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**Central Dudley Area Committee – 31<sup>st</sup> January 2012**

**Report of the Director of Adult, Community and Housing Services**

**Woodside Day Facility**

**Purpose**

1. For the Central Dudley Area Committee to consider this Report written in response to a formal petition received by the Council on 25<sup>th</sup> October 2011. The Petition had 546 signatories. The covering letter of submission was written by one of the people using the Woodside service in support of the statement that the signatories *“object to the relocation of Woodside Day Centre and the possible loss of place to clients.”*

**Background**

2. The building known as the Woodside Day Facility at Holly Hall in the Netherton, Woodside & St Andrew’s ward belongs to Dudley Council. It is a former school built sometime in the late nineteenth century. For about 25 years, the building has been used for the provision of mental health services as well as offering some office accommodation for other teams. Whilst the building belongs to the Council, the services provided there now are delivered through the Dudley-Walsall Mental Health NHS Trust in which the Council is a partner.
3. Early in 2011, the Council's Asset Management team identified two significant problems with the Woodside building as follows:
  - (a) Major retaining wall – repair needed due to the collapse of the wall onto a adjacent private owners property,
  - (b) Central heating boiler failure.

On investigation, it was estimated that repair-work for these two items would cost in the region of £300,000.

4. In addition to the estimated cost of repairs, it is known that the Dudley-Walsall Mental Health Service have begun a transformation programme of their model of care. The new model is consistent with good practice and evidence from national sources such as the Department of Health’s “No Health Without Mental Health” document published in 2011 which promotes rehabilitation and recovery for people who have encountered mental health problems. Such an approach includes improved access to everyday life opportunities such as training or employment and decent housing within a less paternalistic approach.

5. Given the challenges with the building and the proposed changing service model, it was judged that the problems with the building may provide an opportunity to re-locate the service to another base from which an improved service might be delivered. Consideration was given to the former Dudley Day Centre in Stafford Street which had become available. However, on investigation, the estimated cost of improvements to the Stafford Street building were given as between £280,000 - £400,000.
6. Other factors besides the costs of the repairs also needed to be taken into account in coming to a decision about the best course of action.
- 6.1 Views of people using the Woodside Service - Mr. Richard Carter, Assistant Director for Mental Health and Learning Disabilities met with about sixty people using the Woodside Service on 14th September 2011. Amongst other things, people using the Woodside Service told Mr Carter that they did not want the service to move from the existing premises. From the notes made by the Chair of the Woodside Users Forum, comments from people using the service included:
  - *Heating replacement is nonsense ... there is no leak in piping.*
  - *that a meeting should take place between surveyors, a few clients, staff and council reps to discuss this in detail.*
  - *the move is to reduce the clientele...the Council was downsizing the service.*
  - *You are rushing through the changes.*
  - *Transport: some people may find it difficult to get to the new location.*
  - *what would happen if we don't get a place, what would happen to those clients.*
  - *review of the centre is needed.*
  - *whether the NHS could assist with the funding of the service.*
  - *Mention of the reasons why clients attend the centre on a daily basis and enjoy coming to it. (Round of applause given).*
  - *they were worried about the future of the service and some said the anxiety was adversely affecting their mental health, plus clients would step into a decline when the centre actually moves. (Two rounds of applause were given).*
  - *Mention of the charter of the centre. It is a local place and very important in the local community. This comment was supported by representatives of the local churches.*
- 6.2 Views of Mental Health User Group – a local mental health service users representative organisation, SAM-H, believes that the Woodside provision model of service delivery is need of some change.
- 6.3 Views of the local Methodist Church – the local Methodist church community wrote to both Mr Carter and Mr Brendan Clifford, Assistant Director for Quality and Commissioning on his assumption of mental health responsibilities in October 2011, in support of the service remaining at the Woodside location as the best one to promote on-going benefit for people using the service.

