



Cabinet

Date: Thursday, 13 June 2013

Time: 6.15 pm

Venue: Committee Room 1 - Wallasey Town Hall

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SUPPLEMENTARY AGENDA

5. BUDGET OPTION - TRANSFORMATION OF DAY SERVICES
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WIRRAL COUNCIL

CABINET

13 JUNE 2013

SUBJECT:	BUDGET OPTION – TRANSFORMATION OF DAY SERVICES
WARD/S AFFECTED:	ALL
REPORT OF:	DIRECTOR OF ADULT SOCIAL SERVICES
RESPONSIBLE PORTFOLIO HOLDER:	COUNCILLOR CHRISTINE JONES
KEY DECISION?	YES

1.0 EXECUTIVE SUMMARY

- 1.1 This report provides Cabinet with consultation feedback and associated recommendations arising from the officer proposal to down size day services, to save resources by, closing Moreton day centre and consolidating mental health provision into one centre, thereby closing two smaller satellite buildings at Prenton and Union Street.
- 1.2 The report outlines the rationale and decision making process behind the option, background information regarding day services and a summary of a revised proposal.
- 1.3 A staffing structure to deliver day services through a neighbourhood approach is also presented, this was subject to a five week staff consultation which has now closed and the new structure will be implemented accordingly.
- 1.4 Following a comprehensive consultation process including people that use services, carers and staff, this report contains revised recommendations to respond to the challenge to deliver services more efficiently, but also incorporate the views and aspirations of the consultees. The revised recommendations build upon the important work undertaken by a representative carers group working with the support of the Department to establish new proposals and meet the challenge. Additionally, the revised recommendations propose offering a reduced service in the Moreton area to ensure continued access to local community links.
- 1.5 Council committed on February 18 2013 to explore the possibility of an alternative delivery model, ie. a single social enterprise model across all day services to deliver the year two and three savings, the revised proposals are in line with this commitment and the recommendations support it.

2.0 BACKGROUND AND KEY ISSUES

- 2.1 The budget option relating to day services was first published on 9 November 2012, as part of the What Really Matters consultation process. The feedback from this consultation was provided to Cabinet on 7 February 2013.
- 2.2 This feedback preceded Cabinet including the option in their budget resolution which was recommended to Council on 18 February. Council took the decision to implement this budget option on 5 March 2013.

- 2.3 An officer proposal to close the large day centre at Moreton was developed and announced by the Director of Adult Social Services on 18 March 2013. Consultation with people using the day centre, their families and carers, and the staff affected by the proposal commenced with a series of meetings with people using the services provided at the three large day centres in the borough; Moreton, Heswall and Eastham.
- 2.4 These meetings were the first in a full programme of consultation, which has provided every person currently accessing day services, plus their carers and family members, the opportunity to provide their views and input into the proposal, which are contained within this report.

3.0 RATIONALE FOR PROPOSING THE OPTION

- 3.1 It is widely agreed that the model of operation needs to evolve further to meet national expectations and changing needs. The policy of offering people Personal Budgets has changed the profile of service provision. It is increasing demand for flexible support packages, which has in turn reduced demand for traditional long term day care. There is evidence that service users often attend more than one day centre and “mix and match” provision.
- 3.2 Young people who are making the transition from children’s to adult’s services are not automatically choosing to attend day centres and the majority are choosing to access alternative mainstream provision and activity.
- 3.3 Council run day centres have not been maintained to market standard and have sometimes been seen as less flexible and innovative than alternative types of provision. There is also evidence of an increasing demand for the “work type” placements delivered in six of the council’s day services. These currently offer the equivalent of around 130 full time places a day to service users and are anxious to expand the provision to manage demand.
- 3.4 National and local consultations and guidance have consistently demonstrated that people want community-based services, operating from ordinary community facilities. This is reflected in a shift towards take up of personal budgets and alternative support to day services for many young and severely disabled people. An important factor and significant challenge is influencing the way other people in those settings communicate with, understand and support people with learning disabilities.
- 3.5 The demand for traditional day services provided by the Council has reduced by a third in recent years, reflecting the take up of alternative forms of support. Places at our traditional day centres have been left unfilled while at community, work based services such as Best Bites – there is a waiting list.
- 3.6 We believe that future day services in Wirral should be within the ‘neighbourhood model’ delivering tailored services for people with disabilities in much smaller settings rather than large day centres. The work undertaken by carers is aligned to this thinking. The vision offered by the carers group is as follows:

‘To create and provide customer focused social care opportunities in the heart of a safe and supportive community, meeting the physical, social and cognitive needs of the most vulnerable adults on the Wirral’

4.0 RATIONALE FOR PROPOSING REVISED RECOMMENDATIONS IN RELATION TO MORETON

- 4.1 When making the original recommendation to close Moreton day centre, officers used a framework that took account of a number of factors including; the capacity of the centre, the demand requirements and user profile, the level of staff needed to meet potential capacity requirements, the unit costs of each centre, the levels of investment needed, the added community value provided by each centre and qualitative, anecdotal feedback received in relation to each centre.
- 4.2 During the period of consultation and joint working with the carers group, the need for a large service in the Moreton area was debated. Alternative provision was considered at the Millennium centre in Leasowe. The parents and carers did not feel that this location was appropriate or suitable.
- 4.3 It has been agreed that a reduced service will be needed in Moreton to support people who have strong local links including paid or voluntary work in the local community. This would mean that community links would be maintained and strengthened. It is proposed that people with higher level therapeutic support needs requiring a service will be supported in the nearest specialised service to where they live.
- 4.4 In order to provide a reduced service, several alternative locations are being explored. We have looked at the possibility of utilising the annexe¹ to the main centre, however due to the complexities of the utilities and other building controls being sited in the main building it would not be feasible to use this building. Other alternatives are currently being sourced, the most promising is the Moreton youth club which is under utilised during the day time and may provide a suitable alternative option.

5.0 RELEVANT RISKS

- 5.1 Failure to modernise the service currently offered would leave the Council at significant risk of providing services and operating buildings which are not sufficiently used. The current model of operating services from large buildings is deemed unsuitable for future requirements.
- 5.2 The Council is required to maximise the value for money it achieves for all services, a priority which is especially vital at the moment given the financial situation the authority is facing. Failure to achieve savings in this area, while still ensuring people who are eligible receive the services they need, would leave the Council facing a significant financial risk.

6.0 OTHER OPTIONS CONSIDERED

- 6.1 For the purposes of this budget option, consideration was given to the closure of a smaller centre but considering the feedback from the ‘Transforming Day Services in Wirral’ consultation, and the national guidance it was evident that smaller, more local

¹ Previously known as the Special Care Unit

centres are the way forward, and considering the scale of financial challenges the authority faces, closure of one of the smaller centres was not deemed feasible or viable, therefore the preferred option is to select one large day centre.

- 6.2 Consideration was further given as to which large day centre to recommend for closure. These considerations are provided in more detail at Appendix 2. The decision to recommend and conduct consultation on the closure of Moreton was made despite the potential higher capital receipt potential from the release of the Heswall site, due to the view that Moreton is furthest away from the desired model of day services moving forward. Eastham centre was also considered for closure, but was discounted on the basis that it is the only large centre in the south of the borough.

7.0 CONSULTATION

- 7.1 This budget option was originally published and consulted on as part of the 'What Really Matters' public consultation. The results of this consultation were reported to and considered by Cabinet on 7 February 2013.
- 7.2 At Budget Cabinet on 18 February 2013, Cabinet included this option in the budget resolution recommendation, with the caveat that further consultation was completed with people using the services around which large day centre should close. This recommendation was agreed by Full Council on 5 March.

Consultation Process

- 7.3 On 18 March 2013 the Director of Adult Social Services published a report which nominated Moreton day centre as the preferred option for closure, and detailed consultation with people using that centre and all other centres commenced.
- 7.4 This consultation consisted of two main stages; group consultation meetings at each large day centre and, latterly, one-to-one consultation sessions with people using the services which focussed on options for re-providing services in other buildings or locations.
- 7.5 Every person using day services, together with their parents and/or carers, were provided the opportunity to take part in the consultation. A questionnaire was published and made available to everybody using the services, and independent advocates were also commissioned to assist people to take part.

Feedback and Due Regard to Concerns

- 7.6 The feedback from the consultation shows that people, particularly those using Moreton Centre, would prefer that the centre should remain open. However, the detailed consultation undertaken with users of the affected centre demonstrates that people currently accessing the service could have the same level of service re-provided elsewhere.
- 7.7 Given this fact, and the unprecedented scale of the financial challenges faced by the Council, it is recommended that Cabinet makes the decision to close Moreton Day Centre building and provide a reduced service in the Moreton area. In addition it is recommended that we consolidate the mental health services into one facility, providing due regard is shown to the concerns raised by the people using the

services. A full breakdown and analysis of the consultation responses received is available at appendix 2.

- 7.8 The consultation identifies that people have concerns that the closure of the building at Moreton will lead to increased transport times to other services. It further shows concerns that relationships with staff and other people using the service will be lost if the building were to close. The consultation also demonstrates, however, that meeting friends, learning new skills, meeting people and building confidence were the most important factors to people in day services – none of these factors are contingent on any particular building.
- 7.9 Therefore, it is appropriate that providing due regard is shown and every attempt is made to eliminate or at least mitigate the additional transport time and cost which would be required to attend replacement services, and every effort is made to keep groups of friends together where it is requested, that conscientious regard has been shown to the concerns raised throughout consultation.
- 7.10 The implementation of this budget option will also bring implications for Council staff. As detailed within this report, a new staffing structure will be implemented based on the closure of one large day centre building and the consolidation of mental health services. This staffing structure and its implications have been subject to thorough staff consultation throughout this period.

8.0 IMPLICATIONS FOR VOLUNTARY, COMMUNITY AND FAITH GROUPS

- 8.1 People currently attending the centre identified for closure are in the process of being reviewed and offered alternative support, which may include attendance at one of the remaining centres. It is however possible that people may choose to access alternative activities within the voluntary, community and faith sector. This will create additional demand and business opportunities for the sector.

9.0 RESOURCE IMPLICATIONS: FINANCIAL; IT; STAFFING; AND ASSETS

- 9.1 The 2012 consultation envisaged that future day services in Wirral should be within the 'Neighbourhood model' delivering tailored services for people with disabilities in much smaller settings rather than large day centres. The Council is in the process of moving towards constituency based customer engagement and the department of social services is also in the process of moving towards this model of neighbourhood working, and will organise itself around the four MP boundaries, Birkenhead, Wallasey, Wirral South and Wirral West.
- 9.2 We have reconfigured our services to ensure we have one manager per constituency area and all the services within that area will be locally focussed and connected with other services in order to provide community based services most suited to that geographical area.
- 9.3 This means that the staff employed will operate in a much more flexible and responsive way across the service and will be much more connected with people and communities.
- 9.4 In terms of staffing reductions, staff have been offered a variety of options; these include voluntary severance, early retirement, reduced hours and redeployment. A full

staff consultation on the preferred option has taken place commencing 18 March and ran for five weeks. During this time all employees were consulted with as large groups and on a 1:1 basis.

