

WIRRAL COUNCIL

CABINET

20TH DECEMBER 2012

SUBJECT:	<i>EFFICIENCY PROPOSAL</i> <i>MODERNISE SHORT BREAKS FOR PEOPLE WITH DISABILITIES AND MENTAL HEALTH NEEDS</i>
WARD/S AFFECTED:	<i>ALL</i>
REPORT OF:	<i>GRAHAM HODKINSON DIRECTOR ADULT SOCIAL SERVICES</i>
RESPONSIBLE PORTFOLIO HOLDER:	<i>COUNCILLOR CHRISTINE JONES</i>
KEY DECISION?	<i>YES</i>

1.0 EXECUTIVE SUMMARY

1.1 The purpose of this report is:

- i. To advise Cabinet regarding proposed changes to Council provided long term residential and short breaks care services for people with mental health needs and physical and learning disabilities.
- ii. To provide brief analysis of current and future need as the basis upon which decisions regarding the above services should be made within the current financial context.
- iii. To outline potential options to respond in a positive manner to the issues identified and to seek approval to consult on the preferred options.

2.0 BACKGROUND AND CONTEXT

2.1 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 residential care. Council run residential services have not been maintained to market standard and have sometimes been seen as less flexible and innovative than alternative types of provision.

- 2.2 This report is based upon considering all of our residential services together in order to provide a broader service context within which we have the scope to offer increased choice. It is also seeking approval to consult further with users and carers on the proposals contained within.
- 2.3 The Wirral Adult Social Care Services Overarching Commissioning Strategy 2012 – 2015 “Shaping Tomorrow” identifies the demographic challenges confronting the Council and partner organisations. The number of older people in Wirral is set to increase considerably over the next two decades. People with complex and severe disabilities are surviving more often into adulthood, with a 13% increase in the number of adults with a severe learning disability predicted by 2030. People with learning disabilities are living longer, have a lower life expectancy than the general population and are more likely to have undiagnosed long term conditions. With regard to severe mental illness, the Wirral is estimated to have a higher prevalence than the North West and England average.
- 2.4 In the light of these demographic and financial pressures, it is imperative that the department makes the most effective use of the resources allocated to it and responds to the changing needs of people with severe disabilities. This will require the reconfiguration of existing services which are traditional in nature and require significant capital investment to meet needs effectively.
- 2.5 The White Paper, “Caring for Our Future” (July 2012) sets out the Government’s vision for social care based on promoting independence and putting people in control of the services they require. The policy and legislative context in which the department operates is increasingly influenced by the right of service users to shape the service response to meet their needs.
- 2.6 The Council currently provides residential respite and crisis services for people with mental health needs. It also provides long stay residential and short breaks services for people with physical disabilities and learning disabilities from three locations. Fernleigh is located in Leasowe, Girtrell Court in Saughall Massie and Sylvandale in Bromborough. See Table 1 below: -

Table 1

Name	User Group	Capacity		
		Permanent	Short breaks	Crisis
Fernleigh	Mental Health	0	10	4
Girtrell Court	Learning and Physical Disability	11	9	0
Sylvandale	Learning and Physical Disability	9	12	0

- 2.7 Fernleigh is a 14 bedded unit providing 10 short breaks and 4 crisis beds, the latter commissioned in partnership with NHS Wirral who fund 50% of the costs of the four crisis beds. The building at Fernleigh requires £900,000 capital investment to bring it up to an acceptable standard. In addition, following a Cabinet decision on 17 March 2011 funding of £500,000 to maintain the service was allocated as a one year policy option until 31 March 2013. There is no ongoing provision within the budget. A recent consultation with residents and staff about the future of Fernleigh has highlighted that they value the service and want it to continue. The consultation did not explore broader options to provide support or address the financial challenges faced by the Council.

