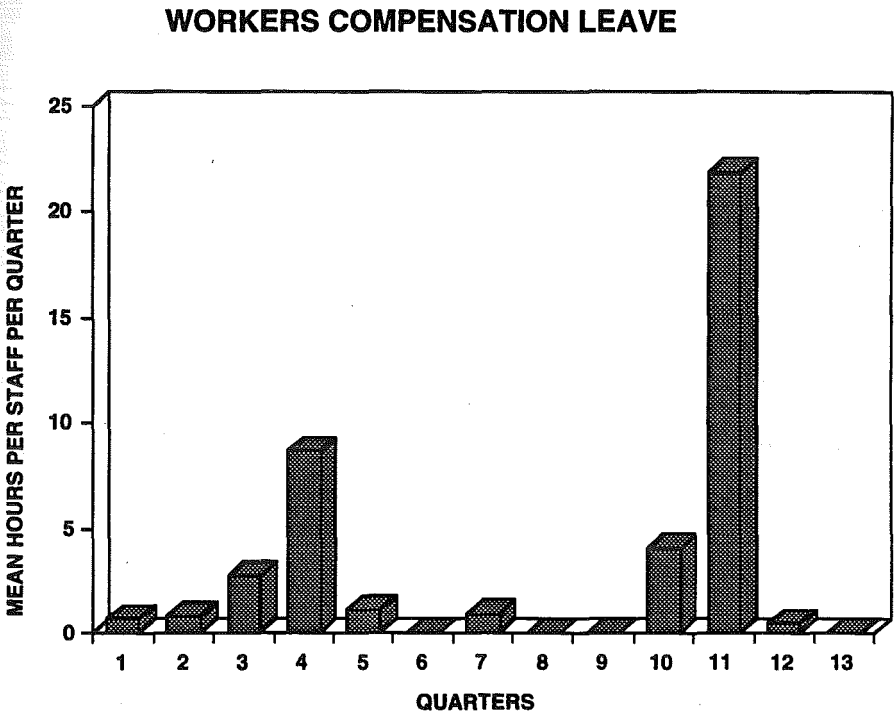
Sick leave: There was a constant reduction in the amount of sick leave utilised over the course of the project (see Figure 2). The mean hours of sick leave per person per quarter was 12.7 hours pre-fire and 5.8 hours post-fire, a reduction of over 50%.

Figure 2: Staff Sick Leave Before and After the Fire



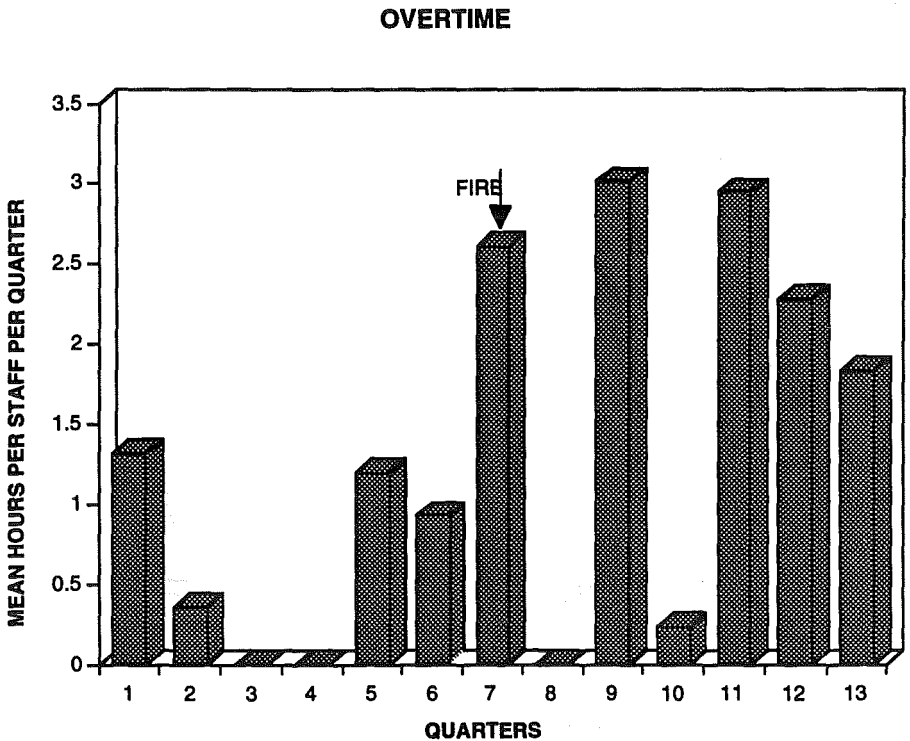
Workers compensation: As shown in Figure 3, the amount of workers compensation utilised increased after the fire. Before the fire the mean hours of workers compensation per person per quarter was 2.1 hours, and 4.4 hours post-fire. The increase can be accounted for by a single staff accident in the April-June quarter of 1990 which distorted the figures. Without this injury, the overall level of workers compensation showed a decrease post-fire.

Figure 3: Staff Workers Compensation Leave Before and After the Fire



Overtime: The mean hours of overtime per staff member per quarter increased from 0.9 hours pre-fire to 1.7 hours post-fire. However, as shown in Figure 4, there was a reduction in the amount of overtime used by staff over the course of the project. This will be discussed further in the section on financial data.

Figure 4: Staff Overtime Before and After the Fire



b. Staff Questionnaire

A questionnaire was sent out to all staff who had been involved throughout the project. Of the thirty questionnaires sent out, there were nine responses (see Appendix Two). The staff who answered the questionnaire considered that most of the outcomes had been positive for the residents, particularly in the area of accommodation. They perceived two negative results for the residents: first, that daytime occupation had not changed; and second, the clients had a reduction in the amount of their disposable income. There was a strong indication that most of the staff preferred to work in the current situation rather than in the old Earlsferry Hostel. Most staff indicated that they could have received more supervision and more in-service training and staff development during the course of the project. This would have assisted them to adjust better to the demands of the project.

c. Staff Workshops

Two workshops were held with staff which examined the strengths and weaknesses of the project both in terms of the resident outcomes and the outcomes for staff. The gains for residents included: being able to live in more normal housing; the opportunity for the development of individual accommodation options; and the ability to live with less support and gain greater independence. Further, residents were able to raise their level of functioning and had a greater degree of involvement in the community. There was also a reduction in the number of seriously disruptive incidents and an increase in resident adaptive behaviour. The losses for residents were seen to be an increased degree of vulnerability and exposure to more risks. For example, one house was burgled several times and residents lost a number of possessions. A list of grievances and disciplinary procedures against staff for the early years of the project is included in Appendix Three.

From the staff point of view there were a number of difficulties with the project. Due to the lack of sleep shifts (a shift in which staff are present but allowed to sleep once the clients are in bed), staff experienced a decrease in their overall pay and allowances. They experienced feelings of isolation due to reduced socialisation with other staff, reduced peer support, and some staff expressed an increased level of anxiety when dealing with difficult residents. There was a reduced level of communication and a decrease in a feeling of involvement with the project. Staff experienced a lack of privacy, stress regarding the support workers, and a certain degree of role confusion.

Staff considered that at times staff resources were not being distributed equally throughout the various sections of the project. They were concerned that the overall staffing level might be reduced in some circumstances and these were issues which needed to be attended to in the future. They considered that there should be no further reduction in staffing levels in any of the houses. It was considered that there should be some re-thinking of strategies to ensure maintenance of this project and when considering other similar projects in the future. It is important to ensure that staff are able to meet the demands which are placed on them. A number of the following ideas about staff considerations were contributed by staff in the project.

- There is a need to provide a compensatory supportive environment for the current lack of peer support. Staff require contact with peers and supervisors in order to maintain a high level of performance.
- There is a need to reduce stress by involving staff further in the decision making process.
- One needs to increase and maintain commitment by specifying common goals, and working at creating and maintaining the staff ownership of these goals. This is particularly important if

the staff who originally began with the project are being replaced by other staff who are now maintaining the gains of the project.