- 9.5 Closure of Moreton centre building would create a capital receipt, at the time of writing the value of this is not known but after closure the building and a smaller associated building will be declared surplus to requirements and disposed of.
- 9.6 The budgeted revenue saving from the day centre review is £750,000 in 2013-14, an additional £750,000 in 2014-15, and a further additional £500,000 in 2015-16.

The staffing changes associated with the proposed closure of Moreton day centre building will enable the 2013-14 saving to be achieved.

Discussions have taken place with a group of parents and carers to replace parts of the existing day centre provision with a social enterprise. A successful initial business case for such a social enterprise needed to demonstrate the level of saving set out above. Whilst the business plan showed the ability to achieve savings in future years, it is considerably further away from the current position and will require significant development in order to progress towards the new model

The proposed staffing savings should therefore be made. This did not pre-empt the consideration of a social enterprise to deliver the savings, but needed to ensure the full three year savings were considered and adhered to, the revised recommendations will enable the efficiency programme to continue.

9.7 The Care Quality Commission identified in their inspection report (2010) the need to review incentive payments paid to people who use services to ensure an equitable approach. In the improvement plan this refers to area 7, milestone 74 – ‘Improve focus on people who have limited opportunities to engage in and contribute to their local communities’.

There have been previous attempts to explore the use of incentive payments in Wirral. The last attempt was in October 2008. The outcome of a Cabinet report was that further consultation needed to take place however, this does not appear to have happened. This consultation did not occur therefore this reports seeks approval to begin a review and consultation of all incentive payments. Initial consultation as part of the transformation of day services has shown that this system is currently inequitable and not consistent across services.

10.0 LEGAL IMPLICATIONS

- 10.1 Recent case law has made it clear that any consultation undertaken must be meaningful, informed and reasonable. Failure to ensure this could lead to legal challenge and any decision taken which takes into account the consultation could be undermined and open to challenge by way of Judicial Review. The Local Government and Public Involvement in Health Act 2007 came into force in April 2009 and introduced a duty for local authorities to involve, inform and consult with their communities. The duty is wide-ranging and applies to the delivery of services, policy and decision making and means the Council must consult relevant individuals, groups, businesses, organisations and other stakeholders that the Authority considers likely to be affected by, or have an interest in, their actions and functions.

10.2 This Day Services consultation worked to these principles, and ensured that all relevant individuals and groups were afforded genuine opportunities to comment on and inform the final decision. The leading judgement regarding consultation is R v North East Devon Health Authority, which established that consultation should meet the following principles:

- Consultation must take place when the proposals are at a formative stage: relevant individuals were able to comment on and inform the proposal before the initial budget option was published, during What Really Matters stage one, when the proposal was first published, during What Really Matters stage two, and again when the Director of Adult Social Services recommended that Moreton should be the centre to close. Relevant individuals have also had the opportunity to take part in the 'Transforming Day Services' consultation, which took place throughout 2011.
- Consultation must provide consultees with sufficient information in support of particular proposals to allow an intelligent response to be made: Attached at Appendix 1 to this report is a detailed paper which was provided to all relevant individuals. This paper was also produced in Easy Read format and made available on the Council website. The paper provides consultees with detailed, substantial and impartial information which informed the recommendation. Consultees were also provided with the opportunity to input into this process through a questionnaire and at a series of meetings at each of the three large centres.
- Consultation must give sufficient time for responses to be made and considered, and must ensure that the responses are conscientiously taken into account when the ultimate decision is taken: Consultees were communicated with directly, in writing and at a series of briefings and consultation events at each centre. These events took place both during the What Really Matters consultation process, which lasted for 90 days and again during the consultation on the proposal to close Moreton centre and consolidate mental health provision, which also lasted 90 days. Comments received during What Really Matters were provided to Cabinet on 7 February 2013 and comments related to the proposal are provided to Cabinet at Appendix 2 of this report. Due regard has been given to all comments received and relevant individuals are currently undergoing individual assessments to ensure adequate re-provision of service should Cabinet proceed with the recommendations contained within this report. It is anticipated that the closure of Moreton day centre will not deprive any current service user of any type of service which cannot be delivered in another centre. There is nothing unique about the services currently being provided in Moreton.

10.3 The consultation documents were made available to all, were provided in plain English and, further, Easy Read versions were also commissioned and made available. The Department took the further step of commissioning independent advocates who took steps to ensure all relevant individuals were provided with impartial support in order to provide an intelligent response to the proposal. The consultation documents further contained a candid explanation for the reasons behind the proposal, and also provided reasons for and against alternative options.

11.0 EQUALITIES IMPLICATIONS

11.1 The Equality Impact Assessment associated with this report has been completed and is available on the Council website.

12.0 CARBON REDUCTION IMPLICATIONS

12.1 None arising as a result of this report.

13.0 PLANNING AND COMMUNITY SAFETY IMPLICATIONS

13.1 None arising as a result of this report.

14.0 RECOMMENDATION/S

14.1 That Cabinet notes the constructive approach developed between DASS officers and carers. Cabinet would encourage this to continue through a joint working partnership with carers to explore a social enterprise model for the whole of day service provision.

14.2 That Cabinet agrees to officers developing and delivering a reduced service in Moreton to meet the needs of a small group of people who require support in this area delivered from within the reduced staffing structure.

14.3 That Cabinet notes the findings of the consultation process into the proposal relating to day services, specifically the proposal to close the existing Moreton day centre building, and to close Prenton day centre & Union Street sites and consolidate mental health provision into one site at Beaconsfield.

14.4 That Cabinet instructs officers to begin the process of closing the affected buildings, with a view to full closure of the sites by September 2013, and to bring a further report detailing options for future use or disposal of the affected buildings.

14.5 That Cabinet thanks the people, carers, family members and staff using all day services for their input into this process.

14.6 This report seeks approval to begin a review and consultation of all incentive payments. Initial consultation as part of the transformation of day services has shown that this system is currently inequitable and not consistent across services.

15.0 REASON/S FOR RECOMMENDATION/S

15.1 Council on 5 March 2013 accepted the need to close one large day centre and consolidate mental health provision and instructed officers to begin consultation on the choice of which large day centre to close. This report provides the results of that process and provides Cabinet with sufficient information to make the final decision on this issue, in the knowledge that people affected will be shown due regard and will not suffer loss of service if they are eligible to receive it.

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APPENDICES

- Appendix 1: Day Services Transformation Budget Paper
- Appendix 2: Day Services Transformation Consultation Findings
- Appendix 3: Day Services Transformation Staffing Structure
- Appendix 4: Report submitted by Royal Mencap on behalf of families and people at Moreton Day Centre

SUBJECT HISTORY (last 3 years)

Council Meeting	Date
Cabinet	20 December 2012
Health & Wellbeing Overview & Scrutiny Committee	4 December 2012
Health & Wellbeing Overview & Scrutiny Committee	14 January 2013
Cabinet	18 February 2013
Council (Budget)	5 March 2013

Appendix 2

TRANSFORMATION OF DAY SERVICES CONSULTATION FINDINGS

1.0 EXECUTIVE SUMMARY

- 1.1 This report provides Cabinet with an analysis of the consultation completed in relation to the officer recommendation to close Moreton day centre and consolidate mental health provision within Beaconsfield, thereby closing the facilities located at Union Street and Prenton.
- 1.2 Extensive consultation has taken place in relation to this proposal, providing opportunities for all relevant individuals, groups and members of staff affected by this proposal to make their views and suggestions known.
- 1.3 The feedback contained within this report demonstrates that the people using the Moreton centre would prefer for the site to remain open. However, it is clear that the Department are able to adequately re-provide the services provided at that site either through one of the remaining day services or by assisting the person to use their personal budget to commission replacement services independently.

2.0 CONSULTATION METHODOLOGY

- 2.1 The recommendation from officers to close Moreton Day Centre and consolidate mental health provision followed an intensive period of consultation on a series of Council budget options, 'What Really Matters'.
- 2.2 As part of that process, a budget option was published which proposed the consolidation of mental health provision into one site and the closure of 'one large day centre'. This was supplemented by a report which outlined the rationale behind this option.
- 2.3 A series of events and meetings related to this option were held at day service locations, and everyone potentially affected by the option was provided with the opportunity to have their say. The consultation findings were reported to Cabinet on February 7 2013, who in turn included the option in the Budget Resolution on February 18 2013. This budget was approved by Council on March 5 2013, which led to the Director of Adult Social Services recommending Moreton centre for closure and commencing this final round of consultation.
- 2.4 This recommendation was published on the Council website, and sent to relevant individuals, on March 18 2013. Simultaneously, the Director of Adult Social Services was holding briefings at each of the three large day centres which are affected.
- 2.5 At these briefings, people attending were provided with detailed information as to why the option was proposed, and why Moreton centre in particular was recommended as the preferred site for closure. People were also provided with a report which contained detailed information on this rationale in plain English. This report was also produced in easy read format.

- 2.6 People at the events were provided the opportunity to ask questions of the Director and other senior officers, and were also provided with questionnaires in order to provide their feedback at any point throughout the 90 day consultation. These questionnaires, and reports, were provided to everyone potentially affected by the budget option, irrespective of whether they attended the consultation event.
- 2.7 The Department also took the further step of commissioning independent advocates to assist people affected by this proposal, ensuring they had impartial support in order to provide intelligent responses to the consultation.
- 2.8 This budget option will also be significant in terms of its impact on Council staff, and as such extensive consultation has taken place with Trade Unions and the affected employees through a series of one-to-one meetings and group briefings. The proposed staffing structure for day services is provided to Cabinet at Appendix 3 of this report.

3.0 CONSULTATION RESPONSES

- 3.1 Over 150 people attended the series of meetings held at each centre, including people using the services, their families and carers. Every person currently accessing day services was also provided with a report, a questionnaire and support to provide an intelligent response.
- 3.2 136 questionnaires were completed, 93 of which were from people stating that they used day services and 32 from people stating they were a parent or carer of someone using a day centre. The questionnaire also asked people to identify the day services location they used most regularly. The results of that question are provided in the table below.