- 2.8 Girtrell Court is a 20 place residential home previously registered solely for adults with a physical disability. In 2011 the scope was broadened to include learning disabled individuals. There are currently 11 people living there long term and the remaining 9 beds are allocated for short breaks. For some time permanent residents have been moving onto alternative community options. This is really positive as the moves offer people more choice and control. It is important to note, however that each new package presents additional cost to the Council whilst the current care home establishment is maintained. There are currently 9 permanent residents at Girtrell Court, 8 of who are planning to move in September this year, leaving 1 permanent resident. The estimated new cost of packages for the eight people is £470,000, which now reflects a budgetary pressure.
- 2.9 Sylvandale is a 23 place residential home for adults with a learning disability. There are currently 9 people living there on a permanent basis. There are 12 beds allocated for short breaks and currently 2 rooms not in use. There is also a small day service for a total of 10 people. 10 people have already taken the opportunity to move out from the care home to more individual, personalised support. There are ongoing discussions with 7/8 of the remaining service users, their carers and families around future housing options which could represent a further £470,000 pressure should the care home remain open.
- 2.10 The Department is seeking to balance the needs of those known to the services and the cost pressure of continuing to provide all three services. In effect if the services were not reconfigured additional cost is estimated at £1.4m per year.

3.0 NEEDS AND MARKET ANALYSIS

- 3.1 There is evidence, highlighted above in section 2, that Girtrell Court and Sylvandale are no longer meeting the requirements of the people who need long term accommodation. There is also evidence for an ongoing need for short breaks care for people with disabilities. On the basis of current usage, there is a requirement for at least 13 short breaks beds within the system. Options for the future of these services are outlined below.
- 3.2 Fernleigh provides a traditional model for residential short breaks and crisis care for people with mental health needs. Fernleigh is only funded until the end of the current financial year and all services are out of step with practice and evidence from elsewhere. Analysis of usage of Fernleigh over the period September 2011 to September 2012 indicates that 67% of the available short breaks beds were used and 50% of the crisis beds were used. It is envisaged that NHS Wirral will commission crisis response services separately as the need for this type of service is fundamentally different to short breaks care. It is highly unusual for Councils to commission crisis response services alongside bookable short breaks care.
- 3.3 An analysis of the type of short breaks provided by neighbouring Councils has revealed a different pattern of services to that provided at Fernleigh again reinforcing the need for change. The proposed changes will seek to offer choice and control to people and to make best use of available resources. The model is predominantly one of Councils purchasing short breaks beds from other providers on an "as needs" basis. No Council maintains more than 2 short breaks beds compared to Wirral's 8. A summary of this analysis is contained in Table 2 below: -

Table 2

Local Authority	Type of Short breaks
Sefton	2 short breaks beds. Service Users are allocated 4 periods of short breaks per year also 2 crisis beds in another facility
Warrington	Do not have their own short breaks facilities but contracts with residential homes that provide short breaks. Service users have the option to organise their own short breaks with the funding allocated to them.
Knowsley	1 short breaks bed which is commissioned from the Rehabilitation service and this is only used as an intervention when someone is in crisis. They also have a residential establishment who will offer short breaks on a commissioned basis as and when required.
Cheshire West and Chester	Provide short breaks in their existing establishments and see which placement would be suitable for an individual. One Supported Living establishment provides 1 short breaks bed, which can be booked in advance.
Halton	No short breaks facilities but use short term contracts with residential homes when required

- 3.4 A market analysis exercise has also been undertaken with a number of Wirral residential providers to ascertain whether there was the capacity within the current market to provide respite care. Although only one of the providers had current capacity, 5 of the 6 contacted indicated that they would be interested in providing a short breaks service.
- 3.5 In addition all people able to access secondary mental health services are now offered a self directed assessment and personal budget which enables them to purchase their own care through a personal assistant or agency.
- 3.6 The information detailed above would indicate that the demand for respite in Fernleigh is diminishing and that there is the potential to provide a respite service in a different and more cost effective way. The options to achieve this are detailed in section 4.3 table 4.

