

READING BOROUGH COUNCIL

REPORT BY DIRECTOR OF ADULT CARE & HEALTH SERVICES

TO:	POLICY COMMITTEE		
DATE:	14 JANUARY 2019	AGENDA ITEM:	11
TITLE:	RESPONSE TO THE WILLOWS/DISCHARGE TO ASSESS CONSULTATION AND FUTURE PROPOSAL		
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1. PURPOSE OF REPORT AND EXECUTIVE SUMMARY

- 1.1 In September 2018 Reading's Adult Social Care commenced a 30 day consultation with stakeholders in relation to the ongoing use of The Willows (both the Residential Home element and the Discharge to Assess (D2A) service).
- 1.2 The consultation proposed moving the Discharge to Assess beds from The Willows site to Charles Clore Court (an Extra Care provision) and closing The Willows as a residential care home for people with dementia. In parallel a review of internal services is being completed by the Transformation Team in Adult Social Care which will include potential options for The Willows site in the future.
- 1.3 This report provides a summary of the main themes emerging from the consultation and Reading's Adult Social Care's associated management responses along with recommendations for the final model.

2. RECOMMENDED ACTIONS

- 2.1 That Policy Committee note the consultation themes and associated management response.
- 2.2 That Policy Committee agree to relocate the Discharge to Assess service to Charles Clore Court.
- 2.3 That Policy Committee agree to the temporary closure of the Willows site.
- 2.4 That Policy Committee note the potential staffing implications.

3. POLICY CONTEXT

- 3.1 At a national level, both the consultation and the recommendations have been driven by NHS Improvement guidance which states that bed-based services are a perverse incentive to the Home First ethos for a Discharge To Assess service, as they tend to be used by the hospital system as a quick and 'safe' discharge option particularly at times of higher pressure.

- 3.2 Additionally, the proposed relocation of the Discharge to Assess service from a residential setting to an extra care setting supports the national requirement (under the Better Care Fund) to implement the "High Impact Change Model" (HICM) for reducing delayed transfers of care from hospital settings. The provision of effective Discharge to Assess, and "home first" options, are a key theme within the HICM.
- 3.3 At a local level, the proposal would release ring fenced budget from the Discharge to Assess service, supporting the Council's wider aim to deliver cost-effective services.

4. THE PROPOSAL

Consultation feedback and management response

- 4.1 Feedback from the consultation has been analysed and the main themes are presented below to provide an overview of the responses. The full consultation response is attached as Appendix 1.

- **Reduced staffing structure** - Staff questioned job security in the event that the proposed staffing structures be implemented.

Management response - The proposed staffing structure may result in redundancy for some staff however in line with our Organisational Change guidance and Employment Stability Agreement we aim to avoid job losses as much as possible. Redeployment opportunities will be explored where possible. The proposed implications for staffing are outlined in 4.3 below.

- **Capacity vs. demand at Charles Clore Court** - There was concern from friends and families that there are insufficient staff numbers at Charles Clore Court to support the additional duties associated with incorporating the D2A service.

Management response - The lead officer proposes to increase staffing levels at Charles Clore Court to support the increase in demand.

- **Changes to staff roles** - Staff expressed concern that it would be difficult to transition from delivering care in a residential environment to an extra care environment, due to differences in the two types of care. Additionally staff in Charles Clore Court are not trained to deliver the reablement that underpins the Discharge To Assess model.

Management response - The lead officer proposes to deliver reablement training to the staff at Charles Clore Court. In response to the concerns, the proposed transition has been amended to a phased integration of the teams across a three-month period to support a safe transition (see 4.8 below).

- **The closure of the Willows service** - a small number of respondents objected to the proposed closure of care homes. Another responder contested the proposed loss of the respite bed currently offered at The Willows.

Management response - Fewer placements are being made into residential services, in line with the national Better Care Fund targets to reduce placements into residential and nursing homes. The commissioning team have stated that the potential loss of the service would not impact their ability to make residential dementia placements, given the local availability of equivalent quality services. To note there are no longer any permanent residents at the Willows living within the Residential part of the service.

- **The potential loss of the site** - Concerns were raised about the Council potentially losing the Council-owned site from which the Discharge To Assess service is delivered.

