

# Public Document Pack

## Overview and Scrutiny Management Committee

Thursday, 23rd January, 2025  
at 5.30 pm

### **PLEASE NOTE TIME OF MEETING**

Conference Room 3/4, Civic Centre,  
Southampton

This meeting is open to the public

### **Members**

Councillor Blackman (Chair)  
Councillor Every  
Councillor Y Frampton  
Councillor Kloker  
Councillor Leggett  
Councillor McManus  
Councillor Powell-Vaughan  
Councillor Renyard  
Councillor Stead

### **Appointed Members**

Catherine Hobbs, Roman Catholic Church  
Rob Sanders, Church of England  
Vacant, Primary Parent Governor

### **Contacts**

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Democratic Support Officer  
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## **PUBLIC INFORMATION**

### **Overview and Scrutiny Management Committee**

The Overview and Scrutiny Management Committee holds the Executive to account, exercises the call-in process, and sets and monitors standards for scrutiny. It formulates a programme of scrutiny inquiries and appoints Scrutiny Panels to undertake them. Members of the Executive cannot serve on this Committee.

### **Role of Overview and Scrutiny**

Overview and Scrutiny includes the following three functions:

- Holding the Executive to account by questioning and evaluating the Executive's actions, both before and after decisions taken.
- Developing and reviewing Council policies, including the Policy Framework and Budget Strategy.
- Making reports and recommendations on any aspect of Council business and other matters that affect the City and its citizens.

Overview and Scrutiny can ask the Executive to reconsider a decision, but they do not have the power to change the decision themselves.

### **Southampton: Corporate Plan 2022-2030 sets out the four key outcomes:**

- **Strong Foundations for Life**.- For people to access and maximise opportunities to truly thrive, Southampton will focus on ensuring residents of all ages and backgrounds have strong foundations for life.
- **A proud and resilient city** - Southampton's greatest assets are our people. Enriched lives lead to thriving communities, which in turn create places where people want to live, work and study.
- **A prosperous city** - Southampton will focus on growing our local economy and bringing investment into our city.
- **A successful, sustainable organisation** - The successful delivery of the outcomes in this plan will be rooted in the culture of our organisation and becoming an effective and efficient council.

### **Procedure / Public Representations**

At the discretion of the Chair, members of the public may address the meeting on any report included on the agenda in which they have a relevant interest. Any member of the public wishing to address the meeting should advise the Democratic Support Officer (DSO) whose contact details are on the front sheet of the agenda.

### **Access is available for disabled people.**

Please contact the Democratic Support Officer who will help to make any necessary arrangements.

### **Fire Procedure: -**

In the event of a fire or other emergency a continuous alarm will sound, and you will be advised by Council officers what action to take.

**Mobile Telephones:** - Please switch your mobile telephones to silent whilst in the meeting

**Use of Social Media:** - The Council supports the video or audio recording of meetings open to the public, for either live or subsequent broadcast. However, if, in the Chair's opinion, a person filming or recording a meeting or taking photographs is interrupting proceedings or causing a disturbance, under the Council's Standing Orders the person can be ordered to stop their activity, or to leave the meeting. By entering the meeting room, you are consenting to being recorded and to the use of those images and recordings for broadcasting and or/training purposes. The meeting may be recorded by the press or members of the public. Any person or organisation filming, recording, or broadcasting any meeting of the Council is responsible for any claims or other liability resulting from them doing so. Details of the Council's Guidance on the recording of meetings is available on the Council's website.

**Smoking Policy:** - The Council operates a no-smoking policy in all civic buildings.

**Dates of Meetings for the Municipal Year:**

<b>2024</b>	<b>2025</b>
20 June	2 January
11 July	23 January
22 August	20 February
12 September	20 March
24 October	24 April
21 November	
12 December	

**CONDUCT OF MEETING**

**TERMS OF REFERENCE**

The general role and terms of reference for the Overview and Scrutiny Management Committee, together with those for all Scrutiny Panels, are set out in Part 2 (Article 6) of the Council’s Constitution, and their particular roles are set out in Part 4 (Overview and Scrutiny Procedure Rules – paragraph 5) of the Constitution.

**RULES OF PROCEDURE**

The meeting is governed by the Council Procedure Rules and the Overview and Scrutiny Procedure Rules as set out in Part 4 of the Constitution.

**BUSINESS TO BE DISCUSSED**

Only those items listed on the attached agenda may be considered at this meeting.

**QUORUM**

The minimum number of appointed Members required to be in attendance to hold the meeting is 4.

**DISCLOSURE OF INTERESTS**

Members are required to disclose, in accordance with the Members’ Code of Conduct, **both** the existence **and** nature of any “Disclosable Pecuniary Interest” or “Other Interest” they may have in relation to matters for consideration on this Agenda.

**DISCLOSABLE PECUNIARY INTERESTS**

A Member must regard himself or herself as having a Disclosable Pecuniary Interest in any matter that they or their spouse, partner, a person they are living with as husband or wife, or a person with whom they are living as if they were a civil partner in relation to:

- (i) Any employment, office, trade, profession or vocation carried on for profit or gain.
- (ii) Sponsorship:

Any payment or provision of any other financial benefit (other than from Southampton City Council) made or provided within the relevant period in respect of any expense incurred by you in carrying out duties as a member, or towards your election expenses. This includes any payment or financial benefit from a trade union within the meaning of the Trade Union and Labour Relations (Consolidation) Act 1992.

- (iii) Any contract which is made between you / your spouse etc (or a body in which the you / your spouse etc has a beneficial interest) and Southampton City Council under which goods or services are to be provided or works are to be executed, and which has not been fully discharged.
- (iv) Any beneficial interest in land which is within the area of Southampton.
- (v) Any license (held alone or jointly with others) to occupy land in the area of Southampton for a month or longer.
- (vi) Any tenancy where (to your knowledge) the landlord is Southampton City Council and the tenant is a body in which you / your spouse etc has a beneficial interests.
- (vii) Any beneficial interest in securities of a body where that body (to your knowledge) has a place of business or land in the area of Southampton, and either:
  - a) the total nominal value of the securities exceeds £25,000 or one hundredth of the total issued share capital of that body, or
  - b) if the share capital of that body is of more than one class, the total nominal value of the shares of any one class in which you / your spouse etc has a beneficial interest that exceeds one hundredth of the total issued share capital of that class.

### **Other Interests**

A Member must regard himself or herself as having an, 'Other Interest' in any membership of, or occupation of a position of general control or management in:

- Any public authority or body exercising functions of a public nature
- Any body directed to charitable purposes
- Any body whose principal purpose includes the influence of public opinion or policy

### **Principles of Decision Making**

All decisions of the Council will be made in accordance with the following principles:-

- proportionality (i.e. the action must be proportionate to the desired outcome);
- due consultation and the taking of professional advice from officers;
- respect for human rights;
- a presumption in favour of openness, accountability and transparency;
- setting out what options have been considered;
- setting out reasons for the decision; and
- clarity of aims and desired outcomes.

In exercising discretion, the decision maker must:

- understand the law that regulates the decision making power and gives effect to it. The decision-maker must direct itself properly in law;
- take into account all relevant matters (those matters which the law requires the authority as a matter of legal obligation to take into account);
- leave out of account irrelevant considerations;
- act for a proper purpose, exercising its powers for the public good;
- not reach a decision which no authority acting reasonably could reach, (also known as the "rationality" or "taking leave of your senses" principle);
- comply with the rule that local government finance is to be conducted on an annual basis. Save to the extent authorised by Parliament, 'live now, pay later' and forward funding are unlawful; and
- act with procedural propriety in accordance with the rules of fairness.

## **AGENDA**

### **1 APOLOGIES AND CHANGES IN PANEL MEMBERSHIP (IF ANY)**

To note any changes in membership of the Panel made in accordance with Council Procedure Rule 4.3.

### **2 DISCLOSURE OF PERSONAL AND PECUNIARY INTERESTS**

In accordance with the Localism Act 2011, and the Council's Code of Conduct, Members to disclose any personal or pecuniary interests in any matter included on the agenda for this meeting.

NOTE: Members are reminded that, where applicable, they must complete the appropriate form recording details of any such interests and hand it to the Democratic Support Officer.

### **3 DECLARATIONS OF SCRUTINY INTEREST**

Members are invited to declare any prior participation in any decision taken by a Committee, Sub-Committee, or Panel of the Council on the agenda and being scrutinised at this meeting.

### **4 DECLARATION OF PARTY POLITICAL WHIP**

Members are invited to declare the application of any party political whip on any matter on the agenda and being scrutinised at this meeting.

### **5 STATEMENT FROM THE CHAIR**

### **6 MINUTES OF THE PREVIOUS MEETING (INCLUDING MATTERS ARISING) (Pages 1 - 4)**

To approve and sign as a correct record the Minutes of the meeting held on 12 December 2024 and to deal with any matters arising, attached.

### **7 SAFE CITY PARTNERSHIP - ANNUAL REVIEW (Pages 5 - 12)**

To consider the report of the Chair of the Safe City Partnership detailing the Annual Review.

### **8 EXCLUSION OF THE PRESS AND PUBLIC - CONFIDENTIAL PAPERS INCLUDED IN THE FOLLOWING ITEM**

To move that in accordance with the Council's Constitution, specifically the Access to Information Procedure Rules contained within the Constitution, the press and public be excluded from the meeting in respect of any consideration of the confidential Appendix 1 Annex 3 to the following Item

The confidential appendix contains information deemed to be exempt from general publication based on Category 3 of paragraph 10.4 of the Council's Access to Information Procedure Rules. It is not in the public interest test to release this information at this time.

**9 FORWARD PLAN - ADULT LEARNING DISABILITY RESIDENTIAL RESPITE PROVISION** (Pages 13 - 80)

Report of the Scrutiny Manager enabling the Overview and Scrutiny Management Committee to examine the content of the Forward Plan and to discuss issues of interest or concern with the Executive.

**10 MONITORING SCRUTINY RECOMMENDATIONS TO THE EXECUTIVE** (Pages 81 - 84)

Report of the Scrutiny Manager enabling the Overview and Scrutiny Management Committee to monitor and track progress on recommendations made to the Executive at previous meetings.

Wednesday, 15 January 2025

Director – Legal and Governance

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SOUTHAMPTON CITY COUNCIL  
OVERVIEW AND SCRUTINY MANAGEMENT COMMITTEE  
MINUTES OF THE MEETING HELD ON 12 DECEMBER 2024

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Present: Councillors Blackman (Chair), Evely, Y Frampton, Kloker, Leggett, McManus, Powell-Vaughan and P Baillie  
Appointed Members:

Apologies: Councillors Renyard  
Appointed Members: Rob Sanders

Also in attendance:

36. **APOLOGIES AND CHANGES IN PANEL MEMBERSHIP (IF ANY)**

It was noted that following receipt of the temporary resignation of Councillor Stead from the Committee, the Monitoring Officer, acting under delegated powers, had appointed Councillor P Baillie to replace them for the purposes of this meeting and in addition noted the apologies of Councillor Renyard.

37. **MINUTES OF THE PREVIOUS MEETING (INCLUDING MATTERS ARISING)**

RESOLVED that the minutes of the committee meeting held on the 21 November 2024 were approved and signed as a correct record.

38. **CALL-IN OF EXECUTIVE DECISION CAB 24/25 46237 - STARTPOINT SHOLING DAY NURSERY**

Councillor Winning – Cabinet Member for Children and Learning, Clodagh Freeston – Head of Education Services and Darrin Hunter – Service Manager for Early Years were in attendance and with the consent of the Chair addressed the meeting.

Members of the public were also in attendance, including Startpoint Sholing Day Nursery employees and trade union representatives, and with the consent of the Chair a number addressed the meeting.

Councillor Winning provided an introduction and overview in relation to the decision taken by Cabinet on 26 November 2024 to approve the closure of Startpoint Sholing Day Nursery with immediate effect.

The Committee then discussed the following elements of the call-In in further detail as below:

- **Concern that the decision does not reflect the current and future demand for nursery places in Southampton as the population of the city continues to grow.**

The Committee raised concerns around the availability of nursery places within specific locations of the city. Councillor Winning provided assurances that there were sufficient spaces available across all areas in Southampton and through regular analysis and engagement with the sector ongoing sufficiency in places would be assured.

- **The decision ignores the overwhelming opposition to the proposed closure identified in the consultation.**

Councillor Winning provided an overview of the consultation in relation to the timeline, content and responses received. The Committee questioned the communication strategy and overall reach of the consultation to ensure the expected level of response was achieved. Darrin Hunter provided specific information relating to the communication strategy, responses received and how the information was analysed. Councillor Winning in summarising the responses acknowledged the opposition to the closure but noted that no new or credible alternative operating models or solutions had been identified or suggested.

- **There has been inadequate consideration of the rescue plan put forward to restructure the financial position of Startpoint Sholing Day Nursery.**

Councillor Winning set out the current financial position and further details of the alternative operating and finance models that had been investigated as an alternative to closure. Councillor Winning confirmed that to date no alternative models or restructure plans had been identified that would enable the setting to break even financially. The Committee discussed this at length, seeking to understand the alternative funding options explored.

The Committee then moved to a formal vote.

**RESOLVED** that

To advise the Decision Maker that the Scrutiny Committee does not recommend that the decision be reconsidered and that it can therefore be implemented without delay.

### 39. **SOUTHAMPTON CITY COUNCIL'S HOUSING IMPROVEMENT PLAN**

Councillor A Frampton - Cabinet Member for Housing Operations, Debbie Ward- Executive Director – Resident Services and Jamie Brenchley - Director of Housing were in attendance and with the consent of the addressed the meeting.

Councillor A Frampton set out the overall response in relation to the report of the Regulator of Social Housing published on 27 November 2024, specifically setting out the actions already being taken as set out within the Landlord Services Improvement Plan. Debbie Ward and Jamie Brenchley provided information on specific aspects of the service and planned improvements, this included:

- Proposals to improve reactive and planned repairs and maintenance.
- More joined up and collaborative approach across council departments and teams in relation to housing issues.
- Improving the management of assets and the overall coordination of the housing stock.
- Tenant engagement and wider communication with stakeholders.
- Improvements to speed up the turnaround of empty properties.
- Better performance management across the service.

The Committee noted the update and raised concerns around the monitoring of performance, how realistic the targets included within the improvement plan were,



communications, and Cabinet oversight of the performance of Housing Services. The committee also discussed how other public organisations within the city currently approach asset management and if any lessons could be learnt.

**RESOLVED** that

- i) In recognition of the need for additional scrutiny of the Council's Housing Landlord Service, the Committee reviews progress implementing the Housing Improvement Plan within 6 months.
- ii) The Administration considers whether there are lessons to be learnt about the management of assets from other public sector organisations in the city.
- iii) The terms of reference for the new Housing Advisory Board (HAB) are circulated to the Committee.

40. **RIVER ITCHEN FLOOD ALLEVIATION SCHEME - UPDATE**

Councillor Keogh – Cabinet Member for Environment & Transport, Stephen Haynes – Executive Director for Growth & Prosperity, Pete Boustred – Director of Transport & Planning and Sam Foulds – Flood Risk Management Team Leader were present and with the consent of the Chair addressed the meeting.

Councillor Keogh provided an overview of the report and an update on the RIFAS scheme, specifically progress to date in relation to:

- National and regional reviews of flooding policy and funding and how the outcome of these may impact the schemes direction and viability.
- The potential funding models for the scheme.
- The development of an overarching business case identifying the current risks, benefits and cost benefit analysis.
- Ongoing communications and collaboration with external organisations at both a regional and national level.
- The inclusion of flood risk within all development and planning procedures.
- Plans for significant development along the banks of the River Itchen.

The Committee noted the update and expressed concerns, given the flooding experienced in April 2024, with regards to the urgency of the scheme and the necessity to secure funding for the scheme and commence construction of the project as soon as possible.

41. **MONITORING SCRUTINY RECOMMENDATIONS TO THE EXECUTIVE**

The Committee considered and discussed the responses from the Executive to recommendations from previous meetings.

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# Agenda Item 7

<b>DECISION-MAKER:</b>	OVERVIEW AND SCRUTINY MANAGEMENT COMMITTEE		
<b>SUBJECT:</b>	SOUTHAMPTON SAFE CITY PARTNERSHIP - ANNUAL REVIEW		
<b>DATE OF DECISION:</b>	23 JANUARY 2025		
<b>REPORT OF:</b>	CHAIR OF THE SAFE CITY PARTNERSHIP		
<b><u>CONTACT DETAILS</u></b>			
<b>SSCP Chair</b>	<b>Title</b>	<b>Executive Director – Children and Learning</b>	
	<b>Name:</b>	<b>Rob Henderson</b>	<b>Tel: 023 8083 4899</b>
	<b>E-mail</b>	<b>robert.henderson@southampton.gov.uk</b>	
<b>Author:</b>	<b>Title</b>	<b>Head of Service – Stronger Communities</b>	
	<b>Name:</b>	<b>Chris Brown</b>	<b>Tel: 023 8083 4175</b>
	<b>E-mail</b>	<b>chris.brown@southampton.gov.uk</b>	
<b>STATEMENT OF CONFIDENTIALITY</b>			
N/A			
<b>BRIEF SUMMARY</b>			
<p>This report provides the Overview and Scrutiny Management Committee (OSMC) with an update for 2023/24 on community safety in Southampton and the Southampton Safe City Partnership (SSCP). It includes information on the recently completed Community Safety Strategic Needs Assessment, as well as updates on operational work to tackle priority issues from the Safe City Strategy.</p> <p>The data refers to the period April 2023 to end March 2024 - this is the latest full year data available for analysis.</p>			
<b>RECOMMENDATIONS:</b>			
	(i)	That the Committee considers and notes the report.	
<b>REASONS FOR REPORT RECOMMENDATIONS</b>			
1.	The Police and Justice Act 2006 requires overview and scrutiny committees to scrutinise Crime and Disorder Reduction Partnerships, and the partners who comprise it, insofar as their activities relate to the partnership, at least once a year.		
<b>ALTERNATIVE OPTIONS CONSIDERED AND REJECTED</b>			
2.	None.		
<b>DETAIL (Including consultation carried out)</b>			
3.	A Safe City Strategy was published in early 2022 and covers the period 2022-27 (“the Strategy”). The Strategy was informed by the findings of the 2019/20 and 2020/21 Safe City Strategic Assessments as well as the annual public Community Safety Survey and sets out the Safe City Partnership’s priorities for keeping Southampton safe over the next five years.		

	<p>In 2024 a mid-term review of the strategy was conducted to ensure that priorities and partnership responses were still relevant and appropriate.</p> <p><a href="https://southampton.gov.uk">Safe City Strategy (southampton.gov.uk)</a></p>
4.	<p>Community Safety Partnerships (“CSPs”) were established in law under sections 5-7 of the Crime and Disorder Act 1998. In Southampton, the CSP is known as the ‘Southampton Safe City Partnership.’</p> <p>The SSCP is managed by the Council’s Stronger Communities team on behalf of the following statutory partners:</p> <ul style="list-style-type: none"> <li>• Hampshire and Isle of Wight Constabulary.</li> <li>• Hampshire and Isle of Wight Fire and Rescue Service.</li> <li>• Hampshire, Southampton, and Isle of Wight Integrated Care Board</li> <li>• National Probation Service (Southampton).</li> </ul>
5.	<p>Under section 5-7 of the Crime and Disorder Act the SSCP (of which Southampton City Council is a statutory member) has a legal obligation to formulate and implement:</p> <p>(a) a strategy for the reduction of crime and disorder in the area (including anti-social and other behaviour adversely affecting the local environment); and</p> <p>(b) a strategy for combatting the misuse of drugs, alcohol, and other substances in the area; and</p> <p>(c) a strategy for the reduction of re-offending in the area.</p>
6.	<p>Rob Henderson, Executive Director for Community Wellbeing, Children and Learning at Southampton City Council was appointed as Chair of SSCP in December 2023.</p>
7.	<p>The Partnership has identified three main priorities for keeping Southampton safe over the five-year period 2022 to 2027. These are:</p> <ul style="list-style-type: none"> <li>- Priority 1: Keeping people safe from harm</li> <li>- Priority 2: Preventing and reducing offending</li> <li>- Priority 3: Creating safe and stronger communities</li> </ul>
8.	<p>There is a Statutory requirement for CSPs to undertake a ‘Strategic Assessment’ each year. The purpose is to assist the partnership in revising the Community Safety Strategy and as such it should include:</p> <ul style="list-style-type: none"> <li>• An analysis of the levels and patterns of crime and disorder and alcohol and drug misuse in the area,</li> <li>• Identification of changes in those levels and why these have occurred,</li> <li>• Views of people living and working in the area,</li> <li>• Recommendations for matters which should be prioritised.</li> </ul>
9.	<p>This report demonstrates how the partnership has aimed to deliver its strategic objectives and responded to local need. It also responds to the latest Strategic Assessment (2023/24) and sets out next steps for the partnership and strategy.</p>

	<p>This report should be read in conjunction with the Strategic Assessment which can be found at:</p> <p><a href="#">Safe City Strategic Assessment 2023-24</a></p>
	<p><b><u>Strategic Assessment</u></b></p>
10.	<p>Priority areas highlighted as part of the assessment:</p> <ul style="list-style-type: none"> <li>• Theft offences</li> <li>• Sexual offences</li> <li>• Violent crime</li> <li>• Domestic crimes</li> </ul>
11.	<p>Theft offences emerged as a top priority for the first time in 2022/23 and continue in this review period, given increases in both volume and severity, likely linked to the cost of living crisis, whereas sexual offences, violent crime and domestic crimes have consistently featured among the top priorities in the last five years.</p>
12.	<p>Repeat victimisation and offending remain substantial issues in the city. The impact of wider determinants, such as poverty and the cost of living issues in this period are significant factors, which partners have sought to ameliorate by supporting communities through warm places, food banks etc.</p>
	<p><b>Community Safety Survey</b></p>
13.	<p>Analysis of the 2024 Community Safety Survey identified the following key findings:</p> <ul style="list-style-type: none"> <li>• Confidence in the Partnership remains low, but has improved to 18% of respondents compared to 14% in the 2023 survey agreeing that the police and other local public services are successfully dealing with crime and anti-social behaviour in their local area.</li> <li>• Feelings of safety after dark remain a substantial issue in Southampton, with females and respondents with a disability feeling significantly less safe after dark in all settings compared to the survey average.</li> <li>• Crime reporting: the majority of respondents indicated that they did not report crimes they had witnessed or been a victim of in the last 12 months, with the highest reason given being 'reporting would make no difference'.</li> </ul>
	<p><b>Crime statistics</b></p>
14.	<p>In 2023/24, Southampton had an overall crime rate of 124 crimes per 1k population, which is significantly higher than the national average and remains the highest amongst comparator CSPs, but down from last years 144 crime per 1k population.</p>
15.	<p>Southampton accounted for 20% of total recorded crime across Hampshire and Isle of Wight Constabulary in 2023/24 and has the fourteenth highest total recorded crime rate among English and Welsh CSPs with a valid crime rate (296 total), an improvement from ninth highest in 2022/23.</p>

16.	There were 32,555 police recorded crimes in Southampton during 2023/24, which is a decrease of 8.2% (-2,900 crimes) compared to the previous year (2022/23). This decrease is in line with local and national trends, with Hampshire and Isle of Wight Constabulary also experiencing a -8.2% decrease and England a -3.6% decrease over the same period
17.	<p>There have been notable declines in:</p> <ul style="list-style-type: none"> <li>• overall violent crime (-10.6%)</li> <li>• most serious violence (-17.6%)</li> <li>• rape (-6.1%)</li> <li>• violence against women and girls (-11.7%)</li> <li>• stalking (-16%)</li> <li>• malicious Communications (-49.1%)</li> <li>• domestic violence (-14%)</li> <li>• residential burglary (- 27.8%)</li> <li>• hate crime (-15%)</li> <li>• vehicle offence (-18.5%)</li> <li>• criminal damage and arson (-15.5%)</li> <li>• anti-social behaviour offences (-15.7%)</li> </ul>
18.	<p>From 2022/23 to 2023/24, there were notable increases in the volume of:</p> <ul style="list-style-type: none"> <li>• firearms offences (+27.7%, 60 offences)</li> <li>• drug offences (+17.5%)</li> </ul>
19.	<p>Notably, all bar two wards saw declines in total crime between 2022/23 and 2023/24, with significant decreases in:</p> <ul style="list-style-type: none"> <li>• Harefield (-22.2%)</li> <li>• Bassett (-17.7%)</li> <li>• Swaythling (-16.4%)</li> <li>• Bitterne Park (-16%)</li> <li>• Bevois (-13.7%)</li> </ul>
20.	<p>The ward increases in total crime were in:</p> <ul style="list-style-type: none"> <li>• Millbrook (+0.3%)</li> <li>• Sholing (+12.5%)</li> </ul>
	<b><u>Examples of Partnership Responses</u></b>
	<b>Safer Streets 4 and 5</b>
21.	SSCP has previously successfully bid for multiple funding opportunities from the Home Office Safer Streets programme, and was successful in leading a collaborative bid with New Forest District Council, Winchester City Council and Test Valley Brough Council to tackle neighbourhood crime, ASB and VAWG (Violence Against Women and Girls).

