

## **Health Scrutiny Panel – Meeting held on Tuesday, 20th September, 2011.**

**Present:-** Councillors P K Mann (Chair), Chohan, Davis, Long (Vice-Chair), Munawar, Plimmer, Sharif and Strutton

**Present under Rule 30:-** Councillor Walsh

**Apologies for Absence:-** Councillor Rasib

### **PART I**

#### **11. Declarations of Interest**

None received.

#### **12. Minutes of the Last Meeting held on 22nd, June 2011**

The Minutes of the last meeting held on 22<sup>nd</sup> June, 2011 were approved as a correct record.

#### **13. Member Questions**

None received.

#### **14. Employment Support for People with Disabilities, Mike Bibby, Assistant Director, Personalisation, Commissioning & Partnerships, SBC**

Mike Bibby, Assistant Director (AD), Personalisation, Commissioning & Partnerships, SBC, outlined a report providing details on the review of employment support for disabled people, including services currently provided by the Council at Speedwell Enterprises. The report summarised the options considered for future provision of the service and made recommendations on the proposed future model for service delivery which would be considered by Cabinet at its meeting on 17<sup>th</sup> October, 2011.

The Panel was advised that over the last four years the Council had implemented an extensive change programme in Adult Social Care to improve outcomes for service users and improve the range of services provided to local people. It was noted that a number of new services had been introduced or redesigned including the re-provision of residential care services for older people, and the establishment of the re-ablement service. The new initiatives had proven successful in improving outcomes for service users and the programme would continue in order to meet changing needs and increasing levels of demand. It was essential that any changes in services should deliver efficiencies and the most effective use of resources whilst also delivering improved outcomes for local people within reduced resources.

The AD advised that a review of employment support for people with disabilities had been undertaken during 2011. The Panel noted the objectives

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and outcomes to be achieved through any proposed changes and these included increasing the number of disabled people eligible for Adult Social Care services benefitting from support to access employment, work experience, volunteering, education and skills development. It was also important to increase access to mainstream employment for disabled people whilst delivering improved services within reduced costs. A project group had been established to undertake the review. There had been regular communication and consultation with staff members, workshop operative service users and families.

The AD advised that the project group had examined a number of possible options for the future provision of employment support services for disabled people and considered a range of service options. The current provision for employment support for people with disabilities was provided by the Council through Speedwell Enterprise, and was located on the Wexham Nursery site. It was noted that the nursery had closed in August 2011. The Panel was advised that support to 30 service users with learning disabilities who were eligible for adult social care services was provided through the Opportunities Group based on the Speedwell site. The Work Choice Group had been provided under a contract with Shaw Trust from September, 2010.

The AD discussed the number of individuals employed within the programmes and the details of council staff currently employed to manage the services and provide support to the disabled staff. It was highlighted that the gross budget for Speedwell Enterprise was £550K and the net budget was £341k.

The Panel was advised that of the two service elements currently provided, the Work Opportunities scheme was better placed and designed to promote access to employment support for Adult Social Care eligible services users. During 2010/11 Adult Social Care support was provided to a total of 1,257 disabled people of working age. It was felt that many of these users could benefit from access to services to support them into employment, work experience and other areas but the current service model only made provision for a limited number of places and supported a small proportion of eligible service users. It was suggested that through refocusing employment support service provision there would be opportunities to increase the number of disabled people eligible for adult social care services who could benefit from the service. The AD discussed a number of other disadvantages relating to the current Work Choice and Work Opportunities models. In terms of value for money and unit costs an analysis had indicated that the latter scheme was more cost effective and a redesigned service based on this scheme could result in 50% more people benefitting from the service at a reduced cost.

The Panel noted that in June, 2011 the Government published a report entitled "Getting in, staying in and getting on – disability employment support fit for the future". Consultation on the report would close on 17<sup>th</sup> October, 2011 and key recommendations included the view that money should be used to support individuals to achieve their employment aspirations in the widest range of jobs and careers, rather than to fund disability specific work places or facilities. Further, the review had recommended that when existing Work Choice contracts expired, specific guarantees of funding to supported

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business places should cease. It was highlighted that in recent years there had been a general move away from the provision of supported employment in workshop settings and at national level there was a clear long term policy aspiration to provide individually tailored support for disabled people, and to enable them to access employment in mainstream settings. Clearly the current provision at Speedwell was a disability specific factory model and the national review recommendations indicated a move away from this sort of provision.

