

Briefing Paper for Overview and Scrutiny Committees, January 2011

Proposed Changes to Mental Health Services
in Central and Eastern Cheshire PCT area:

1. Update on consultation on Learning Disabilities Health Respite Services at Riseley Street, Macclesfield
2. Proposal for a further stage of consultation to consider the impact of the closure of Riseley Street, Macclesfield on the proposal to close Primrose Avenue, Haslington, Crewe

Proposed Changes to Mental Health Services in central and eastern Cheshire Riseley Street Learning Disabilities Health Respite Service, Macclesfield

Introduction:

This paper provides an update for members of Overview and Scrutiny Committees on the consultation relating to the proposed closure of Learning Disabilities health respite services at Riseley Street in Macclesfield and the potential transfer of service provision for health respite to Crook Lane at Winsford.

Members may already be aware that the proposal to close Riseley Street was discussed by the Boards of both Cheshire and Wirral Partnership NHS Foundation Trust (CWP) and Central and Eastern Cheshire Primary Care Trust (The PCT) at their meetings in November.

We have received legal advice recommending us to undertake further consultation before making a final decision. The requirements of this further consultation work are defined in more detail later in this paper.

Members may also be aware that prior to the consultation on services at Riseley Street, a consultation had been carried out on Learning Disabilities health respite services at Primrose Avenue in Haslington.

Although the two consultation processes were originally separate, it has now become necessary to link the two consultations to now consider the impact of the closure of Riseley Street on the proposal to close Primrose Avenue. The reasons for this and the implications of taking this wider view are described in more detail in the report.

The OSC are asked to

- note progress with this consultation and
- support the proposals for a further stage in the consultation process in relation to Learning Disabilities Health Respite Services within the area served by Central and Eastern Cheshire PCT.

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Background to the proposal

Riseley Street

As a result of the financial efficiencies required within the PCT and the prioritisation exercise that was subsequently undertaken in conjunction with CWP, the proposal for learning disability services is to decommission health respite services from Riseley Street, in Macclesfield. (The OSC was briefed about the prioritisation exercise in July and September 2010).

Riseley Street Respite Unit provides up to 6 respite beds to adults with learning disability. Twenty service users are currently in receipt of respite care at Riseley Street. This number has been static for some time and the rate of referral for respite care at Riseley Street had reduced to one per year for the past 3 years. As a result of reduced demand, the occupancy rate for Riseley Street is running at 45%.

Riseley Street does not meet the Care Quality Commission (CQC) required environmental standards, or allow appropriate access for people with physical disabilities to ensure Disability Discrimination Act compliance.

It is proposed that specialist health respite will be provided more appropriately and effectively from the purpose built facilities at Crook Lane in Winsford. Funding has already been withdrawn by CECPCCT from CWP in relation to the provision of services from Riseley Street.

In September 2010, Board of Directors' approval was given to proceed to level two consultation which has subsequently been undertaken – the consultation process and outcomes are described in more detail below. The consultation was carried out by CWP on behalf of the PCT.

Primrose Avenue

Prior to the consultation on Riseley Street, a separate consultation process had been carried on LD health respite services at Primrose Avenue in Haslington. This consultation was prompted by CQC inspection findings that indicated the facilities at Primrose Avenue were no longer fit for purpose. As in the case of the Riseley Street consultation, it was proposed that service users from Primrose Avenue would transfer to Crook Lane in Winsford.

The outcome of this consultation was that Primrose Avenue would close during 2010, however a legal challenge from carers of service users at Crook Lane has resulted in delays and Primrose Avenue still does not have a confirmed date for closure.

A further outcome from this consultation was to confirm definitions and eligibility criteria for health respite services along with the recommendation that all users of LD health respite should receive a comprehensive assessment of their needs.

The results of these assessments would inform any decision making regarding access to specialist health respite, or other more appropriate respite provision. This exercise was carried out during November and December 2010. The findings will form part of the proposed further consultation process.

Update on the consultation process

In September 2010, the relevant OSCs supported the view that a level two consultation was required in respect of the proposals for Riseley Street, meaning that the focus of engagement activities would be with people directly affected by any changes (namely people using the services, their carers and immediate support groups).

