

DECISION-MAKER:	CABINET		
SUBJECT:	UPDATE ON THE CLOSURE OF WOODSIDE LODGE AND THE RESTRUCTURE OF DAY AND RESPITE SERVICES		
DATE OF DECISION:	15 SEPTEMBER 2015		
REPORT OF:	CABINET MEMBER FOR HEALTH AND ADULT SOCIAL CARE		
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STATEMENT OF CONFIDENTIALITY

NOT APPLICABLE

BRIEF SUMMARY

This paper provides an update on the closure of Woodside Lodge residential care home and contains recommendations for the future of directly-provided day and respite services, based on the outcome of the assessments of individuals currently using those services. It is proposed to proceed with the closures of day services at St Denys and Freemantle community centres, along with the four satellite day services, and to postpone the closure of the replacement care (respite) service at Kentish Road for another year, pending a further review and development of suitable alternatives.

RECOMMENDATIONS:

- (i) To note that in accordance with its decision of 16 December 2014, Woodside Lodge residential care home closed on 31 July 2015, as all of its previous residents had been supported to move to suitable alternative placements.
- (ii) To confirm the Cabinet decision made on 15 January 2015 to cease the provision of council-provided day services at St Denys and Freemantle Community Centres, along with all four satellite day services (Nutfield, Tools for Self Reliance, Stella Maris and Wooden Reflections), and agrees that these council-run services will close by 31 December 2015.
- (iii) To note that the Council will continue to provide day services from Woolston Community Centre and Sembal House to help meet the assessed needs of 122 individuals.
- (iv) That, taking into account the outcome of the assessments of individual needs and the availability of suitable alternatives, Cabinet agrees to postpone the implementation of its decision made on 15 January 2015 to close the replacement care (respite) service provided by the council at Kentish Road pending the outcome of a further review and the continued evaluation and development of suitable alternatives.

- (v) To request a report on the outcome of a further review, led by the Integrated Commissioning Unit, of how replacement care (respite) for individuals with a learning disability can best be provided, to include an update on the evaluation and development of suitable alternatives to Kentish Road, by 31 March 2016.
- (vi) To confirm the commitment made by Cabinet not to close the replacement care (respite) service at Kentish Road until individuals have been supported to move to suitable alternatives and agrees that Kentish Road will not close until 30 September 2016 at the earliest.

REASONS FOR REPORT RECOMMENDATIONS

1. Cabinet gave an assurance that Woodside Lodge residential care home would not close until all residents had been assessed and supported to move to suitable alternative placements. This commitment has been fulfilled.
2. The recommendation to proceed with the closure of directly-provided day services at St Denys and Freemantle Community Centres and the four satellite day services (Nutfield, Tools for Self Reliance, Stella Maris and Wooden Reflections) is based on the outcome of the assessments of the needs of all individuals who are currently using day services provided by the council. Suitable alternatives have been identified to meet the eligible social care needs of a sufficient number of individuals to enable these six services to safely close by 31 December 2015. Closing in December will allow enough time for individuals to be supported to transition to these alternatives and for the appropriate notice to be given of the council's intention to vacate premises.
3. Taking into account the outcome of the assessments, it has been determined that the eligible social care needs of 122 individuals would be best met wholly or in part by the council's restructured day services, operating from bases at Woolston Community Centre and Sembal House. These individuals have a range of needs and include people living with a mental health difficulty, a learning disability or a physical disability. There is sufficient capacity to support this number of individuals at these two bases, as the majority are now being supported by a blend of services provided by the council and other providers that is more precisely tailored to their needs. There will be an average attendance of 35 people per base per day.
4. The process to date has seen the development of new social enterprises at St Denys and Nutfield. These organisations plan to offer support, which would be funded by Personal Budgets, to former users of council-run services. Individuals are being assisted to make arrangements to access these services.
5. Assessments of the individuals who use the replacement care (respite) service at Kentish Road have concluded that there is not currently sufficient alternative provision to meet their eligible social care needs and to sustain their care and support arrangements in the community, taking into account the needs of their carers. Delaying implementation of the decision to close Kentish Road would enable the 47 individuals deemed to require its support to continue to receive this and is considered to be the best way of managing risks pending a wider joint review of respite provision and the continued development of suitable alternatives. It is proposed that Cabinet considers the

outcome of this review by 31 March 2016 and Kentish Road remains open at least until 30 September 2016, to allow for a phased implementation.