The Panel was advised that a number of options had been considered during the review and the AD advised that Option 5 – the Remodelling of employment services, building on the benefits of the Work Opportunities service was the preferred option. This service could be provided directly by the Council or tendered out to another provider and the elements and benefits of this new service model were noted. If Cabinet approved the new service model at its meeting in October, 2011, the Council would withdraw from the Work Choice contract and close the workshop as part of the future option model. A formal 30 day consultation with factory staff and trade union representatives would follow until the end of November, 2011. The AD discussed measures which would be put in place to support staff at risk and secure an alternative venue from which to provide the current Work Opportunities service. It was anticipated that the workshop would close by the end of March, 2012 and there would be a tender for the new enhanced Work Opportunities model in April, 2012. The new service would be implemented in October, 2012.

During his presentation the AD acknowledged that the workshop operatives would prefer to keep the current service and this was respected but there was a clear need to change the current facilities available. The Panel was requested to note and consider the review findings and future options and comment on the recommendations that would be submitted to Cabinet on 17<sup>th</sup> October.

A number of Speedwell Enterprise operatives and their colleagues attended the meeting and made a presentation. The Panel was advised that the Speedwell workshop was able to provide 30 disabled people with 21 hours of paid employment with SBC per week and there was capacity to employ more people. It was highlighted that half of the individuals were on fixed term contracts and great emphasis was placed on these individuals using the workshop as a stepping stone back into open employment or as support in helping them to find work for the first time. A variety of other groups also benefitted from the services on offer, for example, students from East Berkshire College gaining valuable work experience and ex-employees returned as volunteers whilst they were looking for employment. It was explained that a diverse group of 20 companies had been loyal to Speedwell for many years and wished to put something back into the community. These included the Royal Mail and N&P. Operatives would shortly undertake the assembly and distribution of all the collection buckets for Children in Need for the Royal Mail and this contract was a repeat of the successful completion of the same

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contract in the previous year. The Panel was advised that the income received from the contract work was approximately £70k per annum.

All employees of Speedwell had development plans and everyone received appropriate training that would help them to find work of their choice and improve their CVs. The Panel was also advised that access was available to look for work through the Internet and local papers and 5 support staff organised training and development and searched for appropriate work. It was highlighted that recent figures showed that 25% of SBC employees with a disclosed disability were based at Speedwell and in a recent options assessment exercise the workforce had confirmed that they would not like to see any changes to the services they received. A grade 2 good result had been received in the last Ofsted inspection.

The Panel was advised that Speedwell Enterprises was the 'Heart of Slough' and Members were invited to visit the site on 10<sup>th</sup> October so that they could view the good work that was being done. The presentation included a number of statements from employees who worked at Speedwell expressing how they valued the service and how their lives would change if the service disappeared.

Four employees addressed the Panel and explained how they personally benefitted from attending Speedwell and explained how important this was to disabled individuals. It was argued that the unit operated in an efficient way and it would be grossly unfair if those in the most vulnerable part of society were penalised due to Council budget cuts. It was suggested that a better business model could have been developed and a contract had been offered at £150k. It was questioned why SBC had not been interested in this contract and very little time had been spent to consider options which would be far less drastic. It was noted that the Council had to consider the financial aspects but it was felt that it had not given enough thought to the human aspect of their decisions.

Mrs Eleanor Cryer MBE, Chief Executive, Slough Mencap, addressed the Panel and argued that in the current economic situation employers were unable to take on disabled individuals and it was unrealistic to say that alternative jobs would be found for Speedwell employees. She questioned whether there was a hidden agenda in the Council's proposals and asked whether the value of the site was worth more than the Speedwell employees.

In the ensuing debate Members raised a number of questions about the report and its conclusions.