22.	<p>The Southampton part of the Safer Streets 5 project is delivering:</p> <ul style="list-style-type: none"> <li>• New CCTV cameras for Shirley and Portswood District Centres</li> <li>• Property marking packs for residents in areas with high levels of residential burglary, including use of street signs</li> <li>• VAWG educational work in secondary schools with Yellow Door ('Peer Heroes') and in primary schools with Saints Foundation ('Team Mates')</li> </ul>
23.	<p>Safer Streets 4 funding of £645K for 22-23 was able to be utilised through Operation Defender to deliver:</p> <ul style="list-style-type: none"> <li>• Extra security patrols</li> <li>• Training Police as Behavioural Detection Officers</li> <li>• Bystander training for bar staff</li> <li>• Extra CCTV staff for key weekends</li> <li>• Purchase of five redeployable CCTV cameras</li> <li>• Student safety work with both Universities</li> <li>• Supporting the Safe Places Network (130 premises in Southampton)</li> <li>• 'pop-up' treatment centres with St John</li> </ul> <p>This section of the promotional video covers the NTE:  <a href="#">Safer Streets 4 - VAWG and night-time economy - YouTube</a></p>
	<p><b>Strategy Refresh</b></p>
24.	<p>The SSCP strategic board met on 29<sup>th</sup> January 2024 in a workshop format to discuss and agree the key tactical areas ('Obsessions') for action in the remaining years of the Strategy.</p> <p>The result is a refocused tactical plan, achieving the SSCP priorities by focussing on the key crime issues identified by data analysis and public survey - <a href="#">Refreshed Southampton Safe City Partnership Plan</a>.</p> <p>The SSCP work to prevent and reduce crime fits with the Corporate Priority for 'A Proud and Resilient City' and is specifically mentioned as part of 'Help communities feel safer within their neighbourhoods with a sense of belonging'.</p>
25.	<p>The strategy refresh, considered at the 12 September 2024 meeting of the Overview and Scrutiny Management Committee, builds on the existing partnership working and now includes for each tactical 'obsession':</p> <ul style="list-style-type: none"> <li>• Summary of data</li> <li>• What need to be done</li> <li>• How we will do it</li> <li>• Measures of success</li> </ul>
26.	<p>The revised strategy was reviewed and agreed at the SSCP strategic board on 1<sup>st</sup> July 2024. The progress and review of key performance indicators will</p>

	then be managed by the Strategic Board. Preparation for a full review of the strategy will commence in 2026/27.
<b>RESOURCE IMPLICATIONS</b>	
<b><u>Capital/Revenue</u></b>	
27.	The Head of Service, Stronger Communities, continues to function as Partnership Manager, supported by SCC staff from Stronger Communities (coordination of SSCP Action Plan), Meeting Support (arranging meetings, minute-taking), Consultation Team (Community Safety Survey) and the Data Team (production of Safe City Strategic assessment and maintenance of Data Observatory).
28.	The SSCP has no budget allocation from SCC, nor any other partners. Work is underway to itemise SCC staff time in supporting the SSCP, as the burden for the organisational and support sits disproportionality with SCC. Many of the operational activities of partners are 'business as usual' and not exclusively funded to support SSCP objectives.
<b><u>Property/Other</u></b>	
29.	None.
<b>LEGAL IMPLICATIONS</b>	
<b><u>Statutory power to undertake proposals in the report:</u></b>	
30.	The Police and Justice Act 2006 requires overview and scrutiny committees to scrutinise Crime and Disorder Reduction Partnerships, and the partners who comprise it, insofar as their activities relate to the partnership, at least once a year.
<b><u>Other Legal Implications:</u></b>	
31.	Community Safety Partnerships are a statutory requirement under Section 5-7 of the Crime and Disorder Act 1998.
<b>RISK MANAGEMENT IMPLICATIONS</b>	
32.	The Safe City Strategy, Strategic Assessments and the work of the Safe City Partnership are all designed to reduce and mitigate risk related to crime and anti-social behaviour in Southampton.
<b>POLICY FRAMEWORK IMPLICATIONS</b>	
33.	The actions identified in the report contribute to meeting the priorities identified in the Safe City Strategy (2022-2027).
<b>KEY DECISION</b>	No
<b>WARDS/COMMUNITIES AFFECTED:</b>	None directly as a result of this report
<b><u>SUPPORTING DOCUMENTATION</u></b>	
<b>Appendices</b>	
1.	None
<b>Documents In Members' Rooms</b>	
1.	None



<b>Equality Impact Assessment</b>	
Do the implications/subject of the report require an Equality and Safety Impact Assessments (ESIA) to be carried out?	No
<b>Data Protection Impact Assessment</b>	
Do the implications/subject of the report require a Data Protection Impact Assessment (DPIA) to be carried out?	No
<b>Other Background Documents</b> <b>Equality Impact Assessment and Other Background documents available for inspection at:</b>	
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.	<a href="#">Safe City Strategic Assessment 2023-24</a>
2.	<a href="#">Safe City Strategy (southampton.gov.uk)</a>
3.	<a href="#">Refreshed Southampton Safe City Partnership Plan</a>

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# Agenda Item 9

<b>DECISION-MAKER:</b>	OVERVIEW AND SCRUTINY MANAGEMENT COMMITTEE		
<b>SUBJECT:</b>	FORWARD PLAN - ADULT LEARNING DISABILITY RESIDENTIAL RESPITE PROVISION		
<b>DATE OF DECISION:</b>	23 JANUARY 2025		
<b>REPORT OF:</b>	SCRUTINY MANAGER		
<b><u>CONTACT DETAILS</u></b>			
<b>Executive Director</b>	<b>Title</b>	<b>Executive Director – Enabling Services</b>	
	<b>Name:</b>	<b>Mel Creighton</b>	<b>Tel: 023 8083 3528</b>
	<b>E-mail</b>	<b>Mel.creighton@southampton.gov.uk</b>	
<b>Author:</b>	<b>Title</b>	<b>Scrutiny Manager</b>	
	<b>Name:</b>	<b>Mark Pirnie</b>	<b>Tel: 023 8083 3886</b>
	<b>E-mail</b>	<b>Mark.pirnie@southampton.gov.uk</b>	
<b>STATEMENT OF CONFIDENTIALITY</b>			
<p>Annex 3 of Appendix 1 of this report contains information deemed to be exempt from general publication based on Category 3 (information relating to the financial or business affairs of any particular person (including the Authority holding the information)) of paragraph 10.4 of the Council’s Access to Information Procedure Rules. In applying the public interest test this information has been deemed exempt from the publication due to commercial sensitivity. It is not considered to be in the public interest to disclose this information as it would reveal information which would put the Council at a commercial disadvantage.</p> <p>N.B. Annex 3 contains a detailed breakdown of the expected cost of the proposed respite service and details of current provider rates and is considered to be commercially sensitive given the current procurement of Inclusive Lives, in which this service falls.</p>			
<b>BRIEF SUMMARY</b>			
<p>This item enables the Overview and Scrutiny Management Committee (OSMC) to examine the content of the Forward Plan and to discuss issues of interest or concern with the Executive to ensure that forthcoming decisions made by the Executive benefit local residents.</p>			
<b>RECOMMENDATIONS:</b>			
	(i)	That the Committee discuss the items listed in paragraph 3 of the report to highlight any matters which Members feel should be taken into account by the Executive when reaching a decision.	
<b>REASONS FOR REPORT RECOMMENDATIONS</b>			
1.	To enable Members to identify any matters which they feel Cabinet should take into account when reaching a decision.		
<b>ALTERNATIVE OPTIONS CONSIDERED AND REJECTED</b>			
2.	None.		

<b>DETAIL (Including consultation carried out)</b>		
3.	The Council's Forward Plan for Executive Decisions from 28 January 2025 has been published. The following issues were identified for discussion with the Decision Maker:	
	<b>Portfolio</b>	<b>Decision</b>
	Adults and Health	Adult Learning Disability Residential Respite Provision
		<b>Requested By</b>
		Cllr Blackman
4.	Briefing papers responding to the items identified by members of the Committee are appended to this report. Members are invited to use the papers to explore the issues with the decision maker.	
<b>RESOURCE IMPLICATIONS</b>		
<b><u>Capital/Revenue</u></b>		
5.	The details for the items identified in paragraph 3 are set out in the Executive decision making report issued prior to the decision being taken.	
<b><u>Property/Other</u></b>		
6.	The details for the items identified in paragraph 3 are set out in the Executive decision making report issued prior to the decision being taken.	
<b>LEGAL IMPLICATIONS</b>		
<b><u>Statutory power to undertake proposals in the report:</u></b>		
7.	The duty to undertake overview and scrutiny is set out in Part 1A Section 9 of the Local Government Act 2000.	
<b><u>Other Legal Implications:</u></b>		
8.	The details for the items identified in paragraph 3 are set out in the Executive decision making report issued prior to the decision being taken.	
<b>RISK MANAGEMENT IMPLICATIONS</b>		
9.	The details for the items identified in paragraph 3 are set out in the Executive decision making report issued prior to the decision being taken.	
<b>POLICY FRAMEWORK IMPLICATIONS</b>		
10.	The details for the items identified in paragraph 3 are set out in the Executive decision making report issued prior to the decision being taken.	
<b>KEY DECISION</b>		No
<b>WARDS/COMMUNITIES AFFECTED:</b>		None directly as a result of this report
<b><u>SUPPORTING DOCUMENTATION</u></b>		
<b>Appendices</b>		
1.	Briefing Paper – Adult Learning Disability Residential Respite Provision	
<b>Documents In Members' Rooms</b>		
1.	None	

<b>Equality Impact Assessment</b>		
Do the implications/subject of the report require an Equality and Safety Impact Assessments (ESIA) to be carried out?		Identified in Executive report
<b>Data Protection Impact Assessment</b>		
Do the implications/subject of the report require a Data Protection Impact Assessment (DPIA) to be carried out?		Identified in Executive report
<b>Other Background Documents</b>		
<b>Equality Impact Assessment and Other Background documents available for inspection at:</b>		
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.	None	

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## BRIEFING PAPER

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**SUBJECT:** Adult Learning Disability Residential Respite Provision  
**DATE:** 23 January 2025  
**RECIPIENT:** Overview and Scrutiny Management Committee

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### THIS IS NOT A DECISION PAPER

#### SUMMARY:

1. Residential overnight care remains an important part of the Council's respite offer. However, we need to make changes to our services to ensure that we can support people with high quality provision in the most cost-effective way whilst meeting increasing need going forward.
2. The Council currently delivers overnight residential respite via an in-house directly delivered service and two contracts with the external market; the latter are due to come to an end on 31 March 2025. This includes the residential respite service delivered by Way Ahead at Weston Court (a 3-bedded unit in a building owned by the council) and the Rose Road residential respite service for children and adults. There is therefore a need to review what these services should look like and how they are provided in future.
3. We have consulted on two options with current users of overnight respite services between 24 October and 16 December 2024:
  - Option 1: Expand Kentish Road and deliver the majority of overnight respite from a single service operating across two sites, Kentish Road and Weston Court.
  - Option 2: Expand Kentish Road and deliver the majority of overnight respite from one main site, i.e. Kentish Road and cease provision at Weston Court.
4. Both options involve expanding the provision at Kentish Road (the Council's directly delivered service) to ensure we are making full use of this asset and reducing our use of other residential respite provision beyond Kentish Road and Weston Court.

#### BACKGROUND and BRIEFING DETAILS:

##### Context

5. The Council currently spends £1.49M on overnight residential respite for adults with learning disabilities in Southampton. This includes its own in-house provision at Kentish Road (with current capacity to deliver 1,800 nights a year which includes an emergency bed) as well as two external contracts: one with Way Ahead Leisure Pursuits who provide a 3-bedded service in the Council's property Weston Court (commissioned to deliver 810 nights a year) and the other with the Rose Road Association (commissioned to deliver 781 nights a year for adults and 930 nights a year for children). Spend on Kentish Road is £861,700 per annum, £341,531 on Rose Road for adults and £253,884 on Way Ahead.
6. Like many councils across the country, Southampton is facing significant financial challenges and needs to make efficiencies to ensure that it is able to continue to provide high quality services within the resources available. Demand for respite is also increasing.

# BRIEFING PAPER

Over the next 4 years to 2028/29 officers have modelled that residential respite capacity will need to increase by around 6% to 3592 nights a year. This is based on general growth in the population as well as children with residential respite packages transitioning to adult services.

7. In addition to the increased demand, the Council is also seeing costs rise within the market as a result of increases in employers' national insurance, the national minimum or living wage increases and general cost of living. The volatility of the market is a particular risk for the Council.
8. Therefore, in summary, with the current contracts with Way Ahead and Rose Road coming to an end on 31 March 2025, the Council needs to review its current residential respite provision and identify the most cost-effective way of delivering more for less at high quality in the future. Regardless of whether services are provided internally, externally or through a mixture of both, the current model of provision is not the most cost-effective. Kentish Road is operating below the capacity that it could be operating – originally a 9-bed unit, it is only operating 4 beds (plus one emergency bed). Having 3 separate providers, each delivering a relatively small number of beds, also does not lend itself to the economies of scale that can be achieved through shared management and operational costs. With contracts expiring, the Council has two choices:
  - In accordance with the Public Contracts Regulations 2015, to test the market to achieve value for money.
  - Alternatively, in line with the SCC First policy 2017, to consider and where appropriate, appoint in-house services to deliver its requirements.

## **Consultation**

9. From 24<sup>th</sup> October to 16<sup>th</sup> December 2024 the Council ran a consultation with current users of respite provision on the number of locations future service provision should be delivered from. Two options were presented for consideration which essentially represent a change in the current model of provision:
  - Option 1: Expand Kentish Road and deliver the majority of overnight respite as a single service operating across two sites, Kentish Road and Weston Court. This would increase the number of beds at Kentish Road from 4 (plus one emergency) to 6 (plus one emergency). It would also involve fully utilising all 3 beds at Weston Court (currently commissioned at 74% utilisation). This option would deliver 10 beds in total (9+1 emergency) across two sites with capacity for 3600 nights per annum
  - Option 2: Expand Kentish Road and deliver the majority of overnight respite from one main site, i.e. Kentish Road and cease provision at Weston Court. This would increase the number of beds at Kentish Road to 8 (plus one emergency), so 9 beds in total on one site with capacity for 3240 nights per annum.
10. For both options the proposal was that the Council would be the Registered Provider delivering the majority of residential respite in-house within its direct care services and only commissioning residential overnight respite from external providers for those adults with more complex needs requiring higher core staffing levels or staff skilled in undertaking more complex clinical tasks. Both options are focussed on maximising the use of the Council's assets by making use of unutilised capacity at Kentish Road.



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11. No changes are proposed to overnight residential respite for children aged up to 18. People would also still have the option of a Direct Payment to explore their own respite options.

## Service User and Carer Feedback

12. A summary report of all consultation feedback can be found at Annex 1. A total of 42 surveys were received from carers. In total this broke down as:

- 24% from Kentish Road
- 38% from Rose Road
- 40% from Weston Court

13. Key headlines from the quantitative feedback:

- 33% of respondents (=13) preferred Option 1: Expand Kentish Road and deliver the majority of overnight respite from a single service operating across two sites, Kentish Road and Weston Court.
- 8% of respondents (= 3) preferred Option 2: Expand Kentish Road and deliver the majority of overnight respite from one main site, i.e. Kentish Road and cease provision at Weston Court.
- 60% of respondents (=24) did not like either Option.

14. Below is a summary of the main themes from the service user/carers feedback (A summary of the key themes and the Council's response is also attached at Annex 5):

- Strong preference to remain with the current service provider. Carers cited current provision at Weston Court as being "personalised", "caring and intimate", "going above and beyond". Continuity and consistency of staff was highlighted several times. There were comments about Rose Road in relation to "being like a family", people having attended since they were a young child and staff therefore really understanding their needs.
- Concerns around the emotional and mental health impact of moving people from a provision where they are settled – this was particularly raised by some Rose Road carers.
- Previous experiences and perceptions of the Council's in-house services; this included several references to inconsistency of staff and Council services not being as person-centred and responsive to need as they should be. Comments about Council services during the Covid pandemic including poor communication underlay some of these concerns. It should be noted however that the Council's direct care services, including Kentish Road, were rated as Good with the Care Quality Commission in 2023.
- Significant concerns in relation to Option 2 (the single site option) that Kentish Road would not be able to meet the totality of need and that a large number of clients would be severely impacted from being in a too large, busy, institutionalised environment. People felt that Weston Court provides for a more intimate, calmer environment for those who cannot cope in a larger provision.
- Challenges that the in-house provision would not be able to offer a more cost-effective solution particularly given previously published financial information for Kentish Road which shows a much higher cost per night. Officers have

# BRIEFING PAPER

investigated this and found that the Kentish Road cost per night included additional 1:1 staffing which is not included in the Way Ahead and Rose Road figures as other providers would bill this separately. Kentish Road has also been carrying a number of vacancies pending the Adult Social Care restructure and has had some staff on long-term sick leave, which are being covered by agency staff. The current model of 1:3 staffing across 4 beds also does not provide any economies of scale for Kentish Road.

- Concerns around lack of choice and access – particularly linked to Option 2 (the single site option).
- Concerns about whether Kentish Road could meet the needs of people currently at Rose Road. It should be noted that if Option 1 were chosen, each client would be carefully assessed before any change in venue and where a higher staffing level is required to meet need, this would be put in place.
- Concerns raised that the wider range of respite options being developed through Inclusive Lives (which is a commissioning/tendering approach to develop the market to offer more flexible and personalised service options), which include sitting services, a new social wellbeing service and more outreach options did not reflect their views. Details of this wider offer were included as part of the wider context and there is no intention to replace residential respite or require anyone to change their current allocation or move from residential to a non-residential option. A range of stakeholder groups such as the Learning Disabilities Partnership Board, Learning Disabilities Carers Co-production Group and the Southampton Parent Carer Forum have been actively involved in co-designing these future services which aim to deliver increased flexibility (times/venues/ support), increased use of inclusive environments, and a strengthened approach to skills and independence.

15. During the consultation, Way Ahead and Rose Road have voiced the following concerns about the proposals:

- The Council's ability to deliver a more cost-effective service, citing previous and current costs of the in-house provision as being higher than market prices and much higher than the costs per night outlined in the future options.
- Concerns in relation to the Council's ability to meet the complexity of need of people who would move from Rose Road to Kentish Road under the proposals, within the core staffing structure proposed, without needing to bring in a lot of additional 1:1 support. This has been assessed and costed into the proposals.
- Impact on wider offer in terms of increased costs for other respite services delivered by providers, e.g. children's short breaks, other short break provision.
- A lack of collaboration and partnership working.

16. In response to the feedback from the consultation, officers are recommending the following:

- That Option 2: Expand Kentish Road and deliver the majority of overnight respite from one main site, i.e. Kentish Road, is rejected.
- That sufficient time and resource is built in for transition, which will need to be flexible and person-centred for each individual impacted by a move.

# BRIEFING PAPER

- That officers work with carers and cared for people through the Carers Co-production group to co-produce future quality standards for the Council's direct care services, seeking views on current provision, what matters most to carers and what good looks like; in order to build confidence in services. This could also include working with carers to engage them in the ongoing monitoring of quality and performance. A service development plan will be put in place to address concerns raised by carers during the consultation.
- That officers work with providers to fully understand and where possible put in place mitigations to address the impact on them of the proposals.

## RESOURCE/POLICY/FINANCIAL/LEGAL IMPLICATIONS:

### Resources/Finance

#### Capital Expenditure

17. Both options 1 and 2 would require some alterations and equipping of the interior of the first floor of Kentish Road (e.g. installation of ceiling track hoists alarm system and wet rooms) to accommodate the additional capacity required. Total costs of these works have been estimated at approximately £50,000. Funding has already been committed from the respite commissioning contingency budget (AQ0070) for these works.

#### Revenue Expenditure

18. Detailed costings, including full breakdown of costs for each of the options, can be found at Annex 3. The costs for both options have been based on the Council providing these services internally. The market has not been tested for the cost of providing these options; although estimated costs from one of the current providers of providing Option 2 (single site) show a slightly higher level of saving by circa £60k.

