

Cabinet – 23 October 2013

Commissioning Mental Health Services – Broadway North Resource Centre

Portfolio: Councillor McCracken – Social Care

Related portfolios: Councillor Ali – Public Health and Protection
Councillor I. Shires – Community Engagement and Voluntary Sector

Service: Broadway North Residential Services

Wards: All

Key decision: Yes

Forward plan: Yes

1. Summary

- 1.1 The June Cabinet meeting agreed that the Interim Executive Director of Social Care and Inclusion be authorised to undertake formal consultation with Staff and the Trade Unions and with key stakeholders to consider the closure of the residential services at Broadway North, and that a further report is brought back to Cabinet on the results of these consultations in September 2013. In the event, it was decided to provide some additional time for the consultation and to bring the report back to the October Cabinet.
- 1.2 The June Cabinet meeting also agreed that Broadway North continues to evolve as a place where day based activities will be offered for people recovering from mental ill health, alongside community based activities run by local community organisations.
- 1.3 This is to report on the outcome of the consultation to consider the closure of the residential services at Broadway North and to make subsequent recommendations.

2. Recommendations

- 2.1 That the Broadway North Residential Unit is closed following a period of notice for the staff group.

3. Report detail

- 3.1 Broadway North has been operating as a specialist facility to support those recovering from mental ill health with both day and residential care services available on the site. A review of the services has been completed by the Mental Health Commissioning Team (part of the Joint Commissioning Unit), and concluded with a recommendation to Cabinet in June 2013 to enter in to a consultation on the closure of the residential unit and to purchase equivalent provision from the independent sector.
- 3.2 The 10 residential care beds have offered both the opportunity for those who need some respite (usually to give carers a break and maintain an individual's mental wellbeing) and some crisis response beds for those who need help but where this does not require an admission to a psychiatric hospital. The average occupancy across the whole unit for the financial year 2012/13 was 62.8% or just over 6 beds of the 10 available, and this level of occupancy means that an alternative arrangement of spot purchasing an equivalent residential service elsewhere will offer improved value for money.
- 3.3 In order to try and sustain the viability of the residential unit at Broadway North the vacant bed spaces were offered to the drugs and alcohol recovery services commissioners. This was a pragmatic move at the time but does not offer the right service model either for these people or the existing service user group going forward.
- 3.3 The Lonsdale House residential unit operated by Caldmore Housing Association (part of Accord Housing Association Group) does provide an equivalent quality of service for people recovering from mental ill health at more cost effective rates and also has a total of 15 beds which will provide for greater flexibility at times of high demand. Commissioners have received assurance from Caldmore Housing Association that they will be able to accept all referrals for people in crisis on the basis that they are able to operate a range of services that supports people with mental health problems in a flexible manner.
- 3.4 Caldmore Housing Association already provides step down provision in line with the mental health recovery pathway to enable users who have had an acute hospital episode to have their discharge back to the local community facilitated in a timely way.
- 3.5 The specialist psychiatric support services of Dudley Walsall Mental Health Trust (Home Treatment and Crisis Response Teams) will continue to support people at Lonsdale House in the same way as they have supported people at Broadway North.

4. Consultation

- 4.1 The consultation process took place over a period of 3 months and comprised of four separate focus group sessions with service users which included the distribution of a questionnaire which was also available on online; a workshop with referring clinicians from Dudley Walsall Mental Health Trust together with a separate questionnaire designed specifically for this group; and the development

of an alternative proposal from Unison on behalf of the staff group. Each of these is considered in turn:

4.2 Focus Group Sessions with Service Users

The focus groups took place during August, and September at the Broadway North Centre at various times to enable maximum opportunity for service users and their carers to participate. Staff from Broadway North and senior managers from the Council were present to support and facilitate discussion. A total of 28 service users attended the four sessions.

