

WIRRAL COUNCIL

CABINET

13 JUNE 2013

SUBJECT:	<i>BUDGET OPTION - RESIDENTIAL AND SHORT BREAKS</i>
WARD/S AFFECTED:	<i>ALL</i>
REPORT OF:	<i>DIRECTOR OF 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:

This report contains officer recommendations in relation to the Adult Social Care budget options for Residential and Short Break Services.

This report provides further detail and context around the proposal submitted to Cabinet in March which sought approval to close one respite centre for Mental Health (Fernleigh) and one Learning Disabilities residential care home (Sylvandale) and to develop Girtrell Court as the main centre for all short breaks provision.

The report contains recommendations to achieve the budget savings outlined in the initial report to close the two buildings 1) Fernleigh 2) Sylvandale.

In relation to Fernleigh this provision will be appropriately commissioned from the NHS for crisis support and from the independent sector for respite provision. Respite care previously offered at Sylvandale will be relocated to Girtrell Court. Reasons for recommending these closures are presented below.

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. People are increasingly choosing to have support in their own homes.

- 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.
- 2.3 Fernleigh is currently 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 would require £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.
- 2.4 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 people. There are currently 3 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.
- 2.5 Sylvandale is a 23 place residential home for adults with a learning disability. There are currently 6 people living there on a permanent basis. There are 12 beds allocated for short breaks. In order to best utilise capacity and demand, 50% of Sylvandale has now been mothballed with short breaks provision being redirected to Girtrell Court and staff being redeployed to cover extra capacity. 10 people have already taken the opportunity to move out from the care home to more individual, personalised support. There are ongoing discussions with 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.
- 2.6 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 the ongoing demand 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 in section 4 below.

- 3.2 Fernleigh provides a very traditional model for residential short breaks and crisis care for people with mental health needs. There is no specific budget provision for Fernleigh during 2013/14 the service is out of step with best practice nationally. 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. Agreement has been reached with NHS Wirral for the NHS to commission crisis response services separately, 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 and the closure of Fernleigh will contribute to rectifying this historical anomaly.
- 3.3 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. There is a variety of provision across the borough, with 5 of the 6 contacted indicated that they would be interested in providing a short breaks service.
- 3.4 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.

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 as follows:

Short term – following the move of the 8 residents from Girtrell Court ‘mothball’ 50% of Sylvandale. This includes reducing agency staff and closing a full wing. Identification of appropriate and suitable housing options for individuals. This is now complete

Medium Term – relocate the remaining Sylvandale residents initially to Girtrell Court and close Sylvandale (this has been subject to consultation with service users and carers and staff). This move maintains sufficient capacity at Girtrell Court for short breaks and some longer term placements.

- 4.2 **Mental Health.** The option for respite services for people with mental health needs is to de-commission Fernleigh and commission two distinct services.

Crisis beds - Wirral NHS are currently re-commissioning this service. This could result in a saving of £164,000 and complement the budget options identified by DASS. The CCG is currently working together with the Local Authority and Mental Health Trust to review access to crisis care on the Wirral, and which model would best meet the needs of our patients in the long-term, and where crisis beds fit within a community support model for people with mental health difficulties. Currently the CCG has access to four crisis beds at the Fernleigh site. The Home Treatment Team, commissioned from Cheshire and Wirral Partnership Trust, acts as gatekeeper to these beds, and provides the clinical care for patients that are admitted. Should the beds at Fernleigh become unavailable, the CCG is exploring several options to spot purchase beds in the short-term, whilst the review of access to crisis care in the longer term is completed. The same arrangements for referral to these beds, and for the clinical care of patients, would remain.

Respite Provision DASS will commission a limited number of respite beds from independent providers. This would bring provision in line with neighbouring authorities. There is a mixture of provision in the sector from voluntary sector organisations to larger residential providers and user led organisations.

Respite facilities provided in neighbouring authorities predominantly aim to support people in their own homes. Large scale planned respite isn't something that is offered in other authorities and the maximum number of respite beds that they have is either 1 or 2 which are provided by residential care homes. There may be the facility for 1 or 2 crisis respite beds but other than these the offer of respite is very limited. Outreach work and support at home are additional options for individuals should a bed based service not be available or appropriate. We would aim to ensure wherever and whenever possible we would support people in their own homes, through the Community Mental Health Teams using outreach and the Home Treatment Team. In some circumstances home based support may not be appropriate and bed based solution may be sought.

Considerable work has been undertaken to develop market capacity in this area. In the past there has been a paucity of provision, the department is confident that the current market is sufficiently developed to offer capacity. In addition people will be offered structured access to personal budgets with support to arrange their own respite.

All 160 people accessing Fernleigh have a current CPA care plan. All have current DASS personalisation assessment documentation completed.

Anybody referred to the Community Mental Health Team (CMHT) will receive a full CPA assessment from their care coordinator, if the need for respite is identified via this assessment then the Care Coordinator will identify any respite resource/or its alternative.

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 of £0.5M.
- 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.

