

The Vale of Glamorgan Council

Cabinet Meeting: 25 July, 2016

Joint Report of the Leader and Cabinet Member for Housing and Social Care & Health

Reshaping Services - Review of Respite Care for Adults with Learning Disabilities

Purpose of the Report

1. To seek Cabinet approval to undertake a review of the Council's residential respite care service for adults with learning disabilities, including a programme of consultation on the way services are delivered.

Recommendations

1. It is recommended that Cabinet approve the proposals contained in this report as a basis for consultation with service users and their families and the engagement of trade unions and staff on the way in which services are provided.
2. It is recommended that this report is referred for consideration by the Healthy Living and Social Care Scrutiny Committee and the views of the Committee inform the development of subsequent proposals.
3. It is recommended that, subject to recommendations one and two, proposals are prepared in the form of a business case for initial pre-decision scrutiny by the Healthy Living and Social Care Scrutiny Committee and that those proposals and the views of the Committee are brought to Cabinet in due course for a decision.

Reasons for the Recommendations

1. To enable a consultation exercise to be undertaken with service users and their families to inform proposals as to how the Council can best meet relevant respite care needs both now and in the future.
2. To enable the consideration by Scrutiny Committee as part of the consultation process.
3. To ensure that the process for progressing any changes is undertaken efficiently and effectively in accordance with the Council's policies and procedures and that the views of the Scrutiny Committee are taken into account when reaching a decision as to how to progress.

Background

1. The Vale of Glamorgan Council offers respite care to approximately 82 adults with learning disabilities and their carers in order to meet their presenting needs. Respite care is provided in a variety of ways and across a number of facilities. On average service users have approximately 28 days respite service per year, which is used by them over a number of occasions. The way in which this care is provided by the Council has evolved in recent years.
2. Historically, the respite care needs of adults with learning disabilities in the Vale of Glamorgan were met through use of both the Council's Respite Residential Care facility (based at Rhoose Road, Rhoose) and the spot purchasing of residential home placements where required.
3. More recently, it has been recognised that there is a demand by service users and their families for increased flexibility in the way that respite care is provided. People have chosen to either have this delivered through direct payments, the Council's Adult Placement Service or through continued use of Rhoose Road. The spot purchasing of residential home placements for respite use by clients has reduced to single figures.
4. As part of the Reshaping Services Programme, all areas of Adult Social Services are being reviewed. As part of the first set of service reviews, Respite Care for adults with learning disabilities has been included in this work and (as with all Reshaping Services service review projects) a savings target has been assigned. This target has initially been set at £60k for the 2017/18 financial year.

Relevant Issues and Options

Current service delivery model

5. The Vale of Glamorgan Council offers respite care in a number of ways to adults with learning disabilities and their families. Respite care is provided through Rhoose Road, Adult Placement Service, Direct Payments and the spot purchasing of Residential Home Placements.

Rhoose Road

6. The Council's Residential Respite facility, Rhoose Road, has provided short term respite accommodation within the Vale of Glamorgan for over 22 years. Rhoose Road is registered with CSSIW to provide short term residential care for both younger and older adults with learning and physical disabilities.
7. The facility can accommodate three service users at any one time and offers one downstairs bedroom (for use by those with complex health and social care needs) and two upstairs bedrooms. People who attend the service and their

carers have been assessed as requiring a period of respite to meet their presenting needs.

8. Throughout the year, in total there are 36 users of the service; 12 of whom are users of the downstairs bedroom and 24 who use the two rooms located upstairs in the building. Of the 24 service users who use the bedrooms upstairs, 8 of them are currently known to the Council's Adult Placement Service, and the remaining 16 could be eligible to use the service if desired.
9. The table below shows how occupancy levels of Rhoose Road have changed in recent years. The number of available respite nights differs between years depending on the number of days the facility was open e.g. in some years the facility closed over the Christmas period, but in other years it remained open. Between 2013/14 and 2015/16 occupancy levels of the facility have reduced by 16.96%. There was a slight increase in Rhoose Road occupancy in 2013/14 which relates to requests from families for additional respite care to the average of 28 days, due to individual family circumstances and Rhoose Road being able to accommodate this.