Which Day Centre do you use most regularly? (Please tick just one box)		
Answer Options	Response Percent	Response Count
Eastham	25.0%	31
Heswall	4.8%	6
Moreton	46.0%	57
Highcroft	4.0%	5
Pensbywood	1.6%	2
Cambridge Road	18.5%	23
<i>answered question</i>		124
<i>skipped question</i>		12

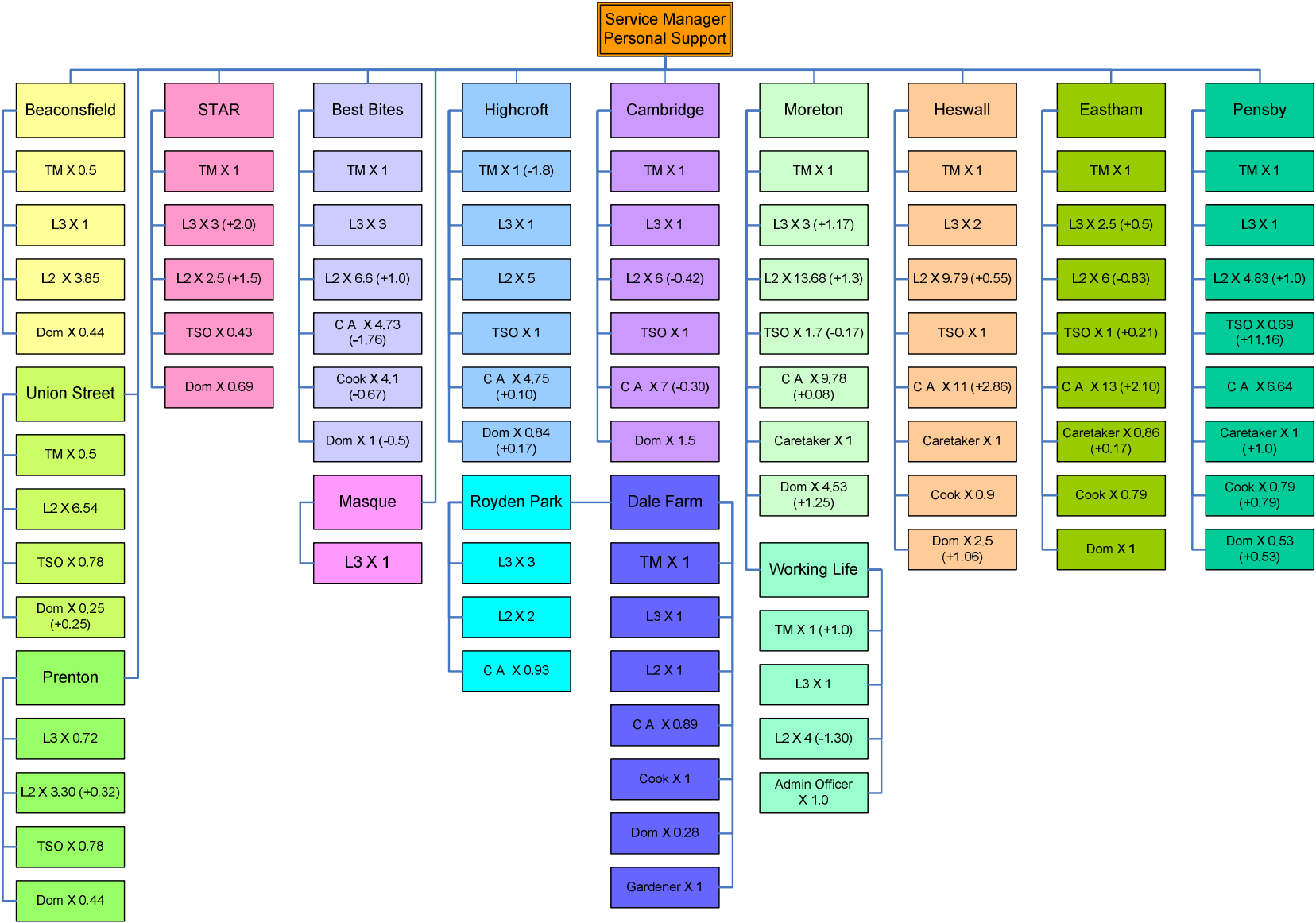
- 3.3 The questionnaire asked people if they agreed with the proposal to close Moreton centre and consolidate Mental Health provision within Beaconsfield. When all responses are considered, the consultation shows that 62.8% of responses do not agree and 26.4% are unsure.

- 3.4 People were also asked to identify how far they currently travelled to access their day services, with 29.3% stating they travelled less than 2 miles, 50.4% stating 2-5 miles and 20.5% more than 5 miles. People were asked to state their favourite things about attending day services; the four most popular answers were seeing friends, learning new skills, meeting people and building confidence.
- 3.5 When people were asked what they would change about day services, the most common answer was 'nothing', with a strong view being displayed that people enjoy and value the services provided.

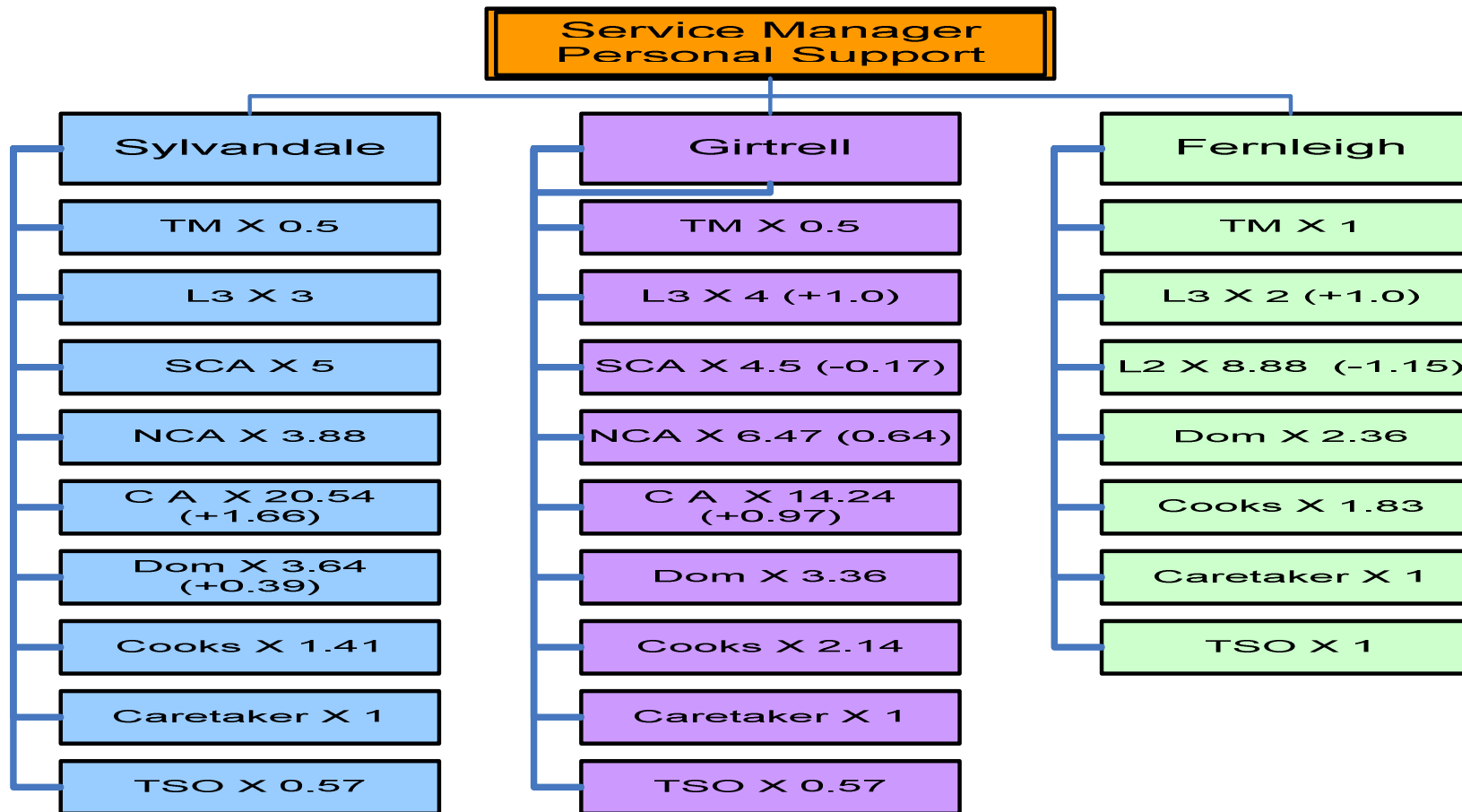
4.0 CONCLUSIONS

- 4.1 It is clear from the consultation questionnaire findings, and the notes gathered at the meetings at each of the large day centres, that people using day services appreciate and value the service they receive. It should be noted that, in an ideal world, people would prefer Moreton centre not to be closed and, rather, to be invested in and further developed.
- 4.2 It is also clear that the things people value about the service they receive are not related to the building it is delivered from. Seeing friends, learning new skills, meeting people and building confidence were highlighted as the four most important factors in day services.

Previous Day Services Structure

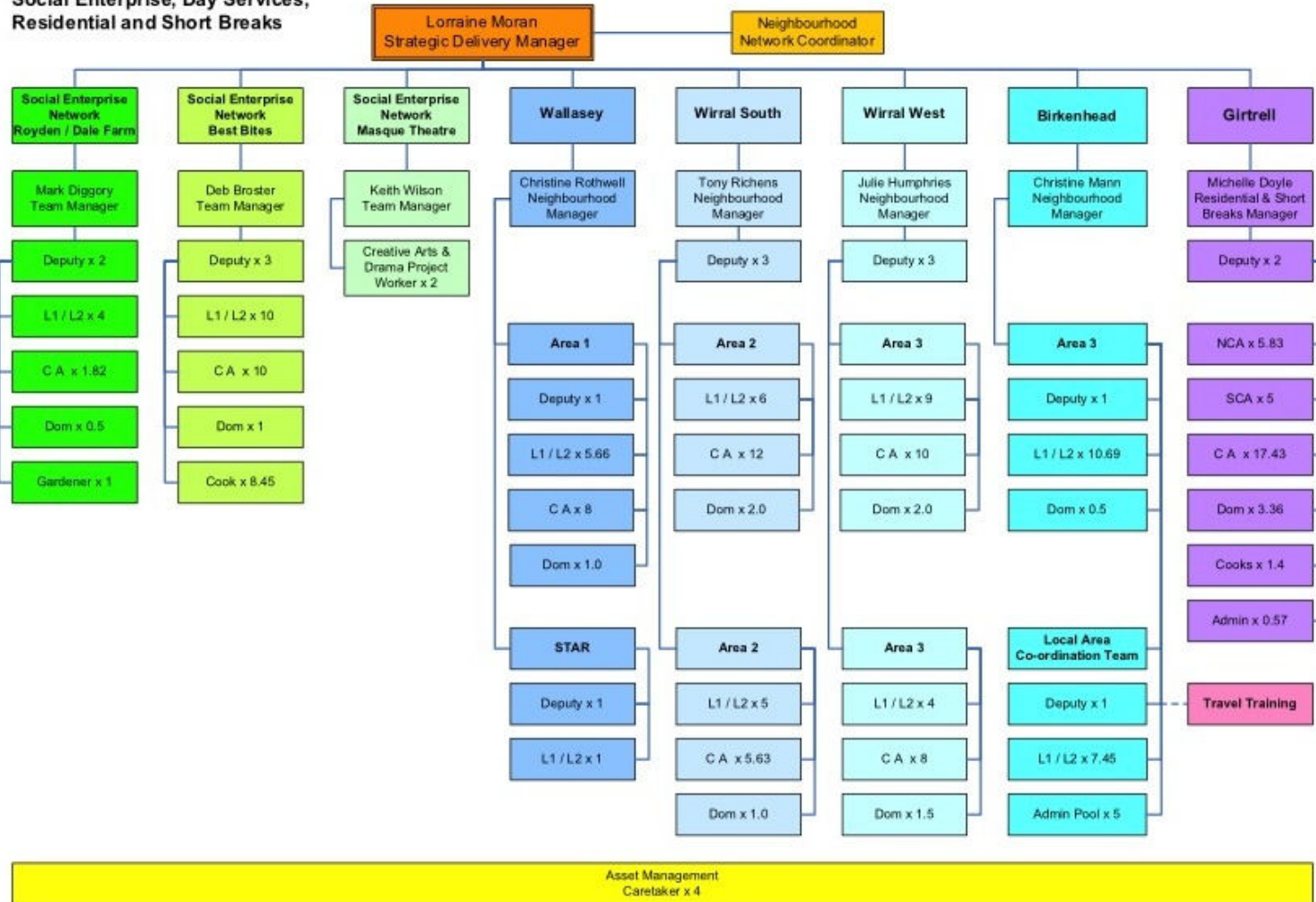


Previous Residential & Short Breaks Service Structure



Final Day Services & Residential/ Short Breaks Structure

Social Enterprise, Day Services, Residential and Short Breaks



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Budget Option Transformation of Day Services



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Summary

This paper provides further detail and context around the proposal to close one large Day Centre. It outlines the rationale and decision making process behind the option, background information regarding day services and a summary of our proposal. A proposed staffing proposal to cover day services through a neighbourhood approach is also presented for consultation.