A Member asked whether there would be any opportunity for people to use facilities at Aspire and the AD confirmed that there had been no engagement in this area but colleagues were working on the development of enterprise initiatives. One of the operatives in attendance advised that a statement had been placed on SEGRO's website and a letter had been forwarded to 20 companies and only one response had been received with regard to any possible employment; this was clearly very worrying and the question was

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asked how would any of these companies be able to take on members of staff from April next year?

In response to a question regarding the availability of work within the Council, the AD advised that in the first instance the possibility of redeployment options would be looked at to assess whether there were any vacancies.

The AD did not accept the suggestion that the proposals were purely finance driven and argued if this were the case then option 3 would have been the preferred option, i.e. to cease all provision of employment support for disabled people. A member requested further information on the other 75% of SBC employees with a disability and it was agreed that this would be forwarded to the member concerned. The AD accepted that with hindsight it may have been possible some years earlier to put more effort into obtaining more contracts to make Speedwell operatives more self sufficient. The Panel was advised that someone had been brought in to do marketing into this area but no contracts had been found.

There was some concern from Panel members that it would be difficult for the employees to find further employment and there would be resulting costs to the Council. The AD accepted that there would be challenges in this area but work would be done to alleviate this situation. Again it was emphasised that a revised service would allow the Council to enable more clients to access services.

A Member asked what would happen if employees lost their income and was advised that benefits would be available and there would be tailored personal advice provided. Job Centre plus had confirmed that they would provide this.

A Member questioned what would happen to the 20 contracts which were currently in force with companies. The AD advised that no formal consultation had been carried out with companies and there would need to be discussions in this area. He also advised that he was not aware of any future plans for the site. A Member stated that he recalled Option 2 was favoured at an earlier meeting and questioned why the option had been changed. The AD advised that he did not recall this was ever the case.

A Member questioned whether the decision could be deferred for one year so that work could be undertaken with employers but the AD questioned the time it would take to bring in the required levels of business. He confirmed that colleagues would continue to work with employers to find employment for individuals. A Member commented that at Council less than one year ago there had been a motion to support ex members of the Armed Forces and it was felt that the Council should have equal responsibility for disabled members of society. He suggested that the Speedwell could be set up as a social enterprise and he asked whether external support could be attracted. In response to a question regarding the use of the building when vacated, the AD advised that he was not in a position to answer this. A member commented that the Council had a moral duty to support the people of Speedwell otherwise it would be failing people in the community who needed

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help. It was important in her opinion to get people off benefit, not put people onto benefit. In her opinion it came down to money which was not acceptable when it came to a situation like this.

The Commissioner for Community and Wellbeing, addressed the Panel and advised that it was important to provide the best service for as many people as possible. He did not feel that the current position was the most suitable in that it was too limited and provided 15 spaces for 1200 people in the Slough area. He reminded the Panel that the Government was against the factory model and that the service was 30 years old and out of date.

It was suggested that the Panel's recommendations be deferred until Members had an opportunity to visit the Speedwell Enterprise site on the open day on 10<sup>th</sup> October. Following discussion it was :

**Resolved** - That the Panel defer its recommendations to Cabinet until a site visit has been convened to visit Speedwell Enterprises on 10<sup>th</sup> October, 2011.

### 15. **Recommissioning of Mental Health Day Services, Mike Bibby, Assistant Director - Personalisation, Commissioning & Partnerships, SBC**

Susanna Yeoman, Locality Manager/Head of Mental Health Services, Slough Borough Council and Berkshire Health Care NHS Foundation Trust, outlined a report and presentation to provide the Panel with the opportunity to review and comment on the proposed approach to the commissioning of a re-designed Day Activities and Opportunities Service for people with mental health needs.

The Panel was advised that Day Services for people with mental health problems were currently provided by Ability Housing Association at the Sunrise Club and the service was commissioned in April 2010 for an initial 20 months period following the withdrawal of the previous service provider. The arrangement was recently extended for a further year to enable the completion of a consultation exercise with service users to plan for the future provision of services. It was noted that the service would be retendered in Autumn 2011 and a new service would be in place for March 2012. The Officer advised that Cabinet had approved the retendering of the service at its meeting on 11<sup>th</sup> April, 2011.