ALTERNATIVE OPTIONS CONSIDERED AND REJECTED

6. Not proceeding with the decision to close Woodside Lodge has been rejected on the basis that suitable alternative residential care for individuals with dementia is being sourced from alternative providers at a lower cost to the council and the site has been earmarked for an extra care housing scheme, subject to consultation and approval.
7. Not proceeding with the decision to close the day services provided by the council at St Denys and Freemantle Community Centres and the four satellite services has been rejected as, following the assessments, all individuals have or can be supported to move to suitable alternatives, including the restructured services that the council will continue to provide at Woolston Community Centre and Sembal House, the new social enterprises and independent providers. Individuals now have greater flexibility to access a support package that is tailored to meet their individual needs.
8. Proceeding with the decision to close the replacement care (respite) service at Kentish Road immediately, would put up to 47 individuals at risk of not having their eligible social care needs met and would affect the sustainability of the caring arrangements which support these individuals to live safely in the community. This has been rejected, as Cabinet would be unable to fulfil its commitment not to close Kentish Road until all individuals using the service had been supported to move to suitable alternatives, including the support that Kentish Road now gives at short notice in emergency or crisis situations.

DETAIL (Including consultation carried out)

WOODSIDE LODGE RESIDENTIAL CARE HOME

9. A public consultation on the future of Woodside Lodge took place between 24 July 2014 and 23 October 2014. On 16 December 2014, Cabinet approved its closure, subject to all residents being assessed and supported to move to suitable alternative care settings. At the time of the decision, there were 13 residents living in this 27 bed home.
10. Following a thorough assessment of their needs, all residents were supported to move to suitable alternative placements. One person moved to another Southampton City Council home; five people moved to a residential care home managed by a charity; four people moved to private residential care homes; two people moved to nursing homes; and one person was admitted to hospital.
11. The last residents moved out on 13 July 2015 and the premises was closed and secured on 31 July 2015. Prior to the closure, all equipment that could continue to be used was transported to the council's other residential care homes. The conservatory was also dismantled and is being stored for future use at one of the council's supported housing schemes.
12. The staff at Woodside Lodge have now all been redeployed to another job in the council's other residential care homes or have left the council either through resignation or redundancy.
13. The council's Estate Regeneration Team is coordinating proposals for the redevelopment of the Woodside Lodge site as an extra care type housing scheme. Cabinet will consider these proposals at a future date, subject to

approval by the Council Capital Board.

14. It is acknowledged that the closure of Woodside Lodge has been a very difficult time for residents, their families and staff. However, the council took all reasonable steps to ensure that residents and their families had the support needed to ensure that the moves went as smoothly as possible. This included carers from Woodside Lodge visiting residents in their new homes to help with the transition. All staff at Woodside Lodge continued to provide care and support of the highest standard until the last residents left. The council is now better placed to focus on developing accommodation that in future will support individuals with dementia to live for as long as possible in the community, which evidence shows leads to better outcomes.

SOUTHAMPTON DAY SERVICES

15. A public consultation on the future of Southampton Day Services took place between 24 July 2014 and 23 October 2014. On 15 January 2015, Cabinet authorised a restructure of Southampton Day Services, including the closure of council-provided services delivered from St Denys and Freemantle Community Centres and the four satellite services. Cabinet directed that these services should not close until an assessment of individuals' and carers' needs had been carried out and, where appropriate, individuals had been supported to move to suitable alternatives or to take up a Direct Payment.
16. A key objective of the assessments was to ensure that individuals have the flexibility needed to access a broader range of services, tailored more precisely to meet their individual needs, in accordance with the Care Act 2014 and associated guidance. This has been achieved and where individuals were previously attending the same council-provided day service every day, they will now be accessing a blend of services, provided by the council and others, either commissioned directly or funded via a Direct Payment.
17. The assessments have determined that the eligible social care needs of 122 individuals are best met wholly or partly by the restructured Southampton Day Services. Of these individuals, 21 will attend five days per week, 17 for four days per week, 22 for three days per week, 22 for two days per week and 40 for one day a week. There will be an average of 35 people per base per day. These individuals have a range of needs, including those with the most complex needs, for whom a transition to an alternative day service was not considered to be in their best interests. Some individuals with less complex needs have retained one day with Southampton Day Services, for example to access specific therapeutic or sports activities, including those linked to the Special Olympics (OTARS). Individuals whose needs are met through a blend of services are more likely to consider a further transition to receiving a Direct Payment and this will be explored further at subsequent assessments.