It is clear that good staff need to be developed and learn to support each other. These staff rarely had the opportunity to attend staff meetings and the development of teamwork was limited. There is a need to maintain consistency of communication to maintain the level of staff performance. One benefit of the project was the opportunity for creative thinking and the understanding of individual client needs. A recommendation of the staff in this project was that future devolutions should continue to be based on individual service design and development, rather than the group planning and en masse devolution of a large number of people contained within an institution.

The attitude of the social trainer staff to the support people was also interesting. The social trainers considered that a support person could be a valuable adjunct to normal services provided by AIH. They also considered that support people can be used but they can be misused as well. The roles and responsibilities of support people need to be further defined and delineated. It did appear that the social trainer staff did not value the support people as highly as the operational and steering groups. They viewed them in terms of overall costs, role demarcation issues and as a threat rather than in terms of the benefits the companionship of support persons brought to the residents.

4.2.3 Financial Data

A comparison was made of the financial data for the pre- and post-fire periods (see Appendix Four). The pre-fire data was based on the hostel running costs for twenty one places and the post-fire data was based on project costs for the sixteen individualised options and five respite places meaning the figures are directly comparable.

It needs to be stressed that the objective of the Earlsferry project was to improve the quality of life of the residents, not to save money. If the focus had been to save money then it is likely that many of the outcomes would have been very different, and possibly the project may have been more expensive than the hostel. By focusing on quality of life, staff were highly committed, community members rallied in support, senior administrators were 'captured' by the idealism and a very supportive and constructive environment was produced. Such an environment would not result from a focus on cost cutting, which would be more likely to produce cynicism and outright opposition, or at the least, unenthusiastic compliance.

As shown in Table 6, in the eight quarters (two years) prior to the fire, it took nearly \$993,000 to run the Earlsferry Hostel. In the eight quarters after the fire the total running costs were \$1,028,184. The costs are therefore quite comparable when one considers that the needs of the sixteen residents in the group were catered for, as well as those persons requiring respite. In fact, taking into consideration the effects of inflation, it has cost less in real terms to run the Earlsferry project when compared to the Earlsferry Hostel. The Australian Bureau of Statistics figures for the June quarter of 1989 to the June quarter of 1991 indicate that the Consumer Price Index for Perth rose by 10.98%, from 91.7 to 105.1 over the two years of the project. By comparison, the total cost of the Earlsferry project increased by \$35,436, or 3.57% over the same two year period. This is one instance in which a devolution process did not cost more than the original hostel arrangement.

It was found that "one off" costs were minor and consisted mainly of letting/agent fees and furniture purchases. The non recurrent costs incurred during the period after the fire are shown in Table 7.

Table 6: Recurrent Expenditure for Earlsferry Hostel and Earlsferry Project (\$)

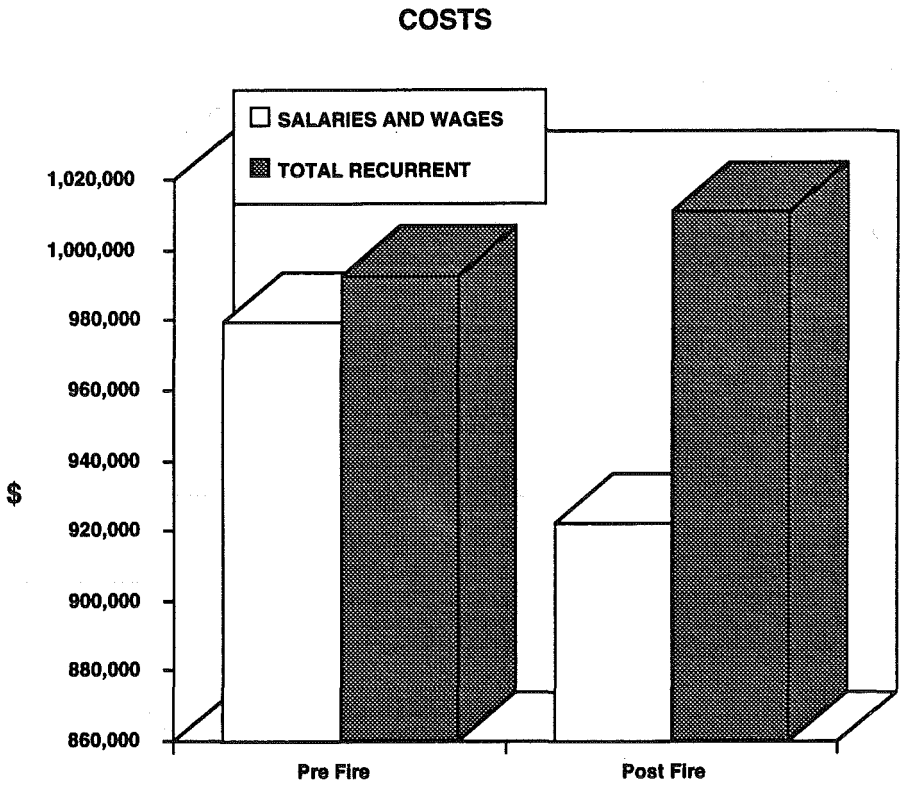
| | PRE-FIRE | POST-FIRE |
|------------------------|----------------|------------------|
| Salaries and Wages | 979,587 | 922,095 |
| Other Staffing Costs | 12,629 | 24,640 |
| Communications | 4,126 | 2,963 |
| Services and Contracts | 11,204 | 5,698 |
| Consumable Supplies | 36,306 | 21,880 |
| Maintenance Equipment | 15,375 | 8,763 |
| Purchase Equipment | 12,018 | 4900 |
| Grants and Subsidies | 210 | 48697 |
| Revenue | -78,707 | -11,452 |
| Total | 992,748 | 1,028,184 |

Table 7: One-Off Expenditure for Earlsferry Project (\$)

| | |
|--------------------|---------------|
| Minor Equipment | 11,800 |
| Agent/Letting Fees | 1,400 |
| Total | 13,200 |

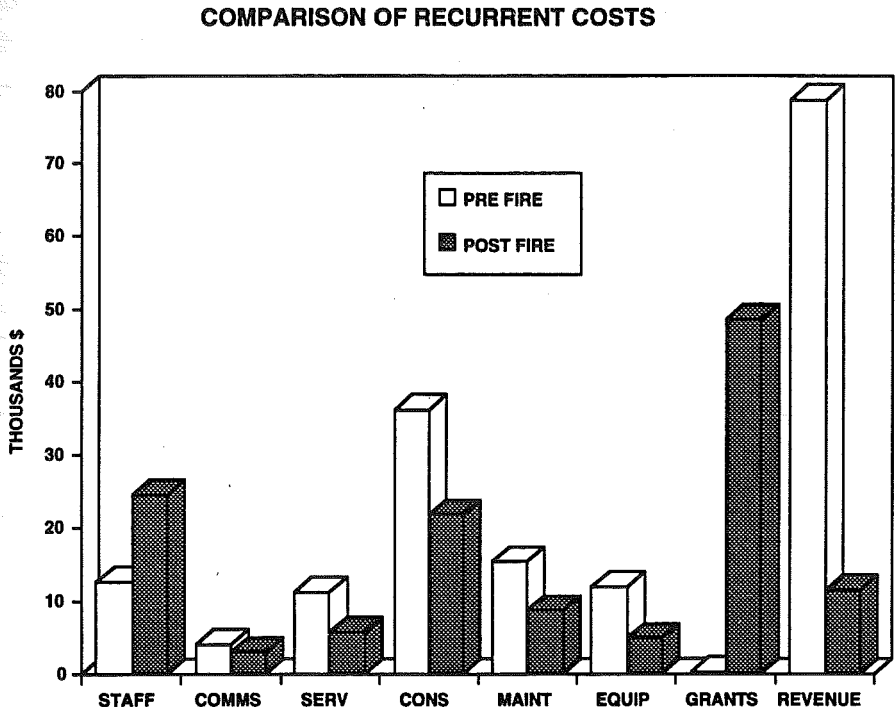
While the overall dollar costs are comparable, the pattern of expenditure has changed markedly. These changes are portrayed in Figures 5 and 6 and are described briefly below.

