

24 April 2018

**Subject:** Learning Disabilities In-house Respite Services

**Cabinet Member:** Cllr Jeremy Wickham – Cabinet member for Adult Social Care, Public Protection and Public Health

**Key Decision:** No

### Executive Summary

The purpose of this report is to inform Cabinet of the outcome of the proposal to close 70 Derriads Lane Respite Service for people with learning disabilities and to recommend closure of the service.

In Wiltshire there are around 865 people with learning disabilities that are provided services by Wiltshire Council. These services can include accommodation based care and support such as residential care and supported living as well as care and support for people who live within the family home such as day services and respite.

Respite (sometimes referred to as Short Breaks) provides breaks for people with learning disabilities and their family carers. They are intended to help support and maintain people to continue to live in the family home.

In Wiltshire, the Council owns and operates four Residential Respite Services for people with learning disabilities at a cost of £1,885,000 per annum. The services are accessed by 120 people (13.9% of customers with learning disabilities). These services are based in three localities across the county in Devizes, Chippenham and Old Sarum (Salisbury). The services are:

Location	Service	Beds
Chippenham	70 Derriads Lane	4 Beds
Chippenham	Meadow Lodge	4 Beds
Devizes	Bradbury Manor	9 Beds
Old Sarum (Salisbury)	Bradbury House	10 Beds
	<b>TOTAL</b>	<b>27 Beds</b>

For the past three years there has been an overall reduction in the number of people that access these services with the reduction in demand being due to people moving into their own accommodation and away from their family home.

Currently there are 27 Residential Respite beds available that provide 9,855 nights of respite per annum. In 2016/17, the overall usage was 61.15% (number of nights used vs capacity). Year to date for 2017/18, the usage is similar.

A recent inspection by the Care Quality Commissioning (CQC) highlighted concerns with the condition of the building. Due to the building type (adapted bungalows) the building offers limited scope to further adapt it to meet the demands of people with complex needs in the future that increasingly require respite services.

In addition, a savings target of £300,000 has been set for the current financial year (2017/18) against Respite Provision for people with learning disabilities to reflect the ongoing reduction of usage and increases in the number of people living in their own accommodation.

A review of the in-house Residential Respite Services recommended the closure of 70 Derriads Lane Chippenham, based on the reduction of demand across the services. This will still result in the Chippenham locality having a respite service available (Meadow Lodge) as well as there still being capacity within respite services.

The closure of Derriads Lane will affect 15 people (12.5% of people who use residential respite services), however there is capacity to provide these services in the remaining three council owned and operated respite services.

A consultation has taken place on the proposal to close Derriads Lane affected customers and their family carers of the service along with all other customer and family carers of all respite services.

The purpose of this Cabinet Report to seek approval on the recommendation to close Derriads Lane Residential Respite Unit with the 15 current customers being provided services at the remaining 3 council owned and operated residential respite units.

### **Proposal(s)**

1. To provide background information regarding the current Respite offer for people with learning disabilities including the current council owned and operated residential respite services and the reduction in the usage of these services.
2. To inform cabinet of the consultation process that was undertaken regarding the proposal to close 70 Derriads Lane Residential Respite Unit.
3. To seek approval for the closure of 70 Derriads Lane Residential Respite Unit.

**Dr Carlton Brand, Corporate Director**

## **Wiltshire Council**

### **Cabinet**

**24 April 2018**

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**Subject: Learning Disabilities In-house Respite Services**

**Cabinet Member: Cllr Jeremy Wickham – Cabinet member for Adult Social Care, Public Protection and Public Health**

**Key Decision: No**

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### **Purpose of Report**

1. To provide background information regarding the current Respite offer for people with learning disabilities including the current council owned and operated residential respite services and the reduction in the usage of these services.
2. To inform cabinet of the consultation process that was undertaken regarding the proposal to close 70 Derriads Lane Residential Respite Unit.
3. To seek approval for the closure of 70 Derriads Lane Residential Respite Unit.

### **Relevance to the Council's Business Plan**

4. The recommendation for closure aligns to the Council's Business Plan priority of protecting those who are most vulnerable. Residential Respite enables people with learning disabilities who live with their family to have breaks, whilst also providing their carers with breaks. The recommended closure will ensure that the service is "cost efficient", whilst still able to meet the current and future demands for people with learning disabilities living in the family home.