4.0 OPTIONS FOR SERVICE DELIVERY

- 4.1 **Physical and Learning Disability.** The options for long stay and respite services for people with disabilities are contained within Table 3: -

Table 3

	Option 1	Option 2	Option 3
Girtrell Court and Sylvandale	To continue to fund the additional costs of empty places in Girtrell Court and retain services. This would result in a budget pressure of £470,000 and therefore is not a viable option.	To consult on a stepped change service reduction model. Short term – following the move of the 8 residents from Girtrell Court ‘mothball’ 50% of Sylvandale. This would include reducing agency staff and closing a full wing. And identify appropriate and suitable housing options for individuals.	To outsource all residential and respite services to the independent and private sector Short term - The current in-house provision supports people with Learning Disabilities and Mental Health difficulties. Some are long term residents and many others will have been

		<p>Medium Term – relocate the remaining Sylvandale residents initially to Girtrell Court and close Sylvandale (subject to consultation with service users and carers and staff). This would maintain sufficient capacity at Girtrell Court for short breaks and some longer term placements. It would also maintain sufficient capacity to “lease” four beds to the NHS who may consider whether to relocate their respite service to Girtrell . Permanent staff would also be consulted re transfer. This will be subject to further review in twelve months time. .</p> <p>This option in the short term would cost the Council £60,000 but in the longer term would generate an income of £160,000 subject to agreement with the NHS.</p>	<p>accessing these services for a number of years. Whilst the proposal may result in them losing the familiar surroundings the impact on the individuals who use these services and their carers can be minimised by ensuring that alternative, responsive services are available from external providers, however there are some people who have complex needs that may not be able to be met their needs. It may be difficult to re-provide care for such people; this may lead to delays in providing care and increased costs in individual care packages due to the specialist nature of the care needed. Therefore robust consultation and market research into capacity would be required for this option.</p> <p>In addition there would be a need to TUPE existing staff – currently 100 – there are financial implications due to terms and conditions and pension costs.</p> <p>Medium Term – as the current residents have a legal right to remain in their home, The residents at the establishments will need to be consulted this requires a 24 week period of consultation. Once the consultation is complete all residents will require a full re-assessment and alternative provision identified. On average this will take a period of 6-8 months given the complexity of people’s needs. This requires additional social work resources in order to carry out the re-assessments and re-provision therefore this</p>
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			<p>option would need to be carried out over a 12-18 month period before any savings would be realised.</p> <p>This option may provide savings in the medium to long term due to building maintenance costs, there would be a need to pay for the service via the independent sector which may realise some savings, but the staff costs are likely to remain unchanged. This option also carries a risk that this it is potentially detrimental to users and carers</p>
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4.2 **Mental Health.** The options for respite services for people with mental health needs are contained within Table 4: -

Table 4

Fernleigh	
Option 1	To potentially outsource Fernleigh Crisis and Short Breaks Facility. This would address the £900,000 capital investment needed in the property, but would not resolve the £500,000 ongoing revenue pressure identified above. Whilst this has been identified as the preferred option following initial consultation it would require ongoing revenue commitment for which there is no ongoing budget. There is no scope for offering alternative choices.
Option 2	De-commission Fernleigh and commission two distinct services Wirral NHS would re-commission crisis beds. This could result in a saving of £164,000 and complement the preferred options identified by DASS. Commission 7 respite beds for twelve months from independent providers. This would require further work with the sector and would bring provision in line with neighbouring authorities. The estimated cost of 7 beds is £160,000
Option 3	Commission a service jointly with the NHS to deliver both planned respite and crisis interventions. It is important to note that specialist therapeutic support is a key part of the crisis intervention model. Relocation could offer the NHS to integrate this service with other specialist mental health services.
Option 4	Offer people structured access to personal budgets with support to arrange their own respite. This would result in a shift of resource to the community care budget.
Option 5	To outsource all residential and respite services to the independent and private sector

The Department would recommend moving forward to develop options 2 and 4 in partnership with users and carers.

5.0 RELEVANT RISKS

- 5.1 If the recommendations in this report are not agreed, the Council runs the risk of providing services at Sylvandale and Girtrell that people will not use. This will result in additional financial pressure as resources will be locked into empty buildings rather than being reinvested into supporting people in the community.
- 5.2 With regard to Fernleigh the risk is that the Council will miss the opportunity to modernise the service in line with current best practice. This will result in the Council not being able to run the service, not only due to the significant capital investment required to bring the building up to an acceptable standard but also the additional unbudgeted revenue expenditure.
- 5.3 Both of these proposals involve the closure of Council run buildings with the resultant risk to staff employed. Whilst management has been covering vacancies with agency staff there is still a potential impact on the 100 staff directly employed by the Council.