- 6.4 Views of staff – Staff were keen to have a decision so that they could "move on" in developing the service. They noted some possible disadvantages to the use of the Dudley Day Centre location. These perceived disadvantages included, firstly, the internal building changes needed to assist safety considerations such as structural work to open up small rooms and corridors to make the centre more open and accessible from the main hall. Secondly, the exterior grounds at the Woodside facility are perceived as offering a safe space when "time out" for people using the service might be needed for various reasons in comparison to the more open Stafford Street site, close to a main road and public access.
- 6.5. Views of Carers – Some Carers of people using the Woodside Day Facility attended the Carers Rights Event held at Brierley Hill Methodist Church on 2<sup>nd</sup> December. They expressed concern about any proposed change of location for the service from the current Woodside location.
- 6.6 Views of Elected Members of the Netherton, Woodside & St Andrew's Ward - Ward Members had raised questions about the situation for the Woodside building and people using the service at the central Dudley Area Committee of 4<sup>th</sup> October 2011 to which a response was sent to Ward Members at the time, the contents of which inform this Report. The questions asked were:
- *Clarify actual refurbishment costs and what for; be clear about when these estimates were undertaken*
  - *Has an alternative venue been found and what is the cost of the relocation*
  - *Set out why it states that people will be reassessed and will not receive a service in future*
  - *What are the implications of that and what support will people be offered*
- 6.7 The Dudley-Walsall Mental Health Trust – management from the Dudley – Walsall Mental Health Trust were also consulted about the decision. Their plans for a new model of service delivery based on recovery and rehabilitation are underway on other parts of their service. These plans are focussed on people using their services and the location for the service was not seen as central to progressing the change in the model of service delivery. In addition, others working as part of the Dudley-Walsall Mental Health Trust, the Older Person's Mental Health team, are also accommodated in the building. If the Council were to change the use of the building, the terms of the lease may have required clarification. However, there was no need to investigate this further in view of the balance of factors taken into account into coming to a decision about continued use of the building.
- 6.7 Budget savings and Equality Impact Assessment – budget savings for the Woodside Day Facility were proposed as part of the wider annual Council budget plans for the coming period and an Equality Impact Assessment has been undertaken about these proposals. It became clear that proposed savings were not as dependant on a physical move from the Woodside facility as was first thought. In addition, the wider analysis for the Equality Impact Assessment took into account the views of people using the Woodside service; those of stakeholders such as SAM-H and the local Methodist Church

in Woodside; views of the Elected Members of the Netherton, Woodside & St Andrew's Ward of the Central Dudley Area Committee; staff and partners in the Dudley-Walsall Mental Health Trust as set-out in this Report. These factors were taken into account by Cllr David Vickers, Cabinet Member for Adults and Community, in the decision that he took about continued use of the Woodside building.

7. Against the background outlined above, the Petition received by the Council as stated in para. 1 above addressed two issues:

- *the relocation of Woodside Day Centre; and*
- *the possible loss of place to clients.*

#### 7.1 Relocation of Woodside Day Centre

With regard to the relocation of Woodside Day Centre, Cllr Vickers has decided that, on balance, the option to continue use of the Woodside building is the best one at this stage. This decision takes account of all the factors outlined in this report as follows:

- the relative costs of remaining at the current location requiring work which will cost in the region of £300,000 alongside estimated costs of between £280,000 - £400,000 for alterations to the Stafford Street building.
- The views of people using the current service at Woodside; their Carers; Woodside staff; the Woodside Methodist Church community; Elected Members for the Netherton, Woodside & St Andrew's Ward; and partners in the Dudley-Walsall NHS Mental Health Trust. All of these factors have been taken into account in the Equality Impact Assessment which has been taken into account with regard to the relevant budget decision.
- the need for the Dudley-Walsall NHS Mental Health Trust to continue to develop the service provided to people using the Woodside Day Facility based on good practice and evidence as part of an overall commitment to recovery and rehabilitation.

#### 7.2 Possible loss of place to clients:

7.2.1 The Dudley -Walsall NHS Mental Health Trust is developing its service to be even more focussed on recovery and rehabilitation. As part of this, the service model at Woodside Day Facility will need to change to some extent. The Council and NHS Dudley have also begun early work on a commissioner-led review of day services for Dudley to support this approach.