The Panel noted the current service provision which was based at Stoke Park Trust, Northern Road and open four days each week. The Club provided an opportunity for social interaction and a timetable of activities for members of the Club. 'Ability' also operated a community day once a week which offered outings or support for individual members of the club to access facilities in Slough community. The Officer discussed the purpose of the Club and the uptake of current services and demand. It was highlighted that the service was commissioned to provide services for up to 60 people a day but delivery expectations had not been met and the current uptake was around 12-18 attendees each day with fewer people attending the weekly community days.

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It was highlighted that a significant number of club members did not meet the fair access to care services eligibility criteria for Adult Social Care Services. Also, approximately 200 service users of the Community Mental Health Team could benefit from accessing day activities and community group activities had been provided which operated separately from the Sunrise Club and were accessed by 114 service users.

The Officer discussed the need for change as the current building was poor and not conducive to provide the needs of the client group. The Panel noted that extensive consultations had been carried out with service users, carers and other stakeholders to understand the needs of the service user groups. The outcome of the consultation had confirmed that a transformation of the current service delivery was needed although it was acknowledged that there were a small number of service users who wished to continue with the current service provision.

The Panel noted the detail of the proposed service model which would be in line with the principles of the Day Service Modernisation and Personalisation. The new model would focus on recovering wellbeing and would be expected to support up to 200 service users. Clear pathways would be established for accessing and exiting the service and outcomes would be monitored using the Department of Health Adult Social Care Outcomes Frameworks.

A number of questions/comments were raised in the ensuing debate. In response to a question regarding current users, the Panel was advised that many of the individuals had attended the service for several years so there was a dominant group and culture in place. A Member questioned the suitability of the current venue and the AD advised that it was not appropriate. A Member questioned the period during which the membership had declined and was advised that it was thought membership was the same as when MIND were running the service and there was no significant change that could be contributed to the change of provider. In response to a further question it was confirmed that 40% of the members of the Sunrise Club were not eligible for services and they had continued to attend the group although their cases had been closed. A Member questioned whether the 6-bed facility in Elliman Avenue where the beds had never been slept in could be better used. The Officer advised that the Elliman Avenue building was a crisis unit but was not resourced to be operational.

**Resolved** - That the report be noted and that an update report be submitted to the Panel once the re-tendering process has been completed.

### **16. Future of Mental Health Inpatient Services - Progress Update on Additional Engagement and Consultation Activity: Bev Searle. Director of Joint Commissioning, NHS Berkshire**

Bev Searle, Director of Joint Commissioning, NHS Berkshire outlined a report to provide an update on the additional work agreed by NHS Berkshire and Berkshire Health NHS Foundation Trust (BHFT) in July, to inform decision making on the future of Mental Health Inpatient Services for East Berkshire.

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The Panel was advised that a decision had been taken to undertake a further period of engagement due to the fact that no clear consensus had emerged on the way forward and significant concerns had been raised by key stakeholders about some of the options. Ms Searle discussed the background to the options for the future provision of Mental Health inpatient Services for East Berkshire and the options considered within the consultation process undertaken between August and November 2010. The Panel noted the additional work undertaken to date regarding clinical engagement and review, engagement with stakeholders and the review of inpatient service development proposals in other areas. Ms Searle summarised further work planned which included the conclusion of clinical engagement work and consideration of progress to-date by the East Berkshire Clinical Executive Group in September, completion of Gateway review and engagement with LINKs and Carer Groups.