6.0 OTHER OPTIONS CONSIDERED

- 6.1 See options appraisal in Section 4.

7.0 CONSULTATION

- 7.1 Consultation on the options described in Section 4 will be subject a twelve week statutory period. Service users, their carers, staff and Trade Unions will be fully consulted. Consultation will be cognisant of previous consultations undertaken in relation to the services in question.

8.0 IMPLICATIONS FOR VOLUNTARY, COMMUNITY AND FAITH GROUPS

- 8.1 There is the potential for the VCF sector to be involved in the provision of these services, in particular as the Department will be looking to commission short stay services within the independent sector.

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

- 9.1 Long stay and respite services for people with disabilities
 - i) In the short term, the recommended option to progress the move of the 8 residents from Girtrell Court and 'mothball' 50% of Sylvandale.
 - ii) In the longer term, subject to consultation with service users and carers and staff, the closure of Sylvandale will result in a further release of resources that will be reinvested into the Community Care Budget, thus making this proposal cost neutral.
- 9.2 Respite services for people with mental health needs

- i) Funding of £500,000 to maintain the service at Fernleigh was allocated as a one year policy option until 31 March 2013. If the service remains unchanged this will result in a budget pressure in 2013/14. The closure of Fernleigh will require the commissioning of 7 beds in the independent sector at an estimated cost of £160,000; this will need to be accommodated from within the Community Care Budget. However, revenue pressures of £340,000 and capital investment of £900,000 will be avoided.
- ii) In the longer term, the closure of both Sylvandale and Fernleigh will result in sufficient release of resources in to the Community Care budget to ensure that the provision of short stay places, for people with learning and physical disabilities and mental health need will become cost neutral and contained within the Community Care Budget.

9.3 The re-commissioning of these services will allow the disposal of the Fernleigh and Sylvandale buildings.

10.0 LEGAL IMPLICATIONS

10.1 Standard employment rules apply. All individual service users and staff involved will be consulted as a key part of the process

11.0 EQUALITIES IMPLICATIONS

11.1 Has the potential impact of your proposal(s) been reviewed with regard to equality?
Yes - completed.

12.0 CARBON REDUCTION IMPLICATIONS

12.1 Proposals to reduce the number of buildings in operation will have a positive impact in terms of carbon reduction.

13.0 PLANNING AND COMMUNITY SAFETY IMPLICATIONS

13.1 Planning permission is not required.

14.0 RECOMMENDATIONS

14.1 Cabinet is recommended to

- i) Approve in principle the preferred options below as the best way to take services forward:

Sylvandale and Girtrell Short term - Progress the move of the 8 residents from Girtrell Court and 'mothball' 50% of Sylvandale. This would include reducing agency staff and closing a full wing.

Medium Term – relocate the remaining Sylvandale residents initially to Girtrell Court and close Sylvandale (subject to consultation with service users and carers and staff). This would maintain sufficient capacity at Girtrell Court for short breaks and some longer term placements. Permanent staff would also be consulted re transfer. This will be subject to further review in twelve months time .

Fernleigh De-commission Fernleigh and commission two distinct services. Crisis beds to be recommissioned by Wirral NHS and the Department would commission seven beds from the independent sector. In addition people will be offered structured access to personal budgets with support to arrange their own respite. This would result in a shift of resource to the community care budget.

- ii) Approve a period of formal consultation on these options

15.0 REASONS FOR RECOMMENDATIONS

15.1 The proposals within this report are seeking to balance the needs of the service user groups identified, to increase choice and control, to redesign services that are out dated and not fit for purpose and contribute to the challenging financial context confronting this Department.

15.2 As indicated the recommended course of action is seeking to positively balance a range of competing matters recognising the demographic and financial pressures confronting this Department.

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APPENDICES

N/A

REFERENCE MATERIAL

Wirral JSNA.

“Shaping Tomorrow”, Overarching Commissioning Strategy 2012-15

SUBJECT HISTORY (last 3 years)

Council Meeting	Date
Cabinet	9.12.10
Cabinet	17.03.11

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