The paper includes a recommendation from officers to close Moreton Day Centre. Reasons for recommending this particular centre for closure are presented along with information relating to the other large day services.

A timetable for the detailed 90 day consultation period is given along with the timetable for 5 week staff consultation. During the first part of this 90 day consultation period the Council will be seeking alternative views and ideas from people using services, their families and carers. In the latter part of the consultation the Council will work with individual people who will be affected by this proposal; to make sure that their needs are met by potential alternative services.

Graham Hodgkinson
Director of Adult Social Services



Why this option was proposed



the council has
a duty to use
the limited
funding we have
more evenly

Wirral Council must save £109 million over the next three years. A large proportion of the Council's budget is spent on social care, particularly for adults. In Wirral, fast-growing numbers of older people and people with complex needs mean that even more investment in this area will be needed in the future.

"Shaping tomorrow", which was the Adult Social Care Commissioning Strategy 2012 – 2015, sets out some of the challenges and the need to commission services in a way that ensures services for local people deliver value for money and that quality is everyone's business.

Compared to other similar Councils, Wirral is in the bottom 25% for how much is spent in Adult Social Care in total. However, again when compared to other similar Councils, our costs relating to Day Services are in the top 20% and our costs per person attending are £449, compared to an average of £346. This is in the top 10%.

This data shows that Wirral must be able to deliver the service more cost effectively. The Council has a duty to other people that need support to use the limited funding we have more evenly to ensure that people not accessing these sorts of services also get what they need.



The timetable for the project

The Council runs six in-house day centres, for people with physical and learning disabilities, three day centres for people with mental health needs and six day services offering 'work type' placements for people with a disability.

On March 5th Wirral Council agreed to the Council Officer proposal to make day services in Wirral more efficient; this proposal included the closure of one large day centre and the consolidation of mental health day centre provision into one centre.

This proposal now moves into its next phase, which involves detailed consultation with people using Day Services to inform the decision as to which large Day Centre should close, but also to make sure those people affected are enabled to have their needs met through other means.

This consultation will run through to June 5th 2013.

Meetings will be held with everyone affected and their carers, to consider their alternative options. Meetings will be held at each large Day Centre, as from Monday 18th March 2013. Staff consultation will also start from this date.

The outcome from the consultation will be reported to Cabinet in June 2013, at which point the final decision will be made on which centre will close, or the consideration of any alternative options.

“
**The outcome
from the
consultation will
be reported to
Cabinet in June
2013**



How much this option will save



This option will save £2m over the next three years

This option will save £2 million over the next three years, which will go some way towards helping the Council find savings of £109 million during the same period. The table below shows how these savings are made, year by year.

Transformation of In-House Day Services	2013/2014 £000s	2014/2015 £000s	2015/2016 £000s	TOTAL £000s
Savings	750	750	500	2000



Transport

We spend £6 million per year on Day Services. £5 million of this is spent in house services, and we spend a further £1.5 million per year on Transport.

The consultation in 2012 and a transport satisfaction survey highlighted many negative and some positive aspects how transport is provided. In order to tackle these issues we have carried out a survey of the distance people travel to attend centres, which is shown in the three maps at the end of this document.

These show there is no direct link between where people live and which centre they attend; as a result people spend a long time using transport and this reduces the amount of time they are able to attend activities

In order to address the transport issues we are currently working with Merseytravel to increase access to Travel Training, and also run a pilot on the 'Community Card', which will increase the options available for people with travel and transport. We will also continue to review the routes our in-house transport runs, reducing them and making them more efficient wherever possible.

“
there is no
direct link
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people live and
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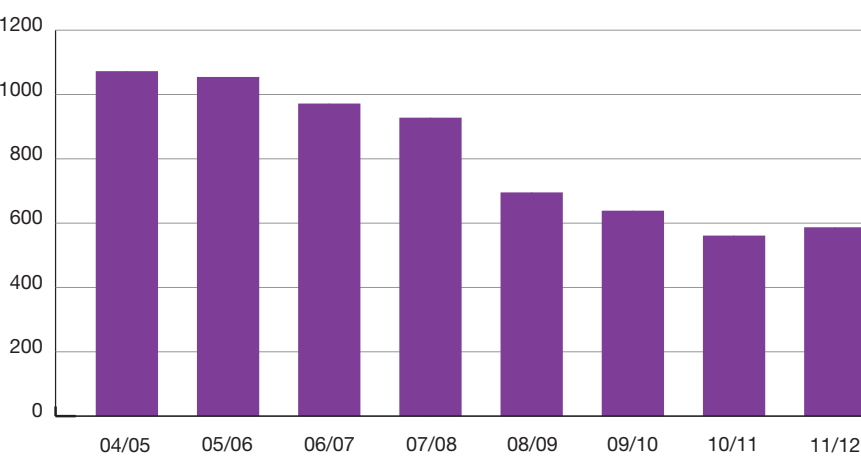
The background to this option

“the day service role has reduced by a third in recent years reflecting the take up of alternative forms of support

More people want community-based services, operating from ordinary community facilities. This is reflected in a shift towards take up of personal budgets and alternative support to day services for many young and severely disabled people. An important factor and significant challenge is influencing the way other people in those settings communicate with, understand and support people with learning disabilities.

The day service role has reduced by a third in recent years reflecting the take up of alternative forms of support.

This is proven by the fact that places at our traditional Day Centres are left to go unfilled while at community, work based services such as Best Bites – there is a waiting list. The graph below shows the trend in Day Centre use over the past few years.





The Social Care Institute of Excellence (SCIE) carried out a national study entitled 'Having a good day?' which reported that large segregated day centres were a thing of the past. This report stated that the future should see a move to smaller bases where there is designated space for people with disabilities to use. They gathered examples during this study which shows the imaginative use of church halls, community centres, leisure facilities; cricket clubs and even colleges and schools. A strong theme emerged around small bases becoming 'jump off points' or 'hubs' which allowed easier and greater community integration.

The outcome from the consultation 'Transforming Day Services in Wirral' in February 2012 showed that:

- The main reason for attending Day Centres was friendship
- That the services people actually wanted were focussed around employment based opportunities and increased health and well being services such as leisure and sports facilities.

Whilst there were no specific questions focussed around the type of buildings people wanted their services delivered from, there is evidence to suggest that the services already developed within Wirral focussing around the themes identified above tend to be from much smaller services. Examples of these include Best Bites, Dale Farm and Leisure activities based in Cambridge Road.

We believe that future day services in Wirral should be within the 'Neighbourhood model' delivering tailored services for people with disabilities in much smaller settings rather than large day centres.

Two national guidance documents have shaped this thinking. 'Putting People First'; a shared vision and commitment to the transformation of adult social care (Department of Health 2007), and the 'Think Local, Act Personal Partnership (TLAP)' in 2010, both of which give clear guidance for organisations engaged in change and personalising services.

For the purposes of this budget option, consideration was given to the closure of a smaller centre but this was not feasible or viable, therefore the preferred option is to select one large day centre.

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How this option will affect our staff



staff will operate in a much more flexible and responsive way across the service and will be much more connected with people and communities.

The 2012 consultation envisaged that in the future, day services in Wirral should be within the 'Neighbourhood model' delivering tailored services for people with disabilities in much smaller settings rather than large day centres. The council is in the process of moving towards constituency based customer engagement and the department of social services is also in the process of moving towards this model of neighbourhood working and will organise itself around the four MP boundaries, Birkenhead, Wallasey, Wirral South and Wirral West.

We will redesign our services to ensure we have one Manager per constituency area and all the services within that area will be locally focussed and connected with other services in order to provide community based services most suited to that geographical area. This means that the staff will operate in a much more flexible and responsive way across the service and will be much more connected with people and communities.

In relation to the closure of one large centre, it is inevitable that we will need less staff to run less centres and as a result we will be losing a number of staff as part of this process. Staff will be offered a variety of options; these will include Voluntary Severance, Early Retirement, Reduced Hours and Redeployment.

A full staff consultation on the preferred option will take place week commencing 25th March and will run for five weeks. During this time all staff will be consulted with as large group and on a 1:1 basis.



How the decision will be made

This savings achieved from closing one centre is expected to deliver the first year savings and £250,000 of the second year saving, or £1 million in savings across the next two financial years. This takes account of the closure of one large day centre, and two smaller mental health services.

The rest of the savings are based on staffing reductions based on the model in 'How this option will affect out staff', together with more effective use of remaining day centres.

The following factors have been used as a framework in order to identify the centre recommended for closure;

- Capacity of centre
- Demand requirements and user profile
- Staffing requirements to meet potential capacity requirement
- Unit costs of each centre
- Capital expenditure (refurbishment and ongoing repair and maintenance) and potential receipts from sale.
- Added value in relation to community presence
- Qualitative Feedback

There is also a planned further £1 million estimated saving to be made through the development of an alternative delivery model for day services. The model could potentially take the form of social enterprise, mutual or a Council Trading Company model.



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The capacity of Day Centres



As of February 4 2013, a total of 666 people are using Council Day Centres.

As of February 4 2013, a total of 666 people are using Council Day Centres. This is reduced to 452 if users of mental health services at Prenton, Union Street and Beaconsfield day centres are excluded. A breakdown for each day centre is provided below.

Physical or Learning Disability		Mental Health	
Moreton	136	Beaconsfield	072
Eastham	085	Prenton	074
Heswall	091	Union Street	068
Highcroft	039		
Pensby Wood	031		
Cambridge Road	070		
Sub total	452	Sub total	214

As there are no statutory person-to-space ratios, potential capacity in the existing day centres is calculated by Centre Managers, taking into account of their knowledge about the buildings and environmental factors. The capacity and attendance figures for the 3 largest day centres are provided in the table below, together with the capacity and attendance figures for the other three day centres, at Highcroft, Pensby Wood and Cambridge Road.