The most common questions/issues raised by the participants were:

- Queries over whether respite is included going forward with the new provider. “Are respite and crisis going to separate”. Each group was informed residential service provision in its entirety at Broadway North Centre was to be considered together in any future provision;
- There were concerns about respite that has already been booked and whether this commitment is likely to be honoured. There was a commitment to avoid disruption where possible and to a transition plan for the transfer of the service;
- Will the staff transfer to the new service? It was explained that there is no block contract arrangement with the new service and so the staff do not have an entitlement to transfer. Staff have been offered an opportunity to explore redeployment in line with Local Authority Human Resource policies;
- Is the new service location suitable for Detox of people with substance misuse issues? The service at Lonsdale House does not ban the use of alcohol and so alternative sites are being investigated;
- Service users spoke of the benefits of the environment and the long term therapeutic relationships that they have with staff. The group was informed that this was their opportunity to help shape the future service delivery; be it with this or any other provider and that this point will be fed back to the commissioners;
- A number of attendees spoke about the high quality of service provision at Broadway North. This has never been in question and all future provision will have to ensure minimum standards of service quality. Quality will be closely monitored via commissioner reviews, CQC Inspections and contract management;
- Some service users asked why alternatives such as a user led organisation hadn’t been considered. It was explained that commissioners are prepared to consider all alternative types of provision, but none have been forthcoming that present a financially viable business case;

- A number of service users stated that they didn't feel listened to. We explained that the consultation events and questionnaire were an opportunity to express views about future provision, raise concerns and also make suggestions for future development of provision;
- There were concerns about whether the personal budget would be sufficient for service users to be able to continue to buy the service they need. It was explained that service users could ask for a review of their support plan and thereby review the personal budget;
- There was representation to the effect that this is a cost driven exercise and people should come before funding issues. It was confirmed that the decision to close Broadway North is based on funding and is a way in which the Council is seeking to address its current predicted revenue shortfall. A more cost effective alternative is available in the local market and has greater financial viability given the predicted reduced need for residential based services in the future;
- There was some confusion as to why the residential unit was to close when the rest of the service would remain open. Current commissioning plans are to develop the day service provision at Broadway North and these plans were shared in outline.

4.3 Questionnaire Feedback From Service Users and their Carers

79 people responded to the questionnaire. A detailed analysis of the results has been conducted and is available as a separate report.

Most respondents felt that all aspects of the service at Broadway North were important to them. The service aspects that were seen as most important were;

- Skilled staff that understand my needs (83%)
- 24hr accessible service (77%)
- Relaxed stress free environment (77%)
- Safe and secure environment (77%)

The following quotes are reflective of the general feedback received from many of the participants in which they indicate the need to retain the excellent services and the centre, fearful that the service is to end altogether.

"I want Broadway North to remain open as they provide an excellent service."

"The service needs to be affordable, I could not have got through my stages without Broadway North and the full team there, without this facility and staff I would be dead by now I know that much for fact."

"I am a carer for my wife (she has Alzheimer). My concern is that if Walsall Council becomes "detached" by using independents, standards could fall."

"Keep Broadway North centre and residential unit open as it helps and provides a supportive environment where you can gain skills and move on. It is a place where the staff are available if you need help to recover by the support they offer"

you by promoting your independence. Without Broadway north and its excellent staff people with mental health issues have nowhere else to go for support.”

Overall responses show that people need reassurance that access to and quality of the service will continue. Respondents also mentioned the importance of being supported in a clean and well managed environment that is conducive to their recovery with many stressing the need to retain the current service and staff.

4.4 Workshop and Questionnaire Feedback from Referring Clinicians

A consultation session for clinical and social care practitioner staff in the Dudley Walsall Mental Health Trust took place on the 14 August. There were 23 people that attended, primarily from the community recovery services & the substance misuse team. In addition, 27 clinicians completed an on-line questionnaire that was designed specifically for referring clinicians. Some of the outcomes of this session were as follows:

- Clinicians were seeking reassurance that beds will still be available as they are needed. The commissioner response was that the combination of a higher number of beds and spot purchasing arrangements offers the same if not improved availability;
- Clinicians were seeking reassurance that the skill set and experience of the staff at Lonsdale House is equivalent to the staff at Broadway North. The commissioner response was that the Caldmore Housing Association staff do have skills and experience in supporting people with mental health problems. It was agreed that Dudley Walsall Mental Health Trust specialist staff will work closely with Caldmore Housing Association staff;
- It was suggested that there should be greater emphasis on preventing people going in to crisis. The commissioner response was that the range and extent of community based psychiatric support services has been considerably increased in the last two years;
- Further information was wanted about the alternative arrangements for those beds at Broadway North which are being used to support people with drug and alcohol problems. It was explained that discussions are underway between Caldmore Housing Association and the Public Health Substance Misuse Commissioning Team to develop an equivalent service at other Caldmore Housing facilities across the Borough.

