

# WIRRAL COUNCIL

## CABINET

13 JUNE 2013

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

### 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 annexe<sup>1</sup> 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

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<sup>1</sup> 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)

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

## **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.

<b>Which Day Centre do you use most regularly? (Please tick just one box)</b>		
<b>Answer Options</b>	<b>Response Percent</b>	<b>Response Count</b>
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
<b><i>answered question</i></b>		<b>124</b>
<b><i>skipped question</i></b>		<b>12</b>

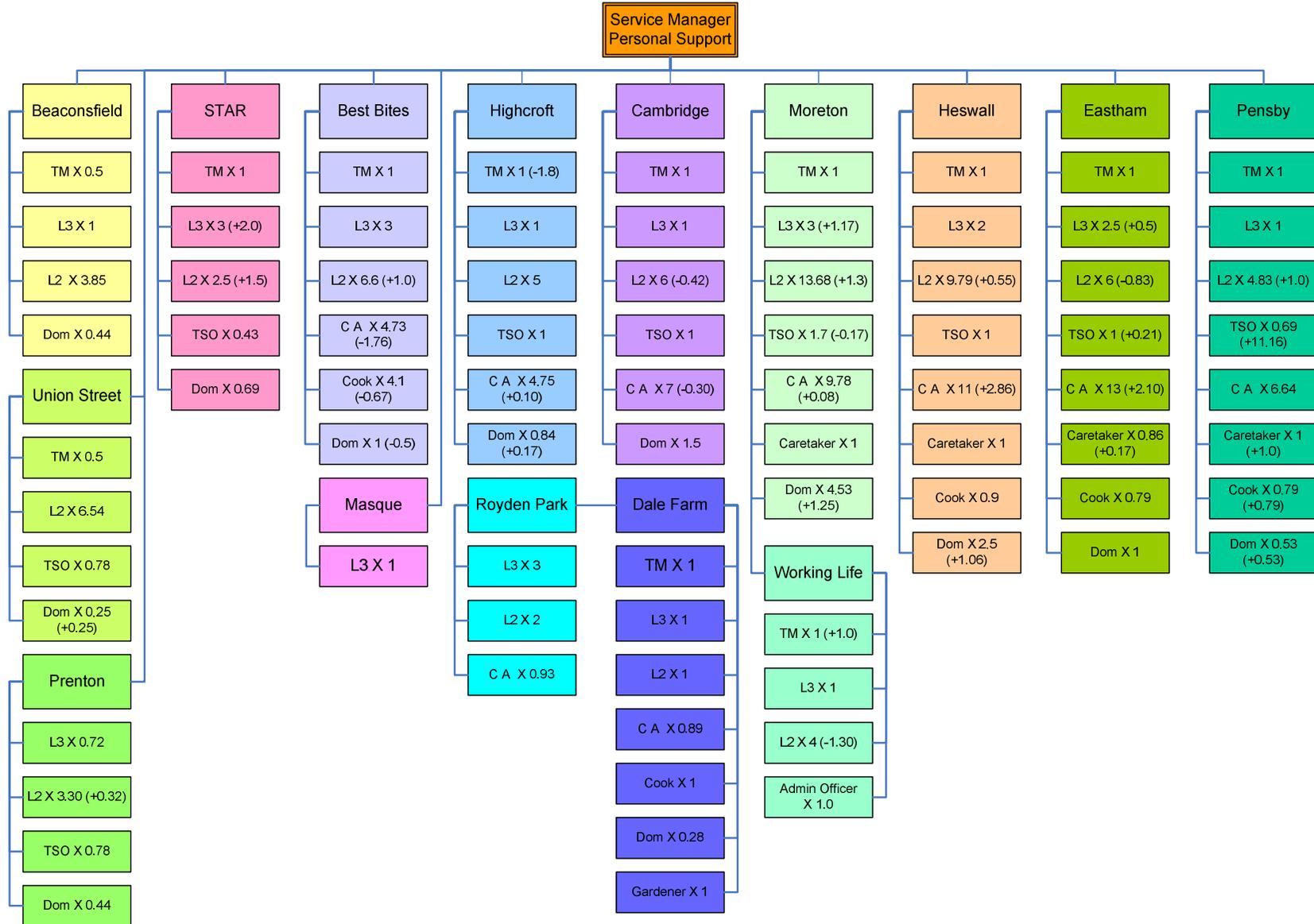
- 3.3 The questionnaire asked people if they agreed with the proposal to close Moreton centre and consolidate Mental Health provision within Beaconsfield. When all responses are considered, the consultation shows that 62.8% of responses do not agree and 26.4% are unsure.

- 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