7.2.2 The Equality Impact Assessment relating to the noted that extrapolating from national prevalence data, local evidence (*Clinical and Social Care Strategic Visions 2010-2015 – Dudley-Walsall Mental Health Partnership Trust, p.13*) for Dudley suggests that 39, 873 people within the 16-74 age range encountered a range of "neurotic disorders" (e.g. generalised anxiety, panic

disorder, etc.) and 2,116 live with “psychoses” which are regarded as more serious and enduring mental health needs. This means that it is likely that over 40,000 (in the region of 15%) of the Dudley population experience mental health needs.

7.2.3 Evidence from the Government’s guidance document, *No Health Without Mental Health*, focuses on aims for mental health services which reduce mental health inequality in three aspects:

- tackling inequalities that lead to poor mental health;
- tackling inequalities that result from poor mental health – such as lower employment rates, and poorer housing, education and physical health; and
- tackling inequalities in service provision – in access, experience and outcomes.

7.2.4 The Dudley-Walsall NHS Mental Health Trust *Clinical and Social Care Strategic Visions 2010-2015 – Dudley-Walsall Mental Health Partnership Trust* evidences the commitment of the Trust in agreement with its commissioners to pursue a model of service delivery which is focussed on recovery and reablement which is consistent with the aim of the Government guidance.

7.2.5 Currently, 149 people currently attend the Woodside Day Facility. For the purposes of meeting people’s needs, information exists about the gender, ethnicity, disability, age and religion of the people attending. People attending Woodside have a range of needs. Some of the people who attend the facility have been doing so for over 20 years.

7.2.6 Re-assessing and reviewing the needs of any person using social care services is good practice and is important because a person’s needs can change over time i.e. the person’s situation may have improved, deteriorated or remain the same. Services are provided according to that assessment or re-assessment. Where a person’s needs have improved and they need less service, it is important to act on that as soon as possible so that a person can be as independent as possible and resources can be re-directed to others with more pressing needs at the time. This is why people need to be re-assessed. Re-assessment needs to be done in line with the Fair Access to Care criteria which should be applied in all circumstances for Council-arranged services. As such, re-assessment is a routine part of ordinary professional practice and the Dudley-Walsall NHS Mental Health Trust are reviewing all the clients who currently attend Woodside. In re-assessing people concerned, it is possible that some may no longer meet the Fair Access to Care eligibility criteria. In those cases, people would no longer be eligible for the assessed service so some people with lower-level needs may receive a reduced service or be found to be no longer eligible for service

following these reviews. However, staff will need to re-assure themselves that any decision does not pose unacceptable risk to an individual and that some alternative is available for the individual concerned. In this way, it is envisaged that services will become less buildings-based over time. In other words, the assessment of people's needs is not linked to the continued use or otherwise of the Woodside Day Centre building.

7.2.7 Where people are assessed as eligible for a personal budget, they will have choice about how they spend that budget to meet their needs. They may wish to do so in a number of ways and this may not include attendance at a day centre. For instance, they may prefer to have help with participating in extending their ability in everyday life such as shopping or learning a new skill through attendance at college or some other way.

7.2.8 Where people no longer need a service, then they will continue to live their lives in the same way that anybody else who does not receive a social service will. They may already have relations, friends, neighbours or wider social networks in which they spend time. In all circumstances the risks to the person concerned would be assessed.

## **Finance**

8. The financial implications relating to the issues addressed through the Petition have been noted in the body of the Report.

## **Law**

9. The NHS & Community Care Act 1990 governs health care and social care. The Act states that it is a duty for Council's to assess people for social care and support.

## **Equality Impact**

11. An Equality Impact Assessment has been undertaken in connection with the budget proposal linked to re-location of the service from Woodside and consequent service changes. As a result, there has been a revised decision by decision-makers. Firstly, with regard to the decision to continue use of the Woodside building and secondly, to defer implementation of further efficiencies for a year to allow more time for service developments focussed on recovery and rehabilitation for people using mental health services funded by the Council including those for those people using the Woodside facility.

## **Recommendation**

12. That the Central Dudley Area Committee:

- Note the Petition received by the Council and the response as set out in this Report.

A handwritten signature in black ink, appearing to read "Andrea Pope-Smith". The signature is fluid and cursive, with a large initial 'A' and 'P'.

**Andrea Pope-Smith**  
**Director**  
**DACHS**

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