Figure 5: Salary Costs and Total Recurrent Costs Before and After the Fire



NB: Figures are not corrected for inflation.

Figure 6: Recurrent Costs Pre- and Post-Fire



“Comms”=Communications (telephone etc).

“Serv”=Services and Contracts.

“Cons”=Consumables.

“Maint”=Maintenance of Plant and Equipment.

“Equip”=Purchase of Equipment.

“Grants”=Grants and Subsidies.

Staff allowances primarily covers travel allowances for staff using their cars for work related purposes. Figures are not corrected for inflation.

a. Salary Costs

As shown in Figure 5, salary costs have reduced by a total of \$57,492. During the post-fire period, the number of staff was reduced by four. The cost of overtime reduced from \$16,324 to \$7,369 for the eight quarters following the fire.

b. Maintenance Costs

These costs dropped from \$15,375 to \$8,763 over the period considered in this project. This may be due to a few factors, namely: the previous high maintenance costs of the Earlsferry Hostel; behaviour changes in the residents; and the fact that residents are now bearing some of the maintenance costs which may be due to deliberate damage or breakages.

c. Purchases of Equipment Costs

Equipment purchase costs have reduced from \$12,018 to \$4,900.

d. Revenue

The amount of revenue collected by AIH has decreased. The Board and lodging charges for most of the residents have reduced from 75% of the pension (Fully Serviced Allowance) to 40% of the pension (Minimally Serviced Allowance), resulting in a total revenue decrease from \$78,707 before the fire to \$11,452 after the fire.

e. Grants and Subsidies

This area has seen the major increase in costs over the period of the project ranging from \$210 in the eight quarters prior to the fire, to \$48,697 in the eight quarters after the fire. This cost centre includes the costs for support persons and the costs of respite services for those persons previously using Earlsferry Hostel as a respite option.

f. Staff Travel Costs

Staff travel costs increased after the fire from an initial \$6,198 to \$16,509 in the eight quarters following the fire. These figures reflect the fact that staff were travelling more to service the various houses. This area accounts for most of the increase in other staffing costs from \$12,629 to \$24,640.

g. Services and Contract Costs

Services and contract costs decreased from \$11,204 for the eight quarters prior to the fire to \$5,698 in the eight quarters following the fire. The major savings occurred in the area of power and water costs, as these costs were borne by the residents under the minimally serviced allowance arrangement.

These particular savings were somewhat offset by the occasional increase in non-recurrent costs associated with the setting up of the individual options for some of the persons in the group.

h. Cost of Committees

The planning, administration and implementation of devolution projects such as Earlsferry occupy a substantial amount of time for planning, discussion, priority setting, strategy selection and so on. The evaluation attempted to ascertain the overall cost to AIH of the project's Steering Committee and Implementation Committee. Costs were derived for the period May 1989–August 1991 as the project was virtually completed by this time. The total estimated costs for the Steering Committee were \$5,608 and \$4,748 for the Implementation Committee. The specific information is provided in the following tables.

Although the Evaluation Committee began to meet separately after August 1991, the total costs of the evaluation are estimated at approximately \$2,500. The total cost of \$12,256 works out at \$766 for each of the sixteen residents for planning, implementation and evaluation.

Table 8: Total Committee Costs for the Earlsferry Project (\$)

| | |
|--------------------------|------------------|
| Steering Committee | 5,608.00 |
| Implementation Committee | 4,748.00 |
| Evaluation Committee | 2,500.00 |
| TOTAL | 12,256.00 |

Steering Committee

This committee had a total of 25 meetings from May 1989–August 1991.

Table 9: Steering Committee Costs

| PERSON | NO. MEETINGS ATTENDED | TOTAL HOURS | TOTAL COST \$ |
|-------------------------------------|-----------------------|-------------|---------------|
| Regional Director | 18 | 27 | 848 |
| Director — Human Resources | 7 | 10.5 | 330 |
| Consultant — Edith Cowan University | 12 | 18 | 566 |
| Corporate Planner | 13 | 19.5 | 471 |
| Consultant | 9 | 6 | 145 |
| Supervisor — Earlsferry | 20 | 30 | 530 |
| Senior Clinical Psychologist | 15 | 22.5 | 544 |
| Senior Social Trainer | 17 | 25.5 | 363 |
| Assistant Regional Director | 4 | 6 | 145 |
| Social Worker | 6 | 9 | 159 |
| Principal Policy Officer | 1 | 1.5 | 41 |
| Social Trainers — Earlsferry | 76 | 114 | 1,466 |
| TOTAL | | | 5,608 |

Implementation Committee

This committee had a total of 32 meetings from May 1989–August 1991.

Table 10: Implementation Committee Costs

| PERSON | NO. MEETINGS ATTENDED | TOTAL HOURS | TOTAL COST \$ |
|------------------------------|-----------------------|-------------|---------------|
| Regional Director | 25 | 37.5 | 1,178 |
| Supervisor — Earlsferry | 22 | 33 | 583 |
| Senior Social Trainer | 19 | 28.5 | 406 |
| Social Trainers — Earlsferry | 95 | 142.5 | 1,832 |
| Senior Clinical Psychologist | 5 | 7.5 | 181 |
| Social Worker | 5 | 7.5 | 133 |
| Corporate Planner | 3 | 4.5 | 109 |
| Consultant | 9 | 13.5 | 326 |
| TOTAL | | | 4,748 |

The above calculations are based on:

- 1. each meeting taking an average of 1.5 hours to complete;*
- 2. average salary costs per hour over this period of time.*

i. Capital Costs

The land and the remains of the Earlsferry Hostel were sold following the fire and the proceeds returned to AIH. The amount involved is commercially confidential so it cannot be given in this report, but approximately \$200,000 was released from the proceeds to purchase a house as part of the Earlsferry project. Overall, the Earlsferry project produced no increase in capital outlays.

4.2.4 Innovative Strategies

Outlined below are some examples of strategies used by the Earlsferry project team which involved 'doing things differently'. Not all attempts resulted in successful outcomes but all provided valuable lessons.

a. Conversion of Salary Costs to Contingency Resources

The number of social trainers employed was reduced by four and the equivalent salary dollars transferred to the contingency budget. In one sense this was made possible by the fire as some residents were found temporary shelter within the existing residential system and thus some staff resources were available for reallocation.

This type of action still required careful planning and was only possible because of the support and co-operation of the senior management of the organisation. The organisation saw this project as an opportunity to pilot strategies which had been outlined in the Home Environment Services Plan.

The resources released were transferred to the grants and subsidies area where they were used for grants to individuals to enable them to employ their own support people.

b. Introduction of Support People to Compliment Services Provided by Social Trainers

The role of support people and the method of recruitment was outlined earlier. The importance of this strategy and the need for sensitive introduction cannot be overestimated.

Although similar in concept to methods being used by Local Area Coordinators in country areas at the time, this situation involved support people working in direct contact with social trainers who had previously been responsible for the care of the residents of Earlsferry on a 24 hour / day basis. This resulted in the need for careful management of potential industrial issues. It is of interest that the successful negotiation of this matter was a source of envy for colleagues from other states, who felt such an outcome would be totally impossible in their own situation.

c. Careful Analysis of the Need for Overnight Support

The provision of staff supervision during the night adds significantly to the cost of supporting a person with intellectual disability. This was an area which was considered in detail during the individual planning process and for many people it was decided that alternatives to a person being available on the premises would meet all requirements. When making such a change for people who were accustomed to being in a 24 hour staffed situation, it was necessary to gain their support and agreement and to put in place transition mechanisms. Within the Earlsferry project this involved staff spending some nights in their cars or darting from bush to bush monitoring events in a particular house. Eight people from the original group no longer receive direct overnight supervision, although assistance can be obtained by various technological devices.

d. Implementation of the "Support Neighbour" Concept

Details of this were outlined earlier in this discussion. This model of service was considered to be an important innovation because it offers an option which is likely to be suitable for a large number of people whose skills would preclude fully independent living. A factor which made this option extremely difficult to implement for a second group of people was the lack of availability of suitable housing units, ie. within a duplex, adjoining 3-bedroom units, or a house and granny flat. Application has now been made to Homeswest for assistance in this area.

e. Co-Residency

Attempts were made to seek co-residents for three individuals within the project. For one of those people, Jane, two separate attempts were made but for various reasons, none of these attempts resulted in a successful outcome.