Name of Centre	Current Scheduled Weekly Attendance	Current Weekly Capacity (Existing Staffing Level)	Available Weekly Capacity (Additional Staffing Level)
Moreton	935 sessions	1,185 sessions	1,185 sessions*
Eastham	712 sessions	722 sessions	752 sessions
Heswall	708 sessions	708 sessions	908 sessions
Highcroft	182 sessions	300 sessions	400 sessions
Pensby Wood	115 sessions	129 sessions	129 sessions*
Cambridge Road	338 sessions	338 sessions	500 sessions

** These centres cannot accommodate more people beyond their existing capacity regardless of staffing level, because of building constraints.*



The demand and users of each centre



there is capacity at the Millennium Centre, Leasowe, for a further 200 sessions

Moreton Day Centre

Maximum need for placements in other traditional settings is 935 sessions based on current usage. The total potential capacity outside of Moreton is 749 sessions (some additional buildings based capacity required). There is sufficient capacity at the Millennium Centre, Leasowe, for a further 200 sessions based on average attendance of 20 people a day for 5 days

Eastham Day Centre

Maximum need for placements in other traditional settings is 712 sessions. The total potential capacity outside of Eastham is 959 sessions (sufficient building based capacity)

Heswall Day Centre

Maximum need for placements in other traditional settings is 708 sessions. Potential capacity outside of Heswall is 799 sessions (sufficient building based capacity)



The costs of each centre

The original total net budgets for 2012/13 are:

- Moreton: £1,503,700
- Heswall: £1,260,900
- Eastham: £897,40

When the net budget is divided over current number of services users on roll (at 4th February 2013), the costs per head, per year, are:

- Heswall (91): £13,856
- Moreton (136): £11,056
- Eastham (85): £10,558

In terms of cost per head of potential capacity, Heswall is the most expensive to run, Eastham the second most and Moreton the least.

Each centre also needs, to different levels, investment in the buildings themselves on repair, maintenance and to make sure that they are modern, and fit for purpose. These costs are:

- Eastham: £274,393
- Heswall: £504,468
- Moreton: £302,236

Sale value of the premises at December 2012, based on surveys completed which took into account economic, physical and policy constraints around the buildings.

- Eastham: £200,000
- Heswall: £750,000
- Moreton: Not currently known



Added community value of each centre



these results, which are summaries of responses to a questionnaire answered by all three centres, provide a good guide

This section of the report describes what we call the ‘added value’ each centre brings, both to the people using it and to the wider community where it is based. It’s important to say first that it is very difficult to capture the depth and breadth of all of the positive activities which take place in the centres within such a short report.

Nevertheless these results, which are summaries of responses to a questionnaire answered by all three centres, provide a good guide of the level of added value each centre brings.

This report focuses on current added value. We know that all Centre Managers have plans for future projects they would like to pursue, most of which require time and energy but no additional resources.

Services regularly provided outside of ‘core hours’

- Eastham: 4 hours per week
- Heswall: 2 hours per week
- Moreton: Nil hours per week

Eastham provides the most “added value” from services provided out of hours; Heswall provides the second most. Moreton does not provide any “added value” from services provided out of core hours.

Income from room rental

- Eastham: £1,980 per annum
- Heswall: Nil per annum
- Moreton: Nil per annum

Eastham provides the most “added value” (and monetary value) from rental income. Heswall and Moreton do not raise any rental income.



Training opportunities for people

Type of Training	Eastham	Heswall	Moreton
Administration	No	Yes	No
Art	No	No	Yes
Beauty Therapy	Yes	No	No
Catering	No	Yes	Yes
Confidence Building	No	No	Yes
Domestic	Yes	No	No
Drama	Yes	No	No
English	No	No	Yes
Events Management	No	Yes	No
Garden Maintenance	Yes	No	No
Horticulture	Yes	Yes	No
Hospitality	Yes	No	No
Maths	No	No	Yes
Photography	No	No	Yes
Pottery	Yes	No	Yes
Reception	Yes	Yes	No
Retail	Yes	No	No
Woodland Management	Yes	No	No
Woodwork	Yes	No	No

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Heswall provides the most “added value” for employment opportunities

Eastham provides the greatest “added value” in terms of the variety of training opportunities it provides; Moreton provides the second most and Heswall provides the least.

“Eastham provides the most “added value” through additional income

Employment opportunities for people

Eastham Centre uses the training opportunities listed above to help people using the service to access employment opportunities. Moreton Centre refers those who are interested in employment or voluntary work to the Working Life service. Assistance is also provided by the Centre’s workers.

In terms of actual employment placements:

Moreton:

- One service user is employed in-house
- One person is employed in the local community

Heswall:

- Three people are employed in-house
- One person is employed in the local community

No service users at Eastham have placements of either kind.

Heswall provides the most “added value” for employment opportunities (especially when numbers on role are taken into account); Moreton provides the second most. Eastham provides the least because its employment opportunities are only related to its training opportunities, which, whilst valuable, do not distinguish it from similar provision at Heswall and Moreton.

Additional Income

All three of the centres have established Parents’ & Friends’ Groups. The Eastham group is also a registered charity. The balances held by each of these groups, for use in the centres, are not considered further here, but in each case they provide significant investment in addition to core budgets and room rentals. It is considered that the Parents’ & Friends’ groups provide equal added value.

In addition to this, the following income is raised:

Eastham:

- Eastham Conservation Trust raises funds to maintain the running costs of the Brotherton Park Horticulture and Conservation Project (an activity provided by the Centre)
- Eastham Conservation Trust raises the running costs for one minibus

Heswall:

- The Centre estimates income from John Moores University (which results from the placement of medical students) to be £600 per annum.

Moreton:

- There are no additional sources of income at Moreton.

Not including the activities of the Parents’ & Friends’ Groups, Eastham provides the most “added value” through additional income and Heswall the second most. Moreton provides the least as it raises no additional income.





Community Engagement

The table below summarises engagement with community groups for each of the three centres.

Type of Engagement	Moreton	Heswall	Eastham
Local Links	5	1	0
Physical Activity	3	2	7
Horticulture & Animal Care	3	4	5
Enterprise	2	2	0
Events	2	5	0
Volunteering	2	4	0
Arts and Crafts	1	1	8
Extra use of the Centre	1	4	3
Total engagement activities	19	23	23

“Heswall and Eastham, jointly, provide the most “added value” in terms of the variety of community engagement they provide

Heswall and Eastham, jointly, provide the most “added value” in terms of the variety of community engagement they provide. Moreton, although still engaging with the community to a considerable extent, provides the least.

Compliments and complaints

The number of compliments and complaints received by the Department in respect of the three centres over the past year is shown in the table below.

Centre	Compliments	Complaints
Eastham	1	2
Heswall	8	4
Moreton	4	7

Conclusion on added value

All three day centres have relative merits, they all offer some added value, they each offer additional training and support opportunities, offering similar types of service provision and opportunities.



General feedback we have recieved



Royden Park Association, Dale Farm Projects, and ‘Star Design’ provide a service to people with learning disabilities and mental health issues

Feedback from Overview & Scrutiny Committee sub group

In February 2012 the Transforming Day Services Overview & Scrutiny Committee Sub Group was set up. The purpose of the group was initially to:

- Scrutinise the consultation process in relation to the Transformation of Day Services
- Consider submissions from key stakeholders and consultative bodies
- Review and advise by way of a final report members of the Health & Wellbeing Overview and Scrutiny Committee in relation to the ongoing consultation and development of a Business Centre

In order to carry out this work the group:

- Called for and received reports on matters within the remit of the sub group
- Required representatives of key consultative groups and officers to attend the sub group and provide evidence
- Invited witnesses from within and from outside the Council to provide written and/or oral evidence where and when appropriate
- Visited centres and services affected by the consultation and explored the possibility of the development of the business centre
- Monitored and evaluated information and received reports on matters relevant to the consultation and development of the Business Centre

As part of the work of the group visited day services and other daytime activities. Feedback was included in the final report and a summary of that feedback is provided below.

General Comments

‘Service provision appears random and patchy; some areas appear to be very good and exceptionally well run whilst others appear to be very amateurish’

‘There is clearly a need to rationalise the service offered. With the introduction of Personal Budgets users are opting to choose their own care provision which in many cases does not include the use of traditional services’

‘I feel very strongly DASS should be providing services in facilities which are generally of a standard. There is little comparison between Highcroft in Bebington and the centre in Moreton. Although the service users and staff we met were clearly attached to this centre, they were not working and spending time in like for like conditions. I think this must be addressed’

‘Some of the buildings used for the Day Centres are dilapidated from the outside, inside however managers, staff, volunteers and previous service users, have transformed many of the areas within the building. They have created spaces, with new colourful and inviting décors, now giving people the ability to pursue a variety of activities; creating a happy, friendly and enjoyable environment in which to live and work (Thanks in the most part to so many excellent and dedicated staff.’

‘Royden Park Association, Dale Farm Projects, and ‘Star Design’ provide a service to people with learning disabilities and mental health issues. The people using these services told us: Going to the centres gives them a feeling of satisfaction, fulfilment and self worth.

‘Best Bites Bistro’ has an inventive scheme for the people who chose to work with them. In which they can obtain an NVQ level Qualification over a two-year period, in catering/hospitality. This seems an excellent idea, enabling the service users a chance to gain employment in the future. I have used these Bistros’ personally, and have found the food delicious and the service excellent. These centres give the people working, an insight into a real working environment, producing quality goods, and learning team work, empowering them with feelings of importance and belonging amongst their colleagues’

‘The use of these centres could be increased, if used by the community and the service users, with social enterprise schemes providing new projects enabling the centres to open evenings and weekends’

‘There is of course some duplication of activities across the various centres and I realise this is one of the main areas of consideration in order to rationalise service provision. Understandably, users and carers are very concerned about losing services therefore I think it will be very important to put in place arrangements which are based on logical as well as equitable principles’

“

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“

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Comments about Eastham Centre

‘Members were impressed with the work undertaken with Sustrans (cycling) and commented that gardening, horse riding and bowling were offered. The centre serves a large area in the South of Wirral and was used by a Parents Association in the evenings’

The only issue noted by Members was that the building was in need of decoration

Comments about Moreton Centre

‘Members notes that Moreton was a very big centre that catered for many users and consequently any change would have a significant impact. The fabric of the building was in need of refurbishment and would require significant investment to bring it to an acceptable standard’

Comments about Heswall Centre

‘Many of the people we met in the centres had become volunteers, following their own time at the centres. This they felt was also a meaningful occupation. Centres such as Heswall and Pensby Wood, have an active volunteer programme involving the local community’

Summary of Qualitative Feedback

Moreton was designed as a large industrial unit. It has not been able to keep pace with other day centres in relation to creating an attractive environment for people using the service, largely due to its overall size and integral design. The overall feel is institutional reflecting a previous era of provision. Community links are not as strong as other services. The contrast between Moreton and Highcroft in Bebington was given by a scrutiny member as a specific example of the difference.





Conclusion

The three large day services offer a similar range of support, similar levels of activity and interventions. While there is room for improvement within each centre, they are well liked and relied upon by the people who use them. Making a recommendation on which one should close was not an easy or obvious choice.

The recommended day centre to close is Moreton.

This recommendation is made primarily due to the size and design of the service.

The service is furthest from the desired outcome of the 2012 consultation where it was envisaged that future day services in Wirral should be within the 'Neighbourhood model' delivering tailored services for people with disabilities in much smaller settings rather than large day centres.

Moreton shows the least added value, and the least user friendly environment reflecting perhaps the greater progress that other services have made in recent years in developing their community presence and links.

This recommendation does not in any way reflect a negative opinion in relation to the quality and nature of the service provided by staff. This has been perceived as good and is certainly perceived very positively by all that use the service.

Heswall day centre has a number of cost related indicators that could have led to a recommendation to close that service, however the Heswall service has made really good progress in creating community links and offers a good balance between efficiencies of size and a customer friendly environment. Enthusiasm for social enterprise offers real opportunities for the service to be run more efficiently. Eastham service was the least likely service to be recommended for closure due to a positive combination of all factors.