4.5 Alternative Proposal from Unison and the Staff Group

Unison and the staff group of the residential unit at Broadway North have offered an alternative proposal to achieve the required savings whilst keeping the unit open. This is made up of a combination of selling beds to commissioners outside of Walsall; changing the skill mix and rota management of the staff team; redirecting funding from Dudley Walsall Mental Health Trust inpatient services; increasing occupancy levels and the level of charging of the respite care beds; introducing a charge for the crisis beds after four weeks; relocating the rehabilitation ward at Dorothy Pattison Hospital; and changing food management in the residential unit.

A detailed response has been made from the Joint Commissioning Unit as to why these proposals do not present a viable financial alternative in that the Council could not take the risk associated with a model which is dependent upon selling beds to commissioners outside of Walsall; minor changes to the skill mix of the team do not create a viable alternative; Dudley Walsall Mental Health Trust does not support the transfer of funding from inpatient services or the relocation of the rehabilitation ward to Broadway North; increasing occupancy levels or charges does not create an additional income; and changing food management would compromise the quality of the service.

Both the Unison Report and the Joint Commissioning Unit response have been widely circulated prior to the Cabinet meeting.

- 4.6 The combination of different approaches to the consultation has meant that the process has been sufficiently thorough to have obtained a comprehensive range of views and responses. Anxieties on the part of service users and the staff group are understood, but do not detract from the need to recognise that the service is costly compared to commissioning places on a spot contract basis from the independent sector and so savings can be made that will contribute to the Council's projected revenue deficit.

5. Report from Scrutiny

- 5.1 The resolution from Scrutiny is set out below:

That the Panel recommends to Cabinet that for assurance and stability of delivery that residential services be retained at Broadway North Resource Centre for a period of up to twelve months, to enable detail and development of a "recovery college" model, on site governance structures, and on the feasibility and pathways of a bespoke community-based model; and the report be noted.

5.2 Interim Executive Director Response to Scrutiny

The Interim Executive Director would want to assure Cabinet that the alternative arrangements are in place to support people in mental health crisis. Discussions have continued with Caldmore Housing Association's Senior Managers after the Scrutiny Panel met and officers are assured that Lonsdale House has the capability and capacity to take crisis referrals that are passed to them. The Council has received a letter from Caldmore Housing Association that demonstrates they are fully committed to support this service going forward. They will continue to offer their rehabilitation programme which will offer purposeful help to those who currently use respite services at Broadway North.

Officers of the Joint Commissioning Unit already have evidence that over the last two months crisis referrals have been passed to Lonsdale and they have delivered a good quality service. Caldmore Housing's mental health support services of which Lonsdale House is one part of their range of provision currently have capacity to take a further 12 people within their accommodation based services. The average length of stay in crisis beds is 10 days at Lonsdale and 16 days in Broadway North. In the new arrangements with Caldmore Housing they will guarantee to always have a crisis bed available.

Caldmore Housing currently runs four different mental health support services. This includes two supported housing schemes (Camden Street and Poplar House), alongside a floating support scheme based in the community as well as Lonsdale House which has always been set up to help people with more enduring mental health needs and has a strong rehabilitation/recovery focus to its work. Officers also know in the unlikely situation that the numbers of people in Lonsdale exceeded their normal numbers that they have staff cover available from other services that they provide that could offer additional capacity at Lonsdale. The expected lower demand for the “crisis beds” is reflected in the last two months activity which makes this scenario unlikely.

In essence the closure of the residential unit at Broadway North is part of an improved approach to mental health services to offer more home based treatment for those in crisis (and less use of a residential beds) and focused help to those who are currently using respite care as part of their treatment programme. Overall the expectation that the combined offer of the range of services delivered by Caldmore Housing will better support the redesign of recovery and prevention services within social care. It will deliver a more appropriate service for those that experience mental ill health which should impact on the need for crisis and respite beds in the future.