Management response - No proposals or decisions have been made regarding the future of the site, as a review is taking place for all of the Adult Social Care internal services that the council operates. It is acknowledged that there are costs incurred with maintaining the property, such as: £30,000 for basic running costs, £20,000 for security management and fencing, and £20,000 for property maintenance and therefore a decision about the future of the site will be made promptly.

Recommended Option

4.2 Following consideration of the consultation responses, it is proposed that:

- The Discharge to Assess service is relocated to Charles Clore Court.
- The Willows Residential service is temporarily closed while its long-term future is decided under the review of internal services described in 1.2 and 4.1 (above).

Staffing Implications

4.3 A summary of the expected staffing implications are outlined in the tables below, subject to final confirmation of the staffing structure:

Table 1: Proposed final staffing structure for Discharge To Assess/Charles Clore Court & the volume of those posts that will be filled by existing staff at Charles Clore Court

Staff role	Total FTE required in new structure	Proposed contribution to the new structure made by existing staff at Charles Clore Court	Positions in new structure remaining available to existing Discharge To Assess staff (following CCC staff's contribution to filling the roles)
Manager	1	0	1
Deputy Manager	0	0	0
Lead ILA (Lead at Willows/D2A)	3	1	2
ILA (Carer at Willows/D2A)	12.86	6.69	6.17
Night ILA (Night Carer at Willows/D2A)	1.75	1.62	0.13
Domestic Cleaning Staff	0	0	0
Cook	0	0	0
Laundry Assistant	0	0	0

Gardener	0	0	0
TOTAL	18.61	9.31	9.3

Table 2: Number of displaced D2A staff roles following allocation of existing staff to positions remaining available in the proposed staffing structure

Staff role	Current FTE at the Willows/D2A	Positions in new structure remaining available to existing D2A staff (following CCC staff's contribution to filling the roles)	Number of displaced D2A staff roles (FTE)
Manager	1	1	0
Deputy Manager	1	0	1
Lead ILA (Lead at Willows/D2A)	3	2	1
ILA (Carer at Willows/D2A)	7.19	6.17	1.02
Night ILA (Night Carer at Willows/D2A)	2.29	0.13	2.16
Domestic Cleaning Staff	3.05	0	3.05
Cook	2.08	0	2.08
Laundry Assistant	0.54	0	0.54
Gardener	0.81	0	0.81
TOTAL	20.96	9.3	11.66

- 4.4 As the table above indicates the proposal would result in 11.66 number of FTE posts no longer being required as part of the new structure. No changes in grades for retained staff are envisaged.
- 4.5 It is highly likely that redeployment into other in-house vacancies will be available for the majority of the care staff and this is factored in when calculating potential redundancy costs indicated below. Redeployment is less likely for the ancillary staff. However we will work in line with our Organisational Change guidance and Employment Stability Agreement to support staff.
- 4.6 The redundancy costs have been estimated on the assumption that the 4.18 FTE displaced care staff are redeployed. The estimated redundancy cost for the remaining posts (7.48FTE) is approximately £136,000. However the costs could also increase should it not be possible to redeploy the 4.18 care staff.
- 4.7 To facilitate the close down of the service it is estimated that four domestic staff, a handyperson and the administration assistant (alongside the manager) would need to be retained for one month after the closure of the service to assist with closing and securing it.

- 4.8 As noted in 4.1 (above), it is proposed that there will be two separate teams to enable the skills transfer over a three month period. The Charles Clore Court staff and The Willows staff team transferring across will initially work independently, moving towards a single team by the end of a 3 month period.

Other Options Considered

- 4.9 The project group explored the option of maintaining the current services at The Willows Residential Care Home. However these would not offer the notable advantages to service delivery, alignment with best practice or financial efficiencies that the move to Extra Care delivers.
- 4.11 Other long-term options for The Willows site will be assessed as a part of a review currently being conducted by the DACHS Transformation Team.

5. CONTRIBUTION TO STRATEGIC AIMS

The report contributes to the following strategic aims and Corporate Plan priorities:

1. To protect and enhance the lives of vulnerable adults and children
2. Ensuring the Council is fit for the future

6. COMMUNITY ENGAGEMENT AND INFORMATION

- 6.1 The consultation invited comment from the following service user and family groups:
- People who currently reside in Charles Clore Court
 - People who were resident in The Willows Care Home
 - People who were regular users of the respite service at The Willows
 - People who have used the Discharge to Assess service
 - People who are friends and family of the people named above
- 6.2 Key stakeholders from the following organisations were also invited to comment:
- Berkshire Health Foundation Trust
 - Berkshire West Clinical Commissioning Group
 - Unions representing staff at both Charles Clore Court and The Willows
 - The Royal Berkshire Hospital
 - Staff teams from Charles Clore Court and The Willows
- 6.3 Service users were written to, called and met (where appropriate). Staff meetings were held to gather views.
- 6.3 Additionally, a press release invited the wider public to offer their views regarding the proposal.
- 6.5 Changes to the initial proposal as a result of the consultation feedback are listed in section 4.1 and 4.8 (above).