The next steps



The consultation process runs until June 5th 2013

The consultation process runs until June 5th 2013. We will meet with everyone affected, including people who use services, their Carers and families and staff.

We also have begun discussion and meetings with representatives of Carers to consider their alternative options for making the savings we need to make and to explore other potential options for delivering services such as social enterprise and local authority trading companies among others.

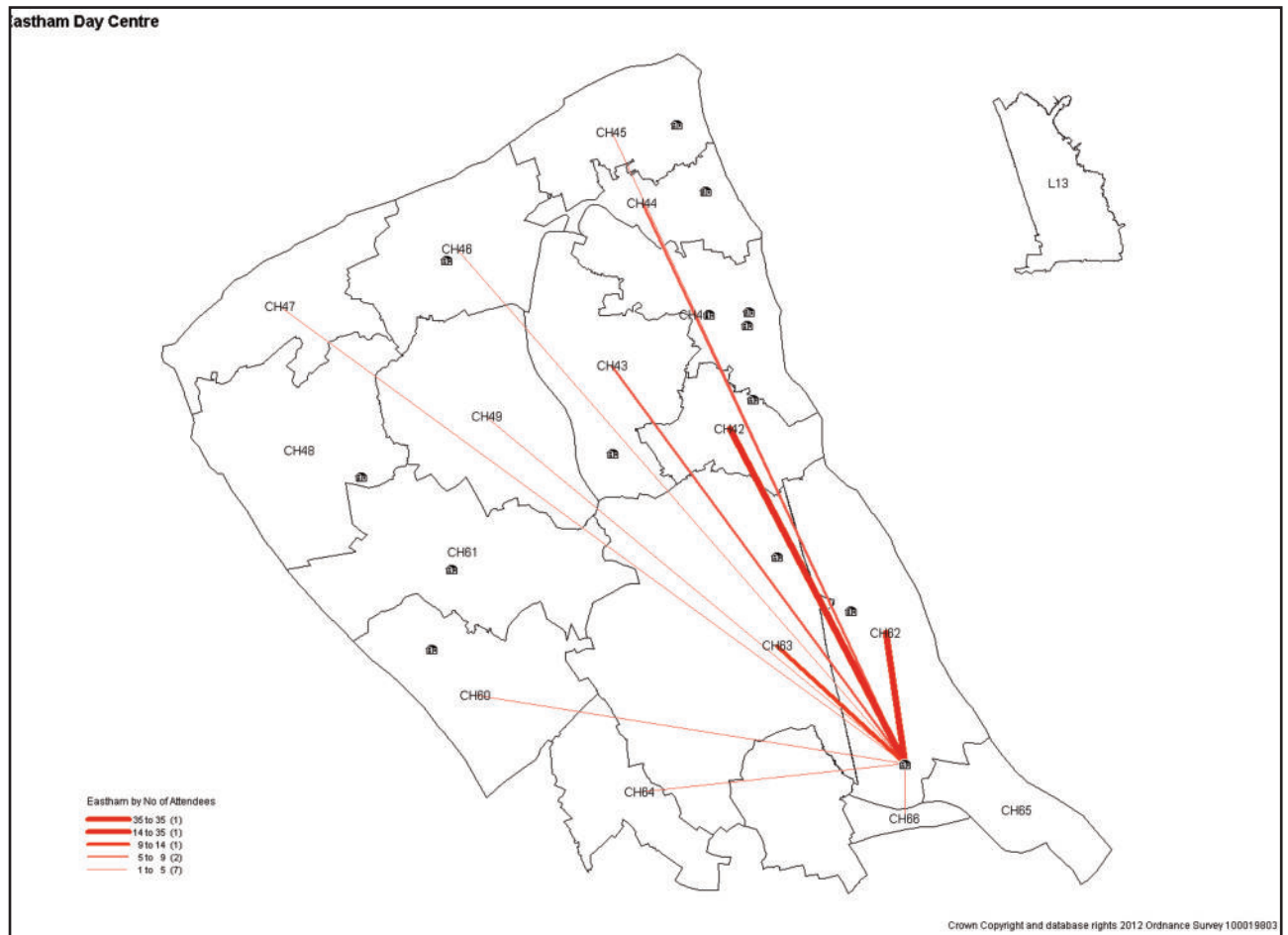
This report, including the Council officer recommendation, was published on Monday 18th March; on the same date public meetings at all day centres began. Consultation with our staff starts on Monday 25th March, for a period of 5 weeks.

The outcome of the consultation will be reported to Cabinet in June 2013, which will include all feedback received through this process, as well as consideration of any potential alternative options. Cabinet will then make a final decision. This decision will then be implemented through July-September 2013.

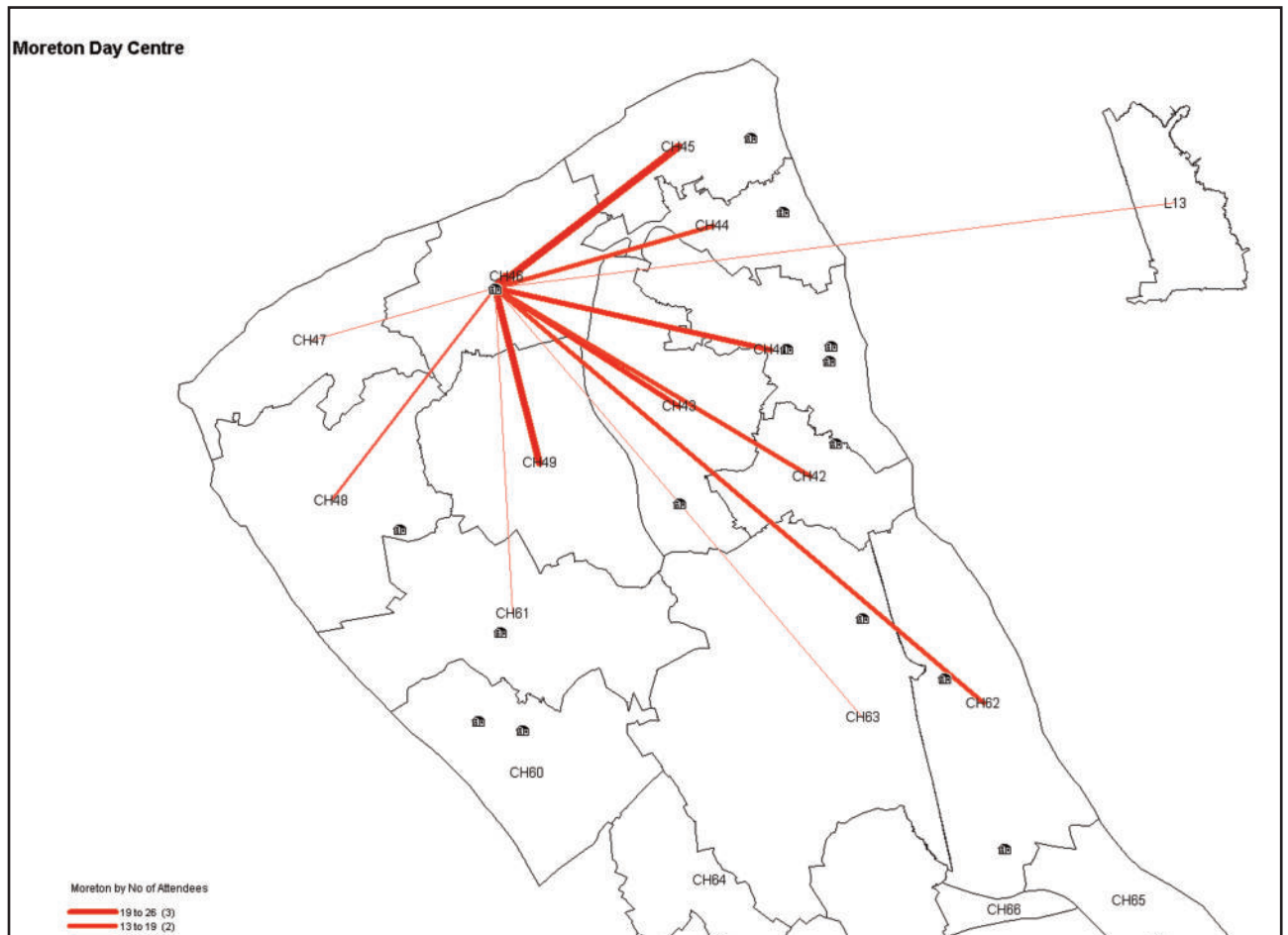
How you can get involved

If you yourself use a Council Day Service, or you are the parent or carer of someone who does, you should have been invited to a meeting to discuss this proposal. If you haven't, please ask at the Day Centre or Service you use most regularly who will advise you what meetings are taking place, and where.

You can also complete a questionnaire, either by picking up a copy from the Day Centre nearest you or by visiting the Council website: www.wirral.gov.uk/whatreallymatters









Moreton Day Centre

A report on the consultation on the proposed closure of
Moreton Day centre

This document has been collated by Mencap and on June 4th was presented by Mencap Regional Campaigns Officer Stephen John to Wirral borough Council. It outlines the concerns by Mencap and more importantly families, care providers and people with a learning disability directly affected by the proposed changes to Moreton day centre adult social care day service provision.

Mencap is the leading voice of learning disability. Everything we do is about valuing and supporting people with a learning disability, and their families and carers.

Our vision is a world where people with a learning disability are valued equally, listened to and included. We want everyone to have the opportunity to achieve the things they want out of life.

This report was compiled by Stephen John, a regional campaigns officer in the North of England for the Royal Mencap Society.

Mencap campaigns for disability equality for people with a learning disability and encompasses disability hate crime, health, leisure, respite, abuse and more.

An ever increasing campaign demand is placed upon local authority budget cuts. Given the economic situation and the reduction of funding given from central government to local government, it is understandable that cuts need to be made. However, often the local authority places cuts in adult social care, to monies that provide people with a learning disability with an all important and essential assistance.

Mencap also has over 600 local groups. These are independent charities with a close affiliation to Royal Mencap. Wirral Mencap has assisted in the preparation of this document

Wirral Mencap provides an outreach and office based advice and information service, social opportunities for adult with learning disabilities, and more.

Wirral Mencap and Royal Mencap share the ethos of working with people with a learning disability, their parents and carers, to create equality and gain access to society.

In March of 2013 Mencap was contacted by Wirral Mencap, who in turn had been contacted by parents and carers of people who attend day centres within Wirral.

Working in Partnership with Wirral Mencap, Royal Mencap met with parents and carers representing people who attend each of the day centres and who had requested assistance. The parents and carers were extremely concerned about a consultation that was in process and incorporated council services that encompassed not only adult social care but also services that affected every household.

Initial feeling from families was that this first consultation was too generic. It sought response from people who live in the local area and asked their opinions on a variety of services. Most people do not have a close relationship with an attendee of a learning disability specific day centre and so the concern centred on a general response in relation to the general public's own needs.

Further to this consultation the local authority identified that a day centre was to close. This spread unease and trepidation among the families of people who attend the day centres and of course the attendees themselves.

