

DECISION-MAKER:	CABINET		
SUBJECT:	KENTISH ROAD RESPITE SERVICE – EXTENDING HOURS OF OPERATION		
DATE OF DECISION:	18 JUNE 2019		
REPORT OF:	CABINET MEMBER FOR ADULT CARE		
<u>CONTACT DETAILS</u>			
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STATEMENT OF CONFIDENTIALITY	
NOT APPLICABLE	
BRIEF SUMMARY	
This report considers the business case for the Learning Disability Respite Service at Kentish Road and an option to extend its hours of operation to seven days a week, based on the feedback from consulted carers and users.	
RECOMMENDATIONS:	
(i)	To consider the options in the report and resolve accordingly.
REASONS FOR REPORT RECOMMENDATIONS	
1.	The recommendation is an open one which recognises the complexities of the issue, predicted capacity in the city and wider market and the financial business case. Full reopening would appear to meet the preferences of carers and individuals living with a learning disability who would prefer their assessed needs for replacement care to be met at Kentish Road.
2.	Full reopening would offer additional choice for learning disability replacement care in Southampton and complement the future vision for the redevelopment and wider use of the Kentish Road site, which is being developed with carers and other stakeholders and for which Cabinet approval will be sought in due course.
ALTERNATIVE OPTIONS CONSIDERED AND REJECTED	
3.	Not applicable.
DETAIL (Including consultation carried out)	
4.	The former eight bed respite service at Kentish Road closed in November 2017. At the time of the closure, the service was rated as 'requires improvement' by the Care Quality Commission (CQC) and was not being used to its full capacity. The scheme re-opened in July 2018 as a four bed respite service following refurbishment and re-registration with the CQC. It currently operates three nights a week, from lunchtime on Fridays to lunchtime on Mondays. The current service was inspected by the CQC in February 2019 and is now rated 'good' in each category – safe, effective, caring, responsive and well led – and overall.

5.	<p>The purpose of respite care, defined in the Care Act 2014 as replacement care, is to give carers (typically family members) a break from their caring responsibilities, in order to help meet their own needs and to sustain the caring arrangements for the person being cared for. Kentish Road provides respite care during the day and overnight, and complements day services provided or commissioned by the Council, which provide respite during the day. Although the primary purpose of respite care is to provide a break for carers, the respite provider has a duty to ensure that the care and support needs of the person staying at the service are met and, wherever possible and appropriate, their preferences are taken into account in terms of location and activities</p>																				
6.	<p>There is currently a surplus of bed-based respite care, either commissioned or directly provided by the Council, to meet the needs of people living with a learning disability and their carers in Southampton. The Council has given a public commitment to continue to provide bed-based respite at Weston Court, as it is also a service that is valued by individuals living with a learning disability and their carers, and it provides additional choice in the east of the city. Figure 1 below sets out how this is currently split across three main providers, based on the current weekend opening of Kentish Road. This includes the provision of emergency respite. Weston Court is currently accessed by 17 clients and Kentish Road by 10 clients.</p> <table border="1" data-bbox="331 1041 1428 1310"> <thead> <tr> <th>Provider</th> <th>Available bed nights per year</th> <th>Current forecast utilisation per year</th> <th>Forecast surplus per year</th> </tr> </thead> <tbody> <tr> <td>Rose Road</td> <td>1,400</td> <td>1,400</td> <td>0</td> </tr> <tr> <td>Weston Court</td> <td>900</td> <td>629</td> <td>271</td> </tr> <tr> <td>Kentish Road*</td> <td>624</td> <td>468</td> <td>156</td> </tr> <tr> <td>Total</td> <td>2,924</td> <td>2,497</td> <td>427</td> </tr> </tbody> </table> <p>*Based on a full year opening 3 nights per week</p> <p style="text-align: center;">Figure 1: Current forecast surplus in learning disability bed-based respite (based on weekend opening of Kentish Road)</p>	Provider	Available bed nights per year	Current forecast utilisation per year	Forecast surplus per year	Rose Road	1,400	1,400	0	Weston Court	900	629	271	Kentish Road*	624	468	156	Total	2,924	2,497	427
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7.	<p>More people may want to use Kentish Road if it opens all week, and some carers have expressed an interest in returning. There is also an opportunity, supported by the provider, to reduce the amount of replacement care for adults commissioned from Rose Road by 200 nights, with the freed up capacity being used to provide care for children there instead. Carers and individuals will continue to have a choice about where to receive replacement care, but some of those who were previously supported by Kentish Road are expected to want to return once its opening hours are extended. Current users of the scheme have consistently expressed their desire for it to be opened for seven days a week.</p>																				
8.	<p>Figure 2 sets out the net increase in capacity, taking into account the potential of additional provision at Kentish Road and the reduction in provision at Rose Road, and the forecast surplus based on current use and forecasts.</p>																				

Provider	Available bed nights per year	Forecast utilisation per year	Forecast surplus per year
Rose Road	1,200	1,200	0
Weston Court	900*	629	271
Kentish Road	1,460	668	992
Total	3,560	2,497	1,063

*Subject to review from January 2020

Figure 2: Forecast surplus in learning disability bed-based respite (based on seven day a week opening of Kentish Road and a reduction in adult commissioned beds from Rose Road)

These figures represent a 'worst-case' scenario in respect of the number of people who may choose to use Kentish Road in the future to receive their respite care.