18. The outcome of the assessments as at 31 July 2015 is summarised below.

Figure 1: Outcome of assessments – Southampton Day Services

Individuals' eligible social care needs can best be met wholly or in part by Southampton Day Services (SDS)	Attend SDS 2 to 5 days per week	82	
	SDS 1 day pw and alternative	40	
	<i>Total SDS</i>	122	122
Individuals' eligible social care needs can be best met by using a Personal Budget to access the providers of their choice, which may include R Community, Nutfield and other independent organisations across the city			97
Individuals without an eligible social care need & those no longer accessing Southampton Day Services at the time of the review			26
Incomplete assessments (individuals in hospital etc.)			3
TOTAL			248

19. The assessments have generally identified that additional support for helping individuals to secure appropriate training and employment would be beneficial. Some of this additional support is being spot purchased but it may be that in the longer term resources are identified from current budgets for a commissioned approach. Opportunities to apply for external funding to support this will also be explored.
20. The outcomes from a series of co-production workshops, which ran alongside the public consultation, have also fed into the work to reshape day services. In particular, a number of local providers and staff groups have been able to explore the potential for developing social enterprises. Proposals for R Community are well-advanced and those for Nutfield are being developed. The Administration welcomes the innovation and entrepreneurial flair associated with the realisation of these opportunities. This positive outcome supports its Manifesto commitment to promote a cooperative service delivery model.
21. Other outcomes from the coproduction groups include:
- Improved information and knowledge about Direct Payments, which has fed in to a separate review of Direct Payments being carried out by Adult Social Care, SPECTRUM Centre for Independent Living and its partners
 - Proposals for the involvement of service users, staff and others in quality audits of services delivered by independent and private providers – this is being implemented by the Integrated Commissioning Unit as part of its wider work on quality assurance
 - Proposals for how existing external organisations, such as Consult and Challenge and Healthwatch Southampton, can be involved in the development of new and alternative service provision
 - Feedback into the wider review of transport across the City
 - Developing a community based carer assessment service in response to carers' requests for this to happen
22. Assessments of carers' needs have been taking place alongside the assessments of individuals' needs and appropriate support is being arranged

to meet carers' eligible social care needs, where necessary.

23. Some individuals have already moved to alternative day services but the majority will be supported to transition or to access a Direct Payment if the recommendations in this report are approved. It is anticipated that this will take up to three months to complete, so it is proposed that services close by 31 December 2015.
24. A separate project to increase the uptake of Direct Payments has run alongside this process and has included giving information to individuals and carers at day services and during the assessments. At the time of writing an additional 15 individuals have taken up Direct Payments and work is continuing to support others to do so. This will increase as individuals exercise choice in the marketplace.
25. Approval of the recommendations will also enable the staffing requirements for the restructured Southampton Day Services to be confirmed and staff consultation will resume. The purpose of the consultation is to avoid compulsory redundancies, wherever possible. The savings that will be achieved in future years will depend on the outcome of the staff consultation and confirmation of the new structure.
26. In general, the assessments that have been carried out as part of this process have opened up a good dialogue between social work practitioners and carers. A holistic approach was taken to these assessments, which has enabled other issues to be identified and resolved. The council is committed to ensuring that regular and proportionate reviews of individuals' needs continues, in accordance with the requirements of the Care Act 2014.