For Jane, the need for an external structure to assist her in operating as a member of the community was greatly underestimated. This resulted in Jane becoming involved in a wide range of illegal activities which culminated in a short stay in prison. She is currently living in a hostel which, although unsatisfactory in terms of the peer group and environment, does provide a structured programme on which Jane is gradually becoming less dependent.

A number of co-residents were considered for George. However, it became clear that George was looking for a girlfriend rather than a flatmate. This co-residency was deferred and strategies to promote emotional independence and increase experience of shared living arrangements were introduced.

A co-resident was found who was willing to share her home and be a friend to Helen who has no family at all. Introductions were made gradually and a transition plan was to increase contact and build-up the relationship over a number of months. However, the plan did not proceed as the co-resident's medical problems became a major barrier.

Although these co-residencies have not been maintained, project staff are convinced that co-residents can be found and successful arrangements struck.

f. Seeking Involvement of Another Agency to Operate a "Cottage Parent" Model of Service

It was determined that a group of three women required a home with house parents plus regular visits by trained staff. As this type of service could not be operated within the industrial constraints of the government agency, it was proposed that this service be developed by a small non-government agency. Considerable effort was expended in canvassing agencies, writing information packages and devising proposed agreements and contracts. Expressions of interest were shown by two agencies and one proposal was eventually received. This proposal did not meet the criteria specified. It was felt that two main factors prevented this option from succeeding: first, the people were not known to the agency; and second, the future viability of "cottage parent" arrangements was in doubt due to imminent changes in the industrial scene.

g. Consultative Process

The open consultative process utilised by the East Metropolitan Regional Management, the individual services design, consultation, the use of a steering committee to monitor and evaluate the implementation group, and this current evaluation indicate the pos-

itive outcomes which can be forthcoming from a fully open, consultative process.

h. Safeguards

It is instructive to observe that the safeguards utilised in this project worked well for the majority of the residents, though not for all. The project was characterised by the dedication of the supervisory staff, a high client focus, and a values base which was client centred and client driven rather than organisational or staff driven. The project took the opportunity to do things which were non-traditional, while remaining conscious of the need to select the best option available for the residents. It was able to focus on those residents for whom the 24 hour per day support from trained staff did not best meet the residents' needs.

Chapter Five: Discussion

The results of the Earlsferry project in terms of client outcomes have been positive for the majority of residents. For most, there appears to have been an improvement in their quality of life and most of the goals which were set at the original individual service design planning day have been achieved. There is some indication that there has been some improvement in adaptive behaviours. Certainly the accommodation situations for most of the people in the group have improved markedly.

The results for staff have been variable. The formal statistics from AIH indicate that there has been a reduction in the amount of sick leave and overtime used, although there is insufficient data to test this statistically. The reports from staff themselves indicate that while they believe the outcome for the majority of the residents has been positive, the outcome for some of the staff has not been perceived as positive.

The financial data indicates that the total costs of the devolution have reduced when compared with the costs of the hostel. The pattern of expenditure has altered markedly.

The factors that were considered to be important to the success of the project were as follows.

- The existence of the Home Environment Services Plan meant that policy guidelines were in place prior to the destruction of the hostel by fire.
- Support from the Corporate Executive and the Board of AIH in using the project as an opportunity to pilot strategies outlined in the operational plan.

- Extremely dedicated supervisory and senior staff up to the Regional Director level. It is difficult to judge how the whole process would have proceeded without their involvement, dedication and commitment.
- The willingness of project staff to take carefully calculated risks which had been verified by the Operational and Steering Committee. Also important was a sense of shared responsibility if things did not work out as planned.
- A need to monitor outcomes closely, acknowledge mistakes and intervene quickly. This acknowledgment meant that the negative outcomes of mistakes were not 'lived out' by the residents for extended periods.
- The involvement of senior staff from other directorates meant that the need for plans to be changed, expenditure re-organised and timelines prolonged was understood and accepted.
- The submission of regular six monthly reports to the Corporate Executive provided an important means of keeping the organisation up to date, seeking clarification and advice on issues which arose and putting the project into perspective.
- The work done at the outset of the project on assumptions, cultural value and power and safeguards was vital to its overall success.

Even so, this type of project offers great challenges to the Authority in terms of its current staffing practices, including supervision, staff training, staff support and development. If the Disability Services Commission is to continue to move quite dependent persons into independent accommodation situations there will need to be new

practices in the management of direct care staff. The practices of the past are unlikely to meet the challenges of the future, particularly in an era of decreased resources.

5.1 Key Issues in Support of the Project

5.1.1 Composition of Management

The project was greatly assisted by the composition of the senior management. The general policy direction of AIH was overseen by a Management Committee consisting of the Departmental Director, Directors of the central services and Directors of the four metropolitan and one country region. All of these people were open to new ideas and were very receptive to arguments based on values issues and clients' needs. As such, requests for permission to proceed with the project were always considered sympathetically, as were requests for delays in timelines due to problems encountered. Overall, AIH had a culture of innovation and was prepared to debate issues which took the clients' perspective strongly into consideration. This culture and the personalities involved were very helpful to the project's success.

At the regional level, the Regional Director was very committed to the project, devoted large amounts of time to it and was on call for any problems that occurred. Other senior staff in the region were also committed and supportive which meant that there were few problems in gaining the resources and support required.

5.1.2 Discussion of the Need for Service Change

In AIH there had been considerable discussion of the need to change the basic orientation of services. There was a clear realisation that the traditional approach of providing residential accommodation and sheltered workshops was no longer acceptable. There were several

reasons for this. Senior staff were becoming increasingly aware that the quality of life in accommodation, even group homes, fell far short of that expected by the general member of the community. Second, there were increasing moves by the government to restrict expenditure, which meant that the goal of upgrading current services to an acceptable level of quality could not be achieved and, in fact, waiting lists for current accommodation were growing. In short, another way had to be found.

AIH had consulted with several overseas experts who were providing alternatives to group home or institutional accommodation and the literature had been consulted for alternative approaches. In addition two senior staff from AIH had been to the USA to view alternative service models.

All of these factors meant that AIH was receptive to trying an alternative method when the Earlsferry fire occurred.

5.1.3 Belief That it Could be Done at a Similar Cost

When the fire occurred, senior staff in the region did a preliminary analysis of the current capital and recurrent costs of Earlsferry and the probable costs of providing alternatives. While there were many unknowns at that stage, it seemed to be clear that the costs would not be greater than rebuilding the hostel and restoring the service. This analysis provided a strong basis for gaining the approval of senior management, and ultimately the approval of the Minister.

5.1.4 Local Area Coordination

At the same time as the Earlsferry fire, AIH was implementing a service known as Local Area Coordination in the country districts. This service model was a combination of various overseas models such as

case management and service brokerage and was based on the belief that services should fit the individual rather than the individual having to fit into services. The development of this service meant that the Earlsferry project was not moving into totally unknown territory.

5.1.5 Direct Care and Professional Staff

Perhaps the most powerful component of the Earlsferry project was the direct care and professional staff. This group of people had a long history of focusing on client related issues and attempting to maximise quality of life for the residents. Often, the physical environment, staffing resources and administrative procedures are such that staff have to overcome significant barriers to achieve this. However, in this case there was no need to 'educate' the staff on the need for change as they had strong personal values and a clear commitment to the people at Earlsferry. This meant they often contributed far beyond what was required of them, had developed strong relationships with the residents and had quite a deep knowledge of them.

These characteristics meant that there was strong involvement and commitment from the staff throughout the project even though the outcomes showed that the changes had some personal costs for them. Without their commitment and strong values, the project would have been much more difficult and certainly the quality of the outcomes would have been much reduced.

5.2 Conceptual Analysis of Change

In any change process, a number of dimensions may have a major impact on the ultimate quality of the outcome. Some of these dimensions are as follows.