	2012/13	2013/14	2014/15	2015/16
No. of available respite nights	1095	1059	1062	1065
No. of occupied nights	920	996	968	821
Occupancy %	84.02%	94.05%	91.15	77.09%

10. The costs for operating Rhoose Road for the 2015/16 financial year and 2016/17 budget are set out below:

	2015/16 Actual £000	2016/17 Budget £000
Employees	291	286
Premises	12	12
Transport	9	16
Supplies and Services	7	9
Depreciation	2	2
CHC Income from Health	-22	-10
Customer Receipts	-17	-12
Total	282	303

11. The decrease in occupancy is mainly related to the usability and suitability of the premises compared with alternative provision. There is only one downstairs room for people with complex health and social care needs. This limits the amount of provision available at any one time. The floor space downstairs is extremely limited, particularly for those who are wheelchair users. The internal structure and general nature of the building also limits the ability to manage people who present with challenging behaviour, as such the physical environment is not conducive to implementing strategies which support positive behavioural management. The limited space also constrains the staff's ability to

provide person centred emotional support and care for people due to the lack of rooms available.

- The demand for Rhoose Road has decreased in recent years, which has had an impact on the unit cost per occupied night of the facility. In 2015/16, the average unit cost per occupied night was approximately £391 (gross) and £343 (net of income). If the facility had been full to capacity the average unit cost per night would have been reduced to £301 (gross) and £265 (net of income).

Adult Placement Service

- The use of the Council's Adult Placement service as a respite facility offers people short term residential placements with host families within their local community. Within the Vale of Glamorgan there are currently 34 host families/addresses that provide respite care for approximately 49 people and their carers. The service is continually growing and has current capacity to accommodate additional clients. The service offers people the opportunity to choose a host family who can better meet their individual needs both personally and geographically. A host family can accommodate a maximum of three people at any one time, allowing friendship groups to receive respite together. Service users also benefit from respite being offered in a homely and family environment.
- The table below shows how take-up of the service has changed in recent years. Between 2011/12 and 2016/17 the number of APS service users has increased by 126%. These figures include both service users who live at home with family and those who are in longer term adult placements.

Year	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17
Number of APS service users	23	24	24	26	47	52

Direct Payments

- The Council offers Direct Payments to individuals and their carers when an assessment shows that care services should be provided. Where respite has been identified as a care need, this cash payment promotes flexibility by allowing individuals and their carers to organise respite care services themselves, by choosing those that are most appropriate. Some people use the money to buy care from an agency whilst others will directly employ their own staff or pay members of their family to carry out the care. This option is often preferred by service users and their families as it provides them with greater choice and control over how their needs are met.
- The table below shows how the number of direct payment packages for adults with learning disabilities has changed in recent years. Between 2012/13 and 2015/16 the number of adults with learning disabilities accessing this option has increased by 62%. It is not possible to ascertain the proportion of each direct payment package used for respite due to the nature of direct payments and the

flexibility and independence these payments offer to individuals in putting in place arrangements for care.

Year	2012/13	2013/14	2014/15	2015/16
Number of direct payment packages for adults with learning disabilities	26	27	31	42

Spot Purchasing of Residential Home Placements

17. Where required, the Council will spot purchase residential home placements to meet respite needs. This has become less prevalent in recent years and the number of clients who now receive respite in this way has reduced to single figures. The table below shows how respite received in this way has changed over time. In 2013/14 there was a mis-recording of information so for this period the table also contains data relating to service users who were placed in a residential home for a temporary placement, rather than just for a period of respite care.

Year	2012/13	2013/14	2014/15	2015/16
Number of days of respite care provided via residential home placements	144	277	82	63

Future Needs

18. Analysis has been carried out to ascertain the number of young people with complex needs who are currently not known to the respite care service but who will possibly require respite care in the future. Current data shows that there are on average three or four people transitioning into the service each year who require overnight respite care. Some of these people receive funding from the Health Board and others will access the Long Term Care service in due course, due to physical disabilities, but also have a learning disability meaning that they would be eligible for overnight residential respite care. In each year, approximately 8 service users exit the service.

Summary

19. In recent years, the service has seen a significant change in the needs of people requiring respite provision. There is a clear demand for residential respite for people with very high level needs, who would not be able to have these met through community provision and it appears that this demand will continue when looking at the future needs of those transitioning into the service as described above.

