

CHESHIRE EAST COUNCIL

REPORT TO: CABINET

Date of Meeting: 5 September 2011
Report of: Lorraine Butcher, Strategic Director Children, Families and Adults
Subject/Title: Improvements in the delivery of Adult Social Care Services – Building Based Services
Portfolio Holder: Cllr Roland Domleo

1.0 Report Summary

- 1.1 This report recommends a policy of improving day and short break/respite services in Adult social care and optimising the Council's building stock in order to improve the quality of service delivery for customers. This includes both broadening the variety and choice of services and also improving the conditions and facilities of the remaining building stock. It emphasises that service users will continue to have their needs met and therefore the Council will continue to meet its statutory duty.
- 1.2 The proposals build upon earlier work around the integration of health and social care services following the paper on 'Jointness between the Council and the Primary Care Trust' approved by Cabinet on 14 July 2009. Such co-location and integration will have implications for the future building stock and will therefore be taken into account in future proposals to Cabinet. It also follows the recent launch of the first SMART (Skilled Multi Agency Response Team) in Congleton comprising adult social care teams working alongside health professionals (community matrons and district nurses).
- 1.3 This review does not mean any loss of services. The proposals reflect both changing patterns of demand for traditional services, changes in what people want to be delivered from these services and changes in how people choose to spend their Personal Budgets
- 1.4 The proposals are consistent with the long-term vision for Adult Social Care (subject to further Cabinet approval where necessary) of providing services based around the following locations/facilities:
 - Four Local Independent Living Teams integrated with Health(SMART)
 - Two Independent Living Centres (North/South)
 - Two Dementia Care Centres (North/South)
 - Four high-dependency care centres sensitively supporting older people, people living with dementia or complex learning or physical disability
 - A central specialist respite facility based at Mountview for people with complex learning disabilities
 - Four Lifestyle Centres

2.0 Decision Requested

- 2.1 Cabinet notes the impact of Personalisation and in particular the changing demand for specialist traditional social care provision. There is also a requirement for the Local Authority to stimulate the independent and third sector market for a greater range of alternative service provision. A consequence of these factors is a proposal to transfer day services and short breaks from Bexton Court, Peatfields, Dean Row, the Stanley Centre and Queens Drive to other local facilities. This proposal is balanced by investment in order to enhance the facilities and services at Redesmere, Hollins View and Mountview together with the Leisure Centres in Wilmslow and Macclesfield (details in appendix A). Similar minor investment has already taken place at Mayfields.
- 2.2 The proposals support the introduction of 'Lifestyle' type activities designed to broaden choice and integration for individuals whilst pursuing the corporate goal of enhancing the health & wellbeing of the population as a whole
- 2.3 Cabinet recognises that this is the first stage of examining Borough-wide day service and short break / respite provision. It requests that follow up work is undertaken to assess the business case for further stages.
- 2.4 Cabinet authorises officers to seek the views of relevant individuals to the proposed changes. The outcome of this will be reported to Cabinet in December 2011. This paper would also include final proposals for any service transfer and would incorporate a staged approach for delivering services for those with more complex needs.
- 2.5 Cabinet endorses the minor capital investment programme to a range of health and wellbeing buildings as set out in 7.3.

3.0 Reasons for Recommendation

- 3.1 These recommendations are designed to achieve the following:
 - 3.1.1 To ensure that users of services, their carers and other interested parties have a say in the development of policy and service design.
 - 3.1.2 To ensure that day services are provided in a 'personalised' way. This is as required by the Council's own policies and the direction given by central government. This was reaffirmed when Cabinet endorsed the national strategy for personalisation and prevention called 'Think Local Act Personal' on 1 August 2011.
 - 3.1.3 To enable action towards agreed Budget savings targets to commence as quickly as possible after Cabinet decision in December following the dialogue period. It is anticipated that this would better demonstrate efficient use of council resources (see budget savings agreed in the 2011/12 budget and those contained within the existing Medium Term Financial Strategy of the Council).

- 3.1.4 To further enable the integration between health, wellbeing and social care as required by national policy and local priorities.
- 3.1.5 To improve the variety and quality of services which are available to customers.
- 3.1.6 To underline the Council's commitment to enhancing services and to ensure that its statutory duty will continue to be met.

4.0 Wards Affected

- 4.1 All affected as the requirement on Officers is to consider all services within social care and other relevant Council services, particularly those in Health and Wellbeing.

5.0 Local Ward Members

- 5.1 All

6.0 Policy Implications including - Carbon reduction - Health

- 6.1 Net Carbon Reduction – proposals that make more intensive use of buildings have the potential to reduce overall energy consumption, especially energy delivered by carbon producing energy sources.
- 6.2 Health – these proposals are consistent with developing the role of the Council in supporting and improving the health of its population.