### **Background**

4. Respite (sometimes referred to as Short Breaks) provides breaks for people with learning disabilities and their family carers. They are intended to help support and maintain people to continue to live in the family home.
5. Wiltshire's current Respite offer to people with eligible needs generally consists of overnight respite stays at one of the county's four council run and owned CQC Registered Residential Care Homes, direct payments or spot purchasing of respite services.
6. Across the four-council owned and run services, there are currently 27 beds available for overnight respite across the county. These provide a total of 9,855 nights per annum. The services are based in three areas across the county:

Service	Location	Beds	Number of Bed Nights Annually
Bradbury Manor	Devizes	9 Beds	3,285
Bradbury House	Old Sarum (Salisbury)	10 Beds	3,650
Derriads	Chippenham	4 Beds	1,460
Meadow Lodge		4 Beds	1,460
<b>TOTAL</b>		<b>27 Beds</b>	<b>9,855</b>

7. These services support a total of 120 customers (and their families) by providing overnight respite stays (this represents 13.9% of the 865 customers with learning disabilities that receive services from Wiltshire Council).
8. Compared with 2015/16 there has been a reduction of 20% (30 customers) accessing the service. The reduction in demand is due to people moving into their own accommodation and away from their family home.
9. In 2015/16 there were a total of 6987 overnight respite stays, however this reduced to 6026 overnight respite stays in 2016/17 (a 13.8% reduction). Usage is forecast to be a similar level in 2017/18.

#### Nights used vs Capacity

	2015/16	2016/17	2017/18*
Used	70.9%	61.1%	60.7%
<i>*6 months usage - April 2017 – September 2017</i>			

10. The council's four Residential Respite services are a mixture of different buildings:
  - Both Bradbury Manor and Bradbury House are purpose designed and built for people with learning disabilities. The design and build was part of a co-production process with customers, their carers and professionals ensuring that they are suitable for people with complex needs and offer flexibility.
  - Meadow Lodge is a two-storey house (former Caretakers cottage) on a council owned site. The building is in reasonable condition, however due to it not being fully accessible, it is only suitable for people with moderate needs.
  - 70 Derriads Lane is made up for adapted bungalows that have been joined to form one unit. A recent inspection by the Care Quality Commissioning (CQC) of Derriads has highlighted significant concerns with the building relating to limited storage as well as the condition. Due to the building type (adapted bungalows) the building offers limited scope to

further adapt it to meet the demands of people with complex needs in the future that increasingly require respite services.

### **Main Considerations for the Council**

11. As part of Wiltshire Council's Financial Plan 2017/18 a £300,000 savings target was made against Respite Provision for people with learning disabilities to reflect the reduction in demand along with increases in other forms of service provision and the associated costs of these increases.
12. Based on the overall quality of the building and the ongoing reduction in the usage of Residential Respite services it is recommended to close 70 Derriads Lane Residential Respite Unit.
13. This recommendation will reduce the overall capacity to 8,395 nights per annum. Based on the usage of 6026 nights in 2016/17 this would result in the overall usage being and is forecast to be 71.8%, ensuring there is more than enough capacity to meet demands.
14. It is predicted that by 2030 there will be 2% more people aged 18+ with learning disabilities with a level of need requiring statutory social care intervention. This increase in demand would have minimal impact on respite services, ensuring the reduced services are able to meet future demand.
15. Further analysis has concluded that Bradbury Manor has the capacity to take all the 15 current users of 70 Derriads Lane, however there maybe users who will be able to attend Meadow Lodge as they do not require a specialist environment.
16. A consultation took place between 12 February and 12 March with all customers and their family carers of all in-house residential respite services.
17. In total, there were 26 responses received out of a potential 240 questionnaires that were sent to customers and family carers (10.83% response rate). Of the 30 people (15 customers and 15 family carers) who are directly impacted from the proposals there were 20 responses received (66.66% response rate).
18. Appendix 1 contains a full summary of the responses, comments and concerns raised during the consultation. The document also contains the Council responses to these comments and concerns.
19. Based on the ongoing reduction in the usage of residential respite, the £300,000 savings target that reflects the reduction in usage and the Council's responses to concerns raised during the consultation process, it is recommended to close 70 Derriads Lane Residential Respite Unit.

### **Overview and Scrutiny Engagement**

20. A briefing will be provided for Chair and Vice Chair of Health Select Committee to enable them to have overview and scrutiny of this proposal.

21. Appendix 1 contains a full summary of the responses, queries and comments raised during the consultation along with the Council's response. This document includes views expressed by customers, their friends and family which officers believe fairly reflect the opinions expressed during the consultation.