5.2.1 The Scale of the Change

Change can occur on a number of levels, from large scale, in which whole institutions are devolved, through to change at an individual level. The empirical literature on institutional change is exceedingly sparse, but it does indicate that large scale change is likely to:

- be resisted;
- be complex;
- be difficult or impossible to control;
- ignore or minimise the importance of individual need;
- be difficult or impossible to modify and have little flexibility;
- 'awaken' special interest groups in opposition;
- make some things worse;
- be personally traumatic for some individuals;
- centralise power;
- reduce motivation.

On the other hand, change at an individual level is likely to produce the opposite effects, with clear benefits to the people involved. In the Earlsferry case, the overall scale was reasonably small, and through the support of management and other stakeholders could be kept close to the individual level.

5.2.2 The Control of Change

Change may be controlled in a number of ways such as:

- from the top down;
- through participatory arrangements;
- by ideology;
- by the demands of a crisis;
- by monetary considerations.

In the Earlsferry example, the driving forces were a mixture of several of these, but there was a strong commitment throughout for a participatory approach from the key stakeholders.

5.2.3 The Speed of Change

As the speed of change increases, several things tend to occur. There is a greater chance of error, power tends to become centralised, participation decreases and commitment falls. While a rapid pace of change may overwhelm opposition, it is almost certain that the cost in mistakes and reduced commitment will severely outweigh any possible advantages. In the Earlsferry example, pressure was certainly applied because of budgetary cycles and the obvious problem of some people being in crisis due to a lack of accommodation after the fire. However, there was agreement from senior management through to direct care staff that individuals were not to be sacrificed to speed, which allowed for several delays of targeted dates so that individual plans could be implemented effectively.

5.2.4 Outcomes of Change

In any change there will be some gains and losses. Power relationships will shift, some may gain or lose monetarily and so on. When the stakeholders in human services are considered — clients, staff, management, families, unions, professional groups, businesses, society — it is clear that there is not an even power balance. The gains and losses may not be just monetary. There may be losses of relationship, security or control over one's destiny. When the vulnerability of the people is considered, it is not too much to say that such losses can be catastrophic.

It has to be expected that in any change, clients and families may lose out overall even if some gains are made due to the comparatively

limited power that they hold. This is where safeguards, particularly external safeguards, and participation may be crucial to restore the power balance. In the Earlsferry example, there was considerable participation of clients and families and safeguards were built in from the earliest stages. While the outcomes fell short of optimum in some cases, the process did allow for some powerful changes to be made in the lives of individuals.

5.2.5 Orders of Change

Some changes, even large scale changes, may not in fact be changes at all. For example, a careful inspection of some deinstitutionalisation examples shows that large numbers of people end up in other institutions, either purposefully due to being moved there or unintentionally through a lack of supports resulting in incarceration in prison or mental institutions. Even the movement to group homes may make no difference to key life areas such as relationships and inclusion in society. While the physical environment may be clearly superior to institutions, the people may still be segregated, congregated, friendless, lonely and even abandoned. What is at issue here is that there has been no change in the underlying assumptions that the people need to be congregated, that their most important characteristic is their disability and so on. A second order of change would be to commence with an address of the basic underlying assumptions so that real change occurred rather than a shifting of chairs. In the Earlsferry project there was a determined effort to take this approach to achieve a second order change.

When we look at devolutions of organisations mentioned in annual reports, they commonly have the characteristics of being large scale, rapid, centrally controlled and focused around system needs such as financial stringency or the need to be in line with a particular ideology. The Earlsferry project stands in some relief to these examples, with many of the problems of the alternative approach being

avoided. In addition, the Earlsferry project was marked by the following characteristics:

a. Limited and Clearly Defined Group

From the outset there was agreement that the group would be limited to the original sixteen people, and that no others could be added unless it was through a swap with one of the sixteen. In addition, there could not be a swap from the group unless it was clearly established that the person swapped out would not be disadvantaged as a result. This limiting of the group size meant that there could be a continued focus on the people and the project could not be undermined by pressures to add to the numbers or to make 'political' swaps.

b. Careful, with Pressures Contained

At no stage through the project were time lines allowed to take precedence over meeting the needs of the people. While there were inevitably pressures to perform, the strong involvement of senior management and their agreement with the fundamental assumptions of the project meant that these pressures could be controlled.

c. Needs Determined

In all agencies, there is a belief that the service provided meets the needs of the people, but in many cases this is clearly not the case. Traditional means of service delivery often provide the service (eg. a group home) in the belief that there are people that need it and then look for customers to use the service. In addition, peoples' needs are often identified by professionally based means of need assessment such as psychological tests or normative skill development protocols.

In the Earlsferry project, a very different approach was used to identify needs. Apart from the collection of factual and demographic information about the people, there was extensive, detailed investigation of the past, present and future life situations of each individual, with careful consideration of the impact of these experiences. This was done with the involvement of the people themselves, their families and staff who knew them well. People were not invited to participate in the process unless they had this clear relationship with the person. This process led to some key insights such as the importance of emotional stability and the need to develop and maintain close relationships. It is unlikely that these crucial needs would have been uncovered without this extensive and detailed consideration of the people. To have missed these needs as the top priority would almost certainly have had a very negative impact on the ultimate outcome.

d. Stakeholder Directed

Early in the project the key stakeholders were identified and they controlled the process all the way through. For example, when the individual planning meeting was held, the individual person was the key determinant of the services developed, and they were never pushed into a service option that they did not want. In some cases they chose options that would not have been chosen in normal planning circumstances, but as long as the option fitted within the resource possibilities then it was developed. Similarly, family members were consulted very regularly through the process and were involved in the decision making about their son or daughter. Direct care staff drove all of the day to day planning and were involved in all of the committees. This control of the project by the key stakeholders meant that while the process was often slow there was a huge level of support, commitment and goodwill generated. The involvement of several members of senior management across the organisation meant that there was little problem experienced in gaining policy or other high level approval.

e. Values Based

From start to finish the project was values based. That is, there were explicit values and assumptions determined at the commencement of the project and these were consciously kept at the forefront of planning. In the planning meetings, there would normally be someone who would raise values based concerns if the meeting tended to drift away from the central purpose of meeting the needs of the people. Similarly, the steering group acted as an overseer of the project and would raise values based issues where appropriate when plans were discussed. This focus on values seemed to act as a significant safeguard for the quality of the service ultimately developed.

Conclusions

With so many dimensions of the project, it is difficult to be certain which characteristics of the process were crucial. Nevertheless, there are some factors that the implementation group felt were crucial to the results achieved. In particular, there was a strong feeling that the "technologies" used such as individualised planning, stakeholder involvement, support people and so on were not the crucial characteristics. If these technologies had been utilised without the values base and the commitment of key people, the results could have been quite different. This is not to discount the value of these techniques, but rather to stress that they are secondary to other more powerful issues.

In summary, it was felt that the most important characteristics of the project were:

- the values base and commitment of key people, particularly the direct care and professional staff;
- the involvement of stakeholders right through the process and the power given to them to be the ultimate determinants of the service developed;
- the supportive management and culture of the organisation which meant that adequate time could be spent on service development planning and minimal time on lobbying and politics.

The whole process has been a valuable exercise and a considerable learning opportunity for AIH. It is apparent that in the future the development of devolution plans needs to be guided by the individual planning process rather than planning for groups of clients who are currently residing in our major institutions. The Earlsferry project offers an instructive model in all its flaws, problems and challenges for the future development of such services.

It may also be instructive to learn that one of the authors experienced a major change in attitude during the course of the evaluation. Perhaps the biggest single influence on attitude occurred during the assessment of Jeanette's progress. This author had previously met Jeanette in 1984, when she was 16 years old and exhibited self injurious behaviours. She would frequently pull her long blonde hair, or scratch and pick at her sores which would result in unsightly scars and open wounds on her arms and legs. A number of behavioural programs had been tried with varying degrees of success though with little long term maintenance of improvement. The author had not seen Jeanette since 1987.