19. Cost of current provision is £1,492,115. This includes the Council's costs of delivering the Kentish Road Service as well as the Rose Road and Way Ahead contracts. Current capacity across all 3 providers is 3391 which includes one emergency bed at Kentish Road.

20. The tables below show the costs of each of the Options and how they compare to the cost of the current model. In addition, and owing to the opposition from carers to bringing all residential respite in-house, consideration has also been given to a mixed provider option which would be a variation of Option 1. Under this option (Option 3) Kentish Road would still be expanded and the majority of overnight respite would still be delivered from there and Weston Court; but each site would be managed by a different provider: Kentish Road by the Council and Weston Court by an external provider.

#### **Option 1: Expand Kentish Road and deliver the majority of overnight respite as a single service operating across two sites, Kentish Road and Weston Court.**

21. This delivers 3600 nights a year (plus it is estimated that up to 200 nights would be commissioned a year for more complex clients, mostly jointly funded by the Integrated Care Board – the exact number and costs for this group will fluctuate dependent on need at any one time) – this is an increase of 409 nights from current capacity and sufficient capacity to meet demand over the next 4 years.

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<b>Option 1: Future Model (2 sites)</b>			
	2024/25	Available nights	Price
Single Service delivered across 2 sites (KR and WC)	£1,083,791	3,600	£301.05
Additional costs for more complex clients	£51,411		
<b>TOTAL</b>	<b>£1,135,202</b>		

## **Option 2: Expand Kentish Road and deliver the majority of overnight respite from one main site, i.e. Kentish Road**

22. This delivers 3240 nights a year (plus it is estimated that up to 200 nights would be commissioned a year for more complex clients, mostly jointly funded by the Integrated Care Board – the exact number and costs for this group will fluctuate dependent on need at any one time) – this is an increase of 49 nights from current capacity – whilst this would provide sufficient capacity to meet demand over the next two years, there is a reasonable risk that the Council would need to commission additional capacity from external providers in future years.

<b>Option 2: Future Model (1 site)</b>			
	2024/25	Available nights	Price
Single Service delivered in a single site (KR)	£973,804	3,240	£300.56
Additional costs for more complex clients	£51,411		
<b>TOTAL</b>	<b>£1,025,215</b>		

## **Option 3: as per Option 1 but using two different providers for Kentish Road and Weston Court)**

23. It should be noted that the external provider costs of running Weston Court have been based on the current price for the Weston Court provision. The actual cost would be subject to the outcome of a procurement and so may be slightly higher or lower.

<b>New Option 3: Future Model (2 sites but Council runs KR and external provider runs WC)</b>			
	2024/25	Available nights	Price
Council costs of running expanded KR	£798,172	3600	£319.78
Another providers costs of running WC	£353,040		
Additional costs for more complex clients	£51,411		
<b>TOTAL</b>	<b>£1,202,623</b>		

## **Comparison of all Options against current costs**

<b>Cost Comparisons with Current Model</b>				
	2024/25 Current Model	Option 1 New Model (2 sites)	Option 2 New Model (1 site)	Option 3 New Model (2 sites each with separate provider)
Total Cost of Core Respite provision (including utility costs)	£1,492,115	£1,083,791	£973,804	£1,151,212
Additional costs for more complex clients	incl in above	£51,411	£51,411	£51,411
<b>TOTAL</b>	<b>£1,492,115</b>	<b>£1,135,202</b>	<b>£1,025,215</b>	<b>£1,202,623</b>
<b>Variance on Current Model</b>	<b>£0</b>	<b>-£356,913</b>	<b>-£466,900</b>	<b>-£289,492</b>

# BRIEFING PAPER

24. All the options include expanding the number of beds at Kentish Road to maximise the use of this asset and provide a more cost-effective delivery model, with the 1:3 staffing model operating across a larger number of beds. Option 1 and Option 2 deliver the Weston Court beds as part of the same service – in the case of Option 1 this would be a single service, with a single Registered Manager delivered across 2 sites. In Option 2 it would be a single service incorporating the Weston Court beds into a single site, i.e. Kentish Road. In Option 3, Kentish Road and Weston Court would be provided by two separate providers and managed separately. All options significantly reduce the cost of the existing Kentish Road service as its 1:3 staffing model would be operating over a larger number of beds.
25. The financial analysis shows that Option 2: the single site option would deliver the greatest savings at £466,900. However, this option would deliver fewer beds and less capacity than Option 1 (hence why the price per night is not lower). It was also the least preferred by the consultation, has the greatest number of non-financial disadvantages and so Option 2 is not recommended.
26. Option 1: a single service delivered across 2 sites had the greatest non-financial benefits and, whilst it does not offer the same level of savings as Option 2, it would still deliver a saving of £356,913. The recommended option on the basis of both the financial and non-financial analysis is therefore Option 1: Expand Kentish Road and deliver the majority of overnight respite as a single service operating across two sites, Kentish Road and Weston Court.
27. The new Option 3 was included to test the financial impact of delivering a service similar to Option 1 across two sites but by two separate providers. The financial modelling shows this to deliver a smaller saving of £289,492, which is due to it not having the same economies of scale as would be the case for a single provider.

## Legal

28. Section 10 of the Care Act 2010 requires the Local Authority to carry out a carers assessment where it appears the carer may have needs for support and determine whether their needs meet the eligibility criteria. This can include the provision of respite care for the cared for person to promote the carer's well-being. Any respite provision must meet the cared for persons needs for care and support.
29. The recommendations are likely to have TUPE implications. Bringing the service in-house from external providers will involve TUPE unless the service is to end or continue in a different manner. Neither apply here. Staff from Way Ahead and Rose Road would potentially be in scope to transfer to the Council. To be in scope staff would need to be working mostly on the Council contract immediately before the transfer. It is impossible at this stage to properly assess who might transfer and any cost involved as the relevant information is held by the outgoing providers and they have no obligation to provide details at this stage. The Council will need additional staff if bringing the service in-house and TUPE transfers would provide at least some of those staff. The Council will work in partnership with the employers (Way Ahead and Rose Road) to meet their duties related to Transfer of Undertakings (Protection of Employment) Regulations 2006, Section 13. As part of the consideration of transfer, a timeline will be developed.

## **OPTIONS and TIMESCALES:**

### Options

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30. Annex 2 provides a non-financial options appraisal of each of the options taking account of the feedback from the consultation. This includes the two Options consulted upon as well as the “Continue with current model” option which would mean tendering the existing contracts with Rose Road and Way Ahead as is and making no changes to Kentish Road.
31. In addition, and owing to the opposition from carers to bringing all residential respite in-house, consideration has also been given to a mixed provider option which would be a variation of Option 1. Under this option (Option 3) Kentish Road would still be expanded and the majority of overnight respite would still be delivered from there and Weston Court; but each site would be managed by a different provider: Kentish Road by the Council and Weston Court by an external provider. It should be noted that this option would require a procurement to be undertaken for the Weston Court service and so it is possible there would be a change in provider.
32. Based on both the financial and non financial assessment, the recommended option is Option 1: Expand Kentish Road and deliver the majority of overnight respite from a single service operating across two sites, Kentish Road and Weston Court. This is because:
- It fully utilises the Council’s assets
  - It maintains choice and accessibility for both sides of the city
  - It provides ample capacity to meet forecast increases in demand for respite
  - It provides greater consistency of provision by having a single provider operating both sites
  - It enables the flexibility to meet different types of need
33. Other Options considered but are not recommended included:
- Do Nothing option – not recommended on following grounds:
    - Contracts with Way Ahead and Rose Road are due to come to an end 31 March 2025. Under the Public Contracts Regulations 2015, the Council is obliged to test the market should it wish to continue these services.
    - Demand for respite is increasing and the current model will not continue to deliver the capacity required without additional investment. The Council needs to find a way of delivering more for less whilst maintaining high quality.
    - Like many councils across the country, Southampton City Council is facing significant financial challenges, and needs to deliver cost efficiencies to operate within the resources available.
  - Single site option (Option 2 in the consultation) – not recommended on following grounds:
    - It does not offer a choice of location – there would not be a provision on the East side of the city
    - It does not provide the flexibility to meet a variety of needs (i.e. there would only be one provision to accommodate everyone)
    - Whilst meeting demand for the next 2 years, further analysis would suggest it would struggle to meet the expected rises in future years. Capacity would be challenged particularly at peak times of the week
    - Service users who responded to the consultation raised significant concerns about this option for the above reasons.

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34. Option 1, Option 2 and the Do Nothing option above focus on the current model of respite provision including the number of sites it is delivered from. In addition, different options have been considered in terms of the provider. This would include:

- Delivery of the whole service in-house through the Council's direct care services (as presented in the consultation)
- Delivery of the whole service by an external provider (which would involve going out to procurement)
- A mixed provider model whereby the Council continues to deliver the Kentish Road service in house but goes out to procurement to deliver the Weston Court service (which is the Option 3 already discussed and included in Annex 2).

35. The main considerations when comparing the in-house to the external provider option include impact on the market, the level of disruption for current service users, staff pay and conditions as well as delivery of savings. With these considerations in mind, the in-house option has the following benefits:

- It provides the Council with greater certainty and control over future costs.
- Whilst the external provider option may deliver a greater saving as a result of competition within the market, staff pay and conditions could be more favourable with the in-house option.
- Whilst the in-house option has the risk of potentially destabilising some providers within the market, impacting on wider market costs, outsourcing the whole service would carry greater risk for the Council in the eventuality of a market failure.
- In terms of disruption for current service users, the in-house provider option would mean a change in provider for some people. However, the external provider option carries the risk of disruption for a greater number of people as there could be a change in provider for both sites, depending on the outcome of the procurement.
- It would delay delivery of the efficiencies and savings associated with Option 1 due to the additional time required to undertake a tender (potentially extending the timeline by 3-6 months).
- The consultation did not consider outsourcing the Kentish Road service. This would need to be considered and could further delay implementation.

36. The recommended option is therefore Option 1: Expand Kentish Road and deliver the majority of overnight respite from a single service operating across two sites, Kentish Road and Weston Court and to deliver this in-house through the Council's direct care services.

## **Timeline**

37. Based on delivering the service internally through the Council's direct care services, the timeline for delivering this is set out below with the expectation that all clients will be transitioned by early June 2025:

- February – May 2025: Adult Social Care Reviews and transition planning for clients impacted by a change in respite venue (approx. 11)
- February – end April 2025: Recruitment of additional staff and TUPE negotiations
- February- end April 2025: CQC applications for changes to registration
- Mid March – end June 2025: transition of clients impacted by a change in venue

# BRIEFING PAPER

38. Existing contracts will be extended for an interim 3 month period to 30 June 2025 to accommodate this timeline.

## RISK MANAGEMENT IMPLICATIONS

39. The main logistical risks associated with implementing the recommended Option 1 through the Council's direct care services and how these will be addressed are set out below:

- Staffing and Recruitment – additional staff will be recruited to ensure a full compliment of core staff within Kentish Road, following a robust recruitment process in line with Skills for Care safe recruitment practices. There would be dedicated HR support to the project. Internal redeployment options would also be explored. TUPE may also support, offering continuity and consistency of staff.
- Adult Social Care capacity to undertake reviews and support the transition for those clients impacted – the recommended Option 1 impacts fewer people than Option 2 and therefore carries less risk. It would require reviews and transition planning to be undertaken for around 11 people. Time has already been built into implementation timelines for this to take place from February through to May 2025.
- Capacity within Adult Social Care to affect the changes required, which in turn would impact on delivery of 2025/26 in-year savings. To address this, dedicated project and business support is being put in place to support implementation. Human Resources and property service input has also been identified to enable the changes to be implemented within the timescales identified.
- Market sustainability and potential financial impact on other services commissioned, e.g. children's short breaks. Officers will continue to work with providers to understand and seek to mitigate any impact. The Inclusive Lives tender Phase 2 for Meaningful Opportunities and Short Breaks will shortly be published and will be seeking to develop a broader range of activities and support, offering new business opportunities to short break and day care providers.

## Annex/Supporting Information:

1. Consultation feedback Report
2. Non-Financial Options Appraisal
3. Financial Analysis - Confidential
4. Option 1 – ESIA
5. Key themes from the consultation feedback and Council response

<b>Further Information Available From:</b>	<b>Name:</b>	Donna Chapman – Deputy Director Integrated Commissioning
	<b>Tel:</b>	N/A
	<b>E-mail:</b>	d.chapman1@nhs.net



# Adult Learning Disabilities Overnight Residential Respite Consultation - *Full results summary*

- [Introduction](#)
- [Methodology](#)
- [Respondents](#)
- [Proposal feedback](#)
- [Free text comments](#)



Southampton City Council undertook a consultation on **Adult Learning Disabilities Overnight Residential Respite**.

This consultation took place between **23/10/24** and **16/12/24**.

The aim of this consultation was to:

- Communicate clearly to residents and stakeholders the proposal and options for Adult Learning Disabilities Overnight Residential Respite.
- Ensure any resident, business or stakeholder who wished to comment on the proposals had the opportunity to do so, enabling them to raise any impacts the proposals may have.
- Allow participants to propose alternative suggestions for consideration which they feel could achieve the objective in a different way.

The primary method of gathering feedback for this consultation was via online questionnaire. Physical paper versions of the questionnaire were also made available, and respondents could also email [yourcity.yoursay@southampton.gov.uk](mailto:yourcity.yoursay@southampton.gov.uk) with their feedback, as well as respond by post.



Southampton City Council is committed to consultations of the highest standard and which are meaningful and comply with the *Gunning Principles*, considered to be the legal standard for consultations:

1. Proposals are still at a formative stage (a final decision has not yet been made);
2. There is sufficient information put forward in the proposals to allow ‘intelligent consideration’;
3. There is adequate time for consideration and response, and;
4. Conscientious consideration must be given to the consultation responses before a decision is made.



New Conversations 2.0  
LGA guide to engagement



## Rules: The Gunning Principles

They were coined by Stephen Sedley QC in a court case in 1985 relating to a school closure consultation (R v London Borough of Brent ex parte Gunning). Prior to this, very little consideration had been given to the laws of consultation. Sedley defined that a consultation is only legitimate when these four principles are met:

1. **proposals are still at a formative stage**  
A final decision has not yet been made, or predetermined, by the decision makers
2. **there is sufficient information to give ‘intelligent consideration’**  
The information provided must relate to the consultation and must be available, accessible, and easily interpretable for consultees to provide an informed response
3. **there is adequate time for consideration and response**  
There must be sufficient opportunity for consultees to participate in the consultation. There is no set timeframe for consultation,<sup>1</sup> despite the widely accepted twelve-week consultation period, as the length of time given for consultee to respond can vary depending on the subject and extent of impact of the consultation
4. **‘conscientious consideration’ must be given to the consultation responses before a decision is made**  
Decision-makers should be able to provide evidence that they took consultation responses into account

These principles were reinforced in 2001 in the ‘Coughlan Case (R v North and East Devon Health Authority ex parte Coughlan<sup>2</sup>), which involved a health authority closure and confirmed that they applied to all consultations, and then in a Supreme Court case in 2014 (R ex parte Moseley v LB Haringey<sup>3</sup>), which endorsed the legal standing of the four principles. Since then, the Gunning Principles have formed a strong legal foundation from which the legitimacy of public consultations is assessed, and are frequently referred to as a legal basis for judicial review decisions.<sup>4</sup>

<sup>1</sup> In some local authorities, their local voluntary Compact agreement with the third sector may specify the length of time they are required to consult for. However, in many cases, the Compact is either inactive or has been cancelled so the consultation timeframe is open to debate

<sup>2</sup> BAILII, England and Wales Court of Appeal (Civil Division) Decisions, Accessed: 13 December 2016.

<sup>3</sup> BAILII, United Kingdom Supreme Court, Accessed: 13 December 2016

<sup>4</sup> The information used to produce this document has been taken from the Law of Consultation training course provided by The Consultation Institute



The agreed approach for this consultation was to use an online questionnaire & paper questionnaire as the main route for feedback; questionnaires enable an appropriate amount of explanatory and supporting information to be included in a structured way, helping to ensure respondents are aware of the background and detail of the proposal and options. An easy read online and paper questionnaire were also available.

Respondents could also write letters or emails to provide feedback on the proposal and options: emails or letters that contained consultation feedback were collated and analysed as a part of the overall consultation.

The consultation was promoted in the following ways:

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- Promoted to existing service users
- Letters to the carers and cared for
- 3 sessions held to discuss the consultation

All questionnaire results have been analysed and presented in graphs within this report. Respondents were also given opportunities throughout the questionnaire to provide written feedback on the proposal and options.

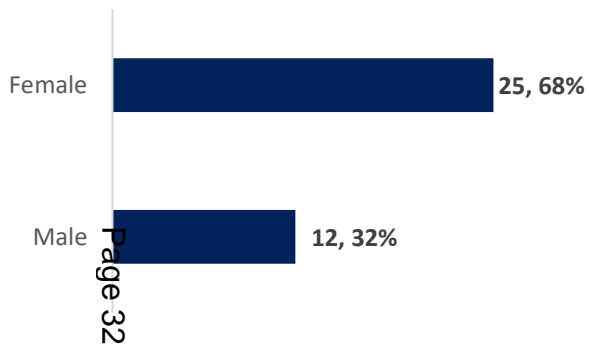


## Total responses

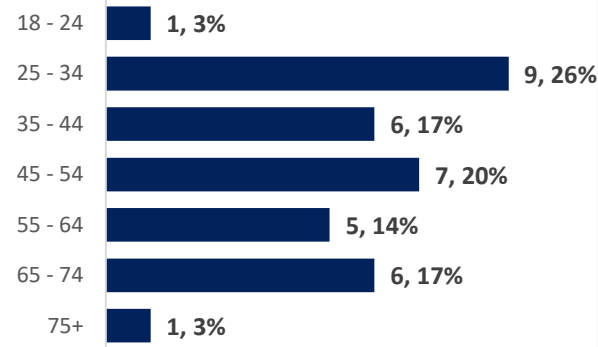
42 survey responses  
38 Standard survey  
4 Easy read survey

Graphs on this page are labelled as percentage (count).