The following work has been carried out to date with regard to the consultation on Riseley Street:-

- Briefings have been given to staff and staff-side representatives from all of the three LD health respite services within the PCT footprint.
- Presentations were made to the Learning Disability East North and East South Partnership Boards and at the joint Partnership Boards for Cheshire East and Cheshire West and Chester.
- All service users who access respite care at Riseley Street were consulted on an individual basis where possible to ensure that their views and feelings were heard.
- All Riseley Street carers were sent a letter outlining the proposal to decommission this element of the learning disability health respite service. This letter included;
 - an invitation to a consultation event
 - an opportunity to request a meeting on an individual basis to discuss the proposal and its potential impact
 - a form to provide feedback on the proposals
- All Crook Lane and Primrose Avenue carers were sent a letter that outlined the proposal to decommission the Riseley Street element of the learning disability health respite service. This letter included;
 - an invitation to a consultation event
 - a form to provide feedback on the proposals

Findings of the consultation

All the service users who access respite care at Riseley Street were consulted where possible on an individual basis (there were 9 who were able to give their views)

All Riseley Street carers were also consulted

Service users and carers from Primrose Avenue and Crook Lane were invited to a consultation event on 18 November

Key issues/concerns raised during the consultation regarding the proposal to close Riseley Street include:

- Distance/travel involved in accessing health respite at Winsford instead of Macclesfield
- Loss of familiarity of the staff team and the impact the change may have
- Lack of clarity re eligibility and the need for it to be confirmed as soon as possible
- Availability of respite and emergency access if a reduction in beds were made

As part of the consultation process, carers from the Primrose Avenue and Crook Lane services were asked to give their views on the proposed closure of Riseley Street. A number of carers from Crook Lane are challenging the outcome of the Primrose Avenue consultation, and their response to the Riseley Street consultation reflected the ongoing nature of that challenge and included correspondence from Public Law Solicitors, who are acting on their behalf.

In response to this correspondence the PCT and CWP sought legal advice about how best to proceed. As a result, when the findings of the consultation were presented to the PCT Board in November they were not in a position to give their approval to decommission the LD health respite service at Riseley Street until a number of issues had been addressed. These are set out in the "next steps" section of this document.

Update on health assessments of all users of LD Health Respite services

As per the recommendations from the Primrose Avenue consultation, all service users of LD Health Respite have now received a comprehensive assessment of their health and social care needs. These assessments were carried out by CWP and Social Care staff using a locally agreed set of criteria and letters have been sent to each individual informing them of the outcome of their individual assessment. The outcome for each service user has been determined in accordance with the eligibility criteria as outlined below:

- Service users are eligible for social care respite and do not require any health input
- Service users are eligible for social care respite but will require community health service (e.g. district nursing) input to support them when they receive their respite provision
- Service users continue to be eligible for specialist learning disability health respite and will continue to receive this service from CWP
- Service users whose health needs need to be met through specialist health services e.g. generic nursing home/hospice/Macmillan nursing packages

The outcomes of these assessments in terms of how many people fall into each category are still to be finalised and therefore this information is unsuitable for publication at this stage, however the information will be made available by staff giving briefings at OSC meetings in January.

Based on current information about the number of people who will be eligible for LD health respite, CWP anticipate that the facilities at Crook Lane will have sufficient capacity to provide health respite for all of these individuals whilst retaining a proportion of capacity for future service users etc.

Meetings took place on 13 and 14 December between CWP, the PCT and the two Local Authorities involved to discuss the implications of the completed assessments of service users and to consider what transitional plans should be put in place to affect a smooth transfer of services for those individuals that the Local Authorities will take responsibility for in future.

Next steps in the consultation process

The next steps in the consultation process take into account;

- Feedback received to date from service users and carers
 - Outcomes of health and social care needs assessments
 - Discussions with local authority colleagues as providers of social care respite
 - Legal advice
- a) The final decisions in relation to closure of both Primrose Avenue and Riseley Street effectively fall to the PCT. Before the PCT can take those decisions, a further stage of consultation activity should take place, run by CWP on behalf of the PCT.
- b) This consultation will seek the views of service users and their carers on the likely impact of the closure of Riseley Street in light of the proposed closure of Primrose Avenue, together with the proposed transitional arrangements to be put in place. This is necessary because the original consultation on the plans for Primrose Avenue did not factor in the proposed closure of Riseley Street and the impact of this on service users.
- c) CWP and the PCT will work together to prepare and circulate a consultation document which will include a summary of the results of the health and social care assessments, proposed transitional arrangements and details about the likely impact on health respite of the closure of Riseley Street. The PCT will also complete a further Equality Impact Assessment.
- d) It is expected that the Transition arrangements will include a commitment to developing a transition plan for each person affected by the service changes.
- e) This stage of the consultation should run for a minimum of four weeks and should include opportunities to feedback on the proposed transition arrangements from existing services to the proposed model. This consultation work is planned for January 2011 with a final decision by 31st March 2011.
- f) Once views and feedback from the consultation in b) have been considered, a final recommendation as to the proposal to close Primrose Avenue can be made by CWP and/or the Learning Disabilities Management Group.
- g) Thereafter the PCT should consider this and take the final decision as to the proposed closure of both Primrose Avenue and Riseley Street.