

DECISION-MAKER:	OVERVIEW AND SCRUTINY MANAGEMENT COMMITTEE		
SUBJECT:	PROPOSED CLOSURE OF KENTISH ROAD RESPITE SERVICE		
DATE OF DECISION:	14 SEPTEMBER 2017		
REPORT OF:	CABINET MEMBER FOR HOUSING AND ADULT CARE		
<u>CONTACT DETAILS</u>			
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	E-mail:	paul.juan@southampton.gov.uk	

STATEMENT OF CONFIDENTIALITY	
Not applicable	
BRIEF SUMMARY	
This paper provides an update on the proposed closure of the respite service at Kentish Road as previously considered and agreed by Cabinet.	
RECOMMENDATIONS:	
	(i) That the Committee notes the arrangements being made to support people to take up suitable alternatives to Kentish Road in advance of its proposed closure.
REASONS FOR REPORT RECOMMENDATIONS	
1.	The Chair of the Overview and Scrutiny Management Committee has requested an update on the proposed closure of the Kentish Road respite service, with specific reference to how the needs of those who currently use this service, and their carers, will be met.
ALTERNATIVE OPTIONS CONSIDERED AND REJECTED	
2.	No alternative options have been considered and rejected in relation to this report as its intention is to update members on the current position.
DETAIL (Including consultation carried out)	
3.	Kentish Road is an eight-bed unit providing residential respite care for individuals living with a learning disability. Cabinet resolved on 20 January 2015 to close the service, subject to the completion of a care and support assessment and identification of a suitable alternative for everyone who used the service at the time of the decision. On 15 September 2015, Cabinet resolved to postpone the implementation of its earlier decision to close the service. Background papers associated with the proposed closure are listed below.