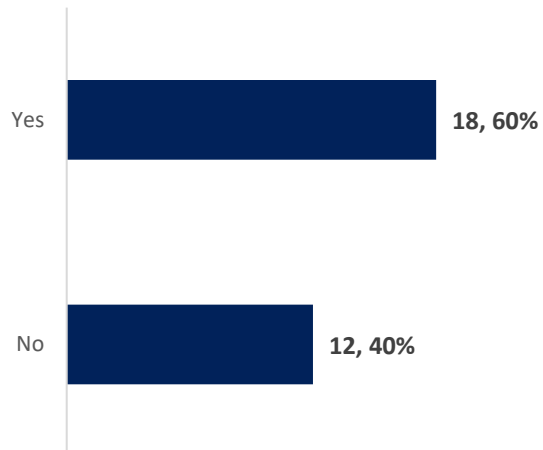
### Sex



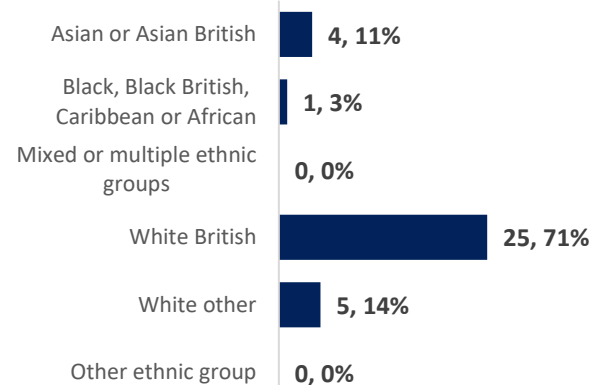
### Age



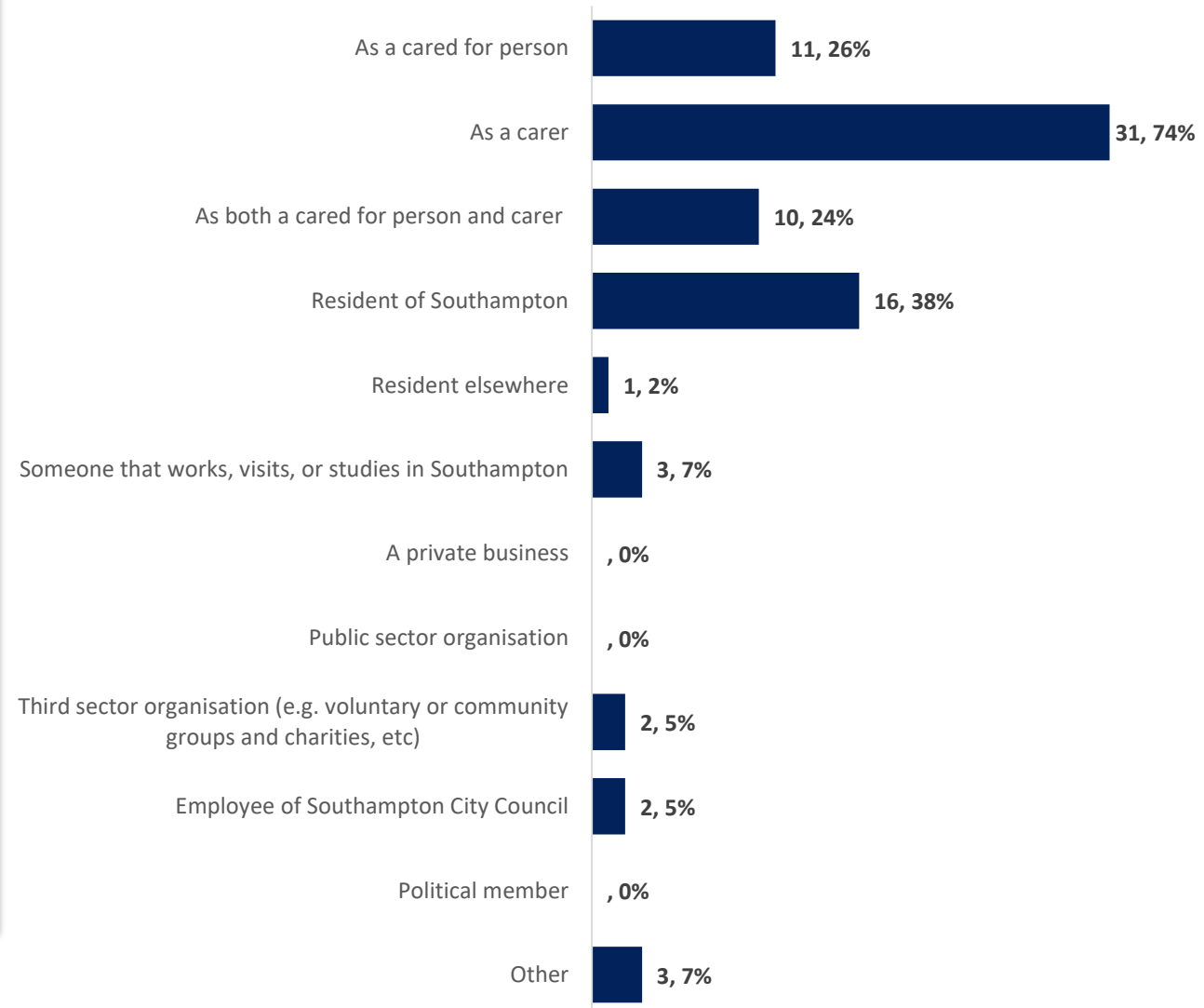
### Disability



### Ethnicity



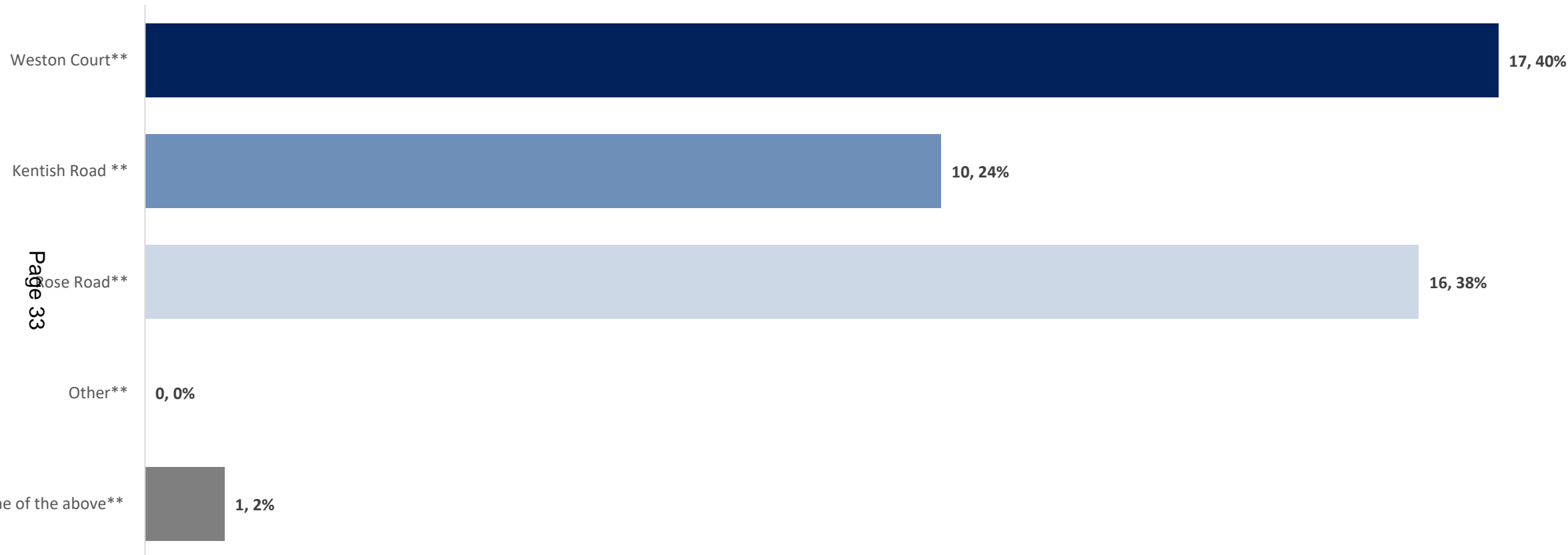
## Interest in the consultation



**Question** | Which of the following overnight respite services do you attend? *Please tick all that apply.*

Total responses | **42**

*Graph on this page are labelled as percentage (count).*



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## Key findings:

- **40%** of the respondents attend **Weston Court**, while **38%** attend **Rose Road** and **24%** **Kentish Road**.



# Consultation feedback





Respite services support people with a learning disability and their carers by helping carers to take a break from caring. Overnight residential respite in Southampton is currently provided at Kentish Road (provided by the Council), Rose Road (provided by the Rose Road Association) and Weston Court (provided by Way Ahead).

Like many councils across the country, Southampton is facing significant financial challenges. This means that we need to review how peoples assessed needs are supported. For this consultation, we are focusing on a review of our overnight residential respite service.

We are proposing to maximise the use of our own internal respite provision by providing the majority of overnight residential respite ourselves. We have two potential options on how we propose to do this.

We feel this would provide best value for Southampton residents and help us meet respite needs in the future. Please note, we are not proposing a reduction in the amount of overnight residential respite that we provide.



Currently the council uses some external providers to run overnight residential respite. We are proposing to reduce our use of external providers and instead provide most overnight residential respite ourselves.

We feel this would provide best value for Southampton residents and help us meet respite needs in the future.

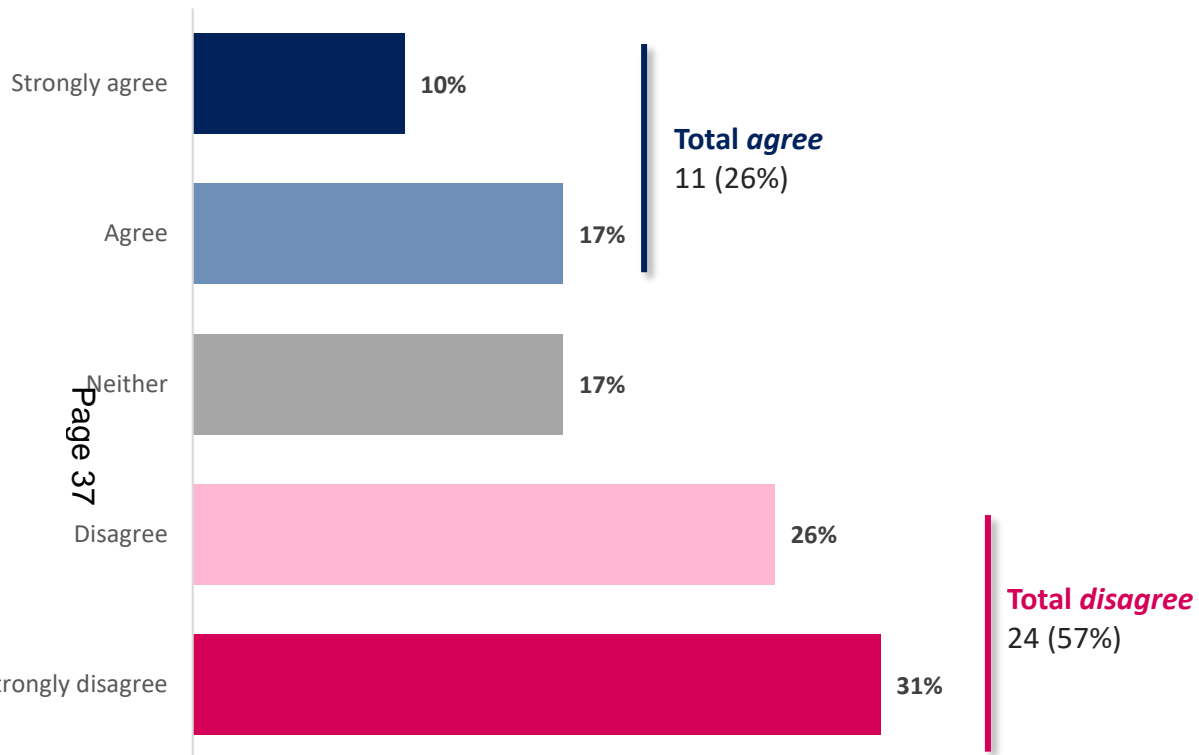
The Council will continue to commission some overnight residential respite from Rose Road, specifically for people with more complex needs. For example, if they require nursing support. We are also not proposing any change to respite provision for children up to 18 using Rose Road.

Ultimately, Southampton City Council is looking for feedback on two options that will deliver the majority of overnight residential respite in house.



**Question 1** | To what extent do you agree or disagree with the proposal to maximise the use of our own internal respite provision?

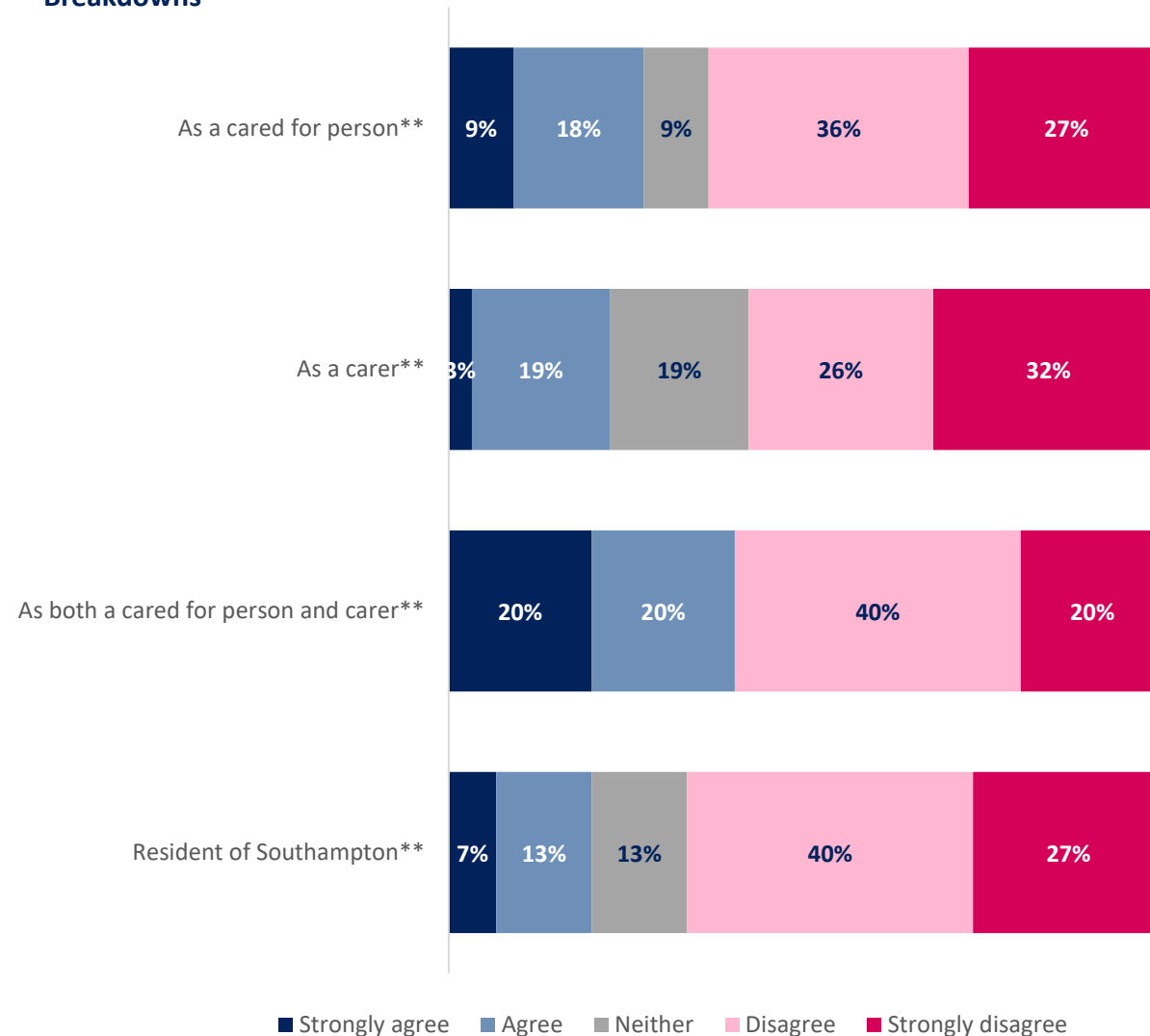
Total responses | 42



### Key findings:

- 57% of respondents **disagree** with the **proposal to maximise the use of internal respite provision**.
- 32% of carers **strongly disagreed** with the **proposal**.

### Breakdowns

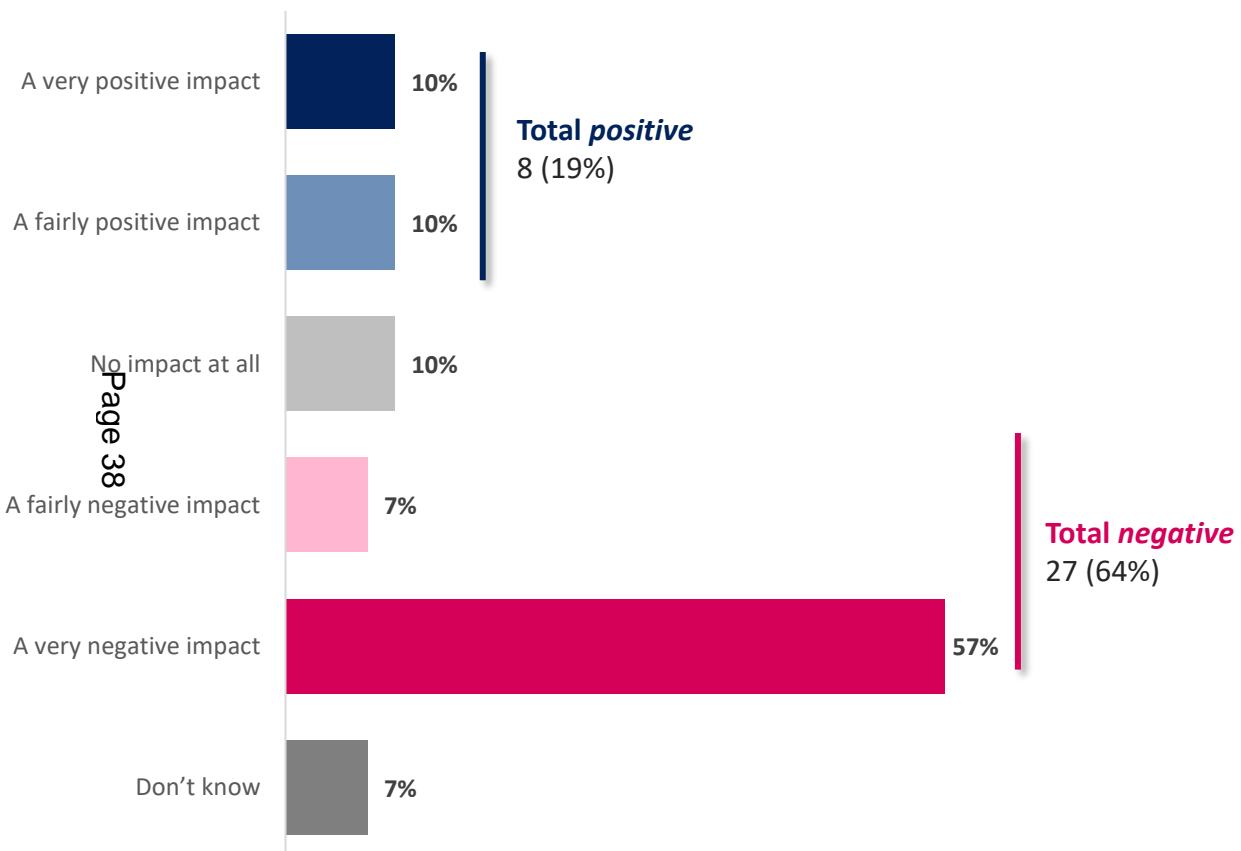


\*\*Small sample size – less than 50, \*Small sample size – less than 100



## Question 2 | What impact do you feel this may have on you, or your family?

Total responses | 42



### Key findings:

- **64%** said that the **proposal** would have a **negative impact** on them or their family.
- **70% of both a cared for person and carer** said this would have a **very negative impact** on them.

### Breakdowns



■ A very positive impact     
 ■ A fairly positive impact     
 ■ No impact at all  
■ A fairly negative impact     
 ■ A very negative impact     
 ■ Don't know

\*\*Small sample size – less than 50, \*Small sample size – less than 100

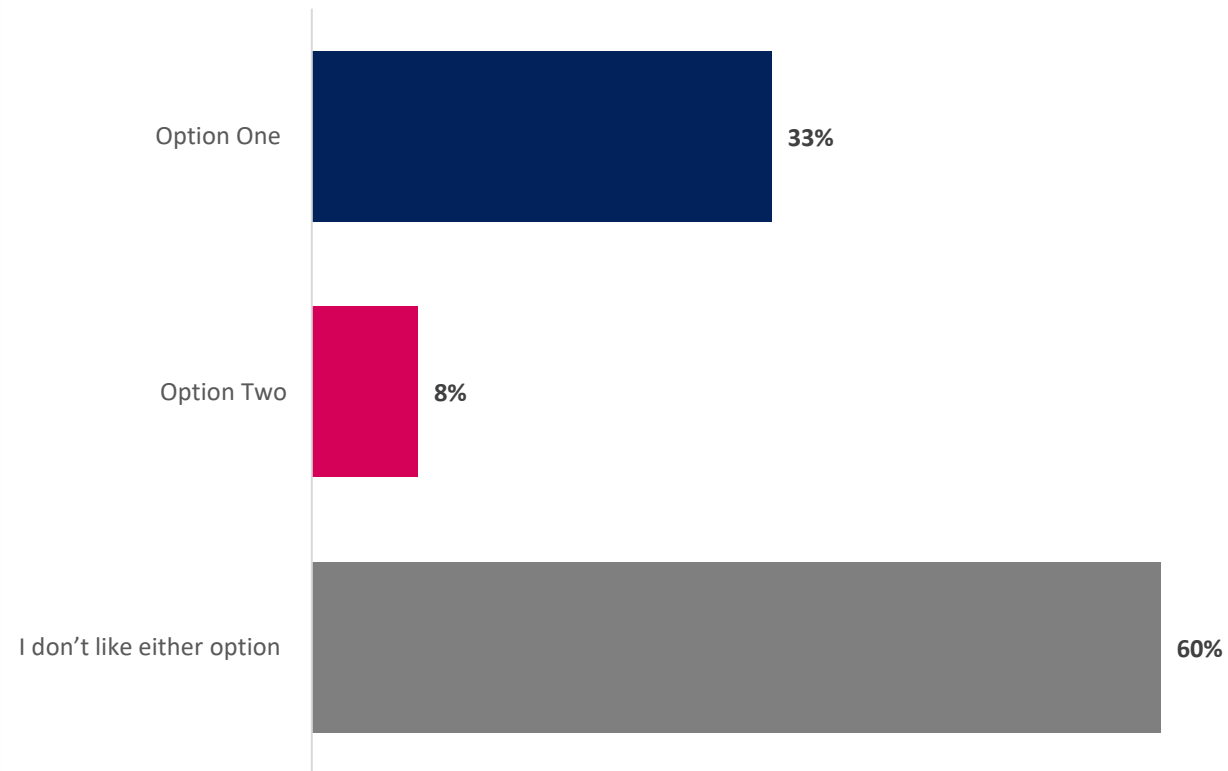


The following table show the two proposed options that would deliver the majority of overnight residential respite in house.

	Option one	Option two
<b>Summary</b>	Southampton City Council would become the provider at Weston Court and run this as well as Kentish Road.  More bed spaces would be available at Kentish Road for those who do not have complex needs and might previously have been cared for at Rose Road.	Services at Weston Court would be stopped meaning the majority of overnight residential respite will be at Kentish Road.  More bed spaces would be available at Kentish Road for those who do not have complex needs and might previously have been cared for at Rose Road and anyone that may have been cared for at Weston Court.
<b>Available overnight residential respite sites (council run or commissioned)</b>		
Weston Court	✓ Continue	✗ No longer provide overnight residential respite
Kentish Road	✓ Continue	✓ Continue
Rose Road	✓ Continue (for those with complex needs only)	✓ Continue (for those with complex needs only)
<b>Registered care provider</b>		
Weston Court	Change to Southampton City Council (instead of Way Ahead)	✗ No longer provide overnight residential respite
Kentish Road	Stay the same - Southampton City Council	Stay the same - Southampton City Council
Rose Road	Stay the same - Rose Road Association	Stay the same - Rose Road Association
<b>Change in the number of overnight beds available (council run or commissioned)</b>		
Overall	↑ Increase	↑ Increase
Weston Court	↑ Increase	↓ No overnight beds available
Kentish Road	↑ More than currently (to accommodate those who would have previously gone to Rose Road)	↑ More than currently (to accommodate those who would have previously gone to Weston Court or Rose Road)
Rose Road	↓ Less than currently (only available for those with complex needs)	↓ Less than currently (only available for those with complex needs)

## Question 3 | Which of the proposed options do you prefer?

Total responses | 40



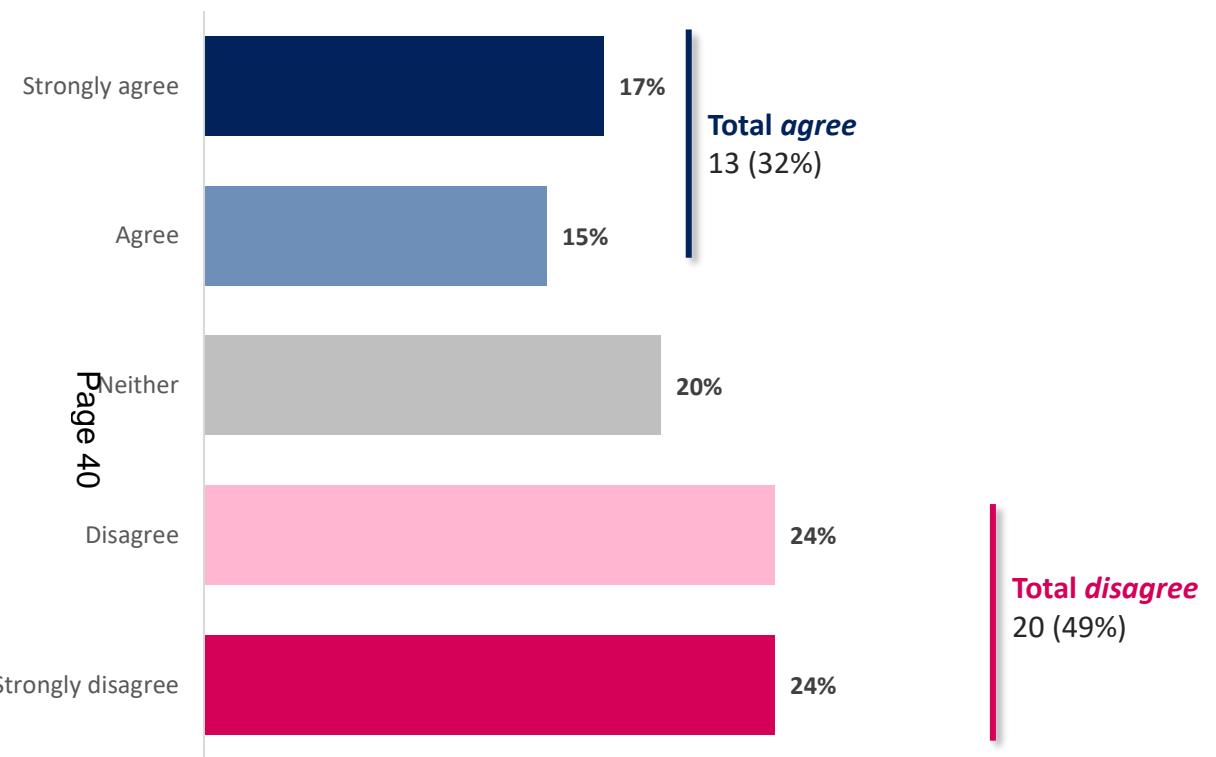
### Key findings

- 60% of respondents did not like either option, however, 33% preferred option one.