7.0 Financial Implications (Authorised by the Director of Finance and Business Services)

- 7.1 These proposals are consistent with the pressing need to meet challenging financial targets contained within the 2011/12 budget, and continued into the following financial year(s) (£1 million in both 2011/12 and 2012/13, plus additional savings related to the Lifestyle concept).
- 7.2 Financial efficiency targets are already incorporated within the Budget for 2011/12, and any delay in delivery against these targets will have significant financial implications. The Council invests around £8.5 million a year in building-based social care services, and at present these are operating at only 65% of capacity vs. a target of 85%, which represents a significant efficiency improvement opportunity of around £1.7 million a year. It is therefore imperative that the Council completes all necessary processes as soon as possible, and takes the decisions that deliver against the relevant lines in the budget.
- 7.3 Cabinet endorses enhancements to be made to buildings, in particular Health and Wellbeing facilities. These works have the advantage that they make these services more accessible. Further details and a map can be found in Appendices A and B and it should be noted that funding has been included in the existing capital programme to cover the cost of these works. A summary of current building occupancy levels is shown at Appendix C.

8.0 Legal Implications (Authorised by the Borough Solicitor)

- 8.1 There is no specific duty to consult in respect of changes suggested by this report. However, under the Local Government Act 1999, there is a general duty on public bodies in the following terms:

“(1) Where a best value authority considers it appropriate for representatives of local persons (or of local persons of a particular description) to be involved in the exercise of any of its functions by being—

- (a) provided with information about the exercise of the function,*
- (b) consulted about the exercise of the function, or*
- (c) involved in another way,*

it must take such steps as it considers appropriate to secure that such representatives are involved in the exercise of the function in that way.”

It is, therefore, appropriate that, as suggested at paragraph 2.4 of this report, the views of relevant individuals and/or groups on the proposed changes are sought and taken into account by Cabinet before making any final decision.

- 8.2 The exercise to be undertaken may not be a formal consultation with a prescribed format, however proper standards of consultation should still be adhered to. Case law states that consultation must contain four elements:
- a. It must be at a time when proposals are still at a formative stage
 - b. It must give sufficient reasons for any proposal to permit of intelligent consideration and response
 - c. Adequate time must be given for any consideration and response
 - d. The result of the consultation must be conscientiously taken into account in finalising any proposals

- 8.3 Under the Equalities Act 2010, an Equality Impact Assessment must be completed before reaching any final decision to substantially vary any service provision.

9.0 Risk Management

- 9.1 The processes suggested in this report are important to assist the achievement of the budget for adult social care. This is the highest risk budget within the Council so timely implementation of action would assist greatly in achieving budget savings.
- 9.2 There is an equal risk to the Council from the failure to deliver statutory levels of care to those with critical or substantial care needs. All changes will therefore have to be considered against the possible impact on this statutory duty.

10.0 Background

- 10.1 Customer demand has changed over time for day services. One of the key factors in this has been personalisation. This has allowed service users to opt to purchase services from the independent sector via a direct payment rather than receiving them from the Council. As such, it gives them the opportunity for greater choice and control.
- 10.2 The Council has recognised that it must respond to rising expectations of service quality. Following the Cabinet Paper in January 2011 on Lifestyle Centres, pilots have taken place for interested service users with lower levels of need at Wilmslow and Macclesfield Leisure Centre. These pilots have offered service users greater choice and variety in services, offering the potential for real enhancement in quality of life. They therefore offer a genuinely empowering alternative to existing day services for some service users.
- 10.3 A consequence of these two factors has been that a number of Council day services are experiencing significant under capacity. This means these services are disproportionately expensive in relation to the number of customers they assist.
- 10.4 A first stage to addressing these concerns is the proposed transfer of services from Peatfields, Deans Row, the Stanley Centre and Queens Drive to the enhanced facilities described in section 7.3. This will generate financial efficiency savings and the potential for capital receipts subject to the future use of buildings. There is also a need to invest in the remaining building stock since some facilities are below standard and will allow the lifestyle approach needs future development.
- 10.5 Initial capital funds would be used to allow small scale enhancements of Health and Wellbeing and Adult Social Care buildings. Larger scale building works could also be proposed depending on the outcome of the dialogue with service users. These are required to ensure that services can operate to higher standards.
- 10.6 The building enhancements continue the improvement programme which has already delivered the developments listed below.
- In 2010:
- A 12 bedded new specialist dementia unit built at Lincoln House in Crewe and refurbishment of the existing building to enable transfer of service from Santune House at Shavington and the closure of the latter without any reduction in the service
 - Transfer of service previously provided at Jubilee House in Crewe to the Hilary Centre in Crewe enabling the closure of the former without any reduction in service
 - Provision of alternative specialist provision at Mountview and other centres to prevent any reduction in service following the temporary closure of Bexton Court in Knutsford
- In 2011
- Enabling users of 291 Nantwich Road in Crewe to access alternative more inclusive services in the Oakley centre and Hilary Centre without a reduction in service. 291 Nantwich Road has since been declared surplus to requirements