4.	At every stage, the council has recognised the importance of respite arrangements in meeting individual assessed needs and for supporting carers but, following a full public consultation in 2014, decided to close Kentish Road, as this model of service provision is not leading to the best outcomes for individuals and does not make the best use of financial resources.																																	
5.	At the time of the decision in 2015, 71 people were receiving respite care at Kentish Road.																																	
6.	<p>Subsequent to the decision, all of these individuals' needs have been assessed by social work practitioners in accordance with the Care Act 2014 and the alternative respite arrangements identified are set out in figure 1 below:</p> <table border="1" data-bbox="416 647 1310 1274"> <thead> <tr> <th data-bbox="416 647 1003 732">Alternative identified following assessment</th> <th data-bbox="1003 647 1158 732">Number</th> <th data-bbox="1158 647 1310 732">%</th> </tr> </thead> <tbody> <tr> <td data-bbox="416 732 1003 786">Residential respite (five providers)</td> <td data-bbox="1003 732 1158 786">35</td> <td data-bbox="1158 732 1310 786">49</td> </tr> <tr> <td data-bbox="416 786 1003 840">No ongoing need for respite</td> <td data-bbox="1003 786 1158 840">12</td> <td data-bbox="1158 786 1310 840">17</td> </tr> <tr> <td data-bbox="416 840 1003 893">Shared Lives (respite)</td> <td data-bbox="1003 840 1158 893">10</td> <td data-bbox="1158 840 1310 893">14</td> </tr> <tr> <td data-bbox="416 893 1003 947">Supported living (permanent placement)</td> <td data-bbox="1003 893 1158 947">4</td> <td data-bbox="1158 893 1310 947">6</td> </tr> <tr> <td data-bbox="416 947 1003 1001">Residential care (permanent placement)</td> <td data-bbox="1003 947 1158 1001">4</td> <td data-bbox="1158 947 1310 1001">6</td> </tr> <tr> <td data-bbox="416 1001 1003 1055">Direct payment</td> <td data-bbox="1003 1001 1158 1055">3</td> <td data-bbox="1158 1001 1310 1055">4</td> </tr> <tr> <td data-bbox="416 1055 1003 1108">Shared Lives (permanent placement)</td> <td data-bbox="1003 1055 1158 1108">1</td> <td data-bbox="1158 1055 1310 1108">1</td> </tr> <tr> <td data-bbox="416 1108 1003 1184">Pending acceptance by residential respite provider</td> <td data-bbox="1003 1108 1158 1184">1</td> <td data-bbox="1158 1108 1310 1184">1</td> </tr> <tr> <td data-bbox="416 1184 1003 1238">Not applicable (deceased)</td> <td data-bbox="1003 1184 1158 1238">1</td> <td data-bbox="1158 1184 1310 1238">1</td> </tr> <tr> <td data-bbox="416 1238 1003 1274">Total</td> <td data-bbox="1003 1238 1158 1274">71</td> <td data-bbox="1158 1238 1310 1274">99</td> </tr> </tbody> </table> <p data-bbox="501 1285 1246 1350"><i>Figure 1: Breakdown of alternatives for individuals using Kentish Road at the time of the decision in January 2015</i></p>	Alternative identified following assessment	Number	%	Residential respite (five providers)	35	49	No ongoing need for respite	12	17	Shared Lives (respite)	10	14	Supported living (permanent placement)	4	6	Residential care (permanent placement)	4	6	Direct payment	3	4	Shared Lives (permanent placement)	1	1	Pending acceptance by residential respite provider	1	1	Not applicable (deceased)	1	1	Total	71	99
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7.	<p>Information about the number of individuals who have been supported to transition to an alternative or have stopped using respite care following their assessment is given in figure 2 below.</p> <table border="1" data-bbox="416 1503 1310 1957"> <thead> <tr> <th data-bbox="416 1503 1003 1556">Transition status</th> <th data-bbox="1003 1503 1158 1556">Number</th> <th data-bbox="1158 1503 1310 1556">%</th> </tr> </thead> <tbody> <tr> <td data-bbox="416 1556 1003 1641">Still using Kentish Road but suitable alternatives offered</td> <td data-bbox="1003 1556 1158 1641">35</td> <td data-bbox="1158 1556 1310 1641">49</td> </tr> <tr> <td data-bbox="416 1641 1003 1727">Completed transition to alternative or respite no longer needed</td> <td data-bbox="1003 1641 1158 1727">32</td> <td data-bbox="1158 1641 1310 1727">45</td> </tr> <tr> <td data-bbox="416 1727 1003 1780">Transition ongoing</td> <td data-bbox="1003 1727 1158 1780">2</td> <td data-bbox="1158 1727 1310 1780">3</td> </tr> <tr> <td data-bbox="416 1780 1003 1865">Transition not possible due to hospital admission</td> <td data-bbox="1003 1780 1158 1865">1</td> <td data-bbox="1158 1780 1310 1865">1</td> </tr> <tr> <td data-bbox="416 1865 1003 1919">Not applicable</td> <td data-bbox="1003 1865 1158 1919">1</td> <td data-bbox="1158 1865 1310 1919">1</td> </tr> <tr> <td data-bbox="416 1919 1003 1957">Total</td> <td data-bbox="1003 1919 1158 1957">71</td> <td data-bbox="1158 1919 1310 1957">99</td> </tr> </tbody> </table> <p data-bbox="496 1971 1246 2036"><i>Figure 2: Breakdown of individuals who have transitioned to alternatives or respite no longer needed</i></p>	Transition status	Number	%	Still using Kentish Road but suitable alternatives offered	35	49	Completed transition to alternative or respite no longer needed	32	45	Transition ongoing	2	3	Transition not possible due to hospital admission	1	1	Not applicable	1	1	Total	71	99												
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8.	During August 2017, 26 individuals accessed the service. A total of 126 bed nights were utilised, out of a total of 248 available (an occupancy rate of 51%). August is historically the busiest time of the year for the service. The occupancy rate earlier in the year (March to May) was 43%.
9.	Since the decision was taken in 2015 to close Kentish Road, the Integrated Commissioning Unit (ICU) has led work to ensure appropriate alternative local residential respite provision. For example, additional capacity has been secured at the Bradbury Centre (Rose Road Association), enabling significant blocks of respite care to be booked in advance and to enable a response to short term and emergency demands for respite. In addition, a range of smaller providers have been identified as being appropriate to meet other individuals' needs. In July 2017, a meeting took place with the Minstead Trust to discuss its availability to provide respite at Minstead Lodge. This includes a ten-bed residential unit which had three vacancies which could be used for respite stays. Costs were negotiated and this provision is now available to use. The residential unit is currently rated 'outstanding' by the Care Quality Commission (the national regulatory body for care).
10.	A new supported respite service is being developed by Way Ahead (a local provider of day services for people living with a learning disability), which makes use of the recently modernised three-bed adapted property in the council-owned Weston Court scheme. This will be available from September 2017 and will have capacity for around 900 nights per year. The service will offer planned respite stays which focus on independence and skills development with the individual, families and their carers. It will also be able to provide some emergency respite care. The supported respite model commissioned will also help to support individuals who are in the process of moving from their family home, to provide targeted support to help individuals achieve personal goals and to make use of the excellent opportunities to identify and test care technology options, to support independence and skills development for individuals, whenever appropriate. The ICU has evidence of Way Ahead's proven ability to provide safe, high quality day services and is working with the provider to extend this into overnight respite at Weston Court. An Open Day for the new scheme at Weston Court is being held on 14 September 2017. This scheme has been identified as being a suitable alternative residential respite placement for 23 individuals.
11.	Direct payments have, wherever appropriate, been offered as an alternative to individuals and three people have taken these up. Statutory guidance issued under the Care Act 2014 supports the wider use of direct payments. These direct payments have been used to fund Personal Assistants and/or short breaks. Social work practitioners will continue to explore the potential for direct payments when care and support needs are next reviewed, as these can give more choice and control for individuals, their families and carers. The council has a target and action plan to significantly increase the number of individuals whose care is funded by a direct payment.
12.	Feedback from individuals who have transitioned to receiving respite care with a Shared Lives carer has been very positive to date.