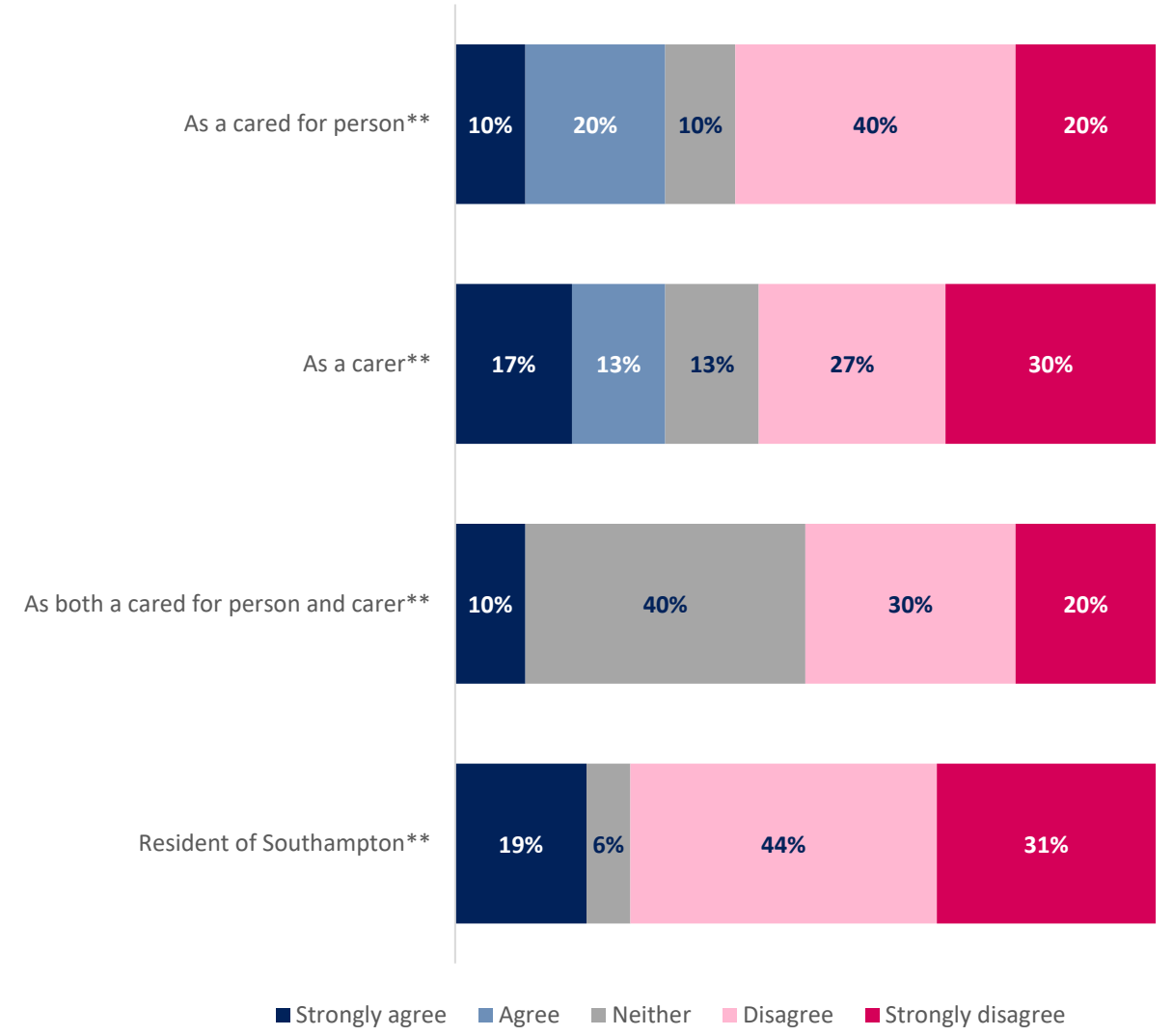
Question 4 | To what extent do you agree or disagree with the following options?

Option One

Total responses | 41



Breakdowns



Key findings:

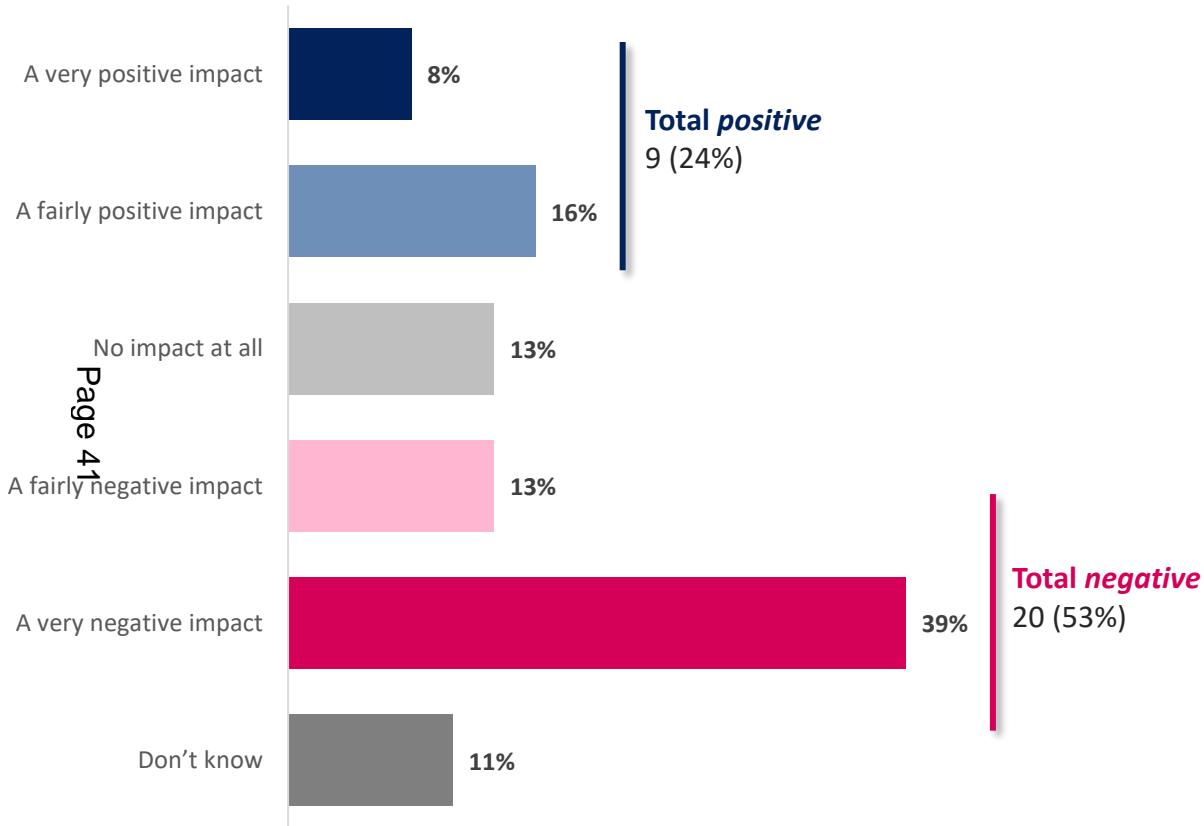
- Just under 50% disagreed with Option One.
- 17% of Carers strongly agreed with Option One.

\*\*Small sample size – less than 50, \*Small sample size – less than 100

## Question 5 | What impact do you feel this may have on you, or your family?

### Option One

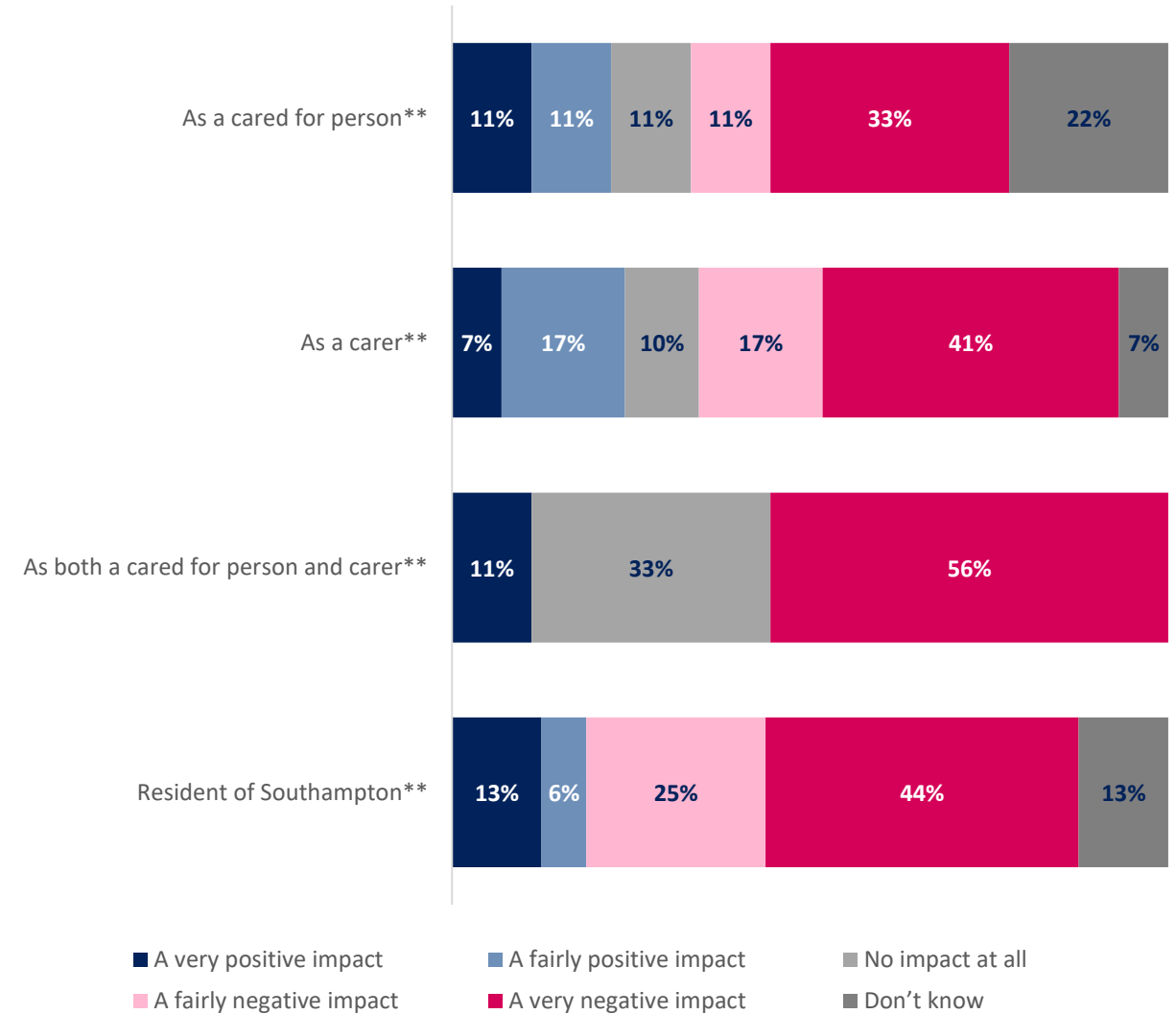
Total responses | 38



### Key findings:

- 53% said Option One would have a negative impact on them or their family.
- 69% of residents of Southampton said this would have a negative impact.

### Breakdowns

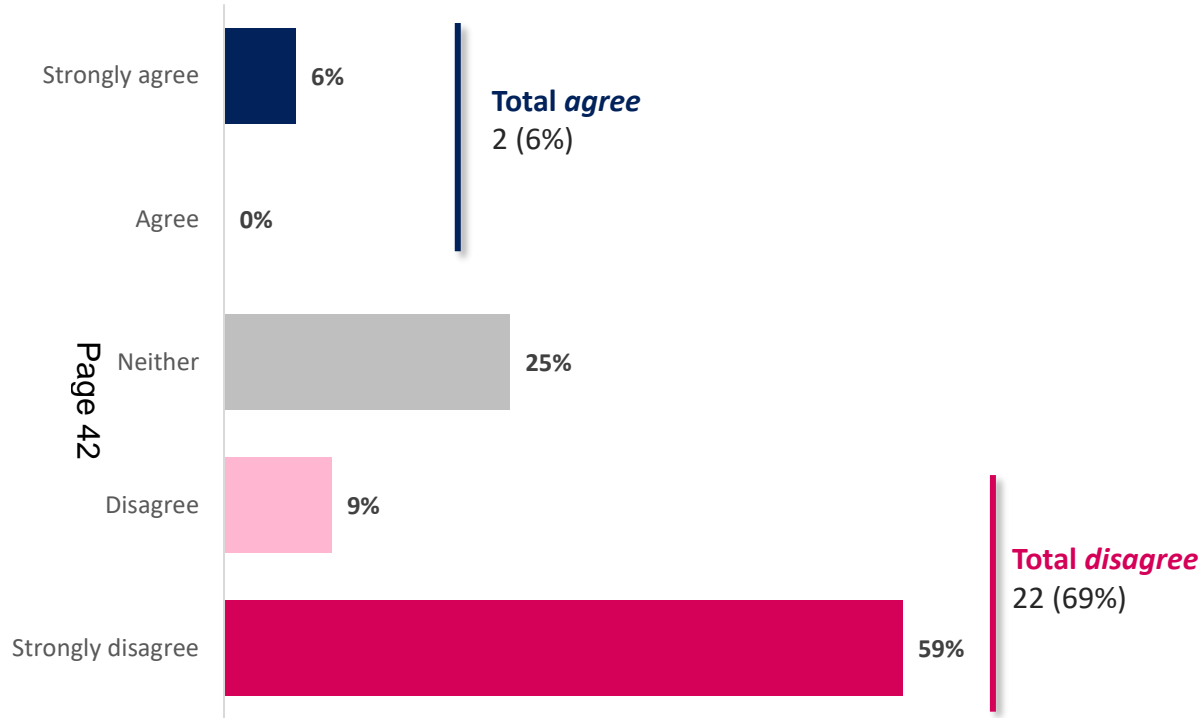


\*\*Small sample size – less than 50, \*Small sample size – less than 100

Question 4 | To what extent do you agree or disagree with the following options?

Option Two

Total responses | 32



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Key findings:

- 69% of respondents disagreed with Option Two.
- Most breakdowns disagreed with Option two.

Breakdowns



Legend: Strongly agree, Agree, Neither, Disagree, Strongly disagree

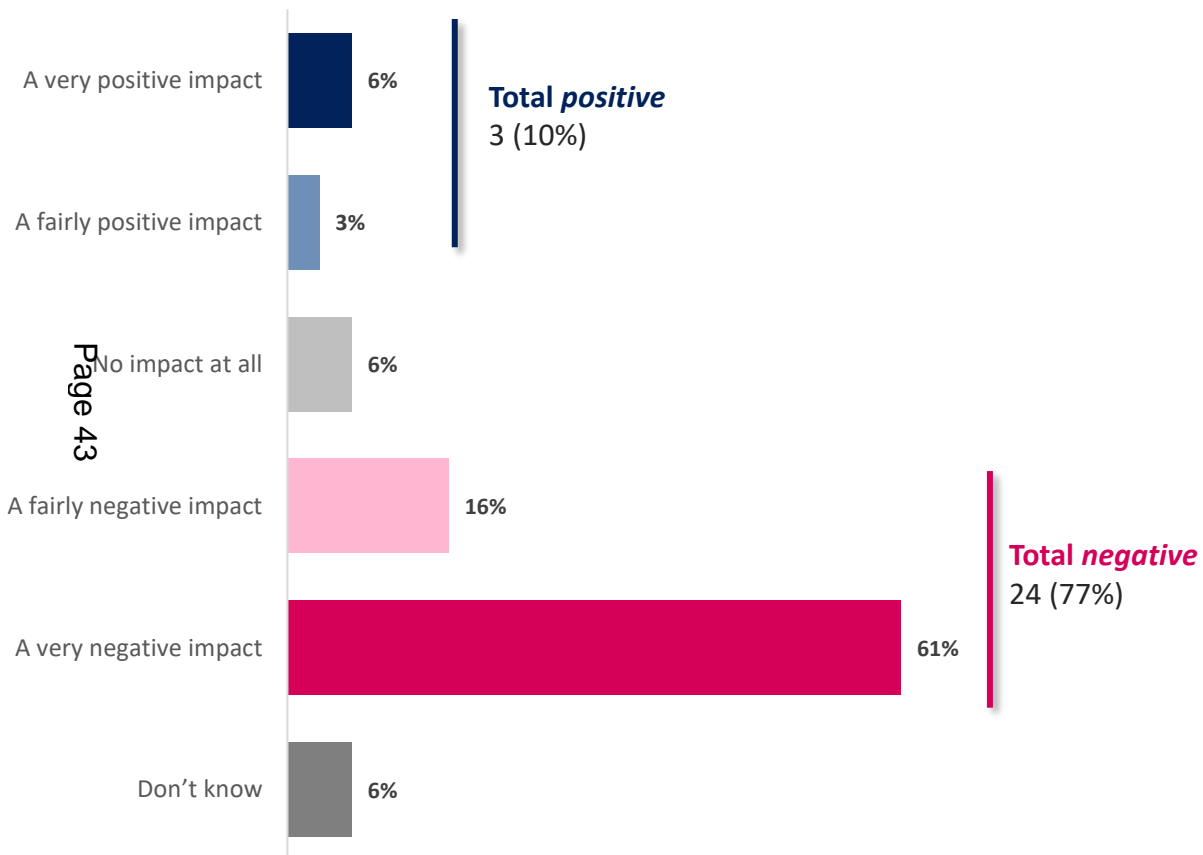
\*\*Small sample size – less than 50, \*Small sample size – less than 100



## Question 5 | What impact do you feel this may have on you, or your family?

### Option Two

Total responses | 31



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### Breakdowns



■ A very positive impact    
 ■ A fairly positive impact    
 ■ No impact at all  
■ A fairly negative impact    
 ■ A very negative impact    
 ■ Don't know

### Key findings

- 77% of respondents said **Option Two** would have a **negative impact on them or their family.**

*“People with special needs can find change really challenging so being made to move to somewhere new could have a really negative effect on them. I don't think it's right for them all to be made to move over but maybe offer more respite for those that do move over.”*

*“My daughter has struggled over the years with respite. It has taken years for her to settle at Weston Court. Her struggles with respite started \*\* at Kentish Road it was a frustrating, degrading and embarrassing episode that was imposed on her by staff and psychologists, that also took away her dignity. Because of this episode, although she did keep going to Kentish Road afterwards, she has settled into Weston Court and has told me she would definitely not go back to Kentish Road. If the change of management goes through from Way Ahead to the Council I don't think she will want to continue at Weston Court. Way Ahead have always catered to the needs of the individual going to extCouncil,ive them a good time, taking them out and about in the local community and further afield. Even when not booked in to stay for the night they have been included to go to the Theatre or on boat rides etc.... When Covid closed everything, Weston Court were there to offer help and support while Kentish Road closed down! Communication has always been an important thing at Weston Court and all Carers have the Managers mobile phone number and can communicate with her through texts at any time. This has always been a very important part of the Ethos of the Service. Why is it that the Private Providers of Respite and Day services have communications that work and we are able to get through to them whereas the council do not have any easy path of communication and hold us all at "arms length". I do understand about the need to be "professional" but the clientele do not! Parents are being put in an unimaginably difficult position for this so called "Consultation". We are having to deal with the day to day difficulties of life and being given "no choice at all" with the so called options! This came completely out of the blue and where are the figures to back it all up?”*

*“Weston Court have friendly and very helpful staff who have great awareness of individual need and likes and dislikes.”*

*“My daughter is happy at Rose Road and would not like other places.”*

*“I feel opening Weston Court would have a big impact on my son. He enjoys staying at respite there. In his \*\* it gives him a chance to socialise with other young people his age. It's a safe environment for him. Gives him a needed break away from his parents to make him become independent. Gives parents a much needed break too. Also it is local to his address and if he \*\* mum could easily get to Weston Court. \*\* Also, i feel he has been very well cared for there in a safe and secure environment.”*

*“I don't think this will affect our family as unfortunately our daughter is incredibly medically complex, with \*\* and is fully funded at Rose Road by NHS.”*

*“No impact at all as long as we still get number of allocated nights.”*

*“My son \*\* has attended the rose road respite since he was \*\*.And \*\* has very complex needs.Also many of the staff know \*\*.Also \*\* considers the rose road respite as his second home. \*\* would be very distressed to move.And very upset with change. \*\* has been to kentish house before not had a good experience and not met his needs . Also my daughter \*\* is on the list for respite .\*\*.And doesn't like change. They both attend rose road association for outreach. So i feel strongly about moving them .\*\*”*

*“Weston Court respite is managed so well, I don't know why SCC would want to take it back over. You didn't want to run it before but now you are financially in debt you want to ruin all our lives. Our daughter has been with \*\* at respite for \*\* and we all feel safe knowing whose looking after us and if you take it over \*\* will not go as she doesn't like change I don't think you have looked at the bigger picture as some clients don't like change. If you take it on there will be different staff and then they will go off sick and you will have to pay them and get cover when they client wont know. If you could put yourselves in our shoes you wouldn't want it. Also opening Kentish Road to clients from Rose Road no one would be able to get respite as there is not enough spaces.”*

*“I want to stay at Weston Court with \*\* in charge. I like her and the other staff. I don't understand all these happy and sad faces and making decisions. I just want Weston Court to stay the same as it is.”*