- Enabling current service users of Dean Row and Peatfields to access a wide range of activities at their local leisure centre and in the community, providing opportunities not available within the day centres
- Nearing completion- a 3 bedded, high-dependency respite facility for younger adults at Mountview

10.7 Cabinet approved a change in the way service users receive transport to day services on 14 March 2011. It is recognised that the Council would have a continuing responsibility to ensure suitable options were available for any service user transferred as a result of this buildings optimisation with eligible transport needs.

11.0 Access to Information

The report on integration with the NHS can be found at

[http://moderngov.cheshireeast.gov.uk/ecminutes/Published/C00000241/M00002479/AI00005505/\\$CabinetpaperJointnessbetweentheCouncilandthePrimaryCareTrust14709.docA.ps.pdf](http://moderngov.cheshireeast.gov.uk/ecminutes/Published/C00000241/M00002479/AI00005505/$CabinetpaperJointnessbetweentheCouncilandthePrimaryCareTrust14709.docA.ps.pdf)

The report on Personalisation can be found at

[http://moderngov.cheshireeast.gov.uk/ecminutes/Published/C00000241/M00002479/AI00005505/\\$CabinetpaperJointnessbetweentheCouncilandthePrimaryCareTrust14709.docA.ps.pdf](http://moderngov.cheshireeast.gov.uk/ecminutes/Published/C00000241/M00002479/AI00005505/$CabinetpaperJointnessbetweentheCouncilandthePrimaryCareTrust14709.docA.ps.pdf)

The report on Lifestyle can be found at

[http://moderngov.cheshireeast.gov.uk/ecminutes/Published/C00000241/M00003103/AI00011485/\\$LifestyleCabinetreportv8241210.docA.ps.pdf](http://moderngov.cheshireeast.gov.uk/ecminutes/Published/C00000241/M00003103/AI00011485/$LifestyleCabinetreportv8241210.docA.ps.pdf)

The report endorsing 'Think Local Act Personal' can be found at

<http://moderngov.cheshireeast.gov.uk/ecminutes/ieListDocuments.aspx?CId=241&MIId=3630&Ver=4>

The background papers relating to this report can be inspected by contacting the report writer:

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APPENDIX A – DETAILS OF BUILDING ENHANCEMENTS

BUILDING	DETAILS	APPROXIMATE COST*
Wilmslow Leisure Centre	Room conversion and provision of Changing Places toilets	£40K
Macclesfield Leisure Centre	Room conversion and provision of Changing Places toilets	£40K
Hollins View	Enhanced building security to provide a safer environment for people with dementia	£50K
Mountview	Enhanced building security and modifications to provide age-appropriate respite care for younger adults with complex needs	£25K
Redesmere	Minor refurbishment	£5K