13.	Funds from the Improved Better Care Fund are being invested into the council's out of hours adult social care service, to ensure that emergency arrangements can be made out of hours for people with a learning disability, in line with the arrangements for people in other care groups.
14.	A letter was sent to families and carers of individuals using Kentish Road on 27 April 2017 giving notice that the scheme would close on 31 October 2017.
15.	Furthermore, there has been a reduction in service at Kentish Road from 4 September 2017, because of staff shortages. Staff numbers at Kentish Road are depleted due to a variety of reasons such as leave and sickness, and agency care staff are being used where necessary and appropriate. However, there is a minimum requirement of one member of council staff to be on each shift and to act as the shift leader. Even after taking account of staff at other bases, there have been insufficient shift leaders to sustain a safe level of supervision and care every day and night from 4 September. As members will be aware safety of clients is the prerequisite. Weekends are the busiest for bookings and it has been possible to maintain a safe level of service at weekends with the current staff complement. The decision was made to offer a reduced service on 24 August 2017 and families of the three individuals with mid-week bookings were contacted on that date to discuss alternative arrangements. The impact on carers' and families' arrangements at short notice is acknowledged and officers have apologised for the significant inconvenience that this has caused in some cases. The families of a further 11 individuals were also contacted to make minor amendments to their planned stays in September. The staffing situation is being kept under review and it has now also been possible to offer safe levels of care and support on 20 and 21 September, as well as at weekends (Friday to Monday). Formal notice of the reduction in service has been given to the Care Quality Commission (CQC), which has supported the council's decision, in the circumstances.
16.	The last booking at Kentish Road is for the night of 24 September 2017 and priority for bookings for weekends in October is being given to individuals who are transitioning to their alternative respite arrangements.
17.	The council has not been approached by any organisation wishing to explore the potential for taking over and continuing to provide the current service at Kentish Road.