### **Safeguarding Implications**

22. All the council owned and operated Residential Respite units follow Wiltshire's Policies and Procedures for Safeguarding.

### **Public Health Implications**

23. None identified.

### **Procurement Implications**

24. Derriads Lane is a council owned and operated service therefore there are no procurement implications.

### **Equalities Impact of the Proposal**

25. The recommended closure of 70 Derriads Lane will directly affect 15 customers and their family carers (12.5% of people who access residential respite and 1.73% of people with learning disabilities who are provided services by Wiltshire Council).

26. The recommended closure will not impact on the eligibility for services nor the allocation of respite. The closure will result in one of the 4 council owned and operated services closing to reflect lower usage both in terms of number of people accessing residential respite and the number of nights used and in turn will improve the overall occupancy rates across the service.

27. As part of the implementation plan if the recommended closure is approved by Cabinet, person centred planning will take place with each customer and their family carers regarding how their needs can be met in terms of accessing respite. This will include residential respite at either the 3-remaining council owned and operated services or a Direct Payment in lieu of directly provided services.

28. A key concern raised in the consultation process was regarding pre-planned respite where families had booked respite stays and made plans accordingly. The council will be guaranteeing availability for these stays.

### **Environmental and Climate Change Considerations**

29. None identified.

## **Risks that may arise if the proposed decision and related work is not taken**

30. A key risk associated with not making this decision would be that the council would run the real risk of being unable to satisfy the requirements of the CQC in terms of the standard at type of premises currently being used. As indicated previously, the site and scale of the current buildings does not allow any meaningful enhancements and to continue to use it, places the council at risk of being open to criticism from the CQC.
31. A further risk of not making a decision regarding the proposal is the savings target, of £300,000, will not be achieved. In addition there will be a continuation of having excess capacity for residential respite. This will result in budget pressures for the Community Team for People with Learning Disabilities (CTPLD).

## **Risks that may arise if the proposed decision is taken and actions that will be taken to manage these risks**

32. The key risk will be the reduction of capacity for overnight residential respite. This has been managed so far by ensuring that there is a trend of a reduction in demand. In addition, population growth is forecast to remain relatively static. This proposal will still ensure that there is additional capacity within the services. Equally under the Adult Care Transformation programme, the existing model for the delivery of services and support to residents with Learning Difficulties is being reassessed.

## **Financial Implications**

33. The proposal and associated savings of £300,000 was agreed as part of the budget setting process for the financial year 2017/18.

## **Legal Implications**

34. The proposal does not include closure of a full service however the preferred option does include closure of one of the two facilities within Chippenham.
35. All users of the facility will be consulted to ensure that any impact is considered by the decision maker as part of the final decision.
36. Any closure could include potential redundancy issues and therefore there will be HR involvement throughout to ensure appropriate consultation takes place with staff potentially affected.
37. Should the ultimate decision be for closure, then subsequent work regarding property disposal would need to consider any covenants on the site and potential alternative use.

## **Options Considered**

38. The option of not proceeding with the proposal has been considered, however this will not address the issue of the type and style of the buildings and the services' ability to be cost efficient.

## Conclusions

39. There has been a reduction in the demand for residential respite for people with learning disabilities with 20% fewer people accessing the services compared with 2015/16 resulting in an overall reduction of 13.8% usage.
40. A recent CQC inspection of 70 Derriads Lane has highlighted concerns with the overall condition of the building and issues around limited storage of equipment. Due to the building type (adapted bungalows) the building offers limited scope to further adapt it to meet the demands of people with complex needs in the future that increasingly require respite services.
41. A savings target has been set of £300,000 for Respite Provision to reflect the lower usage as well as increases in other services including more people moving into their own homes.
42. Comments and concerns from the consultation regarding the proposed closure have been addressed (see Appendix 1), to ensure wherever possible the impact on individuals is minimised.
43. The recommended closure of 70 Derriads Lane will reduce the overall capacity of residential respite by 4 beds (from 27 beds to 23 beds) and reduce the number of nights available from 9,855 to 8,395.
44. In 2016/17 the demand for overnight respite stays was 6026 nights (and forecast to be a similar level in 2017/18). By the closure of these premises, the overall occupancy rates across the service is forecast to be increased to 71.8%.

### **Emma Legg (Director of Adult Care - Access and Reablement)**

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16 April 2018

## Appendices

- Appendix 1 – Consultation Write Up
- Appendix 2 – Equalities Impact Assessment
- Appendix 3 – CQC report