*“Weston Court respite service run by Way Ahead has been a first class service for our \*\*daughter. The management and care of staff in an intimate caring environment is second to none. Our daughter \*\* will not cope in a large unit. She went to Kentish road years ago and her behaviour became very challenging and she had to stop. \*\* is so settled at Weston Court . It works so well. I implore SCC considers how removing this wonderful service at Weston Court will impact our vulnerable adults and their parents/carers. Even more so if Weston Court is closed. Please consider keeping Weston Court as it is and definitely keep it open so our vulnerable adults continue receiving a more intimate service challenging, cope with and enjoy.”*

*“\*\* has attended Rose Road since a young child, her behaviour & complex needs have increased as a young adult. She struggles with transitions and change. She needs one to one care during the day and night, where she is up most nights. Without Rose road, the staff, \*\* would have been taken into care, because we would have not coped. To remove \*\* from what she knows and feels like home to her, would effect her greatly!”*

*“My daughter only has been at Rose road in the past, we have booked at other respite places, none of them suited her needs than Rose Road. Rose Road is just not respite to my daughter it is also like family. My daughter has \*\* she would be very unsettled if you take rose road away from her. My heart says save Rose Road and let them stay.”*

*“Our son currently attends Weston Court who have built up a strong bond and familiarity with him, which he needs due to his complex needs, he does not cope well with instability and constant change which is an occurrence at Kentish Road with the revolving door effect of part time/agency staff. We have been made aware that Kentish Road do not offer valuable enrichment to the service users there, at Weston Court they go out into the community often, providing skills to the service users and showing they have passion to increase the mental wellness of the individuals in their care. If Kentish Road is the only provision we are aware there will be a battle to get the day/nights needed due to the massive increase of service users and this will exponentially grow with more children with SEN needs being identified. Our preferred option would be for the council to find a way to keep Weston Court open in its current guise as we feel for the small amount of saving to the council it would bring, the upheaval and distress to multiple service users and carers (most of whom are parents) would be immense and it is being disregarded.”*

*“Our Daughter currently attends Weston Court, this was after attempting to use Kentish Road. There were many visits to Kentish Road, however our Daughter was unable to settle, and actively pushed against attending - This was a combination of the setting, and the general feel for her. We also had reservations as the multi use building was not homely, there was no clarity on what the service users would do in their stay, It didn't feel person centric which our Daughter needs. It was a distressing time, as we very much needed the respite, but were unable to use the nights allocated to us. We therefore eventually visited Western Court and thankfully were met with a totally different experience. The Team were welcoming, provided a very good overview of how stays would operate, they asked us about our Daughters needs and over a few visits built up a strong bond. The consistency of the team means we know they are able to meet her variable and complex needs. Our Daughter needs stability and consistency and does not cope well with instability and constant change which appears to be an occurrence at Kentish Road with the use of part time/agency staff, and if Kentish Road becomes bigger this would likely become more prevalent. At Weston Court run by the external provider they go out into the community often, provide home skills to the service users and showing they have passion to increase the mental wellness of the individuals in their care. They provide the opportunity for the service users to meet other users during events, and this means we do not worry about "who" is staying at the chosen time, as they have a wider awareness of each other. It is wrong for the city to have a single choice of facility which caters for all, with users aged between 18 to 60 this is unfair to service users, with a wide level of differing needs. The building is large and does not offer the pseudo home environment that Weston Court provides with calm outside space on the doorstep. Our preferred option would be for the council to find a way to keep Weston Court open using the current providers. The fact this is not an option feels incorrect as we feel for the "small amount" of saving to the council it would bring, the upheaval and distress to multiple service users and carers (most of whom are parents) would be huge and it is being disregarded.”*

*“The two questions above are impossible to answer accurately with the very limited information provided about how the two proposed options will be run, along with their potential effects on service users. The whole process so far has been very ineffectively managed. Carers are currently in limbo, unable to book respite after March and with no information on how future booking will work or where respite will occur. Learning disabled adults need a great deal of preparation for change and can be set back both mentally and physically if their needs are inappropriately met. It is NOT respite if the damage caused by a bad experience greatly outweighs a brief rest from caring and causes future anxiety for both carer and cared for. The timeframe for the proposed changes is unworkable as each cared for person will need a new assessment of need and several visits to potentially new setting(s) with different personnel to get used to. That also assumes that the respite environment (a combination of facilities, ethos, staffing team, noise and activity level) is suitable which may not be the case especially with Option 2 where there is no choice of setting. If the consultation report is only presented to committee in late January, it is not feasible to restructure staffing and buildings, create a new booking system and make it available to carers, conduct reviews and new assessments of need for the service users, organise familiarity visits etc. by the 1st of April when the booking moratorium is allegedly to be lifted. Organising respite for vulnerable people is not just a numbers game of providing enough beds. Respite needs forethought and a great deal of planning around each individual if it is to work.”*

*“We are concerned that both options will not provide the same level of secure accommodation that is provided at Rose Road. Although our daughter is not classed as having complex needs she needs one to one care, often wakes at night and takes daily medication \*\* Will there be suitable laundry facilities as there are at Rose Road.”*

*“As a parent/carer of a daughter with \*\*, I am very worried about the proposed changes. My daughter doesn't have a lot of speech and her mobility is poor, I feel she will be lost at the bigger service. This would cause a lot of anxiety to us as carers/parents and also to my daughter, the service use, which in itself defeats the object of respite. When my daughter is at Weston Court, I can relax knowing that she is happy and being cared for by the excellent staff who go above and beyond what is expected.”*

*“I have not seen any previous consultations regarding these proposals. As a carer I have not provided any feedback to indicate that i would prefer SCC to be the sole provider for respite care. If SCC became the sole provider for this necessary and important service we are denied our right to make a choice. As a carer, I have not been provided with costings and how SCC will save money. Where is there proof of how SCC will save money to support these proposals. I cannot see how a private run business can be more expensive than SCC who overheads must be considerably higher. Has SCC taken into account the impact this will all have on the individuals who attend the respite services and their carers. SCC imply that they want to meet the needs for overnight respite in the future. With the increase of vulnerable people needing this service, surely SCC should be increasing the capacity and not be looking to cut services.”*

*“Rose road has been providing respite for our son for over 20 years and any change to this routine will have a very negative impact on him. Our son needs one to one care.”*

*“As a parent/carer and the user (person in need of respite), we fear bringing about changes to Weston court respite would be detrimental to our health and well being. We have used other respite before inc Kentish Road which caused chronic distress, provided no rest but left us with more to manage because client user's needs specific and sensitive. Kentish Road had too many mixed needs, with severe challenging behaviours. The client user could not cope. The only place (staff and atmosphere and organised service that is suitable) is Weston Court. The manager and staff all work attentively and personally to ensure they provide a calm, organised, non disruptive environment. The fact it has 3 bedrooms makes it ideal. The current staff work efficiently + effectively bringing true rest and assurance to clients specific needs and rest for both carer's and the client, what is being proposed lacks details and assurances.”*

*“My suggestion as to Weston court and Kentish as they are one. Do not work at present.”*

*“My son likes it to be calm and at Weston court he has that. I have a peace of mind. It is a family from because the workers treat my son as their own.”*

*"I am concerned that this is going to be an exercise that ignores the rights of my young adult to have a safe and consistent environment and that his well being and my ability to care for him will be greatly impacted."*

*"\*\* Doesn't have a lot of respite now and maybe 2 to 3 nights per month and a maximum of 30 per years. They are always single nights not really a great impact if he remained at Rose road."*

*We use kentish road and want to continue using this. Very happy with this. What about using Weston Court for emergency use when there's no beds available at Kentish road."*

*"Receiving this letter with a proposal for changes, came as a shock to us. Why change something that works so well. Is required and needed? It does not appear to be for clients best interest. The letter mentions that the council aims to improve the overnight respite often, yet the proposed options seem to contradict this goal. Weston court provides outstanding level of care for both young people building strong trust and meaningful relationships with both the families and the individuals they serve. The relationships as well as the quality of care, are invaluable and irreplaceable. It's incredibly difficult to find a place that provides such effective support. For my son, his stays at Weston Court are something he eagerly looks forward to; they are essential for his social engagement and happiness, he feels settled, welcomed and fulfilled during his stays, thanks to the exceptional work of the weston court team. The thought of losing them this invaluable service is distressing, and I cannot imagine any other option providing the same level of care, connection and trust."*

*As far as we are concerned, we think it might have a fairly negative impact on \*\*, he is \*\* years old and has been going to Rose Road for \*\* years. He has currently \*\* nights of respite a year. \*\* is physically able but has a mental age of \*\* years old. He requires help with dressing, washing, shaving and toiletries. He is unable to prepare foods or drink and ill not ask either. We, as \*\* parents and carers have peace of mind when he is in respite at Rose Road as we now he is well looked after and cared for. He looks forward going to Rose road and is very happy there."*

*"We have worked very closely with children's and adult social care to get my son to a point of accepting respite, where he presents as safe and well managed by the permanent staff who have worked hard with us and \*\* to provide a nurturing environment. We are aware as a community that Kentish road operate lots of agency staff which creates anxiety with the complex needs' family. When you rely heavily on communication having a high turnover of agency staff, who do not always possess the skills and knowledge to effectively support complex needs this create an unbalance within the client group, this will include a high level of complaints in the future. The staff at Weston court have worked tirelessly to create safe relationships and understanding of the young people there, they have a high level of consistent staffing, there has been a need for agency staff, they have proved time and time again they are the clients 2nd family. Weston court is a small unit which proves invaluable when working with the complex needs of young people, they provide outstanding levels of care and support working strongly alongside human rights and recognising each individuals eligibility elements under the care act 2014. We are aware Kentish road is an adult unit, however we also aware that it is a mixed age, which can prove challenging when the needs are so broad, Weston Court is roughly a more rigid age group but their needs are very similar and capacity is consistent which makes a safer and more manageable environment. Kentish road is a large unit, for a lot of Weston Court this is going to be detrimental to their progress and mental health, this will also mean their challenging behaviour may increase meaning Kentish road will need to increase in staff to manage this, including having good access to support services to manage escalation of aggression and violence, it would be impertinent to share with families how Kentish Road will manage and respond to challenging behaviour of their clients, when they see such high levels of agency staff who are not Southampton Council trained, including in de-escalation and escalation procedures. A lot of clients struggle with change and unfamiliar people and environments, whilst life is full of change, it is social cares responsibility to safeguarding these concerns and provide up to date mental capacity assessments prior to any life changing decisions made without our consent. Losing Weston court (as it is) is going to be distressing to lots of families, this has been an invaluable service, we are aware that many other services are not going to provide the same level of care."*

*"I disagree because if my daughter is made to move from rose road she will find it extremely difficult and she will then present challenging behaviour. She cannot communicate and doesn't understand what is being said to her so I cannot explain changes to her so then she hits out at those around her when she isn't happy about changes."*

*"Neither option is ideal. The only option to suit our needs is Option 3 to keep Weston Court as it is, run by Way Ahead. I can't find that option!!! My daughter is not at all happy about the 2 options! She got very angry when I told her about the Kentish Road only option and said "me not go there" (actually shouted it)! She is not happy with the potential change of provider in option 1 and I am not sure that we will convince her to go to Respite any more! It is all causing intense emotional distress for the whole family. If option 2 is chosen by the Council then my daughter will no longer have Respite. As a Carer who is now over \*\* I don't know if I will be able to cope with no Respite. I would like to know what has happened to choice? A big thing has been made of people like my daughter having the choice to do things they want to, also to be able to choose going to Council run provisions or Private! It would seem that choice is at the whim of the local authority!"*

*"A respite service must be available on the East side of Southampton. Where there is a Day Service provision on the Eastern side of Southampton, if midweek respite day(S) is taken it will be very difficult with the road and traffic situation in Southampton, to get to and from Kentish Road in a timely manner. Currently, WC will transport individuals to and from a Day Service provision following their overnight stays, will SCC be doing the same?"*

*"As stated before."*

*"Yes i disagree. Just do not move \*\*and \*\* .Have already expressed reasons why \*\*"*

*"Weston Court needs to stay the same or more beds but we don't want SCC running it as we love the way it's run with WAYAHEAD and don't know why you have to change all the clients respite to anything else that will have a negative impact on them. At least the carers we get are never off sick which SCC will be off and get paid for it!! Also no way will I have any carers come and sleep in my our house!!"*

*"If Weston Court closes and all users go to Kentish it may not be as easy to get the dates as needed for stays if more are using the place."*

*"Rose road is essential to us as a family and\*\*, with staff who know her behaviours etc. With her needs, \*\*needs the right carers who understand her."*

*"I feel safe with my daughter going to Rose road, me and family would be unsettled if she went somewhere else. I'm asking you please do not take the safe net for our children."*

*"Again there is not enough information to make an informed response. Option Two gives no choice of setting. One size very definitely does not fit all when dealing with people with complex needs. Option One is thus slightly preferable but it should be stressed that a suitable environment also depends on the physical layout of the setting, the behaviour of other service users, the ethos of the team running the setting and the skill level and detailed knowledge about a person's needs that the staff on duty have. My son has \*\* and he cannot cope with a noisy, busy environment. In his case he refused point blank to enter Kentish Rd as a building and found Rose Rd too busy and noisy. Carers have been told that cost is a driving factor but no costings have been made publicly available. At the consultation meeting on 27/11 SCC staff informed the meeting that by taking over the running of Weston Court £400,000 would be saved, but were unable to say how. The total cost at Weston Court this year should be around £253,530 so it is difficult to see how this saving comes about on the information provided. I can only discuss the environment at Weston Court with any authority but I can say that the current external providers have provided a superb respite service there. All the staff know how to support service users well and provide a calm, quiet environment where anxious adults have been able to make friends. It is clear that staff retention is good and that staff respect their team leaders. I hope that Way Ahead has been given the opportunity to discuss where savings can be made, as if no significant saving per person per night can be made it is hard to justify losing their expertise. So far, with the very limited information provided, carers cannot make an informed choice about the options, cannot see clear financial justification for the changes, know nothing about how any change will be managed so they can minimise the impact on their loved ones, don't know if what will be provided will be suitable anyway and cannot book respite after March. The whole consultation process with the alleged time scales for change are farcical so far and make a mockery of the idea that respite is supposed to support people with a caring role. Better communication between interested parties with realistic time scales for changes to be made is desperately needed as the process moves forward."*

*"I like a happy face. I want Weston Court to be run by \*\*I definitely do not want to go back to Kentish Road. How will they increase beds at Weston Court?"*

*"As well as the previous comments in question 1, one of the main reasons why Weston Court works extremely well is that it is a small unit which proves invaluable when working with young adults with complex needs, they provide outstanding levels of care and support working closely alongside Human Rights and recognising each individual's eligibility elements under the Care Act 2014. Kentish Road is a large unit, for a lot Western Court service users this is going to be detrimental to their progress and mental health. A lot of service users struggle with change and unfamiliar people and environments, whilst life is full of challenges and change, it is social care's responsibility to safeguard these concerns and provide up to date mental capacity assessments prior to any life changing decisions made without our consent. Out of the two options provided, option 1 would be preferable to option 2 due to the fact it would still be at Weston Court but we would need assurances that a TUPE option would be available to minimise disruption of rotating/agency staff, and even then there is no guarantee that the staff would chose to stay on when their manager has been released for a council member of staff that oversees Kentish Road and Weston Court." Warehousing the service users into Kentish Road and leaving Carers with only one option for respite is wrong. It will lead to family breakdowns and will in the end cost Social Care a lot more."*

*"We would like to use Kentish Road as it is familiar (our loved one used to stay there before the council closed it), and the location is good for us as it is near home. However, other people may wish to use Weston Court for similar reasons. We are concerned whether Kentish Road is able to offer the level of medical care that Rose Road provides."*

*"Each service user should be assessed individually. What is there criteria for a service user being allowed to stay at Rose Road?Our daughter loves going to Rose Road and we feel we can relax knowing she is safe at Rose Road."*

*"I would much prefer to have weston court left as it is. It works well for the adults who use it. The small friendly, family atmosphere at Weston Court suits the service users who find the larger centre overwhelming. I don't understand why you would change something that is working well."*

*"I strongly disagree with the proposed options. Weston court provides a small scale family like environment with continuity as staff who understand the needs of all their clients. It is a very calm and happy place which is virtual for our vulnerable adults who struggle with busy environments due to their sensory needs. If SCC became the registered provider at Weston Court, I firmly believe this would have a very negative impact on everyone who attends. I believe that different staff and agency staff will be used to oversee the respite care and will not provide continuity to those who attend anyone who has any knowledge eg the needs of vulnerable adults who attend Weston Court will surely understand how change affects them. They all need to build relationships and be able to trust people who look after them. The staff at Weston court go above and beyond all expectations. If Weston Court is closed as per option 2, what choice will there be. If Kentish road increases it's capacity of beds, it will not be suitable for many of our vulnerable adults."*

*"Our son has complex needs and one to one with Rose road. They have been providing him for over \*\* years."*

*"Please give the option to keep things as they are. Many of the parents/carer's and client users are concerned of the negative impacts any of the proposed changes will bring. Why change something that works so well and which is not available elsewhere and that is greatly needed, according to client's user's specific sensitive needs?"*

*"Ratios staff: service users should not change at either centre (day and night) so extra staff will be required if there were to be more service users. Also, will this mean there will be more service users with more difficult needs going to kentish road + weston this requiring more input from staff."*

*"Feel my sons complex needs are best met by current provisions it would be very difficult for him to change setting."*

*"I would like \*\* to stay at Rose Road for the small amount of respite that he has now I can't see that will really impact on your proposals."*

*"We are happy using Kentish Road, but by closing Weston Court will there be enough beds for everyone, will they need to make more space to accommodate everyone and more staff?"*

*"I would like to express my strong concern about the proposed changes and urge you to reconsider and keep things as they are. The negative impact of these changes would be devastating for young people and families like ours. My son is highly sensitive and vulnerable to noise, and only a calm, peaceful environment works for him. Weston Court provides a home-from-home atmosphere, thanks to the expectational dedication of the team, who work facelessly to meet his complex needs. Their attentive care has made a significant difference in his well being. We had the opportunity to visit Kentish road respite, but my son found it unappealing, describing it as "too boring" and "too noisy" and stating he would not go there. For us, losing Weston Court would not only disrupt his stability but also place unnecessary stress and strain on our family's health and well being. I sincerely urge you to consider the profound impact this decision would have on families like ours and to preserve the invaluable service Weston Court provides."*

*"We do not agree with both options as we feel they would be disruptive for \*\* and a concern to us. Why change anything when everything is going so well for \*\*at Rose road. Why not apply the changes of respite provisions to newcomers? Maybe suggest a test respite visit at Kentish Road. We are still open minded and have suggested a visit of the facilities at Kentish road and Weston court."*

- Carers asked if the upstairs of Kentish Road is to be used more often. If so a lift may need to be installed for those with mobility issues. Beccie confirmed that there is no intention to install a lift at the present time.
- Carers were concerned about the process and safety of dispensing controlled drugs at Kentish Road referring to a recent incident involving one of the carer's children. \*\* confirmed that for controlled drugs 2 people should always be present. She advised that \*\*, Registered Manager, is following up this specific concern.
- Carers questioned how either option would be staffed and what the training would be. There was also a question about training for agency staff.
- Carers expressed a strong objection to closing Weston Court as it is popular and even the Council has stated that demand is due to increase and reducing resources seems to be in opposition to that need.
- Carers felt that a service on each side of the city was needed.
- Carers are in favour of a solution that would provide more bed days
- Carers would also appreciate a clearer booking system which provided a fair offer for all carers. Officers suggested that a group could be set up to co-produce what this should look like.
- Some Carers are unhappy about their current allocation and feel that the current Carers assessment is not fit for purpose.
- Carers expressed and acknowledged that the allocation of resources is a complex process.
- Carers requested that the option for adding another emergency bed be investigated and included if feasible
- Carers raised that those directly affected by any changes will need to be helped through the options, results, and changes.
- Carers asked for clarification what defines 'complex'. \*\* clarified those that need specific medical specialist support to meet their needs.
- Carers stated they felt the 'mental capacity' & 'behaviours' of individuals should be considered and felt this was equally 'complex' as physical/health complexities.
- Individuals' epilepsy presentation was felt should also be seen as 'complex'
- Who decides who should move from RR to KR/WC ?
- Who would be involved in the decision process? Would carers be involved?
- Carers stated that their cared for in many cases had been attending Rose Road for many years, had built up rapport with staff that knew them extremely well, understood their 'complexities' and regarded Rose Road as a second family.
- Carers felt Rose Road was a safe place that gave them peace of mind to leave their cared for person there and be able to relax and enjoy their much-needed respite.
- is there any plan to reduce night allocations? Officers confirmed this was not the plan.
- Concern about capacity if WC closed.
- Concern some carers may either reduce nights requested or pull away completely rather than move to a new site.
- Why can't individuals stay at current site with new referrals going to KR or WC? Could the transition be done more on a case by case basis, e.g. some families may want to move, others may not
- Will all individuals have a review prior to any move, if so, will there be capacity to do this within the LD team as reviews have not been carried out and a number overdue.
- Concerns raised regarding lack of consistency, contact and communication between carers and the LD team currently.
- Taking account of the above, how will reviews and transitions be completed and supported and move to KR/WC?
- Carers feel they need to be heard and supported, unless you live our lives, you can't really understand our worries and concerns. We need to feel heard.
- Some carers have no knowledge of KR/WC so it is hard to know what each option really mean.
- Some carers verbalised experiences of other services over the years and the thought of moving their cared for person fills them with dread.
- Concern about the timeframe, will this change happen on the 31<sup>st</sup> March and some individuals be expected to move to new site from 1<sup>st</sup> April 25? It was noted that change will be difficult for the cared for person and the length of transition period needs to take this into consideration.
- The importance of maintaining friendship groups for the cared for person was also highlighted.
- How accessible is Kentish Road for individuals with mobility issues.
- Concern this is just a paper exercise.
- Trust is paramount to carers who are feeling stressed, how will this be achieved.
- Asked how many surveys had been completed (21 so far), carers stated they were waiting to attend the meetings before filling in their surveys (paper copies handed to some present, \*\* offered to send the on-line link directly to anyone that would like it in addition to what people have received so far)
- Some carers asked for an explanation regarding difference between ASC & Heath funding, why does that matter.
- Will those individuals who may need to transfer from Rose Road be given priority for an assessment rather than be placed on the Allocations list, stating some have been on the list and waiting for many months.
- Is there a process to understand future needs for respite and will there be an influx that may reduce ability to meet current user's needs.
- One carer gave her experience of her journey with her cared for person, transferring from Rose Road to Kentish Road, stating although she was reluctant for change at first, it had proved a positive experience and her cared for person had flourished, so change is not always a bad thing.
- Could carers visit Kentish Road/Weston court as they have no knowledge of either.
- If a carer visits either site but did not feel it would meet their cared for needs, would they be able to say no to the move.
- Will current staff at the other sites be transferred over (TUPE) to maintain continuity of care and familiarity for individuals.