The Panel noted a letter which had been tabled by John Kelly, LINKs who felt that there had to be an East Berkshire option and that Upton Hospital or St Marks could provide that. In the ensuing discussion a number of questions and comments were raised including a request for more clarification on how this consultation was different to the first one. Ms Searle advised that it was realised that there was no consensus and more engagement work was needed. It was a requirement that any change would require the approval of clinician groups and satisfactory engagement with stakeholders. There had been significant concerns in this area and these were being incorporated in feedback provided. It was clear that this was a challenging decision to make and the outcome would be unlikely have the full agreement of all parties. It was confirmed that Berkshire Health Care Trust had conducted the original consultation and the Berkshire Cluster would now conduct the exercise which was one of engagement rather than consultation. Ms Searle confirmed that it was not the case that the original consultation was carried out incorrectly but rather a reflection of what a difficult task this was. A Member asked whether it was correct that offices within Prospect Park Hospital would require conversion to Wards. Philippa Slinger, Chief Executive, Berkshire Healthcare NHS Trust, confirmed that it would be necessary to change the configuration of the building. She also confirmed that the Trust had no power to make any changes to Wexham Park Hospital as they did not own the premises. Prospect Park Hospital was in ownership of the Trust and it was likely that some areas would be converted and that Reading Mental Health Team could be re-vacated as they did not need to be in the building. A Member questioned what would happen if Prospect Park Hospital did not receive the £4.9m necessary and Ms Slinger advised that Prospect Park did not need this money as this was capital money the Trust had been collecting to spend on improving in-patients services in the East of Berkshire. In response to a further question regarding the position of GPs in Slough, Ms Searle advised that work was being undertaken with GPs to make sure that they had explored the outcomes themselves.

**Resolved** - That the report be noted and that an update report be submitted to the Panel on 8<sup>th</sup> December, 2011.



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### 17. **Future of East Berkshire Mental Health Inpatient Services- Transport Solutions to support relatives and carers proposed by Berkshire Healthcare Trust: Julian Emms, Deputy Chief Executive, Berkshire Healthcare NHS Foundation Trust**

Philippa Slinger, Chief Executive, Berkshire Healthcare NHS Trust, outlined a report on the current position regarding Transport Solutions to support relatives and carers proposed by Berkshire Health Care Trust. The Panel was reminded that the results of Transport surveys undertaken as part of the public consultation exercise had found that visitors overwhelmingly travelled by car (97%), to visit patients in hospital and there was no evidence that problems with travel had been identified as a reason for patients not receiving visitors. It was accepted that despite the survey results concerns were expressed regarding the impact on relatives and carers should inpatient services be relocated to the Prospect Park Hospital site. A transport group had been created comprising representatives from Overview and Scrutiny Committees, LINKs and Service Users and Carers representatives. A number of key expectations and solutions were identified and a transport consultations company was engaged to consider possible solutions. The Panel noted five identified options for the provision of transport for relatives and the merits of these were discussed. The favoured option was the provision of community transport whereby a number of existing operators would provide a service. Further discussion was required around this option including the need to possibly charge a small amount in some cases, should the decision be made to relocate inpatient services to Prospect Park hospital. It had also been suggested that an Internet based communications option such as Skype could be useful in helping patients and their carers/relatives to make contact between visits.

In the ensuing discussion a Member commented that he had undertaken a mock journey from Langley to Prospect Park Hospital and the journey time was in excess of 1.5 hours each way. It was important not only to measure the cost but also the journey time. Ms Slinger commented that you could not mitigate for someone's time or inconvenience and noted that the majority of visitors would drive to the hospital and the challenge could be the cost of petrol. It was suggested that there could possibly be a petrol reimbursement scheme based on a statutory mileage rates in force.

**Resolved** - That the report be noted.

### 18. **Developing Safe and Sustainable Acute Services in NHS South Central Region: Stroke, Major trauma and Vascular Surgery: Bev Searle, Director of Joint Commissioning, NHS Berkshire**

Bev Searle, Director of Joint Commissioning, NHS Berkshire, outlined a briefing setting out proposed changes to stroke, major trauma and Vascular Surgery in the South Central Region. The Panel was advised that clinical experience had shown that concentrating services saved lives, improved patient recovery and reduced the likelihood of patient suffering long-term disabilities. The main proposals for change would be that stroke, major

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trauma and vascular surgery patients would be treated by specialist staff concentrated in a smaller number of hospitals which would mean that some patients had to travel further than their local hospital to be treated.

The Panel noted the current provision for stroke services and was advised that it was proposed that adults and children who suffered major trauma would be taken to the major trauma centre at the John Radcliffe Hospital in Oxford rather to their local Accident and Emergency provision. Patients would remain at John Radcliffe Hospital until they were stable and they would then be transferred to a dedicated local trauma unit closer to home or other specialist rehabilitation location for ongoing care. In respect of Vascular Surgery, it was proposed that the John Radcliffe Hospital in Oxford would provide all emergency and elective complex in patient vascular service. The Royal Berks Hospital in Reading and Wexham Park Hospital in Slough would retain vascular surgeons for day cases, diagnostics and local outpatient services.