- 5.4 Previously the social care market in Wirral has not been as well developed as in other areas; however there has been considerable work undertaken to develop alternative options for care and support. A recent market testing exercise has illustrated growth in this area and the department will need to continue to support the development through its Market Position Statement and commissioning strategies.
- 5.5 The market available in terms of capacity is a fluctuating one and therefore it is not possible to give a definitive number as this changes on a weekly basis dependant upon capacity across the borough. However we regularly monitor availability in the market and typically the number of beds available at any one time is between 17 and 30. We are confident that the market can adequately provide both bed based and alternative solutions

6.0 OTHER OPTIONS CONSIDERED

- 6.1 Options considered as part of the initial Officer Budget Options were contained in the original report to Cabinet on 18 February. These options were considered as part of that report and Cabinet approved the recommendations as the best way to take services forward:

7.0 CONSULTATION

- 7.1 Consultation on the options described in Section 4 has been subject a twelve week statutory period. Service users, their carers, staff and Trade Unions have been fully consulted. Consultation was cognisant of previous consultations undertaken in relation to the services in question. In addition all 160 people accessing Fernleigh have a current CPA care plan. All have current DASS assessment documentation completed and have been fully engaged in the process as a group, as well as having individual meetings and assessments to ensure needs are being met.
- 7.2 An extensive programme of public consultation was completed in relation to all options which were published in November 2012. This programme included over 100 community events at locations such as libraries, supermarkets, cinemas, community centres and children's centres.
- 7.3 Extensive online promotion of the consultation was also completed, with emails being sent to over 13,000 residents, and the consultation also featured prominently on the Council's website which receives in excess of 1,000 hits per day.
- 7.4 Organisations from the Voluntary, Community and Faith sectors were also actively encouraged to take part in this consultation process. Consultation responses were received from organisations such as Wirral Mencap and the Association for Carers' Executive (ACE), based in Wallasey.
- 7.5 A series of detailed meetings, covering all budget options, was also held with key organisations. These organisations included the Carers' Development Committee, Carers Association and the Enabling Fulfilling Lives Group among others.
- 7.6 A full programme of presentations and workshops were held in Council Day Centres, which were extremely well attended and involved a full discussion of the proposed option, its potential impact and the mitigation which could be implemented.

These meetings are listed below:

Carers Association
Carers Development Committee
Highcroft
Eastham Day Centre
Heswall Day Centre
Highcroft
Moreton Day Centre
Enabling Fulfilling Lives Group
Beaconsfield
Fernleigh
Sylvandale
Girtrell Court

- 7.7 The meetings in Fernleigh, Sylvandale and Girtrell Court focussed almost entirely on the option regarding residential and respite care. People attending had been provided with detailed information as to the option well in advance of the meetings and were further provided with a presentation from the Director outlining the issues and rationale behind the option, and were encouraged to ask questions and provide their views.
- 7.8 People using services were also assisted throughout the consultation period to complete the online and paper based questionnaire, in easy read format, with help from other people using services, staff and the videos which were produced.
- 7.9 Feedback from meetings highlighted that the physical environment, particularly at Fernleigh, was poor and required substantial investment. However, the support provided at the centres was highly valued, as were the Council employees working there.
- 7.10 The majority of comments received at the meetings stated that people were not concerned where the service was provided, only that the service was continued to be provided and at the same quality. However, people would prefer that all sites remained open and were invested in.
- 7.11 Staff consultations have been held with all staff in group settings as follows:

21 March – Moreton Centre – 2 sessions (am & pm)
22 March – Highcroft Centre – 1 session
25 March – Highcroft Centre – 1 session

In addition, every single member of staff received an individual 1:1 meeting. These occurred between 2 March and 11 April.

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: 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 seven 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.

9.4 The DASS savings agreed for 2013-16 include a review of internal respite and residential care provision for Learning Disabilities. These savings are £160,000 in 2013-14 and an additional £160,000 in 2014-15.

9.5 The proposed relocation of Sylvandale residents and the closure of the facility; the decommissioning of Fernleigh are essential to deliver the proposed savings.

9.6 Any transitional costs will need to be accommodated within the savings target, or by identifying additional savings in 2013-14.

10.0 LEGAL IMPLICATIONS

10.1 Standard employment rules apply. All individual service users and staff involved have been 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:

1. Complete the planned closure of Sylvandale and complete transfer of all residents to alternative provision
2. Agree the closure of Fernleigh: De-commission Fernleigh in its current form and commissioning of two distinct services.
 - a) Crisis beds to be commissioned by Wirral NHS as outlined above
 - b) DASS will commission beds from the independent sector in relation to respite provision
3. The department will aim to ensure wherever and whenever possible we would support people in their own homes, through the Community Mental Health Teams including the Home Treatment Team
4. People will be offered structured access to personal budgets with support to arrange their own respite.

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 Council.

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 Council.

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APPENDICES

Appendix 1 Final Staffing structure

REFERENCE MATERIAL

Wirral JSNA

“Shaping Tomorrow” - Overarching Commissioning Strategy 2012-15

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

Final Day Services & Residential/ Short Breaks Structure