* Service estimate

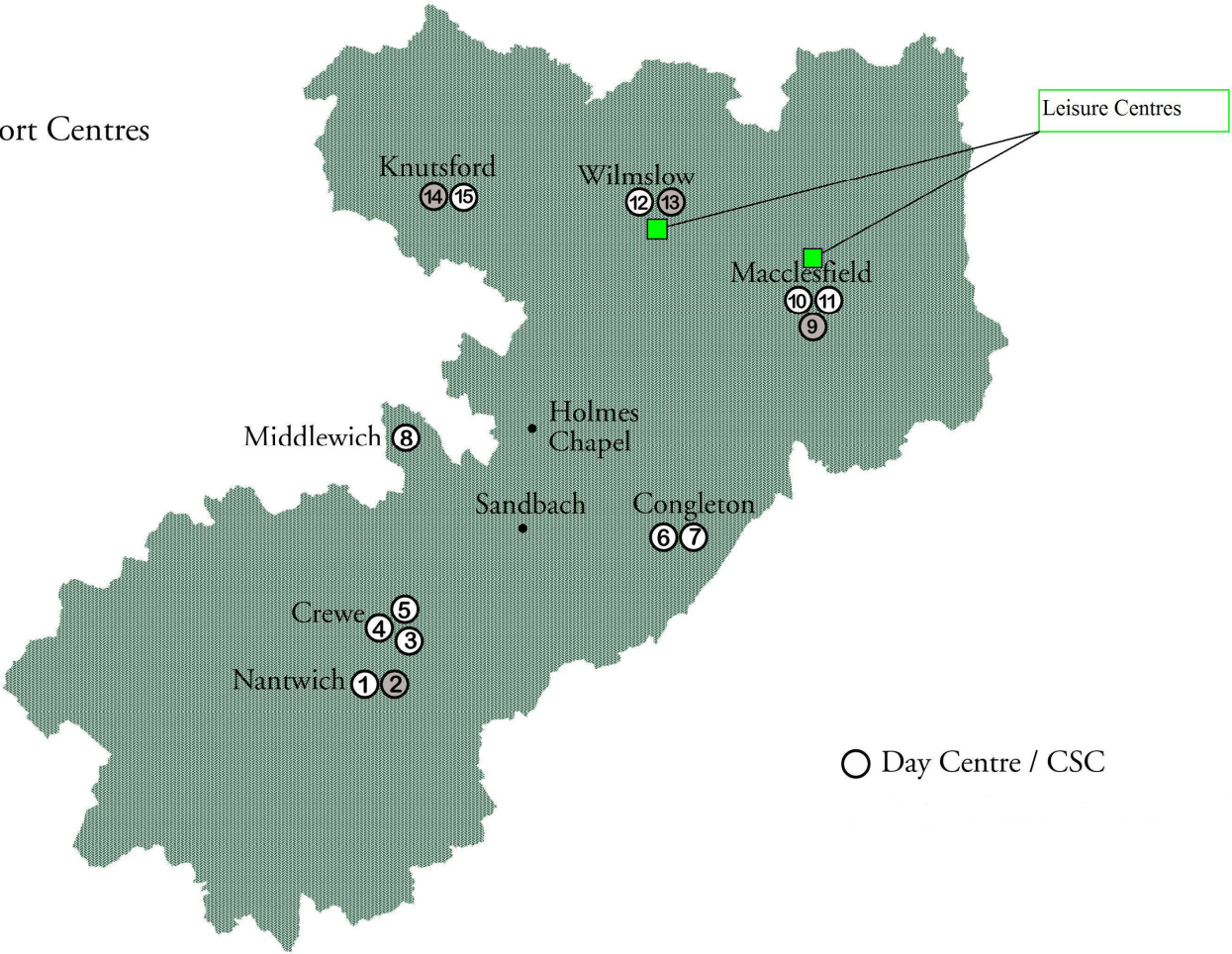
APPENDIX B – LOCATION MAP

Review of Day Services - Cheshire East

Day Services/
Community Support Centres

- 1 - Cheyne Hall
- 2 - Queens Drive
- 3 - Hilary Centre
- 4 - Lincoln House
- 5 - Macon House
- 6 - Mountview
- 7 - Carter House
- 8 - Salinae Centre
- 9 - Peatfields
- 10 - Mayfields
- 11 - Hollins View
- 12 - Redesmere
- 13 - Dean Row
- 14 - Bexton Court
- 15 - Stanley Centre

- Service Transfer
- Investment



APPENDIX C

SUMMARY	
Target Occupancy	85%
Current Occupancy	65%
Efficiency Opportunity	20%
Cost	£1,700,420

Area	Building	Town	Service	Activity Unit	Occupancy	
					Target	2011/12
Knutsford, Wilmslow and Poynton	Redesmere	Handforth	Day Service	Day	85%	45%
	Dean Row	Wilmslow	Day Service	Day	85%	59%
	Stanley Centre	Knutsford	Day Service	Day	85%	58%
	Bexton Court	Knutsford	Community Support Centre	Day	85%	n/a
				Bed	85%	n/a
Macclesfield	Mayfield	Macclesfield	Day Service	Day	85%	61%
	Peatfields	Macclesfield	Day Service	Day	85%	71%
	Hollins View	Macclesfield	Community Support Centre	Day	85%	25%
				Bed	85%	85%
	Warwick Mews	Macclesfield	Respite / Short Breaks	Bed	85%	77%
Congleton	Carter House	Congleton	Day Service	Day	85%	70%
	Salinae	Middlewich	Day Service	Day	85%	64%
	Mount View	Congleton	Community Support Centre	Day	85%	55%
				Bed	85%	71%
Crewe & Nantwich	Hilary Centre	Crewe	Day Service	Day	85%	80%
	Cheyne Hall	Nantwich	Day Service	Day	85%	87%
	Macon House	Crewe	Day Service	Day	85%	80%
	Lincoln House	Crewe	Community Support Centre	Day	85%	55%
				Bed	85%	80%
	Queens Drive	Nantwich	Respite / Short Breaks	Bed	85%	57%
TOTAL			Day Service	Day	85%	65%
			Respite / Short Breaks	Bed	85%	64%