NHS Berkshire had requested feedback on whether the proposals would benefit Slough's local population with no negative aspects and if the Panel was happy for NHS to proceed with changes without further consultation. In the ensuing debate a member commented that John Radcliffe Hospital was some distance away from Slough and was advised by Ms Searle that Wexham Park Hospital would be retained for day cases and vascular works. Any patients transferred to John Radcliffe Hospital would remain only as long as necessary and would then transfer if necessary back to Wexham Park Hospital. It was clear that there was a balance between the distance travelled and the availability of expert care. A further member commented that clearly John Radcliffe Hospital had an excellent reputation and this is why the hospital would have been selected. The Panel did not request that further consultation be carried out prior to the implementation of the proposed changes.

**Resolved** - That the report be noted.

### 19. **National 'Any Quality Provider' Initiative- Implications for NHS Berkshire:Bev Searle, Director of Joint Commissioning, NHS Berkshire**

Bev Searle, Director of Joint Commissioning, NHS Berkshire outlined a report on 'Any Qualified Provider' (AQP) initiative and its local implications. The Panel was advised that AQP was a national programme to offer patients more choice and drive up standards of care. Under the proposal patients would be able to choose where appropriate from a range of qualified providers and select the one that best met their needs. The services chosen for AQP in Berkshire were Adult Hearing Services in the Community, Ophthalmology (not diagnostic tests closer to home as shown in the report) and Podiatry Services.

The Panel noted details of the engagement process and that key stakeholders had been invited to respond to the questionnaire by 30<sup>th</sup> September, 2011.

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**Resolved** - That the report be noted and that the Panel has no objection to the proposals made for the services extended through AQP.

### 20. Joint East Berkshire Health Overview and Scrutiny Committee

Teresa Clark, Senior Democratic Services Officer, outlined a report regarding the appointment of Members to the Joint East Berkshire Health Overview and Scrutiny (JEBHOS) Committee so that Slough BC could participate in meetings if required.

The Panel was requested to resolve that three of its Members be appointed (on a proportional basis) to attend any occasional meetings of JEBHOS for the current Municipal Year.

The Panel was reminded that Members were formerly appointed to JEBHOS by the Council under Outside Bodies arrangements. No Members were appointed in May 2011 because at its meeting on 31<sup>st</sup> March, 2011, the Overview & Scrutiny Committee was advised that Bracknell Forest had decided to cease its involvement in JEBHOS for a number of reasons including the pressure on resources. It was agreed that future JEBHOS meetings should only be convened on an as-and-when-required basis and, in particular, should joint working be required on a statutory consultation.

It was agreed that should a meeting of the Joint Committee need to be convened in the period to May 2012 that the Royal Borough of Windsor & Maidenhead would initiate the process, convene the meetings and provide officer and administrative support as well as chair the meetings.

It would now be pertinent to appoint three Members from the Health Scrutiny Panel so that Slough BC could be represented at any joint meetings that may be convened at short notice to discuss for example future NHS Consultations or other emerging issues.

**Resolved** - That Councillors Davis, PK Mann and Plimmer be appointed to represent Slough BC at JEBHOS meetings for the remainder of the 2011/12 Municipal Year, in the event that a meeting of the Joint East Berkshire Health Scrutiny Panel is convened.

### 21. Consideration of reports marked to be noted/for information

None were received.

### 22. Forward Work Programme

**Resolved** - That the Forward Work Programme be noted and updated as follows:

- 8<sup>th</sup> December, 2011: Future of Mental Health Inpatient Services - Progress Update on Additional Engagement and

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Consultation Activity: (Bev Searle, Director of Joint Commissioning, NHS Berkshire).

- Un programmed - Recommissioning of Mental Health Day Services-Update (Mike Bibby).

### **23. Attendance Record**

**Resolved-** That the attendance record be noted.

### **24. Date of Next Meeting- 18th October, 2011**

Chair

(Note: The Meeting opened at 6.33 pm and closed at 10.33 pm)