When the author went out to do the assessment, he was confronted by a pretty young woman with a full head of blonde hair, clear skin and rosy complexion. She came across as a young healthy woman who was content with her living circumstances and looking forward to some new occupational opportunities. If nothing else the experience of the last three years had made a substantial change in this woman's life. More than any objective assessment, it was this experience which opened the author's eyes to the possibility of the benefits of the Earlsferry project.

References

- Authority for Intellectually Handicapped Persons (1988). **Home services operational plan**. Policy document. Perth. Western Australia.
- Dunne, T. and O'Regan, C. (1990). Evaluating individual program plans. **Journal of Practical Approaches to Developmental Handicap**. Volume 14(1), 15-20.
- O'Brien, J. (1985). **A guide to personal futures planning**. Australian Association for Mental Retardation. Canberra.
- Schalock, R.L. and Begab, M.J. (Eds) (1990). **Quality of life: Perspectives and issues**. American Association on Mental Retardation. Washington.
- Walker, M. and Willis, L. (1990). **The Earlsferry project: Innovative community options for young adults**. Paper presented at the Annual Conference of the Australian Society for the Study of Intellectual Disability. Adelaide, South Australia.
- Wolfensberger, W. (1975). **The origin and nature of our institutional models**. Syracuse, New York: Human Policy Press.
- Wolfensberger, W. and Thomas, S. (1983). **PASSING: Program analysis of service systems' implementation of normalization goals**. Ontario: National Institute on Mental Retardation.

Appendices

Appendix One: Earlsferry Staff Statistics¹

| | 30.10.87– 21.1.88 | 22.1.88– 14.4.88 | 15.4.88– 7.7.88 |
|--------------------------|----------------------|---------------------|--------------------|
| Staff Present | 22 | 21 | 22 |
| Sick Leave | 182.40 (8.29) | 176.20 (8.00) | 382.40 (17.38) |
| Leave Without Pay | 0 | 7.60 (0.36) | 25.60 (1.16) |
| Workers Comp | 15.20 (0.69) | 17.80 (0.85) | 60.80 (2.76) |
| Short Leave | 3.80 (0.19) | Nil | 15.20 (0.69) |
| Overtime | 29.00 (1.32) | 7.50 (0.36) | Nil |

| | 8.7.87– 29.9.88 | 30.9.88– 22.12.88 | 23.12.88– 16.3.89 |
|--------------------------|--------------------|----------------------|----------------------|
| Staff Present | 21 | 20 | 21 |
| Sick Leave | 342.00 (16.29) | 213.85 (10.69) | 228.50 (10.88) |
| Leave Without Pay | 1 mat. leave | nil | nil |
| Workers Comp | 182.00 (8.67) | 22.80 (1.14) | nil |
| Short Leave | nil | 19.00 (0.95) | 7.60 (0.36) |
| Overtime | nil | 24.00 (1.2) | 19.50 (0.93) |

¹ AIH Human Resources Management Branch data, Figures in brackets indicate average per staff member.

| | 17.3.89– 8.6.89 | 9.6.89– 28.9.89 | 29.9.89– 21.12.89 |
|--------------------------|------------------------------|--------------------|----------------------|
| Staff Present | 16 | 12 | 15 |
| Sick Leave | 276.70(17.29) | 96.70 (8.06) | 89.30 (5.95) |
| Leave Without Pay | 90.96 (5.69) | 0.25 (0.02) | nil |
| Workers Comp | 15.20 (0.95) | nil | nil |
| Short Leave | 7.60 (0.48) | 7.60 (0.63) | 7.60 (0.51) |
| Overtime | 41.80 (2.61) | nil | 45.25 (3.02) |
| | This period includes fire | | |

| | 22.12.89– 15.3.90 | 16.3.90– 7.6.90 | 7.6.90– 30.8.90 |
|--------------------------|----------------------|--------------------|--------------------|
| Staff Present | 15 | 15 | 16 |
| Sick Leave | 77.60 (5.17) | 105.60 (7.04) | 64.70 (4.67) |
| Leave Without Pay | nil | nil | nil |
| Workers Comp | 60.80 (4.05) | 328.40 (21.89) | 7.60 (0.48) |
| Short Leave | nil | 7.60 (0.51) | 7.60 (0.48) |
| Overtime | 3.50 (0.23) | 44.24 (2.95) | 36.50 (2.28) |

| | 31.8.90– 22.11.90 |
|--------------------------|----------------------|
| Staff Present | 15 |
| Sick Leave | 64.6 (4.30) |
| Leave Without Pay | nil |
| Workers Comp | nil |
| Short Leave | 15.20 (1.01) |
| Overtime | 27.50 (1.83) |

Appendix Two: Staff Questionnaire Results

Staff Issues

| | RANGE | MEAN |
|---|-------|------|
| I preferred to work in the original Earlsferry Hostel. | 1-4 | 2.11 |
| I prefer to work in the current situation. | 2-5 | 4.11 |
| I received sufficient supervision and support during the process of the Earlsferry project. | 2-5 | 3.78 |
| I received sufficient training to cope with the demands of the Earlsferry project. | 2-5 | 3.25 |

The Residents in the Group

| | RANGE | MEAN |
|--|-------|------|
| Responded to the needs and aspirations of the residents. | 3-5 | 4.11 |
| The quality of life has improved for the residents | 2-5 | 4.11 |
| The accommodation options have improved. | 4-5 | 4.22 |
| Health and welfare issues have improved. | 2-4 | 3.56 |
| Community participation has improved. | 2-4 | 3.78 |
| Day time occupation has improved. | 1-4 | 2.78 |
| Recreational and social activities have improved. | 2-5 | 3.67 |
| The residents now have more disposable income. | 1-4 | 2.88 |

Staff Comments

All the staff surveyed indicated a willingness to participate in the Discussion Group. Listed below are some of the comments they made during this session.

- Level of staff supervision is minimal. I believe this should be increased in the future.
- More staff involvement in the planning process.
- Greater flexibility for staff selection.
- From what I have observed with "L", I would say the project has helped immensely.
- Better communication between senior, supervisor and staff.
- I think that some clients have benefited greatly...while others have not.
- I think that the work environment for some staff was very stressful and required more support, while other areas required more supervision.
- Note: There was one very long response from a staff member. This indicated general support for the concept of moving clients into the community with specific comments, both positive and negative, about this particular project.

Appendix Three: Formal Grievances and Disciplinary Procedures

| | |
|----------------|--|
| June 88 | Social trainer charged under Act with mistreatment of client. |
| Feb 89 | Unsubstantiated allegation of cruelty by client against staff. |
| Feb 89 | Allegation of cruelty to clients by one social trainer against another resulting in dismissal. |
| Feb 90 | Special report — failing to react to an allegation against staff by client. |
| Feb 90 | Allegation of pecuniary interest and misappropriation of client funds. |
| Feb 91 | Unsubstantiated allegation of cruelty to client. |
| Feb 91 | Special report of unsatisfactory work performance. |
| July 91 | Disciplinary report about money handling resulting in resignation. |

Earlsferry to April 1989

Pre-Fire Costs: Recurrent Expenditure Sheet 1

Appendix Four: Financial Data: Details of the
Eight Quarters Before and After the Fire

| Item of Expenditure | JUL '87 Quarter | OCT '87 Quarter | JAN '88 Quarter | APR '88 Quarter | JUL '88 Quarter | OCT '88 Quarter | JAN '89 Quarter | APR '89 Quarter | Total \$ |
|-----------------------------------|--------------------|--------------------|--------------------|--------------------|--------------------|--------------------|--------------------|--------------------|---------------|
| Salaries and Wages | | | | | | | | | |
| Base Salary | 38481 | 92929 | 89288 | 96840 | 103965 | 111009 | 99655 | 107056 | 739223 |
| Overtime | 0 | 570 | 701 | 13871 | 182 | 56 | 469 | 475 | 16324 |
| Allowances | 7909 | 24707 | 26988 | 22782 | 34427 | 29595 | 29067 | 50876 | 226351 |
| Salary & Wage Recoups | -249 | -1875 | 0 | 0 | -971 | -28 | 0 | -1557 | -4680 |
| Temporary Relief | 0 | 614 | 1755 | 0 | 0 | 0 | 0 | 0 | 2369 |
| Total Salaries and Wages | 46141 | 116945 | 118732 | 133493 | 137603 | 140632 | 129191 | 156850 | 979587 |
| Other Staffing Costs | | | | | | | | | |
| Payroll tax | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Total Staff Travel | 362 | 690 | 1331 | 532 | 449 | 539 | 595 | 1700 | 6198 |
| Trans. Removal Exp. | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Allowances and Benefits | 398 | 1038 | 926 | 1205 | 611 | 593 | 928 | 732 | 6431 |
| Staff Training Costs | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Staff Insurances | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Cont Super Schemes | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Advert. Staff Vacancies | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Total other Staffing Costs | 760 | 1728 | 2257 | 1737 | 1060 | 1132 | 1523 | 2432 | 12629 |
| Communications | | | | | | | | | |
| Telephone | 86 | 273 | 500 | 246 | 602 | 177 | 390 | 1852 | 4126 |
| Postage | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Computing | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Courier Services | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Communication Licences | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Total Communications | 86 | 273 | 500 | 246 | 602 | 177 | 390 | 1852 | 4126 |