7. EQUALITY IMPACT ASSESSMENT

- 7.1 An Equality Impact Assessment has been completed. It concluded that in the short-term, there would be an impact upon older people who (at that time) were residing in The Willows' residential beds, whilst alternative provision is found. No impact was foreseen for people using the Discharge To Assess service.

7.2 The 3 permanent residents who were living at The Willows Care Home have since transferred to different services due to: a requirement for dementia-based nursing care e.g. a change in need; a desire to be nearer to family; and a desire to move to a service that offered more opportunities for socialisation. Consequently there are no remaining permanent residents.

8. LEGAL IMPLICATIONS

8.1 This report and the consultation response have been reviewed by legal services to provide assurance that there were no oversights in the consultation approach. They have noted that:

- The correct HR advice has been sought to support the consultation with staff and proposed changes to numbers and places of work.
- Case law states that staff and others who could be affected by proposals should be consulted while proposals are still at a formative stage. This duty has been met by contacting all of the stakeholders and the general public.
- Local Authorities have the power to operate care homes, however it is a matter of their discretion whether to do so and on what basis.

9. FINANCIAL IMPLICATIONS

Implications for the Residential Service (The Willows) budget

9.1 Financial implications are calculated on the basis that, should the proposals be approved in January 2019 they would be fully enacted by March 2019 with budget reductions taking effect for April 2019 (financial year 2019-2020).

9.2 The net operating budget in 2019/20 for the residential service at the Willows is £394,000. As noted in 7.1 above, no residents are currently living at the Willows, with the cost of their new external placements being met by the council's external care placement budgets.

9.3 As noted in 4.6 (above), one off redundancy costs of £136,000 are anticipated and it is assumed that they are funded corporately.

9.4 As noted in 4.1 (above), it is estimated that costs of £70,000 per annum will be incurred to ensure the site is compliant with health and safety requirements. These costs would continue until a decision is reached regarding the site's future.

9.5 Consequently under the proposed arrangement, the projected spend against the service budget in 2019/20 is:

Budget line	Cost (£)
Current Budget	394,000
Basic Running Costs	-30,000
Security Costs	-20,000
Property Maintenance	-20,000
Saving	324,000

- 9.6 Revenue savings of £324,000 are anticipated in 2019/20 on the Willows residential budget following the closure of the service. These would contribute towards the Review of In House Provider Services saving for 2019/20.
- 9.7 Should any adaptations or additional equipment be required for the flats within Charles Clore Court this will be funded through the Disabled Facilities Grant. Given that these flats have been utilised by people with varying physical needs it is not anticipated that there will be significant changes required.

Implications for the Discharge to Assess (D2A) budget

- 9.8 The budget for the Discharge to Assess service will move to Charles Clore Court following the closure of the Willows site. The current service budget is £1.123m and is funded from the Council's Better Care Fund agreement with the Clinical Commissioning Group.
- 9.9 The Discharge To Assess service is expected to cost £316,000 in 2019/20. This would result in a residual from the ring-fenced Better Care Fund budget of £777k per annum; this is under the proposed staffing arrangements outlined in sections 4.3 - 4.4 (above), any redundancy costs have been factored into the residential budget saving above.
- 9.10 The use of any released moneys will be discussed and agreed with the Berkshire West CCG, in line with both parties' joint management of the Better Care Fund. Initial conversations around the potential use of released funds have focused on initiatives that could help to support the reduction of Non-Elective Admissions, which is a priority target for Health and Social Care under the Better Care Fund.

10. BACKGROUND PAPERS

- 10.1 Appendix 1: Willows/Discharge to Assess Consultation Report
- 10.2 Appendix 2: Equality Impact Assessment - Discharge To Assess/Charles Clore Court
- 10.3 Appendix 3: Equality Impact Assessment - Willows