9. It is anticipated that some of the additional capacity at Kentish Road will be used by carers who currently receive respite elsewhere but the extent of this is difficult to forecast until the extended opening hours take effect. Evidence from previous years is that the number of people no longer needing to receive replacement care (for example, as they move into supported living, Shared Lives or a permanent residential placement) is broadly matched each year by the number of people with a new requirement for replacement care. Children who are transitioning to adulthood are increasingly using the flexibility that Direct Payments give, but both Kentish Road and Weston Court will be options for them and their carers to consider.
10. Subject to consultation with affected staff and Trade Unions, it is proposed to employ staff for Kentish Road in a way that enables more flexible working across all care and day services provided by the Council, so that should the scheme not be booked for respite at any time, staff would be allocated work appropriate to their role in another Council care setting. Establishing a bank of care staff for these roles would also provide cover for sickness and holiday absence, bring flexibility for the wider service and would align with proposals under separate consideration for Holcroft House residential care home to ensure continuity of service for users.
11. Any service vacancies at Kentish Road will also be offered at a commercial rate to clients of other local authorities, Continuing Healthcare and to self-funders, in order to generate income. However, current market intelligence suggests that there would be limited demand for this service from others and market research has not been carried out. In accordance with statutory guidance, it would not generally be possible to offer the service to people in receipt of a Direct Payment.
12. The Council is working with carers, their representatives, other care providers and stakeholders to develop a vision for the entire site at Kentish Road. This will include the continued provision of bed-based respite care and, in addition, is likely to offer supported living, other housing and opportunities to help prepare people for supported or independent living, and a flexible space that can be used as a community resource and support alternatives to traditional day services. An architect has prepared various options and drawings for how these might be delivered on the site and the views of carers and other stakeholders have been sought. Cabinet will be asked to approve the vision

	for the site later in the year. It is anticipated that staff employed to deliver the respite service will also be able to work flexibly across other elements of the broader scheme in due course.
13.	The service at Kentish Road will contact carers to make bookings for the expanded service and will use a combination of the current staff and regular agency staff while the bookings build up. Some staff potentially impacted by the proposed closure of Glen Lee residential care home have indicated that they would prefer to work at Kentish Road should this be approved. These staff will receive training and an induction as part of the implementation plan.
14.	The current contract for provision of respite care at Weston Court expires in January 2020. The specification for the future contract will take account of the forecast surplus and consideration will be given as to whether it will be beneficial to give the provider additional flexibility to offer vacancies at a commercial rate to individuals whose care is funded by neighbouring local authorities, clients with Direct Payments, Continuing Healthcare and to self-funders. There is also scope for the service at Weston Court to be commissioned in a way that permits greater coordination with the expanded provision at Kentish Road.
15.	Any additional revenue costs associated with providing care and support at any supported housing developed on the wider site at Kentish Road is anticipated to be offset by a reduction in private provider costs elsewhere. This would form part of the financial business case for any future development.
16.	Various options for the staff structure were considered by the Council's Organisational Design Board and the final structure was agreed on the basis of its ability to deliver a safe, high quality respite service in full accordance with the Care Quality Commission and the Council's own quality requirements, as efficiently as possible. The structure includes a new role of Carers' Link Worker, who will be tasked with coordinating bookings, liaising with carers and making sure that they are kept up to date on the service and the latest developments.
17.	An alternative option which requires consideration is to continue with the current weekend opening from Friday to Monday, although there is surplus capacity to meet current and forecast respite needs, this would not provide additional choice and take into account customer preferences.
RESOURCE IMPLICATIONS	
<u>Capital/Revenue</u>	
18.	The current budget for provision of bed-based respite for people living with a learning disability is £796k per year, which includes provision of the respite service at Kentish Road.
19.	The provision of respite at Weston Court is currently funded by the Improved Better Care Fund, which ceases in March 2020. The current payment of £70k to commission 200 nights of respite from Rose Road would no longer be needed.
20.	The staffing cost of an expanded service at Kentish Road operating at full capacity based on the structure approved by the Council's Organisational Design Board is £529k a year.

