

BRIEFING PAPER

SUBJECT: KENTISH ROAD RESPITE SERVICE – EXTENDING HOURS OF OPERATION
DATE: 13 JUNE 2019
RECIPIENT: OVERVIEW AND SCRUTINY MANAGEMENT COMMITTEE

THIS IS NOT A DECISION PAPER

SUMMARY:

At its meeting on 18 June 2019, Cabinet will consider a proposal to extend the hours of operation of the Learning Disability Respite Service at Kentish Road, in order to:

- (i) Meet the preferences of carers and individuals living with a learning disability who would prefer their assessed needs for replacement care to be met at Kentish Road;
- (ii) Offer additional choice for learning disability replacement care in Southampton; and
- (iii) Complement the future vision for the redevelopment and wider use of the Kentish Road site, which is being developed with carers and other stakeholders and for which Cabinet approval will be sought in due course.

An alternative would be to continue with the current weekend opening, from Friday to Monday.

BACKGROUND and BRIEFING DETAILS:

1. The former eight bed respite service at Kentish Road closed in November 2017. At the time of the closure, the service was rated as 'requires improvement' by the Care Quality Commission (CQC) and was not being used to its full capacity. The scheme re-opened in July 2018 as a four bed respite service following refurbishment and re-registration with the CQC. It currently operates three nights a week, from lunchtime on Fridays to lunchtime on Mondays. The current service was inspected by the CQC in February 2019 and is now rated 'good' in each category – safe, effective, caring, responsive and well led – and overall.
2. The purpose of respite care, defined in the Care Act 2014 as replacement care, is to give carers (typically family members) a break from their caring responsibilities, in order to help meet their own needs and to sustain the caring arrangements for the person being cared for. Kentish Road provides respite care during the day and overnight, and complements day services provided or commissioned by the Council, which provide respite during the day. Although the primary purpose of respite care is to provide a break for carers, the respite provider has a duty to ensure that the care and support needs of the person staying at the service are met and, wherever possible and appropriate, their preferences are taken into account in terms of location and activities.

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3. There is currently a surplus of bed-based respite care, either commissioned or directly provided by the Council, to meet the needs of people living with a learning disability and their carers in Southampton. The Council has given a public commitment to continue to provide bed-based respite at Weston Court, as it is also a service that is valued by individuals living with a learning disability and their carers, and it provides additional choice in the East of the city. Figure 1 below sets out how Learning Disability respite care is currently split across three main providers, based on the current weekend opening of Kentish Road. This includes the provision of emergency respite. Weston Court is currently accessed by 17 clients and Kentish Road by 10 clients.

Provider	Available bed nights per year	Current forecast utilisation per year	Forecast surplus per year
Rose Road	1,400	1,400	0
Weston Court	900	629	271
Kentish Road*	624	468	156
Total	2,924	2,497	427

*Based on a full year opening 3 nights per week

Figure 1: Current forecast surplus in learning disability bed-based respite (based on weekend opening of Kentish Road)

4. More people may want to use Kentish Road if it opens all week, as proposed, and some carers have expressed an interest in returning. There is also an opportunity, supported by the provider, to reduce the amount of replacement care for adults commissioned from Rose Road by 200 nights, with the freed up capacity being used to provide care for children there instead. Carers and individuals will continue to have a choice about where to receive replacement care, but some of those who were previously supported by Kentish Road are expected to want to return once its opening hours are extended. Current users of the scheme have consistently expressed their desire for it to be opened for seven days a week.
5. Figure 2 sets out the net increase in capacity, taking into account the potential of additional provision at Kentish Road and the reduction in provision at Rose Road, and the forecast surplus based on current use and forecasts.

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

*Subject to review from January 2020

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

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

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

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11. The current contract for provision of respite care at Weston Court expires in January 2020. The specification for the future contract will take account of the forecast surplus and consideration will be given as to whether it will be beneficial to give the provider additional flexibility to offer vacancies at a commercial rate to individuals whose care is funded by neighbouring local authorities, clients with Direct Payments, Continuing Healthcare and to self-funders. There is also scope for the service at Weston Court to be commissioned in a way that permits greater coordination with the expanded provision at Kentish Road.
12. Any additional revenue costs associated with providing care and support at any supported housing developed on the wider site at Kentish Road is anticipated to be offset by a reduction in private provider costs elsewhere. This would form part of the financial business case for any future development.
13. Various options for the staff structure were considered by the Council's Organisational Design Board and the final structure was agreed on the basis of its ability to deliver a safe, high quality respite service in full accordance with the Care Quality Commission and the Council's own quality requirements, as efficiently as possible. The structure includes a new role of Carers' Link Worker, who will be tasked with coordinating bookings, liaising with carers and making sure that they are kept up to date on the service and the latest developments.

RESOURCE/POLICY/FINANCIAL/LEGAL IMPLICATIONS:

Financial

14. The current budget for provision of bed-based respite for people living with a learning disability is £796k per year, which includes provision of the respite service at Kentish Road.
15. The provision of respite at Weston Court is currently funded by the Improved Better Care Fund, which ceases in March 2020. The current payment of £70k to commission 200 nights of respite from Rose Road would no longer be needed.
16. The staffing cost of an expanded service at Kentish Road operating at full capacity based on the structure approved by the Council's Organisational Design Board is £529k a year.
17. Other revenue costs of running an expanded service at Kentish Road are estimated to be £69k per year, including utilities, repair and maintenance, food and provision of a minibus.
18. The total revenue cost of the expanded Kentish Road scheme is therefore estimated at £598k per year. If all beds at the scheme were fully utilised, this works out at a unit cost of £410 per night per bed. As a comparison, the unit cost of the commissioned service at Weston Court, assuming full occupancy is £250 per night per bed.
19. The expanded service at Kentish Road can therefore be funded within the approved budget for 2019/20 (estimated full year cost of £598k against a budget of £796k).
20. The remainder of the budget will be used to fund other commissioned services to keep choice in the market.
21. The budget is summarised in figure 3 below:

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Figure 3: Budget summary – 2019/20, and 2020/21 and future years

	2019/20	2020/21 and ongoing
	£000s	£000s
<u>Budget</u>		
Respite Provision total Budget - General Fund	796	796
Respite Provision total Budget - Improved Better Care Fund	220	0
	1,016	796
<u>Planned Expenditure</u>		
Kentish Road revised respite service - full year	598	598
Externally provided respite provision at Weston Court and Rose Road	290	198
	888	796
Variance - Expenditure vs budget	-128	0

22. It may also be possible to reduce staff costs at Kentish Road, through flexible working, as outlined in paragraph 11 and to generate income at Kentish Road by selling unused capacity, as outlined in paragraph 12. Further work will be carried out during 2019/20 to review utilisation and costs of the schemes at Kentish Road and Weston Court in order to inform the 2020/21 budget setting process, taking into account the future use of the entire site at Kentish Road, which is being developed with carers and other stakeholders as part of a task and finish group.

Property / Other

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

Legal

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