Mencap was contacted by a great number of people who wanted to take up the campaign to retain such provision. At this point, the local authority had not identified, or certainly not communicated, which day service was their “preferred” choice to close. Immediately, Mencap had people who attend the day centres and their families contacting us to stress their concern. The general agreement of the families who contacted us, totalling over 40 at this point, was that the local authority were not only targeting the vulnerable but also pitting one centre against another. From the outset, this put pressure on the relationship between families and the local authority.

When the local authority made it clear that their ‘preferred’ choice of closure would be Moreton day service, there was very little relief among parents of those attending other centres as through the campaign groups, a unity had formed. There was also great concern that this was the first of many future consultations on day service provision and that in the upcoming years, the local authority was going to be pushing toward personalisation and thus, other centres would follow the path of Moreton.

For those who attend Moreton and their families, the news was catastrophic. Without delay Mencap was inundated with people tremendously concerned over their loved ones.

The local authority did release a further consultation document pertaining to the day centre closure but this did not communicate effectively the alternate options available should the centre close. Many concerns centred on people not having a centre to attend and thus becoming more isolated from society. Parents who had seen provision gradually increase to the interactive, social, educational and positive service they had long campaigned for, were now in fear of their work being undone.

Families, when requesting information on alternate options were told there would be sufficient provision in other day centres or that a more personalised option would be available.

Although the local authority did produce a consultation document, parents, carers and attendees of Moreton day centre feel that not enough has been done to consult people with a learning disability.

There has not been an adequate easy read document made available and there was and is much confusion among attendees. The document formed by the local authority was too text heavy and used wording that was not accessible to many people with a learning disability. Of course, producing an easy read document is just the first stage of an accessible consultation.

As mentioned by Wirral Mencap;

“There must be adequate support available to enable people to complete the consultation and it must be marketed in the right way to ensure that people with a learning disability can access it”.

Unfortunately it is felt that the consultation of people with a learning disability fell short.

Most who attend Moreton day centre do not realise their much cherished social and care outlet could be lost, and for those who do realise the centre could close there is little understanding about what the options would be and what it would mean for them.

Those who attend Moreton day centre are among the most disabled in the community, yet at Moreton each person is treated on an individual level. Their needs are met and indeed the attendees 'vote with their feet' and happily attend.

People with a learning disability can often feel lonely and isolated. They are often ostracised by the community due to an inaccessibility of provision and a lack of understanding by society.

Although Mencap actively campaigns for a more inclusive community where people with a learning disability are fully included and valued, there is still a plethora of work to undertake and still much adaptation needed by society for people with a learning disability to have full access.

Mencap champions personalisation and the autonomy for people with a learning disability to access activities in the community but unfortunately there are not enough fully accessible, cost effective activities in the local community that will be accessible for many people.

Personal budgets can and do offer flexibility but in general, there are limits in society on the level of accessibility which excludes many people with a learning disability, including the vast proportion of those who attend Moreton.

Although the merits of personalisation can clearly be seen for many, Mencap is and always will be an advocate for choice. For reasons including familiarity, inclusion and accessibility, many people with a learning disability choose to attend a day centre and where that provision is modern and proactive, as is Moreton, Mencap fully supports this.

Cost and accessibility of activities aside, there are also other issues to consider. According to Mencap statistics, disability hate crime affects 9 out of every 10 people with a learning disability. Transport services are not as easily accessed for people with a learning disability or physical disability. There is not adequate availability of changing facilities (changing places toilets) in the local vicinity with only two registered on the whole of Wirral. (www.changing-places.org/)

Wirral borough council have indicated that personal budgets could be an alternative to day centre provision. This option is not applicable to the majority who attend Moreton day centre. The attendees are among those with the most complex and substantial needs in Wirral and have substantial needs due to their learning disability. Indeed many have additional disabilities such as epilepsy.

There has been little information forthcoming about activities accessible in the community that would be appropriate.

For many people, a push toward personalisation may impact adversely on their life and this is simply not acceptable.

Members of a carers group worked with Mencap to ascertain which activities were accessible, timely and cost effective in the local community. The list was laconic. Attending the cinema or going for a meal were not cost effective and would be limited, attending the leisure centre or a bowling alley would not be accessible for most due to insufficient lighting, a lack of specialised facilities and use by the general public. Appropriate lighting, accessible toilets, quiet activities, transportation, cost and more are all factors that need to be addressed and have not yet or if they have, information is sparse. There is also the issue of safeguarding individuals.

In an ideal world, society would be accessible and people with a learning disability would have access to adequate “mainstream” provision integrating with people who are not disabled. However, society continues to disable these people and prohibit inclusion.

The Equality Act 2010 defines a person as disabled if they have

“a physical or mental impairment that has a substantial and long-term adverse effect on a person’s ability to carry out normal day-to-day activities”.

Everyday leisure activities that most people have access to are not accessible for many Moreton attendees outside of the support they receive at the centre.

Activities such as shopping would not be acceptable as a regular substitute, going for walks would be dependent on the weather and there are not enough enjoyable, accessible, cost effective alternatives such as art classes, music sessions and more. Society does not yet have the reasonable adjustments required for those with more profound needs, such as those who attend Moreton day centre.

Moreton day centre continues to provide support and activities that are educational, enjoyable and modern with support that is exemplary. Any push toward personalisation for its members is a step in the wrong direction and one which will inhibit the lives of those involved.

Moreton Day service

Some 133 people attend Moreton day centre and receive a thorough and enjoyable service which, instead of being identified for closure, should be heralded for its positivity of service.

For those who attend Moreton day centre, it provides not only a sense of support, leisure and belonging, but is also an integral part of their lives.

Mencap created an easy read document to gauge opinions on what people really felt about Moreton day centre. In response, a total of 38 people with a learning disability voiced their opinions. Their families and carers supported the completion of the accessible easy read document.

The consultation found the following:

- 100% of people who responded enjoyed attending Moreton Day Centre
- 100% of people were happy with the staff at Moreton Day Centre

Moreton day centre should be celebrated for its tenure and for its modern approach in an era where many day centres have closed or been panned for closure. In many of those cases the aforementioned centres have not been adequate and perhaps required closure for a better quality of life for its attendees. However, in the case of Moreton people are voting with their feet and find great worth and enjoyment in attending. The service provided is exemplary and much cherished by those who attend and their families. The centre should be held as an example of best practice for its social opportunities, attentive and personable staff and absolute ideal location.

Having successfully consulted 40 attendees with a learning disability, many points have been raised.

Among the points raised by people with a learning disability are:

“the staff are friendly and very helpful to me when I need them. The centre is excellent”

“Moreton is where I meet my friends and where I can be a person like anyone else”

“I do lots of good things. I meet my friends and we do social things together. I like the café and the horticulture unit. I feel very safe and very happy where I am. I don’t think I could do good things outside the centre on my own. I don’t want to”

“I love all the staff at Moreton. They make us all very happy and teach us things to do. They help us in the community. I like being with my friends and staff from the centre when we visit the community.”

“I would be very upset if my centre closed. I love going to the centre”.

These are a small proportion of responses received. Each response is positive about the centre and about the staff. The only concerns lay with the potential closure of the centre and of the general cosmetics of the building.

Although the local authority have held open consultation meetings and spoken to parents and carers, it is generally felt that they have not garnered a true understanding of the concern and unrest among families. The impact of such a change will be felt among whole families and not just the person who currently attends Moreton day centre.

Should Moreton close, many attendees will find that personal budgets do not work for them. They may also be unhappy with the option of attending an alternate centre. This may result in families having little respite and put a strain on individuals.

In some cases people may be required to leave their employment to care for a loved one. Families could become isolated and mental health issues ensue.

With many carers being older there may be a reliance on them receiving support from the others and this task may fall to the person with a learning disability. Many people with a learning disability are themselves carers. Respite is an absolute must for both parties and day centre provision allows this.

Mencap consulted parents and carers on how they would be affected should the centre close. The following quotes were among responses by over 50 families.

"The effect on me, her mother, I can't even contemplate since January when we were told. I have become depressed and very worried about her health as well as mine. I am 75 years old and feel that my daughter may face many changes in the future because of the anxiety this is causing. The only comment from the local authority is that they will 'receive a service' but what kind and will it meet their needs? It is likely it will be unsuitable for their needs and wellbeing as of now there is nothing in place at all"

"In January 2012 my mother (my sisters last remaining parent) died unexpectedly. The difficulty was made so much easier by knowing that Jo and the other staff at the centre would be the one stable aspect of my sisters day. This enabled us to carry on with our lives as best we could while still being there for my sister. If this centre closes, All of our lives will be affected. It will be very difficult"

"We are the carers of a gentleman who has attended Moreton Training Centre for about 25 years, with a short break in the middle where he was moved to Riverside. This had a massive effect on Mr X and us. Mr X's lifestyle is run by a routine. Any deviation in this effects him greatly as we have tantrums, bad behaviour and his stress levels go through the roof which results in him scratching himself until he is red raw. At night this affects him when he is awake at all hours.

We have heard the news that Moreton will be closing. We don't think the council realises the effect this will have on all students and staff. As we speak now the effects are beginning to show on Mr X as he is one of the few attendees aware of what is happening.

We are being woken in the early hours in the morning and being bombarded with questions; "why?" "what for?" "what's going to happen to me?"

We cannot answer these questions for him. We cannot stress the importance that this centre is in his life. He receives excellent support; he is active in the day and is meeting friends and new people all the time. If it closes all this will be taken away from him.

This centre is not just a big part of Mr X's life it's also a massive part of ours. We are getting quality advice from this centre and breaks through the day where we can carry on our normal lives. We ask that you recognise and look again at all the student's lives this will affect"

"Some 18 months ago, the Riverside Centre was closed and the trauma and distress it caused our daughter was immeasurable. She became withdrawn, angry and anxious – when upset she soils herself and his behaviour became more extreme during this period. With a great deal of support from her parents, Julie began using the services of Moreton Day Centre and, although she lost many friends in the transition from Riverside, some friends had also transferred and she began to re-gain some of the confidence that she lost. With the help and understanding of the staff at Moreton Day Centre, She has begun to settle down again and has established a really good rapport with her key worker. Our Daughter has started to become socially outgoing with her friends from Moreton and is beginning to try new things, such as museum trips, which is something that she hasn't done for a very long time."

“Our son doesn’t always show his emotions and very rarely tells you when he has any problems, but all of a sudden and without warning he can start to kick out and throw whatever he can get his hands on and that can land on the floor or against the television – he doesn’t care where!

Sometimes you can ask him what seems like a simple question and he may think he is getting told off, or he may just start to scream and shout. This could be in the street or in the middle of a supermarket!!

In the past we have tried to get outside help but this was just a waste of time. We have realised that the staff at Moreton Day Centre understand our son much better than social workers etc. and they have a special way with them. We now rely on Moreton Centre to help us with our problems, as and when they arise and we don’t have to wait weeks or months for them as you do for a social worker.”

"Our daughter has Down's syndrome. She was a bright, happy girl – went to Fairfield school, Moreton, then on to Withens Lane College after various little jobs in a coffee bar and the church nursery in Moreton.

When the college closed she was directed to Heswell Training Centre – all her school and college friends went to Moreton ATC. Very soon she became depressed and cried all day and every day. On one occasion the bus driver didn't see her at the back of the bus and drove her to the bus depot! On arrival at home at about 6:30, she said "I'm not going to Heswell any more!"