20. However, for other people the ways in which respite needs are being met has changed in recent years and as such can be met in alternative ways which support their independence and provide them with greater levels of choice and control.
21. The use of alternative methods of respite provision such as direct payments and the Council's Adult Placement Service has increased over time, while the use of the Council's service at Rhoose Road has diminished.
22. The comparable costs borne by the Council for the use of a residential placement at Rhoose Road and the Adult Placement Service are outlined below. The continued reduction in utilisation in Rhoose Road has the effect of increasing the unit cost of providing this service. An estimated cost of a placement with an external provider is also provided below, although this is clearly subject to change following soft market testing and any subsequent procurement exercises that are undertaken:

Respite Provision	Cost per week
Rhoose Road	£2100 - £2700 (dependent on capacity)
Adult Placement Service	£541*
Private Sector Residential Provider	£1700 - £2200 (estimated)

*This figure is contains an element of personal care, which not all clients require and it does not contain any client contributions which may apply so therefore illustrates an estimated maximum cost of this type of placement.

Reviewing Residential Respite Care Services

23. The Council needs to consider how and where respite care services are delivered in order to improve the flexibility and suitability of these services for clients and their carers. Prior to formal proposals being considered by Cabinet, it is proposed that a consultation exercise is undertaken with the current users of Rhoose Road and their families, as well as with the relevant staff group, as described in this report
24. The proposals are to offer an alternative to the respite care provision that is currently offered at Rhoose Road in order to better meet presenting needs. This would be achieved in two ways as described below. Consultation with users of Rhoose Road and their families would therefore be on the basis of these two elements.
 - Consultation Element 1: Where an assessment shows that respite care services should be provided and service users choose not to receive direct payments, the Vale of Glamorgan's Adult Placement Service is offered to people and their carers as a default option. As mentioned above, the service currently has capacity to host additional placements and offers greater flexibility and opportunities to people and their carers. There are currently 24 of the 36 current users of Rhoose Road who could have all of their respite care needs met by the Adult Placement Service. Eight of these people currently access Rhoose Road and the other 16 could access the Adult Placement service. The service has the capacity to accommodate this level of growth as it currently stands.

- Consultation Element 2: For those who have particularly high level care needs (12 of the 36 current users of Rhoose Road) who have been assessed as requiring residential respite provision. The Council's Adult Placement Service would not be suitable and it is therefore proposed that the Council would look to provide the required 24 hour high level support to meet the needs of this client group through an external provider.
25. The consultation exercise will be designed so as to be accessible to the service user group and families. It is envisaged that this will entail a mixture of approaches including face to face meetings, small group sessions and written communications. In parallel with the consultation work associated with this project, it is proposed that a market sounding exercise is undertaken in order to further understand the availability and suitability of externally provided residential respite placements to meet the needs of those service users with a particularly high level of care needs. This will build upon the knowledge the Council has on the care market based upon current commissioning arrangements. This exercise will be undertaken via Sell2Wales and will seek information from prospective suppliers as to the likely type and level of potential interest in providing services such as these.
26. The project has clear equalities impacts. An initial scoping for equality impacts has been undertaken and a copy is included in [Appendix A](#). This scoping identifies that the proposals will impact upon service users, staff and carers and as such, a full Equality Impact Assessment will be undertaken and included as part of the development of the business case proposals for consideration by Cabinet following the programme of consultation with service users, carers and staff and trade unions.

Next Steps & Timetable

27. It is intended that the outcome of the consultation and market sounding exercises will be evaluated and together will inform a business case. It is proposed that this report would initially be referred to the Healthy Living and Social Care Scrutiny Committee for pre-decision scrutiny and then to the Cabinet for a decision to be made.
28. The following timeline has been designed to ensure the continuing engagement of service users, their families, staff and trade unions and the meeting of all statutory and local consultation requirements.

Key Activity	Description	Timescale
Pre- Cabinet Preparation	Information provided to Rhoose Road staff and Trade Unions	July 2016
Cabinet Report	Cabinet Consideration	July 2016
Service Delivery Consultation	Consultation with Rhoose Road service users, families and ward members.	July/August 2016
Market Sounding	Market Sounding activities	July/August 2016

	undertaken regarding respite placements with external providers	
Scrutiny Consideration	Scrutiny consideration of high level proposals to be fed into Business Case	September 2016
Business Case Development	Business Case relating to the future of the service developed following consultation exercises and market sounding exercises	September 2016
Pre- Cabinet Preparation	Information provided to Rhoose Road staff and Trade Unions.	September 2016
Pre-Cabinet Scrutiny	Business Case referred to Scrutiny Committee for consideration	October/November 2016
Cabinet Report	Cabinet Consideration of Business Case	October/November 2016

29. The above timeframe provides an indicative project plan, which may be subject to change as determined by the response to the consultation and the outcomes of each key activity as set out above.