REPLACEMENT CARE (RESPIRE) SERVICE AT KENTISH ROAD

27. A public consultation on the future of the replacement care (respite) service at Kentish Road took place between 24 July 2014 and 23 October 2014. On 15 January 2015, Cabinet approved its closure, subject to suitable alternatives being identified for all of the individuals currently using the service.
28. The outcomes of the assessments of the 67 individuals who currently use the service are as follows:
 - Ten individuals are being supported to receive short term replacement care from a Shared Lives placement to support their eligible social care needs
 - Ten individuals can have their needs met by an alternative provider or other arrangements
 - No suitable alternative has currently been identified for 47 individuals (i.e. the assessment shows that Kentish Road is currently considered to be the best way of supporting these individuals' and their carers' eligible social care needs and of sustaining their ability to live safely in the community).
29. At the time of writing and in advance of the transitions described above, there remain 66 people who currently access a total of 1,848 nights a year of replacement care (respite) at Kentish Road.
30. At a series of market engagement events facilitated by the Integrated Commissioning Unit (ICU) in April, the demand for alternatives to Kentish Road was proactively described by commissioners to providers as a gap in the market and providers were invited to come forward with proposals for

developing commissionable solutions. The invitation was well received – a number of providers have since made contact with the ICU to express a willingness to provide bed-based respite for people with learning disabilities and preliminary discussions have been initiated. A report from Adult Social Care summarising the outcome of the assessments for those currently accessing respite from Kentish Road, including a segmentation of the client group into categories/levels of need and a total number of bed-nights required will enable these discussions to be substantively progressed.

31. Taking the outcome of these assessments into account, including confirmation that there are not currently suitable alternatives to meet the eligible social care needs of 47 individuals, it is proposed to keep the replacement care (respite) service at Kentish Road open at least until 30 September 2016. This will allow additional time for the Integrated Commissioning Unit to coordinate a further review of replacement care. It is proposed that the outcome of the review will be reported to Cabinet by 31 March 2016 and that a further six months is allowed for the recommendations to be implemented, subject to approval.
32. There will be a further opportunity for people to be involved in the review, including organisations involved in the Review Oversight Group and individuals involved in the Working Together Groups, and this time can also be used to develop, evaluate and co-produce suitable alternatives. The review will also be informed by the experience of those individuals who have transitioned to receive replacement care from Shared Lives or alternative arrangements.
33. It is proposed that consultation with members of staff at Kentish Road be suspended pending completion of the further review outlined above. Staffing will need to be reviewed to account for the reduction in the number of individuals using the service following the assessments, but any reduction at this stage can be achieved through vacancy management rather than redeployment or redundancies.

RESOURCE IMPLICATIONS

Capital/Revenue

34. The council's budget, approved in February 2015, contained savings for 2015/16 and future years in respect of Woodside Lodge, Southampton Day Services and Kentish Road. These savings are outlined in the table below.

	2015/16	2016/17	2017/18
	£	£	£
Woodside Lodge	(200,000)	(300,000)	(350,000)
Kentish Road	(100,000)	(200,000)	(200,000)
Southampton Day Services	(270,000)	(700,000)	(700,000)
Total	(570,000)	(1,200,000)	(1,250,000)

35. The closure of Woodside Lodge at the end of July 2015 has achieved the saving in 2015/16. It is anticipated that the full £350,000 will be achieved in 2016/17 dependant on the cessation of responsibility for rates and security costs for the empty building.
36. Proposals for the development of the Woodside Lodge site will be considered by the Council Capital Board and will be reported to Cabinet separately.

37. It is currently forecast that the saving of £270,000 in respect of Southampton Day Services will not be achieved in 2015/16. The is due to
- (i) the review being conducted over a longer time period than originally anticipated in order to ensure that clients' assessed needs can be satisfactorily met by suitable alternatives, in line with the commitments made by Cabinet, and
 - (ii) Some individuals have transferred to alternative services incurring costs, whilst existing SDS services remain fully open without a cost reduction to date.

In addition a further pressure of £80,000 is likely to be incurred for additional spend on casuals and agency staff to cover vacant posts.