Over the last year Adult Social Care and Inclusion has successfully developed the day care services on the Broadway North site alongside the growth in activities that are run through the Park Hall Community Association. At Broadway North both specialist mental health services and community activities take place side by side and mental health service users can move from one to the other with reduced stigma and increased opportunities for them. There is no proposal to change this within these proposals.

5.3 Conclusion to the Consultation

The Interim Executive Director is very mindful of the concerns that have been expressed in the consultation as to whether the alternative provision will be able to meet people’s needs. The combination of the service users’ attachment to the staff and the environment at Broadway North alongside the uncertainty about alternative provision has raised their anxiety. The responsibility of officers is to ensure that we have mitigated the risks associated with the proposed closure. This is covered in 5.2 (above). Despite these concerns and having consideration for the assurances and evidence from Lonsdale House the recommendation is to move to a managed closure over the coming months to meet the Council’s statutory responsibilities for our staff and to assist service users through the transition period. This work can now start properly (if closure is agreed) and will continue over the coming months.

6 Council priorities

- 6.1 This proposal is in line with the overall Council objective to improve the health and well being of the people of Walsall and is in accordance with the priorities established by the Joint Strategic needs Assessment, the Health and Well Being Strategy and the Sustainable Community Strategy.

7. Risk management

- 7.1 Some service users have expressed their anxiety about the service change, and the staff group and their representatives have proposed an alternative way of achieving the savings whilst keeping the unit open. Service users have been assured that the alternative arrangement will continue to meet needs and the Joint Commissioning Unit has explained the reasons why the alternative proposal is not financially viable. There may continue to be representations from service users and the staff until the closure and transfer of the service has been implemented.

8. Financial implications

- 8.1 The transfer of the service to the independent sector will achieve savings of £101,004 on a recurring basis to the Council. These will contribute to the current predicted revenue deficit.

9. Legal implications

- 9.1 The Council and the NHS are committed to ensuring the delivery of care and support with due regard to equality legislation. Failure to do so could result in legal challenge.
- 9.2 The guidance places a duty on the council to ensure each service user who accesses the Broadway North Resource Centre has the right to an assessment of needs and if they are eligible under the FACs criteria, to provide a service to meet those needs accordingly.

10. Property implications

- 10.1 The implications for property related to the proposals within the report continue to be worked through between Property Services and Social Care and Inclusion teams.
- 10.2 Whilst specifically for this service area the proposals indicate a reduced requirement for council owned accommodation, as described it is currently anticipated that wider Directorate needs for the accommodation on site will not result in availability of property for others or reduced running costs.

11. Health and wellbeing implications

- 11.1 The aim of the remaining mental health and wellbeing service is to support mental wellbeing and resilience; to advise on lifestyle choices and the implications on mental ill health; to support and maintain good mental health for those who have experienced episodes of ill health; and to work towards recovery for those who have experienced an acute episode of mental ill health.

12. Staffing implications

- 12.1 Decommissioning of the residential unit will result in staff jobs being placed at risk, and the normal redeployment policy will apply. Further consultation will take place with Trade Union representatives and there will be a need to comply with the statutory consultation process.

13. Equality implications

- 13.1 The previous equality impact assessment has been updated and no equality implications have been identified.

14. Consultation

- 14.1 This report details the outcome of the consultation process.

Background papers

Report to Social Care Scrutiny and Performance Panel - 15 October 2012

Report to Cabinet - 19 June 2013

Report to Social Care Scrutiny and Performance Panel – 17 September 2013

Unison/Staff Group Outline Business Case as an Alternative Proposal (6 Sept 2013)

Commissioner Response to Unison/Staff Group Outline Business Case (18 Sept 2013)

Analysis of Service User Response to Broadway North Consultation (September 2013)

Author

Andy Rust

Head of Joint Commissioning Unit

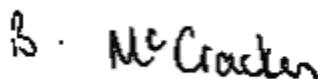
☎ 654713

✉ andy.rust@walsall.nhs.uk



John Bolton
Interim Executive Director

14 October 2013



Councillor Mrs McCracken
Portfolio Holder

14 October 2013