- Carers felt this had been thrust upon them suddenly without any warning.
- The original letter said that there had been previous feedback from carers saying that they wanted the Council to provide respite. Carers queried where this had come from. DC explained that this related to the previous Kentish Road consultation. \*\* explained that the letter and survey along with the face-to-face meetings, is the current consultation with the consultation closing on 16<sup>th</sup> December.
- Some carers felt this was not long enough, saying that a number of people had not completed the surveys because until attending one of the meetings they felt they didn't understand what they were being asked to comment on.
- The following comments were made about the current service at Weston Court:
  - Carers felt it offered an excellent service, a home from home.
  - Staff are caring and understand their loved ones and the carers and are flexible in how they work with families.
  - Staff are consistent, never off sick, and there are never any agency staff used.
  - It was stated that Way Ahead staff transport individuals to/from the service to either Day services or to/from home addresses for some people.
  - It was stated that the service invite friends of those staying at the service over for tea, which makes it feel like home.
  - it supports the involvement of other services, health, Physio's etc and refer individuals for other support. \*\* explained that this was the same at other services and part of normal practice and not unique to Weston Court.
- The following concerns/queries were raised about the Council's direct service provision at Kentish Road:
  - Carers asked if Kentish Road regularly use Agency staff.
  - Some carers stated there loved one had tried Kentish Road but did not like it and refused to go there or that they had had a bad experience there and would therefore not want their cared for person to go back. There was therefore a concern that if Weston court closed carers could potentially be left without respite provision.
  - Concern raised by one carer regarding a Medication error for their loved one when they attended Kentish Road, confirmed this was some years ago.
  - Concerns over capacity at Kentish Road to meet carer needs.
  - Concern that weekend availability would be much reduced if everyone had to use Kentish Road.
- Kentish Road carers present voiced how they find Kentish Road to be a good service, with good staff and management.
- Some carers voiced concern that Care packages would be reduced as part of the assessment process if Weston Court were to close.
- Concerns over age profile and friendship groups not being maintained.
- One carer felt that closing Weston Court would be 'warehousing' everyone into one building and this was not choice for carers.
- Carers felt that keeping Weston Court provided a smaller unit for those who struggle with being around larger groups of people and allowed for a more individualised service.
- One carer raised concerns that they would be expected to have a "sitting" service rather than overnight respite in future. \*\* explained that the proposals are not about changing people's allocation of overnight residential respite. This will remain. Sitting services are however being developed as part of a broader offer of respite options for those that would like this type of support as some carers did want more flexibility and greater choice to meet a range of circumstances. A menu of options would become available for carers to pick from. Nobody would be forced into a particular option.
- There were also concerns over the timescales for proper transition if an individual did have to move should Weston Court close. \*\* outlined how the transition process works, and that it would be different for each individual and the timescale could be different for each person.
- Concerns were raised about SCC communication. Communication between carers and SCC staff was an issue, carers unable to contact social workers, up to date assessments had not been carried out.
- Communication during the COVID Pandemic was raised also, with contact numbers either not being answered or phone lines not working. There was a sense that SCC services had 'closed down' during the pandemic, whilst Weston Court maintained contact throughout. \*\* said that this wasn't the case and outlined the support provided by in-house day services to carers, e.g. shopping, medication and prescription pickup, provision of hot meals to those on their own, activity packs, Zoom sessions, weekly calls to check-in on carers. Staff from Kentish Road had to be reallocated to cover other frontline services, such as Holcroft House.
- There was a strong feeling that there is a need for a service on both sides of the city.
- Some carers wanted to know how the costs had been calculated and what the cost of each service compared. Have Way Ahead been giving the opportunity to look at reducing their costs? One carer asked why \*\* had not been invited to the meeting as the meeting was specifically about Weston Court. Officers explained that this was a carers meeting and that separate meetings were being held with the provider, Way Ahead.
- Capacity within the ASC LD team was raised as a potential concern and whether other people would be "deprioritised" as a result of the need to review people affected by the proposals
- There was a question as to whether Staff from Way Ahead would remain if Way Ahead are no longer the provider. Officers explained that TUPE would apply and that would form part of the contractual discussions with the provider and individual staff members. It would be a personal decision for each staff member.
- It was queried whether staff costs would be higher if Way Ahead staff transfer onto SCC T&C's and wouldn't this make it more costly for SCC to run the service? Officers confirmed that under TUPE staff transfer on their existing terms and conditions.
- Concern that bookings have been paused until 31/03/25 which is causing carer stress. A concern that there will be a rush come the end of March with everyone trying to book in at Kentish Road if the decision is to close Weston court. Officers agreed that they would take this back and committed to sending out further information on timescales and bookings.
- Carers asked when will the decision be made and when will they be told. \*\* explained that the consultation closes 16/12/24, a report will be written to include carer feedback from the survey and the meetings. The paper will go to Cabinet in January 2025.

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#### Non-financial Options Appraisal

The table below presents the non-financial pros and cons of each of the two Options consulted upon taking on board the feedback from the consultation. It also includes the “Continue with current model” option which would still necessitate a procurement.

Option	Pros	Cons
Continue with current model – although this will require procurement of external services	<p>Maintains status quo in terms of venue – least disruption for service users</p> <p>Enables existing providers to bid for and secure services if they demonstrate the most economically advantageous tender in the market</p> <p>Maintains positive relationships with current providers</p>	<p>Does not provide sufficient capacity to meet estimated forecast increases in demand in future years.</p> <p>Is not a cost-effective model and the Council needs to deliver efficiencies to operate within the resources available.</p> <p>Could very well still necessitate a change in provider thereby impacting providers and service users in the same way as Option 1</p>
Consultation Option 1: Expand Kentish Road and deliver the majority of overnight respite from a single service operating across two sites, Kentish Road and Weston Court.	<p>More effective use of Council owned assets and resources – as making full use of both premises</p> <p>Maintains client choice by offering two sites</p> <p>Better access for carers and avoids increased travel costs as a result of maintaining a site on the East and a site on the West</p> <p>Provides for an increase in capacity to meet future demand</p> <p>Less disruption (than Option 2) for service users and carers currently using Kentish Road and Weston Court</p> <p>Ability to flex use of the two sites to meet a range of different needs, e.g. Weston Court could be used more for those people who need a quieter environment</p> <p>A single provider would bring parity across processes such as bookings, allocations, use of weekends, allocation of travel and application of Least Restrictive Practice principles etc</p>	<p>Providing the whole service in house could potentially destabilise some providers in the market</p> <p>Some people using Rose Road (approx. 11) would be required to move to Kentish Road or Weston Court resulting in disruption, potential emotional distress from loss of stable relationships with and confidence in staff, destabilisation of established friendships and a move to an unfamiliar environment (as outlined in consultation feedback)</p> <p>Providing the whole service in house would mean that clients and carers using Weston Court will see a change in management of their service and potentially changes in staff (depending on whether or not staff decide to TUPE across) which for some could be very stressful and may prevent them from feeling able to take a break from caring (as outlined in consultation feedback)</p>
Consultation Option 2: Expand Kentish Road and deliver the majority of overnight respite from one main site, i.e. Kentish Road and cease provision at Weston Court	<p>More effective use of Council owned assets and resources</p> <p>A single provider would bring parity across processes such as bookings, allocations, use of weekends, allocation of travel etc</p>	<p>Would significantly reduce choice – there would be only 1 site to choose from</p> <p>Access for carers living on the East of the City could be significantly impacted as a result of the closure of Weston Court, their cared for individuals would have further to travel which could be distressing and travel costs will increase.</p>

		<p>Choice of when respite is available would also be impacted as there would be less opportunity to accommodate requests for peak times, e.g. weekends and school holiday periods</p> <p>Risk of not meeting demand in future years if people don't take advantage of wider options or demand increases more than expected thereby necessitating the purchase of additional capacity from the external market at potentially higher costs</p> <p>Potentially destabilises some providers in the market as a result of taking services in-house, which in turn could increase costs for other provision</p> <p>Significant disruption for a large number of families (around 40) having to move from one site to another, along with the associated emotional distress of an unfamiliar environment and a potential change in trusted staff – for some this could result in them opting not to take a break from caring, putting further pressure on carers - as outlined in the consultation feedback</p> <p>Logistical complexity and resource required to review and transition around 40 people would be significant</p> <p>Offers less flexibility to cater for different types of need as all respite would be provided in the same building – as outlined in the consultation feedback. Some people could be severely impacted from being in a too large and busy environment mixing with others with a wide range of needs and ages.</p>
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In addition to the above options and owing to the opposition from carers to bringing all residential respite in-house, consideration has also been given to a mixed provider option which would be a variation of Option 1. Under this option (Option 3) Kentish Road would still be expanded and the majority of overnight respite would still be delivered from there and Weston Court; but each site would be managed by a different provider: Kentish Road by the Council and Weston Court by an external provider.

The non-financial pros and cons of this option are shown below:

Option	Pros	Cons
Option 3 - Variation on Option 1: Kentish Road would still be expanded and the majority of overnight respite would still be delivered from there and Weston Court; but Kentish Road would be delivered by the	Offers all the same benefits as Option 1 in terms of fully using Council assets, providing for future growth in demand and enabling choice, with the exception of the benefits of consistency and parity of having a single provider	Would have the same disadvantages as option 1 for those clients currently using Rose Road  Offers the Council little control over future uplift requests in relation to the Weston Court service unless explicitly limited within the

<p>Council and Weston Court by an external provider.</p>	<p>Potentially less disruption for Weston Court clients – if the provider does not change, although this cannot be guaranteed</p> <p>Potentially enables a more collaborative arrangement between the Council and an external provider</p>	<p>procurement and contractual arrangement</p> <p>A change in provider for Weston Court clients may be the outcome of this option anyway in which case the disadvantages perceived under Option 1 in relation to this would be the same for this option</p>	
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## Equality and Safety Impact Assessment

The **Public Sector Equality Duty** (Section 149 of the Equality Act) requires public bodies to have due regard to the need to eliminate discrimination, advance equality of opportunity, and foster good relations between different people carrying out their activities.

The Equality Duty supports good decision making – it encourages public bodies to be more efficient and effective by understanding how different people will be affected by their activities, so that their policies and services are appropriate and accessible to all and meet different people’s needs. The Council’s Equality and Safety Impact Assessment (ESIA) includes an assessment of the community safety impact assessment to comply with Section 17 of the Crime and Disorder Act and will enable the Council to better understand the potential impact of proposals and consider mitigating action.

<b>Name or Brief Description of Proposal</b>	<b>Overnight Residential Respite Re provision – Option 1: Expand Kentish Road and deliver the majority of overnight respite from a single service operating across two sites, Kentish Road and Weston Court</b>
<b>Brief Service Profile (including number of customers)</b>	
<p>The current contracts for overnight residential respite are due to come to an end on 31 March 2025. This includes the residential respite service delivered by Way Ahead at Weston Court (a 3-bedded unit in a building owned by the Council) and the Rose Road residential respite service for children and adults. There is therefore a need to review what these services should look like and how they are provided in future.</p> <p>Southampton currently has a mixed model of overnight respite provision. This includes its own in-house provision at Kentish Road (with capacity to deliver 1,800 nights a year which includes an emergency bed) as well as two external contracts: one with Way Ahead Leisure Pursuits who provide a 3-bedded service in the Council’s property Weston Court (commissioned to deliver 810 nights a year) and the other with the Rose Road Association (commissioned to deliver 781 nights a year for adults and 930 nights a year for children). There are currently around 28 adult social care clients using Weston Court, 20 using Rose Road and 35 using Kentish Road (these figures will fluctuate throughout the year as new clients start respite or existing clients cease).</p> <p>The recommendation is to reconfigure the overnight residential respite offer for adults, by expanding Kentish Road and delivering the majority of overnight respite as a single service operating across two sites, Kentish Road and Weston Court. This would increase the number of beds at Kentish Road from 4 (plus one emergency) to 6 (plus one emergency). It would also involve fully utilising all 3 beds at Weston Court (currently commissioned at 74% utilisation). This option would deliver 10 beds in total (9+1 emergency) across two sites with capacity for 3600 nights per annum. The recommendation is that the council would be the Registered Provider for both sites delivering the majority of residential respite in-house within its direct care services and only commissioning residential overnight respite from external providers for those adults with more complex needs</p>	

requiring higher core staffing levels or staff skilled in undertaking more complex clinical tasks.

More complex clients are defined as those requiring nursing oversight e.g. because of unpredictable/unstable medical conditions, more complex delegatable tasks such as intramuscular and Intravenous injections, deep suction, or dosage which is not pre-packaged, /pre-determined. Generally these will be predominantly Continuing Healthcare (CHC) fully or part-funded clients.

This proposal makes no changes to children's overnight respite.

### **Summary of Impact and Issues**

In summary, the recommendations would:

- Reconfigure the overnight residential respite offer for adults, by providing overnight respite for the majority of adult social care clients in-house at Kentish Road and Weston Court and commissioning overnight respite for more complex clients externally (Rose Road being the current provider) – see previous section for description of “more complex”
- Expand and maximise the use of Kentish Road, the Council's in-house offer (with the first floor being opened up to provide additional capacity). Kentish Road would be increased from a 4 bed (plus one emergency bed) service to a 6 bed (plus one emergency bed) service.
- Fully utilise the 3 bed capacity available at Weston Court
- See the contracts with Rose Road and Way Ahead cease and only recommission residential respite from external providers for adult clients with more complex needs that cannot be met at Kentish Road or Weston Court

These changes will impact all ASC clients currently using Kentish Road, Weston Court and Rose Road, approximately 83 clients.

The main impacts would be:

- For Rose Road non complex clients (estimated to be 11 currently) - would move to Kentish Road to receive their respite.
- For Weston Court clients - all 28 clients would continue to receive their respite at Weston Court but the Weston Court service would be managed and staffed by the Council as opposed to Way Ahead.
- For Kentish Road clients – would see an expansion of the service at Kentish Road, with an increase in the numbers of people using the service

### **Potential Positive Impacts**

#### **Operational Benefits:**

- Opportunity to consolidate and right size the adult overnight respite provision, building additional capacity as needed to meet future growth in demand.
- Maximises the use of the Council's assets by making use of unutilised capacity at both Weston Court and Kentish Road
- Still maintains a choice of venue and access on both sides of the city (Weston Court on the East and Kentish Road on the West of the city)

- Having two sites provides flexibility in terms of meeting need/managing different client groups
  - Provides greater consistency of provision by having a single provider operating both sites. For example, a single provider would bring parity across processes such as bookings, allocations, use of weekends, allocation of travel etc.
  - Achieves efficiencies and savings in relation to adult respite care
- Strategic Benefits:**
- Continues to provide a residential overnight respite offer across the city – whilst the wider transformational changes being implemented through the Inclusive Lives tender will deliver a broader more flexible respite offer including more non-residential options, including Outreach Support, Social Wellbeing Support and non-residential overnights
- Reputational benefits:**
- The proposal would see the Council increase its commitment to deliver respite services at both sites.

<b>Responsible Service Manager</b>	
<b>Date</b>	29.12.24
<b>Approved by Senior Manager</b>	
<b>Date</b>	

**Potential Impact**

<b>Impact Assessment</b>	<b>Details of Impact</b>	<b>Possible Solutions &amp; Mitigating Actions</b>
<b>Age</b>	<p>The proposals will impact adult clients 18 years and over and their carers, some of whom could be older people.</p> <p>Some of these will have been receiving their respite with the same provider for many years, some since childhood and so there could be a negative emotional and mental health impact in terms of the transition to a different venue with a different staff group, different surroundings and other clients (around 11 people would move from Rose Road to Kentish Road).</p>	<ul style="list-style-type: none"> <li>• Ensure that any age-related care &amp; support needs are stated in the Care act assessment and care plans for all those impacted.</li> <li>• Ensure that there is a detailed, person-centred transition plan for each person moving from one service to another and that sufficient time is planned in to allow people to get to know and become settled in their new provision. This will mean ensuring that</li> </ul>

Impact Assessment	Details of Impact	Possible Solutions & Mitigating Actions
	<p>For people with learning disabilities, this transition, away from a service in which they have been settled, could be very difficult, exacerbating anxiety and challenging behaviour.</p> <p>The mental health of carers, many of whom will be older people, could also be negatively impacted, both by the move of their cared for person to a different, unknown setting (i.e affecting some Rose Road clients) as well as the change in service management and staffing for some carers. People will have built up trust and confidence with their current service. Some may have had negative experiences or difficulties settling their cared for person in another service in the past; and so this change is likely to create anxiety and distress for some people.</p> <p>52% of respondents to the consultation said that the changes would have a fairly or very negative impact on them.</p>	<p>each person is reviewed by an allocated social worker who will work with them and their carers to understand any concerns</p> <ul style="list-style-type: none"> <li>• Wherever possible ensure that existing friend groups are maintained and supported.</li> <li>• Undertake a co-production exercise with the Carers Co-production Group and other carers impacted to design and implement quality standards and quality assurance processes for direct care services, defining what good looks like from the perspective of carers and their cared for persons</li> <li>• TUPE may mean that for some clients, there will be less change in carer</li> <li>• Additional staff will be recruited to ensure a full complement of core staff within Kentish Road, following a robust recruitment process in line with Skills for Care safe recruitment practices.</li> <li>• Where agency usage may be required, Kentish Road have a consistent pool of agency staff, some of whom have worked within the service since 2018.</li> </ul>
<b>Disability</b>	<p>The proposals will impact adults with learning disabilities who are more likely to find change difficult and unsettling. Many of these adults will also have physical disabilities,</p>	<ul style="list-style-type: none"> <li>• As above – Ensure that there is a detailed, person centred transition plan for each person moving from one service to</li> </ul>

Impact Assessment	Details of Impact	Possible Solutions & Mitigating Actions
	<p>neurodiversity, mental health as well as complex medical conditions requiring multiple medications and clinical interventions e.g. feeding, respiratory. A change in service or change in management and staff team could therefore be a very worrying time for some people and their carers who have built trust and confidence in their current service. Behaviour problems may be exacerbated. Some carers may feel that they are unable to properly take a break from their caring duties if they are concerned about leaving them in an unknown service, thereby increasing physical and mental stress.</p> <p>It should be noted that a number of the carers will be older people, some with physical disabilities and/or mental health problems themselves and so the impact will be greater.</p> <p>52% of respondents to the consultation said that the changes would have a fairly or very negative impact on them.</p>	<p>another and that sufficient time is planned in to allow people to get to know and become settled in their new provision. This will mean ensuring that each person is reviewed by an allocated social worker who will work with them and their carers to understand any concerns</p> <ul style="list-style-type: none"> <li>• The transition will be gradually managed with opportunities for the Rose Road clients who would move to get to know staff and visit premises beforehand. This can include short visits, lunch / tea visits or overnight stays, depending on the needs and wishes of the individual and their families.</li> <li>• Ensure that all clients are reviewed to ensure there is an up-to-date assessment of need and an opportunity to discuss with each client and their carers what is important to them along with any concerns.</li> <li>• Work with current service providers to ensure that the needs of each client are fully understood, ensuring that details regarding person centred care and support plans are shared to maintain a cohesive, consistent approach to care delivery.</li> <li>• Accessible language will be used to communicate</li> </ul>

Impact Assessment	Details of Impact	Possible Solutions & Mitigating Actions
		<p>the changes to clients and their families/carers</p> <ul style="list-style-type: none"> <li>• Advocacy support will be made available from The Advocacy People</li> <li>• Undertake a co-production exercise with the Carers Co-production Group and other carers impacted to design and implement quality standards and quality assurance processes for direct care services, defining what good looks like from the perspective of carers and their cared for persons</li> <li>• TUPE may mean that for some clients, there will be less change in carer</li> <li>• Kentish Road staff have a comprehensive training offer with all core staff having completed mandatory training in line with the national Care workforce pathway for adult social care. Staff training is reviewed on a regular basis and additional training is provided where appropriate to meet any specific health or communication needs.</li> <li>• Kentish Road staff are provided with regular and consistent supervision and PDR's to ensure they remain confident, skilled and competent within their roles.</li> <li>• Kentish Road has access to a range of care technology that can also be used to support the safe care of clients in the</li> </ul>

Impact Assessment	Details of Impact	Possible Solutions & Mitigating Actions
		<p>least restrictive way. This includes video monitors in individual rooms, movement sensors, epilepsy sensors and falls alarms which also support people's independence, privacy and dignity.</p> <ul style="list-style-type: none"> <li>• Where necessary and on the basis of assessed need, additional 1:1 staffing has been planned for and will be put in place. This will be reviewed on a regular basis to ensure safe and effective staffing levels.</li> <li>• Careful consideration will be given to client mix/compatibility</li> </ul>
<b>Gender Reassignment</b>	No impacts identified	n/a
<b>Care Experienced</b>	Some clients may have experienced periods of being in care as children which could make the move more difficult.	<ul style="list-style-type: none"> <li>• As above, each client will be reviewed to ensure that there is an up-to-date assessment of need and any concerns discussed.</li> <li>• Taking a personalised approach to all planning and transition will enable bespoke needs to be taken into account</li> </ul>
<b>Marriage and Civil Partnership</b>	No impacts identified	n/a
<b>Pregnancy and Maternity</b>	No impacts identified	n/a
<b>Race</b>	Services users could come from a wider range of race related backgrounds and it is important that services continue to meet these needs	<ul style="list-style-type: none"> <li>• Ensure that this detail is captured in the Care Act assessment where applicable to ensure care &amp; support is offered appropriately.</li> <li>• All clients will have a person-centred care plan</li> </ul>

Impact Assessment	Details of Impact	Possible Solutions & Mitigating Actions
		<p>where any specific needs and or preferences would be recorded.</p> <ul style="list-style-type: none"> <li>• Kentish Road has a diverse staff team who are all required to ensure they complete regular mandatory training in relation to Equality, Diversity and Dignity in Care.</li> </ul>
<b>Religion or Belief</b>	Services users could have a wide range of religions or beliefs.	<ul style="list-style-type: none"> <li>• Ensure that this detail is captured in the Care Act assessment where applicable to ensure care &amp; support is offered appropriately.</li> <li>• All individuals will have a care plan where any specific needs would be recorded.</li> <li>• All staff are required to ensure they complete regular mandatory training in relation to Equality, Dignity in Care and Diversity.</li> </ul>
<b>Sex</b>	No impacts identified	n/a
<b>Sexual Orientation</b>	No impacts identified	n/a
<b>Community Safety</b>	No impacts identified	n/a
<b>Poverty</b>	No impacts identified	<ul style="list-style-type: none"> <li>• n/a</li> </ul>
<b>Health &amp; Wellbeing</b>	<p>The proposals could impact on the health and wellbeing of clients as well as their carers.</p> <p>A change in service or change in management and staff team could result in distress for some people and their carers who have built trust and confidence in their current service. Rose Road clients could be affected negatively by moving to a strange and unfamiliar environment; away from</p>	<ul style="list-style-type: none"> <li>• As above – Ensure that there is a detailed, person-centred transition plan for each person moving from one service to another and that sufficient time is planned in to allow people to get to know and become settled in their new provision. This will mean ensuring that each person</li> </ul>



Impact Assessment	Details of Impact	Possible Solutions & Mitigating Actions
	<p>staff who know and understand them and have cared for them for many years.</p> <p>Behaviour problems may be exacerbated.</p> <p>Some carers may feel that they are unable to properly take a break from their caring duties if they are concerned/don't feel safe about leaving their cared for person in an unknown service, thereby increasing their levels of physical and mental stress.</p>	<p>is reviewed by an allocated social worker who will work with them and their carers to understand any concerns</p> <ul style="list-style-type: none"> <li>• The transition will be gradually managed with opportunities for the Rose Road clients who would move to get to know staff and visit premises beforehand</li> <li>• Ensure that all clients are reviewed to ensure there is an up-to-date assessment of need and an opportunity to discuss with each client and their carers what is important to them along with any concerns.</li> <li>• Work with current service providers to ensure that the needs of each client are fully understood and that details of current care and support plans, including associated risk assessments and health management plans are shared to ensure continuity and consistency of care.</li> <li>• Accessible language will be used to communicate the changes to clients and their families/carers</li> <li>• Undertake a co-production exercise with the Carers Co-production Group and other carers impacted to design and implement quality standards and quality assurance processes for direct care services, defining what good looks like from the perspective</li> </ul>

Impact Assessment	Details of Impact	Possible Solutions & Mitigating Actions
		of carers and their cared for persons
Other Significant Impacts		

#### Key Themes from the Consultation and the Council's Response

The table below summarises the key themes from the consultation feedback and the Council's response.