Resource Implications

HR & Employment Implications

30. The proposed consultation exercises will be progressed in accordance with the Council's agreed policies and procedures. The initial consultation exercises will focus on the way in which services are delivered and as such this stage will involve detailed consultation with service users and their families and the engagement of staff and trade unions. Following this consultation, the business case will be developed and if it is proposed that the approach to offering respite care as set out in this report be adopted, there will be impacts upon the staff group currently employed at Rhoose Road. In this situation the Council's relevant policies and procedures would be followed. These include maximising opportunities to mitigate any potential displacement of staff through matching existing staff to appropriate posts or redeploying to suitable existing vacant positions within the Service and the wider Council.
31. This project is at a very early stage of development and whilst there are currently no changes affecting staff, both the recognised trade unions and staff working within these areas have been made aware of the proposals and the intention to carry out a consultation exercise with the service users. It is anticipated that dependent upon how this project progresses and the outcomes of the consultation with service users further more detailed consultation with staff and unions may be required and this will be an on-going aspect of the project which will develop as it progresses.
32. There are currently 15 staff employed at Rhoose Road in a variety of full time and part time roles, equating to a total of 7.51 FTE. The service is resourced with a Short Term Care Manager, six Community Support Workers, two Care

Assistant/Drivers, one Domestic Assistant, three Relief Community Support Workers and two Relief Care Assistant/Drivers.

33. Potential implications on any other staff groups will also be fully explored and mitigated where possible as part of this review. The impact on recruitment of additional host families and any specific additional roles within the Adult Placement Service will also be considered as part of the review.

Financial Implications

34. The costs of operating Rhoose Road and providing respite care services to adults with learning disabilities and their families is contained within the body of this report. There is a savings target associated with this project which has initially been set at £60k.
35. Following consultation, a business case will be developed. As part of this business case, the costs of a range of options (including any costs associated with transitioning to any new arrangement, such as potential redundancy/retirement costs) will be considered and included for consideration.
36. Savings associated with this review could range from £150,000 to £190,000 per annum. This is in excess of the savings target which has initially been set for this project, but would contribute to the significant overall savings targets for the Directorate.

Legal Implications (to include Human Rights implications)

37. There are no legal implications arising at the present time, however, any future recommendations going forward will need to be considered in line with, and any proposed action undertaken, in accordance with the Social Services Well-being (Wales) Act 2014.

Sustainability and Climate Change Implications

38. These proposals are consistent with the Sustainable Development principle introduced by the Well-being of Future Generations Act. As described in the body of the report, the proposals are seeking to plan for the longer-term requirements of the service. The proposals will be developed further following consultation with service users and their families and as such, demonstrate how these groups are involved in decision making. There are no climate change implications associated with these proposals.

Crime and Disorder Implications

39. There are no direct crime and disorder implications associated with this report.

Equal Opportunities Implications (to include Welsh Language issues)

40. An Equalities Impact Assessment is being prepared and a scoping document can be found in the appendix of this report. The assessment will be further

populated and informed as evidence is gathered through the engagement and consultation processes.

Corporate/Service Objectives

41. This project contributes to a range of corporate and service objectives, including:

- The delivery of the Council's transformational change programme, Reshaping Services, which seeks to mitigate the impact of budget reductions by reshaping the way in which the Council provides services.
- The well-being outcome of a healthy and active Vale, where residents of the Vale of Glamorgan lead healthy lives and vulnerable people are protected and supported, in order to safeguard those who are vulnerable and to promote independent living.

Policy Framework and Budget

42. This is a matter for Executive decision.

Consultation (including Ward Member Consultation)

43. It is proposed that consultation is undertaken to inform the development of a business case for consideration by Cabinet in due course. This consultation will include service users and their families, the relevant staff group. It is also proposed that the business case is considered for pre-decision scrutiny by the Healthy Living and Social Care Scrutiny Committee.

44. As part of the consultation process local Rhose members will be included in the consultation process described in this report in order to produce a business case for later consideration by Cabinet.

Relevant Scrutiny Committee

45. Healthy Living and Social Care Scrutiny Committee

Contact Officer

Linda Woodley – Acting Operational Manager, Learning Disabilities

Officers Consulted

Managing Director
Head of Finance
Head of Human Resources
Head of Adult Services
Operational Manager, Policy and Performance
Operational Manager, Human Resources
Operational Manager, Legal Services
Operational Manager, Accountancy
Senior Lawyer (Employment Law)

Accountant (Social Services)
Personnel Officer (Social Services)
Equalities Officer

Responsible Officer

Lance Carver – Head of Adult Services