38. The achievement of the recurring saving of £700,000 from 2016/17 will depend on the value of the final re-provision of alternative client day care and the cost of the restructured Southampton Day Services. Work is currently being undertaken to assess the likely volume of re-provision and a proposed structure for the remaining service is currently being reviewed. A risk remains that the saving may not be entirely achievable as current expected client numbers exceed the levels on which the saving was based.
39. It is currently forecast that the saving of £100,000 in respect of Kentish Road Respite Services will not be achieved in 2015/16. The saving was predicated on the home closing by September 2015 but as outlined within this report it currently remains open with a recommendation that it does not close until September 2016. In addition, a further budget pressure of £222,000 is forecast in 2015/16 because of the increase spend on casuals and agency staff to cover vacant posts.
40. The achievement of the recurring saving of £200,000 from 2016/17 will depend on the value of the final re-provision of alternative respite care for all clients. Work is currently being undertaken to assess the likely volume of re-provision. Despite this, should the home not close until September 2016, the saving cannot be achieved in full within 2016/17. In addition, as the provision transfers from being internally provided to an externally purchased service there are likely to be "double running" costs whereby costs of externally purchased packages are incurred without a fully compensating reduction in the costs at Kentish Road. This will further delay the achievement of any potential saving.
41. Work is therefore underway to identify and deliver additional savings in the Health and Adult Social Care Portfolio in 2015/16 and 2016/17 to offset the known and potential pressures identified above.

Property/Other

42. Appropriate notice will need to be given to the trustees of St Denys and Freemantle Community Centres of the council's intention to cease using those premises to deliver day services on 31 December 2015.
43. The staff involved in the proposed social enterprise at Nutfield are currently preparing a business plan and the Property Services Team is discussing arrangements for leasing the site to them. If this proposed social enterprise is not deemed to be commercially viable, the 15 individuals currently having their needs met there will be supported to transition to suitable alternatives and options for the site will need to be evaluated.

LEGAL IMPLICATIONS

Statutory power to undertake proposals in the report:

44. The statutory power and legal implications are as set out in the reports considered by Cabinet in December 2014 and January 2015.
45. The council has a statutory duty under the Care Act 2014 to assess an individual's eligible social care needs and to provide appropriate care, support and accommodation to meet any unmet eligible needs.

Other Legal Implications:

46. The criteria used to assess eligible social care needs are contained in the Care and Support (Eligibility Criteria) Regulations 2014, which supersede the previous eligibility framework set out in guidance, known as Fair Access to Care Services. All of the assessments have been carried out by experienced social work practitioners in accordance with the requirements of the Care Act 2014.
47. The proposal in the report will require the notation and/or amendment (by agreement or signed letter) of the number of existing services and/or grant agreements. These will be taken forward as part of the implementation of the proposals.

POLICY FRAMEWORK IMPLICATIONS

48. The recommendations in this report are aligned to the following priorities set out in the Council Strategy 2014-2017:
 - Prevention and early intervention
 - Protecting vulnerable people
 - A sustainable council

KEY DECISION? Yes/~~No~~

WARDS/COMMUNITIES AFFECTED: ALL

SUPPORTING DOCUMENTATION

Appendices

None.

Documents In Members' Rooms

None.

Equality Impact Assessment

Do the implications/subject of the report require an Equality Impact Assessment (EIA) to be carried out. ~~Yes~~/No

Other Background Documents

Equality Impact Assessment and Other Background documents available for inspection at:

Title of Background Paper(s)	Relevant Paragraph of the Access to Information Procedure Rules / Schedule 12A allowing document to be Exempt/Confidential (if applicable)
1. Cabinet decision (16 December 2014): Future of Woodside Lodge http://www.southampton.gov.uk/modernGov/ieDecisionDetails.aspx?ID=779	
2. Cabinet decision (15 January 2015): Future of Day Services in Southampton http://www.southampton.gov.uk/modernGov/ieDecisionDetails.aspx?ID=787	
3. Cabinet decision (15 January 2015): Future of the Respite Service for Adults with Learning Disabilities http://www.southampton.gov.uk/modernGov/ieDecisionDetails.aspx?ID=786	