Theme	What we are doing/will do in response
<p><b>Concerns around the single site Option 2</b></p> <p>Carers raised significant concerns in relation to Option 2 (to expand Kentish Road and deliver most of the residential respite from this one site). The main concerns associated with this were:</p> <ul style="list-style-type: none"> <li>- Loss of choice</li> <li>- Poor access and increased transport costs for people living on the East of the city</li> <li>- Reduced availability of respite at prime times, e.g. weekends, holidays, due to too many people using one service</li> <li>- Ability to meet future demand for respite</li> <li>- Loss of the option of a smaller more intimate service with a calmer environment</li> <li>- The ability of one provision to meet everyone's needs - one size does not fit all</li> </ul>	<p>We are recommending that Option 2 is not progressed.</p>
<p><b>Service Quality and Service User Experience</b></p> <p>Carers highlighted the importance of having services which are provided in a "personalised", "caring and intimate", "family from home", "flexible" way. Good communication was cited as particularly important. Many highlighted that they were concerned these would be lost if the Council took on the running of the services.</p>	<p>Kentish Road is currently rated as good by CQC across all domains but we recognise the importance of working with our carers to continuously improve our services.</p> <p>To respond to feedback from the consultation, we have committed to working with carers through the Carers' Co-production group to co-produce quality standards for the Council's direct care services, seeking views on current provision, what matters most to carers and what good looks like; in order to build confidence in services. This could also include working with carers to engage them in the ongoing monitoring of quality and performance of direct-care services. This work will have dedicated project management and business support and we will work with our Human Resources colleagues regarding the cultural shift that carers have highlighted is necessary.</p>
<p><b>Continuity and Consistency of staff and Staff Sickness</b></p> <p>The importance of continuity and consistency of staff was highlighted several times and concerns raised that Council services don't provide this. People referred to there being high use of agency staff.</p>	<p>We are reviewing the issues raised with regard to consistency of agency staff as the service have worked hard to develop a consistent pool of agency staff, some of whom have worked within the service since 2018. There are 7 agency workers within the service, 2 of whom have been working at Kentish Road for 7 years, 1 for 2 years, 1 for 18 months, 2 for 1 year and 1 for 6 months.</p> <p>There are plans in place to recruit additional staff to ensure a full complement of core staff within Kentish Road. With a full complement of core staff in place to</p>

	<p>deliver a 1:3 staffing model across 6 core beds there will also be much less need to use agency staff.</p> <p>With regard to staff sickness, the Council's Human Resources and Occupational Health teams are working closely with the service to address current sickness, ensuring that the Council's absence management policy is followed. Currently Kentish Road has 2 staff on long-term sick. There are currently no staff off on short-term sick.</p>
<p><b>Wider enrichment activities</b></p> <p>People have told us how much they value the provision of enrichment activities during a respite stay, including taking service users out into the community, providing skills development and offering activities which increase people's mental health and wellbeing.</p>	<p>At Kentish Road we also understand the importance of providing enriching and meaningful activity opportunities during respite stays. As part of our care planning process, we ask what activities individual enjoy and what goals they may be working towards. This includes identifying if there are any skills they would like to develop, which we can then support with during their stays, e.g. meal preparation, making beds, money management etc. Using our electronic care management system (Person Centred Software) we are able to monitor progression with individuals' skills development or goals.</p> <p>We have a vast range of activities, games and resources available for in-house activities, including arts and crafts supplies, puzzles, games, electronic gaming equipment, and interactive projector, karaoke machine and a sensory room. We also work with individuals in planning day trips and community-based activities during weekends, or if people do not attend day activities or work during their respite stays. We plan our activities, based on who is staying and what we know they may enjoy, whilst being flexible to changing these as required.</p>
<p><b>Medication</b></p> <p>Some people were concerned about medication errors.</p>	<p>We have robust medication management policies in place at Kentish Road which staff are trained in and required to follow. Anyone administering medication is required to complete annual training and their competency to safely administer medication is assessed annually, by a team member with the relevant skills to do so. The registered manager closely monitors and completes regular audits on medication practices.</p> <p>If an error or discrepancy occurs, in line with our duty of candour, they are always reported and investigated to establish how the error happened. This can include referrals to safeguarding and notification to CQC where required. Our approach is to be open and transparent.</p> <p>Because this was raised in the consultation, we are currently looking into the number of errors in more detail to understand if Kentish Road has a higher rate of medication errors than other services, including those outside of the Council, and whether there are additional actions we need to take.</p>
<p><b>Impact on the health and wellbeing of service users from moving to a different service and Transition planning</b></p> <p>People voiced concerns around the emotional and mental health impact of moving people</p>	<p>As a result of this feedback about the move, we have extended the current contracts for the period 1 April to end June to enable a longer transition period and will work closely with providers to jointly manage the</p>

<p>from a provision where they are settled to an unfamiliar setting and service. They have told us that their loved ones find change difficult to understand and cope with.</p> <p>They have also told us that they are very anxious about moving away from a familiar environment, away from staff who know and understand their loved ones and have cared for them for many years, and the impact that this might also have on behaviours.</p> <p>(NB. The recommended option of expanding Kentish and delivering the majority of residential respite across two sites (Kentish Road and Way Ahead) will mean that up to 11 people will transition from Rose Road to Kentish Road.)</p>	<p>transition, which could involve a further extension if required.</p> <p>We have committed to working with each person who is impacted by a move, their carers and professional network to develop a detailed, person-centred transition plan. This will include working with the current service provider to ensure that the needs of each client are fully understood, ensuring that details regarding person centred care and support plans are shared to maintain a cohesive, consistent approach to care delivery and our staff are trained and fully cognisant in supporting each person's needs.</p> <p>Accessible language will be used to communicate the changes to clients and their families/carers.</p> <p>Additionally we will commission further advocacy support from our advocacy provider, The Advocacy People, to support people through the process if they would find this helpful.</p> <p>The transition will be gradually managed with opportunities to get to know staff and visit premises beforehand. This can include short visits, lunch / tea visits or overnight stays, depending on the needs and wishes of the individual and their families.</p> <p>We will try to ensure, wherever possible, that existing friend groups are maintained and supported</p>
<p><b>Financial Information</b></p> <p>There were several requests for the detailed cost analysis information that underpinned the proposals</p>	<p>Owing to commercial sensitivity, given the procurement of Inclusive Lives in which this service falls, we have not been able to provide a detailed cost breakdown. This is because we need to avoid the risk of distorting competition or creating an undue advantage for certain bidders. However this information will be available to Cabinet and Overview and Scrutiny Committee members to scrutinise to inform their decision making.</p> <p>Below is a summary of the main reasons for how the proposals reduce the costs:</p> <ul style="list-style-type: none"> <li>- Having a single service rather than two separate services (in the case of Weston Court and Kentish Road provision). A single provider model of delivery across two sites will also enable economies of scale in terms of management and back-office costs.</li> <li>- Internal operational efficiencies - operating our 1:3 staffing model across a larger number of beds (i.e. 6 core beds under option 1 as opposed to the current 4 core beds) is much more cost effective than operating a 1:3 staffing model across 4 core beds as there will often be a need to provide additional staff at times when all 4 beds are utilised.</li> <li>- Through only using external provision for those people whose complexity requires the level of support and expertise available there (noting that Rose Road's bed night cost is higher to reflect its higher staffing ratio)</li> </ul>

	<ul style="list-style-type: none"> <li>- Full utilisation of available capacity at Kentish Road and Weston Court reduces the cost per bed night as it spreads our costs across a broader number of nights.</li> </ul>
<p><b>Concerns around the cost effectiveness of current Council provision</b></p> <p>Some people challenged how the in-house proposals could be more cost effective, given the current and previous costs of delivering Kentish Road</p> <p>(NB. There was an FOI in 2022 for 2018/19 - 2022/23 figures and a further FOI for 2023/24 figures in January 2025. The 2023/24 figures showed gross expenditure on Kentish Road to be £842,429 with capacity to provide 1,800 nights a year and usage of 1,283 nights in that year. The unit is staffed to provide 4 regular beds and 1 emergency bed for 360 days per year. Cost per night in 23/24 therefore would appear to be £468.02 based on the capacity provided or £656.61 based on actual usage)</p>	<p>We have investigated these figures to understand why they appear so high and have identified the following factors:</p> <ul style="list-style-type: none"> <li>- the Kentish Road costs in the FOI include additional 1:1 staffing support provided above the core staffing to support individual clients who need a higher staffing ratio. External providers would charge this separately to the core cost per night and so we are not comparing like for like. Going forward these additional 1:1 staffing costs are being charged to a separate budget in the same way as they are for the external providers' additional staffing.</li> <li>- Kentish Road has been carrying a number of vacancies pending the Adult Social Care Restructure and already mentioned above there have been 3 staff on long-term sick leave. These have been covered by agency staff which does impact on costs. Going forward we will be fully recruiting to the core staffing structure which will reduce the need to use agency. We are also taking active measures to reduce sickness within the service.</li> <li>- The current model of 1:3 staffing across 4 beds also does not provide any economies of scale for Kentish Road as there will often be a need to provide additional staff at times when all 4 beds are utilised.</li> </ul>
<p><b>Ability of Kentish Road to meet the needs of people moving from Rose Road</b></p> <p>Some carers have told us they would be concerned that Kentish Road would not be able to safely meet the needs of their loved ones.</p> <p>Examples that were given included the need for higher staffing levels to manage complex behaviours, administration of complex medication, epilepsy management and other medical care.</p>	<p>We would like to reassure people that Kentish Road staff have a comprehensive training offer with all core staff having completed mandatory training in line with the national Care workforce pathway for adult social care. Staff training is reviewed on a regular basis and additional training is provided where appropriate to meet any specific health or communication needs. On an individual level, staff will have regular and consistent supervision and personal development reviews to ensure they remain confident, skilled and competent within their roles.</p> <p>Kentish Road currently already supports individuals with more complex care needs including people with epilepsy, who may require administration of buccal medications, people who require enteral peg feeds, for nutrition and/or the administration of their medications and support with incontinence including self-catheterisation for urination.</p> <p>Where individuals require nursing care, we work closely with community nursing teams to ensure continuity of this care during their respite stays.</p> <p>With regard to those individuals who would transfer to Kentish Road under the proposals, the service would work with the existing provider to understand their needs and how they are currently being met, ensuring that details regarding person centred care and support plans</p>

	<p>are shared. This will include a detailed risk assessment. Staff training and competencies will be considered as part of this. Additionally, consideration could be given to any care technology or equipment that could support someone's care. Kentish Road has access to a range of care technology that can also be used to support the safe care of clients in the least restrictive way. This includes video monitors in individual rooms, movement sensors, epilepsy sensors and falls alarms which also support people's independence, privacy and dignity.</p> <p>Where necessary and on the basis of assessed need, additional 1:1 staffing will also be put in place.</p> <p>Since the consultation, we have updated our costings to take account that some of the people who would transfer to Kentish Road from Rose Road will need additional 1:1 staffing levels.</p>
<p><b>Wider Respite Offer (non residential options being developed through Inclusive Lives)</b></p> <p>Some people have told us that they disagree with the wider range of respite options being developed through Inclusive Lives (which is a commissioning/tendering approach) to develop the market to offer more flexible and personalised service options, which include sitting services, a new social wellbeing service and more outreach options and that they didn't think this reflected carers' views.</p> <p>(NB. Details of this wider offer were included as part of the wider context and officers made it clear when this was raised during the consultation that there is no intention to replace residential respite or require anyone to change their current allocation or move from residential to a non-residential option).</p>	<p>A range of stakeholder groups such as the Learning Disabilities Partnership Board, Learning Disabilities Carers Co-production Group and the Southampton Parent Carer Forum have been actively involved in co-designing these future services which aim to deliver increased flexibility (times/venues/ support), increased use of inclusive environments, and a strengthened approach to skills and independence.</p> <p>Having heard the points raised by the consultation about these services, we will continue to work with carers through the above groups to test these proposals for non residential options but also we are seeking to increase the number of carers engaged in these groups to ensure that we are hearing a broader range of voices. We will therefore be asking carers to let us know if they would be interested in being part of this co-production work if they are not already involved.</p>
<p><b>Bookings beyond March and June 2025</b></p> <p>Concerns were raised about the ability for carers to pre-plan and book respite post 31 March as commissioners had asked that bookings were paused owing to the consultation and expiry of current contracts on 31 March 25.</p>	<p>Having heard the concerns about this from carers at the meetings, we since took the decision to extend bookings until 30 June 2025, and confirmed to carers in our letter of 13 December that we would revisit this after a decision is made about future provision of respite at Cabinet and it is clear which option we are going with.</p> <p>It is still our intention to open bookings beyond 30 June 2025 after the January Cabinet meeting.</p> <p>We have said to carers that if they have specific concerns or particular circumstances to contact us directly and we will do our best to accommodate these on a case-by-case basis.</p>
<p><b>Option 3: to keep the Weston Court Service as it is now</b></p> <p>Some carers have asked that we add an Option 3 to renew the contract with Way Ahead for Weston Court</p>	<p>We have explained that as the contracts are coming to an end, the Council would be required to run a procurement if the decision was to continue providing the Weston Court through an external provider.</p> <p>In response to the strong preference from some carers for the Weston Court service to continue to be delivered by a private provider, we have included this as an option within</p>

	<p>the Cabinet report for Cabinet to consider. We have shown that this option would still deliver savings for the Council.</p>
<p><b>Sufficient Capacity to meet future demand</b></p> <p>Some people wanted to know whether our proposals will deliver sufficient respite to meet current and future needs and that people will still get their full allowance of respite</p>	<p>We have continued to test our analysis of demand and capacity for overnight residential respite care throughout the consultation period. This has included looking at how many people may need care in the future as well as those children and young people who will transition to adult services over the next 4 years.</p> <p>Our final proposals have been based on a modelled increase in demand of 6% over the next 4 years and we have retested both Options 1 and 2 against this assumption.</p> <p>Our recommended Option 1 (to expand Kentish road and deliver the majority of residential respite from Kentish road and Weston Court) will increase the overall nights available for respite. Currently we provide/commission 3,391 nights a year. The recommended Option 1 delivers 3600 nights a year which (along with the estimated 200 nights a year we envisage continuing to commission for more complex clients) is an increase of 409 nights from the current capacity we have across Weston Court, Rose Road and Kentish Road. It is also sufficient to meet our assessment of the level of demand over the next 4 years.</p> <p>One of the reasons we are not recommending Option 2 (i.e. to deliver all respite from Kentish Road), is that our further demand analysis has shown that, whilst it could meet demand over the next two years, there would be a reasonable risk of it not doing so in further years.</p>
<p><b>Booking systems</b></p> <p>Some carers have raised queries in relation to how bookings are and will be managed across the different sites, which in turn has raised questions in terms of ensuring that there is equity e.g. how it is decided who gets what respite particularly in relation to peak times like weekends and Summer holiday months. Will people have to book months or years in advance?</p>	<p>Through this process, we have learnt that allocation and access has not always been applied to a set structure.</p> <p>We have therefore committed that they will work with carers through the co-production group and other forums like the SEND Parent Carer forum and Learning Disability Partnership Board to develop guidance on allocations and equitable access.</p>
<p><b>Capacity and resource within the Council to manage the transition and changes to services</b></p> <p>Some people have queried whether the Council has the capacity to effectively and safely manage the changes to services as well as the transition for those people who are impacted.</p>	<p>We have resourced additional project management support from our internal Projects and Change Team and lined up support from the Council's Human Resources to support us with implementing the changes. This includes the work we have committed to do with carers around reviewing current provision and co-producing quality standards for the service, the work to review booking systems and improvements in relation to sickness and agency use.</p>



<b>DECISION-MAKER:</b>	OVERVIEW AND SCRUTINY MANAGEMENT COMMITTEE		
<b>SUBJECT:</b>	MONITORING SCRUTINY RECOMMENDATIONS TO THE EXECUTIVE		
<b>DATE OF DECISION:</b>	23 JANUARY 2025		
<b>REPORT OF:</b>	SCRUTINY MANAGER		
<b><u>CONTACT DETAILS</u></b>			
<b>Executive Director</b>	<b>Title</b>	<b>Executive Director – Enabling Services</b>	
	<b>Name:</b>	<b>Mel Creighton</b>	<b>Tel: 023 8083 3528</b>
	<b>E-mail</b>	<b>Mel.creighton@southampton.gov.uk</b>	
<b>Author:</b>	<b>Title</b>	<b>Scrutiny Manager</b>	
	<b>Name:</b>	<b>Mark Pirnie</b>	<b>Tel: 023 8083 3886</b>
	<b>E-mail</b>	<b>Mark.pirnie@southampton.gov.uk</b>	
<b>STATEMENT OF CONFIDENTIALITY</b>			
N/A			
<b>BRIEF SUMMARY</b>			
This item enables the Overview and Scrutiny Management Committee to monitor and track progress on recommendations made to the Executive at previous meetings.			
<b>RECOMMENDATIONS:</b>			
	(i)	That the Committee considers the responses from the Executive to recommendations from previous meetings and provides feedback.	
<b>REASONS FOR REPORT RECOMMENDATIONS</b>			
1.	To assist the Committee in assessing the impact and consequence of recommendations made at previous meetings.		
<b>ALTERNATIVE OPTIONS CONSIDERED AND REJECTED</b>			
2.	None.		
<b>DETAIL (Including consultation carried out)</b>			
3.	Appendix 1 of the report sets out the recommendations made to the Executive at previous meetings of the Overview and Scrutiny Management Committee (OSMC). It also contains a summary of action taken by the Executive in response to the recommendations.		
4.	The progress status for each recommendation is indicated and if the OSMC confirms acceptance of the items marked as completed they will be removed from the list. In cases where action on the recommendation is outstanding or the Committee does not accept the matter has been adequately completed, it will be kept on the list and reported back to the next meeting. It will remain on the list until such time as the Committee accepts the recommendation as completed. Rejected recommendations will only be removed from the list after being reported to the OSMC.		

<b>RESOURCE IMPLICATIONS</b>	
<b><u>Capital/Revenue</u></b>	
5.	None.
<b><u>Property/Other</u></b>	
6.	None.
<b>LEGAL IMPLICATIONS</b>	
<b><u>Statutory power to undertake proposals in the report:</u></b>	
7.	The duty to undertake overview and scrutiny is set out in Part 1A Section 9 of the Local Government Act 2000.
<b><u>Other Legal Implications:</u></b>	
8.	None
<b>RISK MANAGEMENT IMPLICATIONS</b>	
9.	None.
<b>POLICY FRAMEWORK IMPLICATIONS</b>	
10.	None
<b>KEY DECISION</b>	No
<b>WARDS/COMMUNITIES AFFECTED:</b>	None directly as a result of this report
<b><u>SUPPORTING DOCUMENTATION</u></b>	
<b>Appendices</b>	
1.	Monitoring Scrutiny Recommendations – 23 January 2025
<b>Documents In Members' Rooms</b>	
1.	None
<b>Equality Impact Assessment</b>	
Do the implications/subject of the report require an Equality and Safety Impact Assessments (ESIA) to be carried out?	No
<b>Data Protection Impact Assessment</b>	
Do the implications/subject of the report require a Data Protection Impact Assessment (DPIA) to be carried out?	No
<b>Other Background Documents</b>	
<b>Equality Impact Assessment and Other Background documents available for inspection at:</b>	
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.	None

# Overview and Scrutiny Management Committee: Holding the Executive to Account

Scrutiny Monitoring – 23 January 2025

Date	Portfolio	Title	Action proposed	Action Taken	Progress Status
23/12/24	Housing Operations	Southampton City Council's Housing Improvement Plan	1) That, in recognition of the need for additional scrutiny of the Council's Housing Landlord Service, the Committee reviews progress implementing the Housing Improvement Plan within 6 months.	Review of the Housing Improvement Plan provisionally scheduled for 12/06/2025 meeting of the Overview and Scrutiny Management Committee – Scrutiny Manager	Scheduled
			2) That the Administration considers whether there are lessons to be learnt about the management of assets from other public sector organisations in the city.	The Council has links with other public sector partners in the city and across the county and region, it will continue to use these partnerships to identify examples of good practices. There are in additional formal joint working agreements in place with both Hampshire County Council and Portsmouth City Council relating to property matters. As part of our work to improve the quality and rationalise the stock we will continue to review approaches used by a wide range of partners and stakeholders.	Ongoing
			3) That the terms of reference for the new Housing Advisory Board are circulated to the Committee.	Circulated to the Committee – 14/01/25	Completed

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