RESOURCE IMPLICATIONS

Capital/Revenue

- | | |
|-----|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 18. | The Medium Term Financial Strategy contains a saving of £300,000 per year associated with the closure of the Kentish Road respite service and the reprovision of alternative respite care. Accounting for the closure date of 31 October 2017, part of this saving will be achieved in 2017/18. |
|-----|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

Property/Other

- | | |
|-----|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 19. | Following the closure, the council's Capital Assets Team will carry out a full appraisal of the buildings and site to inform options for their future use or disposal. Equally no decision has been made on the site's future use. |
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LEGAL IMPLICATIONS	
Statutory power to undertake proposals in the report:	
20.	The statutory powers are set out in full in the background papers listed below.
Other Legal Implications:	
21.	The other legal implications are set out in full in the background papers listed below.
RISK MANAGEMENT IMPLICATIONS	
22.	The recent decision to reduce hours of operation because of unscheduled staff absences, set out in paragraph 15, was taken to ensure safe operation of the scheme pending its closure. This will be kept under review. The Care Quality Commission (CQC) is the regulatory body for residential placements and the Shared Lives scheme. The Integrated Commissioning Unit (ICU) has a Quality and Safeguarding Team which also monitors the quality of externally commissioned and internal care and support services.
POLICY FRAMEWORK IMPLICATIONS	
23.	This supports the council's key outcome of supporting people in Southampton to live safe, healthy, independent lives.

KEY DECISION?	No
WARDS/COMMUNITIES AFFECTED:	None
SUPPORTING DOCUMENTATION	
Appendices	
1.	None
Documents In Members' Rooms	
1.	None
Equality Impact Assessment	
Do the implications/subject of the report require an Equality and Safety Impact Assessment (ESIA) to be carried out.	No
Privacy Impact Assessment	
Do the implications/subject of the report require a Privacy Impact Assessment (PIA) to be carried out.	No
Other Background Documents	
Other Background documents available for inspection at:	
Title of Background Paper(s)	Relevant Paragraph of the Access to Information Procedure Rules / Schedule 12A allowing document to be Exempt/Confidential (if applicable)

1.	<p>Cabinet Minutes</p> <p>a. 15 July 2014 http://www.southampton.gov.uk/modernGov/ieDecisionDetails.aspx?ID=743</p> <p>b. 16 December 2014 http://www.southampton.gov.uk/modernGov/ieDecisionDetails.aspx?ID=778</p> <p>c. 20 January 2015 http://www.southampton.gov.uk/modernGov/ieDecisionDetails.aspx?ID=786</p> <p>d. 15 September 2015 http://www.southampton.gov.uk/modernGov/ieDecisionDetails.aspx?ID=829</p>	Not applicable
2.	<p>Reports to Cabinet</p> <p>a. 15 July 2014 http://www.southampton.gov.uk/modernGov/documents/s21947/Adult%20Social%20Care%20Provider%20Services%20-%20RPT.pdf</p> <p>b. 16 December 2014 http://www.southampton.gov.uk/modernGov/mgAi.aspx?ID=12386#mgDocuments (item 49 refers, 11 documents)</p> <p>c. 20 January 2015 http://www.southampton.gov.uk/modernGov/ieListDocuments.aspx?CId=126&MId=2845&Ver=4 (items 51 and 52 refer)</p> <p>d. 15 September 2015 http://www.southampton.gov.uk/modernGov/ieListDocuments.aspx?CId=126&MId=3053&Ver=4 (item 14 refers)</p>	Not applicable
3.	<p>Report to Overview and Scrutiny Management Committee</p> <p>a. 4 December 2014 http://www.southampton.gov.uk/modernGov/ieListDocuments.aspx?CId=123&MId=3040&Ver=4 (item 32 refers)</p>	Not applicable