Earlsferry to April 1989

Pre-Fire Costs: Recurrent Expenditure Sheet 2

| Item of Expenditure | JUL 87 Quarter | OCT 87 Quarter | JAN 88 Quarter | APR 88 Quarter | JUL 88 Quarter | OCT 88 Quarter | JAN 89 Quarter | APR 89 Quarter | Total \$ |
|----------------------------------|-------------------|-------------------|-------------------|-------------------|-------------------|-------------------|-------------------|-------------------|--------------|
| Services & Contracts | | | | | | | | | |
| Lease/Rent/Hire | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Cleaning | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Laundry | 2216 | 599 | 926 | 1054 | 1074 | 1074 | 741 | 632 | 8326 |
| Non Prof Services | 147 | 130 | 152 | 143 | 154 | 243 | 127 | 126 | 1222 |
| Services & Contracts | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Prof. & Special Allowances | 0 | 0 | 0 | 28 | 0 | 101 | 59 | 0 | 188 |
| Rates Taxes and Licences | 0 | 0 | 0 | 0 | 0 | 1112 | 0 | 290 | 1402 |
| Data Processing Fees | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Travel/Accom. Trias | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Insurance | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Printing/Other | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Other Services | 22 | 22 | 11 | 11 | 0 | 0 | 0 | 0 | 66 |
| Total Services Contracts | 2365 | 751 | 1099 | 1236 | 1228 | 2530 | 927 | 1048 | 11204 |
| Consumable Supplies | | | | | | | | | |
| Stationery | 59 | 142 | 80 | 166 | 117 | 159 | 152 | 227 | 1102 |
| Library Acquisitions | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Drugs | 0 | 0 | 0 | 1850 | 528 | 486 | 607 | 443 | 3914 |
| Consumable Supplies | 0 | 0 | 0 | 51 | 0 | 0 | 0 | 0 | 51 |
| Training | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Domestic | 596 | 599 | 666 | 436 | 617 | 1941 | 926 | 515 | 6256 |
| Minor Equipment | 9 | 0 | 125 | 157 | 53 | 0 | 111 | 28 | 483 |
| Power, Fuel, Water | 360 | 626 | 3380 | 2839 | 2063 | 3881 | 2192 | 2995 | 23936 |
| Provisions | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Clothing/Footwear | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Bedding/Linen | 0 | 0 | 236 | 0 | 0 | 122 | 0 | 86 | 504 |
| Construction Materials | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Total Consumable Supplies | 1024 | 697 | 457 | 5499 | 3378 | 6699 | 3988 | 4294 | 36306 |
| Maintenance of Equipment | | | | | | | | | |
| Maintenance Plant Equip | 496 | 348 | 666 | 51 | 199 | 0 | 44 | 936 | 2740 |
| Maintenance Buildings | 5304 | 692 | 965 | 836 | 625 | 1073 | 399 | 487 | 10381 |
| Maintenance Vehicles | 0 | 562 | 159 | 94 | 95 | 46 | 92 | 447 | 1495 |
| Maintenance Furn./Furnish | 0 | 0 | 0 | 0 | 182 | 577 | 0 | 0 | 759 |
| Maintenance Computer | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Parts/Repairs Plant Equipment | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Total Maint. Equipment | 5800 | 1602 | 1790 | 981 | 1101 | 1696 | 535 | 1870 | 15375 |

Earlsferry to April 1989

Pre-Fire Costs: Recurrent Expenditure Sheet 3

| Item of Expenditure | JUL '87 Quarter | OCT'87 Quarter | JAN '88 Quarter | APR'88 Quarter | JUL '88 Quarter | OCT'88 Quarter | JAN'89 Quarter | APR'89 Quarter | Total \$ |
|-------------------------------------|--------------------|-------------------|--------------------|-------------------|--------------------|-------------------|-------------------|-------------------|----------------|
| Purchase of Equipment | | | | | | | | | |
| Purchase Vehicle | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Purchase Computer | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Addit. Plant Equip | 7390 | 0 | 0 | 697 | 3350 | -149 | 0 | 0 | 11288 |
| Addit. fum/Furnish | 0 | 0 | 0 | 730 | 0 | 0 | 0 | 0 | 730 |
| Total Purchase Equipment | 7390 | 0 | 0 | 1427 | 3350 | -149 | 0 | 0 | 12018 |
| Grants and Subsidies | | | | | | | | | |
| Grants and Subsidies | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Assist to Clients | 0 | 0 | 0 | 0 | 0 | 140 | 0 | 0 | 140 |
| Cash-like Benefits | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Payments to other funds | 0 | 0 | 0 | 70 | 0 | 0 | 0 | 0 | 0 |
| Total Grants & Subsidies | 0 | 0 | 0 | 70 | 0 | 140 | 0 | 0 | 210 |
| Revenue | | | | | | | | | |
| Maintenance Fees | -11032 | -8960 | -11023 | -9102 | -8667 | -8155 | -11645 | 10069 | -78653 |
| Board & Lodging | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Sundry Income | -21 | 0 | 0 | -33 | 0 | 0 | 0 | 0 | -54 |
| Donations | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Rent Group Homes | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Total Revenue | -11053 | -8960 | -11023 | -9135 | -8667 | -8155 | -11645 | -10069 | -78707 |
| Total Goods Services | 17445 | 11341 | 10193 | 11196 | 10719 | 12115 | 7363 | 11496 | 91868 |
| Total Expenditure | 63586 | 128286 | 128925 | 144689 | 148322 | 152747 | 136554 | 168346 | 1071455 |
| Less Revenue Net Expenditure | 52533 | 119326 | 117902 | 135554 | 139655 | 144592 | 124909 | 158277 | 992748 |

Earlsferry Costs May 1989 onwards

Post-Fire Costs: Recurrent Expenditure Sheet 1

| Item of Expenditure | JUL '89 Quarter | OCT'89 Quarter | JAN '90 Quarter | APR'90 Quarter | JUL '90 Quarter | OCT'90 Quarter | JAN'91 Quarter | APR'91 Quarter | Total\$ |
|-----------------------------------|--------------------|-------------------|--------------------|-------------------|--------------------|-------------------|-------------------|-------------------|---------------|
| Salaries & Wages | | | | | | | | | |
| Base Salary | 69891 | 86467 | 74782 | 89361 | 78727 | 98550 | 91369 | 96776 | 685923 |
| Overtime | 1765 | 0 | 710 | 829 | 551 | 957 | 1041 | 1516 | 7369 |
| Allowances | 24019 | 28007 | 22908 | 44435 | 23723 | 28267 | 28921 | 33194 | 233474 |
| Salary & Wage Recoups | 0 | 0 | -388 | -418 | -3591 | -186 | 0 | -88 | -4671 |
| Temporary Relief | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Total Salaries & Wages | 95675 | 114474 | 98012 | 134207 | 99410 | 127588 | 121331 | 131398 | 922095 |
| Other Staffing Costs | | | | | | | | | |
| Payroll tax | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Total Staff Travel | 252 | 2543 | 2067 | 2548 | 2736 | 2781 | 2333 | 1249 | 16509 |
| Trans. Removal Exp. | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Allowances and Benefits | 578 | 582 | 658 | 802 | 864 | 2109 | 1326 | 1212 | 8131 |
| Staff Training Costs | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Staff Insurances | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Cont Super Schemes | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Advert. Staff Vacancies | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Total other Staffing Costs | 830 | 3125 | 2725 | 3350 | 3600 | 4890 | 3659 | 2461 | 24640 |
| Communications | | | | | | | | | |
| Telephone | 176 | 170 | 866 | 212 | 238 | 477 | 412 | 412 | 2963 |
| Postage | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Computing | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Courier Services | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Communication Licences | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Total Communications | 176 | 170 | 866 | 212 | 238 | 477 | 412 | 412 | 2963 |