21.	Other revenue costs of running an expanded service at Kentish Road are estimated to be £69k per year, including utilities, repair and maintenance, food and provision of a minibus.																																				
22.	The total revenue cost of the expanded Kentish Road scheme is therefore estimated at £598k per year. If all beds at the scheme were fully utilised, this works out at a unit cost of £410 per night per bed. As a comparison, the unit cost of the commissioned service at Weston Court, assuming full occupancy is £250 per night per bed.																																				
23.	The expanded service at Kentish Road can be funded within the approved budget for 2019/20 (estimated full year cost of £598k against a budget of £796k).																																				
24.	The remainder of the budget will be used to fund other commissioned services to keep choice in the market.																																				
25.	<p>The budget is summarised in figure 3 below:</p> <table border="1" data-bbox="363 819 1366 1532"> <thead> <tr> <th></th> <th>2019/20</th> <th>2020/21 and ongoing</th> </tr> <tr> <th></th> <th>£000s</th> <th>£000s</th> </tr> </thead> <tbody> <tr> <td><u>Budget</u></td> <td></td> <td></td> </tr> <tr> <td>Respite Provision total Budget - General Fund</td> <td>796</td> <td>796</td> </tr> <tr> <td>Respite Provision total Budget - Improved Better Care Fund</td> <td>220</td> <td>0</td> </tr> <tr> <td></td> <td>1,016</td> <td>796</td> </tr> <tr> <td><u>Planned Expenditure</u></td> <td></td> <td></td> </tr> <tr> <td>Kentish Road revised respite service - full year</td> <td>598</td> <td>598</td> </tr> <tr> <td>Externally provided respite provision at Weston Court and Rose Road</td> <td>290</td> <td>198</td> </tr> <tr> <td></td> <td>888</td> <td>796</td> </tr> <tr> <td></td> <td></td> <td></td> </tr> <tr> <td>Variance - Expenditure vs budget</td> <td>-128</td> <td>0</td> </tr> </tbody> </table> <p style="text-align: center;">Figure 3: Budget summary – 2019/20, and 2020/21 and future years</p>		2019/20	2020/21 and ongoing		£000s	£000s	<u>Budget</u>			Respite Provision total Budget - General Fund	796	796	Respite Provision total Budget - Improved Better Care Fund	220	0		1,016	796	<u>Planned Expenditure</u>			Kentish Road revised respite service - full year	598	598	Externally provided respite provision at Weston Court and Rose Road	290	198		888	796				Variance - Expenditure vs budget	-128	0
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26.	It may also be possible to reduce staff costs at Kentish Road, through flexible working, as outlined in paragraph 11 and to generate income at Kentish Road by selling unused capacity, as outlined in paragraph 12. Further work will be carried out during 2019/20 to review utilisation and costs of the schemes at Kentish Road and Weston Court in order to inform the 2020/21 budget setting process, taking into account the future use of the entire site at Kentish Road, which is being developed with carers and other stakeholders as part of a task and finish group.																																				
<u>Property/Other</u>																																					

27.	Kentish Road was redecorated and essential safety improvements were made at a cost of £36k prior to the scheme re-opening in July 2018. No further capital investment is required to facilitate seven day a week opening.
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LEGAL IMPLICATIONS

Statutory power to undertake proposals in the report:

28.	The Council has a duty under the Care Act 2014 to assess and meet an adult’s needs for care and support and to assess a carer’s needs for support. Assessment and care and support planning must be person-centred, having regard to individual preferences. The Care Act 2014, Regulations and associated statutory guidance require local authorities to encourage a variety of different providers and different types of services, in order to facilitate an effective open market, driving quality and cost-effectiveness so as to provide genuine choice to meet the range of needs and reasonable preferences of local people who need care and support services, including for people who choose to take direct payments. Local authorities must also have regard to ensuring a sufficiency of provision – in terms of both capacity and capability – to meet anticipated needs for all people in their area needing care and support. The Council has a power to directly provide residential care, subject to registration with the regulator, the Care Quality Commission (CQC).
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Other Legal Implications:

29.	The proposals are compliant with the requirements of the Equalities Act 2010 and a full Equality and Safety Impact Assessment has been carried out to support the proposals in the report and assess the impact on individuals. The Act requires the Council to deliver its functions having regard to the need to eliminate discrimination and harassment of individuals sharing protected characteristics and improve equality of opportunity through proactive design and delivery of services. A full EISA is included with the background papers to this report.
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RISK MANAGEMENT IMPLICATIONS

30.	The respite service at Kentish Road is managed by a Registered Manager who is accountable for the safe operation of the scheme and compliance with Care Quality Commission (CQC) standards. The CQC will be notified of the extended opening hours. The service is currently rated by the CQC as ‘good’. The quality of care and support services directly provided by the Council is also overseen at monthly meetings of the Quality Improvement Assurance Board, which is chaired by the Associate Director of Quality/Deputy Chief Nurse at the Integrated Commissioning Unit.
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POLICY FRAMEWORK IMPLICATIONS

31.	The proposals set out in this report are consistent with the Council’s approved Policy Framework and in particular the outcome of supporting people to live safe, healthy, independent lives.
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KEY DECISION?	Yes/No
WARDS/COMMUNITIES AFFECTED:	none
<u>SUPPORTING DOCUMENTATION</u>	

Appendices	
1.	Equality and Safety Impact Assessment
Documents In Members' Rooms	
1.	None
Equality Impact Assessment	
Do the implications/subject of the report require an Equality and Safety Impact Assessment (ESIA) to be carried out.	Yes
Data Protection Impact Assessment	
Do the implications/subject of the report require a Data Protection Impact Assessment (DPIA) to be carried out.	No
Other Background Documents	
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.	Previous Cabinet papers relating to the closure of the service in November 2017 and its subsequent limited re-opening in July 2018 are available on the Council's website.
	Not applicable.