We were very distressed. She was not accepted there by students or staff. She stopped talking and didn't utter another word for about six years. Her doctor diagnosed clinical depression and prescribed anti-depressants. Eventually we were able to transfer her to Moreton ATC where she met up with her friends again – the staff were very kind and patient. She was placed in the reading and writing group, then to the drama group.

She was taken out with her friends into the community. After several years of still not talking (we had dispensed with the antidepressants) I had a phone call from her key worker telling me she had asked her group who would like to read in church at the carol service. Our daughter put her hand up so Moyra, key worker, said she would stand behind her and read for her. Next day I had another phone call – when it was our daughters turn to read she took the paper and in a very loud voice read her verses! We had our daughter back amidst clapping, cheering and floods of tears!

I am telling you all this because it was the result of moving to where our daughter is happy and secure – amongst friends and key workers who knew her and who were interested in her progress and welfare. She loves going to the Moreton centre. She knows everyone – they know her. She has her daily routine and it is secure. Her bus drivers are all kind and cheerful and the bus load is happy.

When it snowed the bus was unable to come – Our daughter didn't understand and cried for two hours because she couldn't go.

She now has a rollator to help her walking. She has been given help and guidance at the centre and is now confident.

If the centre closes how will She cope? You can see what one big change did to her.

We are now in our 80s and cannot keep her motivated as we used to. Where will her friends and carers be? We find all this very distressing. Our world will be turned upside down"

Wirral Borough Council have indicated on occasion that there is sufficient availability of space in other centres within Wirral should Moreton close and people wish to retain day centre attendance.

This is not simply just a case of people moving from one building to another.

There are many concerns from Moreton attendees and their families about attending an alternate day centre. These include;

- losing long term friendships
- adapting to change (especially for attendees with autism)
- behaviour issues when adapting to change
- being in an unfamiliar area with different road layouts and road safety features
- staff not knowing individual needs and having to take time, in some cases years, to fully appreciate individuals needs and personalities
- families having to take time off work to aide the transition of their loved one
- Mental Health issues arising from substantial change
- Social exclusion

People with a learning disability who have been assessed by the local authority as requiring assistance are entitled under the chronically sick and disabled persons act to retain access to services that are recreational and educational such as those on offer at the Moreton day centre.

The chronically sick and disabled persons act of 1970 section 2 subsection C states;

" the provision for that person of lectures, games, outings or other recreational facilities outside his home or assistance to that person in taking advantage of educational facilities available to him"

As mentioned previously, Society is not yet adapted enough and does not have enough accessible provision that is compliant with the disability discrimination act and reasonable adjustments are not in place in most day time activities to warrant 'rolling out' personalisation.

Of the attendees at Moreton day centre, around 50 people have voluntary work placements. These are a valid feature attained through the day service and allow people to feel more a part of society.

They allow people to feel as though they are 'giving back' and contributing to the local community.

Around 70% of people without a disability are in employment. This figure drops significantly to 30% for people with a disability and lower yet to 10% for those with a learning disability.

Voluntary placements are difficult to attain and can be complex to retain for a period of time. Through the dedication of staff at the centre, the option works perfectly.

Voluntary placements provide an opportunity for people to learn a trade, gain experience in the community, interact with others, build social skills and give a real sense of inclusion.

The centre provides the support, and physical base to enable volunteer opportunities to remain in place. Without the day centre, many people will lose this most important option.

The Moreton day centre is a valid asset to the people who attend it and certainly should retain services.

Conclusion

Having visited the building on numerous occasions, one would agree on the need for cosmetic renovation as would, presumably, most parents and carers. However, the building still serves a purpose and is practical and spatial enough for provision.

If only Wirral borough council invested in addressing this minor flaw, the centre would be enhanced enough to a physically acceptable standard.

Staff members understand the individual needs of each person and appreciate their individual personalities. This creates a feeling of safety, unity and friendship. It is a “home from home” where people can feel secure, educated and content.

The local authority have not been clear enough in the alternate options available should they centre close but general consensus is that personal budgets are not going to be positive for most attendees due to lack of accessibility, cost and isolation from peers.

Attending a different day centre would result in too much unrest and upheaval severely impacting on the lives of most of the people affected.

It is felt that Wirral borough council have not fully grasped the negative impact this consultation has had already and the catastrophic impact placed on people if the centre should close. Parents and carers and also attendees feel the local authority have not made clear enough the option of retaining the service or providing an alternate solution that would be acceptable, and have not carried out a full and thorough impact assessment on the effects of closure.

The 133 attendees of Moreton attend due to the thorough and positive approach by the staff, the familiarity of surroundings, the central location, the relationships held within its walls and the sense of belonging.

Mencap strongly advocates and supports the campaign to retain a FULL and retaining service at Moreton for all of its attendees and will continue to work with parents and carers in the campaign to retain provision at the centre. Should the consultation end in a satisfactory way for families and people with a learning disability, Mencap will continue to campaign with those who are adversely affected.

If you should require anything further please contact me.

Telephone 07957714560

Email Stephen.john@mencap.org.uk

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Equality Impact Assessment Toolkit (from May 2012)

Section 1: Your details

EIA lead Officer: Chris Beyga

Email address: christinebeyga@wirral.gov.uk

Head of Section: Chris Beyga

Chief Officer: Graham Hodgkinson

Department: Adult Social Services

Date: 23 May 2013

Section 2: What Council proposal is being assessed?

Budget Consultation on Transformation of Day Services and Daytime Provision; Option 1.

Section 2b: Will this EIA be submitted to a Cabinet or Overview & Scrutiny Committee?

Yes

If 'yes' please state which meeting and what date

Cabinet 13 June 2013

Please add hyperlink to where your EIA is/will be published on the Council's website

Section 3: Does the proposal have the potential to affect..... (please tick relevant boxes)

- ✓ **Services**
- ✓ **The workforce**
- ✓ **Communities**
- ☐ **Other** (please state e.g.: Partners, Private Sector, Voluntary & Community Sector)

If you have ticked one or more of above, please go to section 4.

- ☐ **None** (please stop here and email this form to your Chief Officer who needs to email it to equalitywatch@wirral.gov.uk for publishing)

Section 4: Does the proposal have the potential to maintain or enhance the way the Council (please tick relevant boxes)

- ✓ Eliminates unlawful discrimination, harassment and victimisation
- ✓ Advances equality of opportunity
- ✓ Fosters good relations between groups of people

If you have ticked one or more of above, please go to section 5.

- ☐ **No** (please stop here and email this form to your Chief Officer who needs to email it to equalitywatch@wirral.gov.uk for publishing)

Section 5:

Could the proposal have a positive or negative impact on any of the protected groups (race, gender, disability, gender reassignment, age, pregnancy and maternity, religion and belief, sexual orientation, marriage and civil partnership)?

You may also want to consider socio-economic status of individuals.

Please list in the table below and include actions required to mitigate any potential negative impact.

Which group(s) of people could be affected	Potential positive or negative impact	Action required to mitigate any potential negative impact	Lead person	Timescale	Resource implications
Disability	<p>Close Moreton day centre and consolidate Mental Health provision into one centre</p> <p>The proposal to close Moreton day centre is based on a number of factors including: current and predicted future demand for the service. Maintain sufficient capacity to meet high dependency needs, the level of capital investment required to bring centres up to a modern standard. The need to deliver £2 million savings over 3 years.</p> <p>The proposal is designed to improve services to people with a learning or physical disability</p>	<p>Extensive consultation and individual support planning has taken place to ensure that individuals are fully informed and that plans to transfer service are made with the individual and their family/carer.</p> <p>Proposal to develop a smaller community based service within the Moreton area to support current community links.</p>	Chris Beyga	June 2013 – September 2013	This proposal is required to deliver £1m savings towards the council's budget reductions.

	<p>It will consolidate the service around fewer buildings enabling service users to access more community based services and use buildings which have been refurbished and made fit for purpose.</p> <p>There may be a short term negative impact in that a number of people will no longer be able to access the building day centre they currently attend.</p> <p>There may be a negative impact on some service users who may have to travel further to attend a day service, there will also be a positive impact for others who currently travel long distances and will be offered a facility nearer home</p>				
Socio economic status	This proposal should not impact on the socio economic status of service users but will impact on a number of staff currently employed within the day centres as the council will be required to consider redundancy as part of its budget proposals for 2013-2016.	There has been full consultation with staff and trade unions.			
Disability	<p>Mental Health Provision:</p> <p>The proposal to consolidate mental health provision into one service is based on the following factors:</p> <p>these services are currently operating at about 50% capacity,</p> <p>there is evidence of increased demand for access to community based services,</p> <p>the level of capital investment required to bring centres up to a modern standard,</p>		Chris Beyga	June 2013 – September 2013	This proposal is required to deliver £1m savings towards the council's budget reductions.

	<p>the need to deliver £2m savings over 3 years.</p> <p>The proposal is designed to improve services to people with mental health needs. It will consolidate the service around fewer buildings enabling service users to access more community based services and use buildings which have been refurbished and made fit for purpose.</p> <p>There may be a short term negative impact in that a number of people will no longer be able to access the building day centre they currently attend.</p> <p>There may be a negative impact on some service users who may have to travel further to attend a day service, although this is not likely to be significant as all current day centres are located in Birkenhead.</p>	<p>Extensive consultation and individual support planning has taken place to ensure that individuals are fully informed and that plans to transfer service are made with the individual and their family/carer</p>			
Socio economic status	<p>This proposal should not impact on the socio economic status of service users but will impact on a number of staff currently employed within the day centres as the council will be required to consider redundancy as part of its budget proposals for 2013-2016.</p>	<p>There has been full consultation with staff and trade unions.</p>			

Section 5a: Where and how will the above actions be monitored?

Through the Departmental project management process

Section 5b: If you think there is no negative impact, what is your reasoning behind this?

Section 6: What research / data / information have you used in support of this process?

“Stepping Out” Craig Dearden Phillips
Cabinet Office research paper.
Northumberland County Council Cabinet and Scrutiny papers
Pure Innovations, Stockport

Section 7: Are you intending to carry out any consultation with regard to this Council proposal?

Yes /– (please delete as appropriate)

If ‘yes’ please continue to section 8.

If ‘no’ please state your reason(s) why:

(please stop here and email this form to your Chief Officer who needs to email it to equalitywatch@wirral.gov.uk for publishing)

Section 8: How will consultation take place and by when?

As part of council budget process described above which will include all stakeholders. A series of meetings have been arranged for all staff and service users and carers who are affected by these proposals. All staff have received written communication.

Before you complete your consultation, please email your preliminary EIA to equalitywatch@wirral.gov.uk via your Chief Officer in order for the Council to ensure it is meeting it's legal requirements. The EIA will be published with a note saying we are awaiting outcomes from a consultation exercise.

Once you have completed your consultation, please review your actions in section 5. Then email this form to your Chief Officer who needs to email it to equalitywatch@wirral.gov.uk for re-publishing.

Section 9: Have you remembered to:

- a) **Add appropriate departmental hyperlink to where your EIA is/will be published** (section 2b)
- b) **Include any potential positive impacts as well as negative impacts?** (section 5)
- c) **Send this EIA to equalitywatch@wirral.gov.uk via your Chief Officer?**
- d) **Review section 5 once consultation has taken place and sent your completed EIA to equalitywatch@wirral.gov.uk via your Chief Officer for re-publishing?**

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