Earlsferry Costs May 1989 onwards

Post-Fire Costs: Recurrent Expenditure Sheet 2

| Item of Expenditure | JUL89 Qtr | OCT89 Qtr | JAN90 Qtr | APR90 Qtr | JUL90 Qtr | OCT90 Qtr | JAN91 Qtr | APR91 Qtr | Total \$ |
|----------------------------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|
| Services & Contracts | | | | | | | | | |
| Lease/Rent/Hire | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Cleaning | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Laundry | 663 | 8 | 229 | 0 | 0 | 0 | 0 | 0 | 900 |
| Non Prof Services | 70 | 145 | 250 | 918 | 1678 | 0 | 0 | 0 | 3061 |
| Services & Contracts | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Prof. & Spec. Allowances | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Rates, Taxes & Licence | 632 | 0 | 403 | 0 | 0 | 157 | 0 | 0 | 1192 |
| Data Processing fees | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Travel/Accom. Trans | 0 | 0 | 82 | 0 | 0 | 0 | 10 | 25 | 117 |
| Insurance | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Printing/Other | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Other Services | 0 | 0 | 0 | 0 | 0 | 0 | 294 | 134 | 428 |
| Total Service Contracts | 1365 | 153 | 964 | 918 | 1678 | 157 | 304 | 159 | 5698 |
| Consumable Supplies | | | | | | | | | |
| Stationery | 316 | 270 | 143 | 116 | 113 | 29 | 176 | 92 | 1255 |
| Library Acquisitions | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Drugs | 322 | 181 | 30 | 72 | 50 | 0 | 174 | 13 | 842 |
| Consumable Supplies | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Training | 0 | 0 | 69 | 0 | 0 | 0 | 0 | 0 | 69 |
| Domestic | 302 | 34 | 125 | 274 | 29 | 38 | 344 | 64 | 1210 |
| Minor Equipment | 60 | 3568 | 290 | 3277 | 514 | 137 | 3306 | 665 | 11817 |
| Power, fuel, water | 2089 | 1275 | 1667 | 960 | 1190 | 1711 | 1402 | 2135 | 12419 |
| Provisions | 0 | 335 | 441 | 0 | 0 | 0 | 0 | -317 | 469 |
| Clothing/Footwear | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Bedding/Linen | 312 | 362 | 21 | 4 | 0 | 0 | 0 | 0 | 699 |
| Construction Materials | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Sub Total Cons. Supplies | 3401 | 6025 | 2776 | 4703 | 1896 | 1915 | 5402 | 2662 | 28780 |
| Less: Non Recurrent Exp | | | | -3000 | | | -3300 | -600 | -6900 |
| Total Consumable Supplies | 3401 | 6025 | 2776 | 1703 | 1896 | 1915 | 2102 | 2062 | 21880 |
| Maint. of Equipment | | | | | | | | | |
| Maint Plant Equipment | 459 | 0 | 111 | 132 | 971 | 593 | 188 | 312 | 2766 |
| Maintenance Buildings | 59 | 14 | 291 | 1700 | 607 | 346 | 476 | 536 | 4028 |
| Maintenance Vehicles | 427 | 45 | 1098 | 131 | 159 | 72 | 37 | 0 | 1969 |
| Maintenance Run/Furnish | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Maintenance computer | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Parts/Repairs plant Equip | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Total Maint. Equipment | 945 | 59 | 1500 | 1963 | 1737 | 1011 | 701 | 847 | 8763 |

Earlsferry Costs May 1989 onwards

Post-Fire Costs: Recurrent Expenditure Sheet 3

| Item of Expenditure | JUL89 Qtr | OCT 89Qtr | JAN90 Qtr | APR90 Qtr | JUL90 Qtr | OCT90 Qtr | JAN91 Qtr | APR91 Qtr | Total \$ |
|-------------------------------------|---------------|---------------|---------------|---------------|---------------|---------------|---------------|---------------|----------------|
| Purchase of Equipment | | | | | | | | | |
| Purchase Vehicles | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Purchase Computer | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Additional Plant & Equipment | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Additional furn./Furnish | 4900 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 4900 |
| Total Purchase Equipment | 4900 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 4900 |
| Grants & Subsidies | | | | | | | | | |
| Grants & Subsidies | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Assist to Clients | 1602 | 2742 | 531 | 185 | 9415 | 9283 | 13088 | 11851 | 48697 |
| Cash-like Benefits | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Payments to other funds | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Sub Total | 1602 | 2742 | 531 | 185 | 9415 | 9283 | 13088 | 11851 | 48697 |
| Represented by- | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Earlsferry Recurrent | 1602 | 2742 | 531 | 185 | 9265 | 9033 | 12388 | 11851 | 47297 |
| Earlsferry Non Recurrent | 0 | 0 | 0 | 0 | 150 | 250 | 1000 | 0 | 1400 |
| Total Grants & Subsidies | 1602 | 2742 | 531 | 185 | 9415 | 9283 | 13088 | 11851 | 48697 |
| Revenue | | | | | | | | | |
| Maintenance Fees | -998 | -6 | 0 | -1140 | -1596 | -1117 | 2600 | -2733 | -10190 |
| Board & Lodging | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Sundry Income | 0 | -1002 | 0 | 0 | 0 | 0 | 0 | -260 | -1262 |
| Donations | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Rent Group Homes | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Total Revenue | -998 | -1008 | 0 | -1140 | -1596 | -1117 | -2600 | -2933 | -11452 |
| Total Goods Services | 13219 | 12274 | 9362 | 11331 | 18564 | 17733 | 20266 | 17792 | 117541 |
| Total Expenditure | 108894 | 126748 | 107374 | 145538 | 117974 | 145321 | 141597 | 149190 | 1039636 |
| Less Revenue Net Expenditure | 107896 | 125740 | 107374 | 144398 | 116378 | 144204 | 138997 | 146257 | 1028184 |

About the Publisher

The Centre for the Development of Human Resources is located on the Joondalup campus of Edith Cowan University, Perth, WA within the Faculty of Health and Human Sciences. The Centre undertakes high quality research, teaching, consultancy and publishing activities in the human services field, particularly in the area of services for people with disabilities. The Centre's activities are underpinned by the belief that human services should be based on an explicit social justice values base which asserts the worth and dignity of people, and by a commitment to Social Role Valorisation theory.

In terms of its publishing activities, the Centre has been publishing the work of staff in the Faculty of Health and Human Sciences since 1987. Its current emphasis is to publish work in the human services field, particularly in relation to disability services, as this reflects the priorities and interests of the Centre. The publications focus on issues which are relevant to intellectual, physical and psychiatric disabilities and disabilities associated with ageing. They are largely intended to be of interest to people working in the human services field and students. Titles currently available from the Centre include:

The Nature and Purposes of Advocacy for People with Disabilities;

Nulsen Haven Inc: A History;

Untying the Knot: A Socialist-Feminist Analysis of the Social

Construction of Care;

Human Services: Australian Explorations;

*Encouraging a Paradigm Shift in Services for People with
Disabilities.*

Further information about the Centre's titles, its publishing activities, and how to submit a manuscript for consideration are available from the Centre's Publications Manager, Michelle Stanton, at the Joondalup campus of Edith Cowan University, Joondalup Drive, Joondalup, WA, 6027.
