

## Consultation on:

- proposed changes to the respite service at Orchard Close, Hayling Island, and
- generating income through marketing spare capacity at other County Council respite services

## Public consultation

**16 December 2019 – 09 February 2020**

## Information Pack

This information, the questionnaire and report can be requested in alternative formats such as easy-read, large print and Braille, by e-mailing:

[AS.Consultation@hants.gov.uk](mailto:AS.Consultation@hants.gov.uk)

or by calling:

Tel: 01962 847267

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please give it to someone else**

December 2019

## Introduction

Hampshire County Council is seeking the views of service users, the general public, and other interested stakeholders on the proposals to:

- reduce the number of registered beds at the respite service at Orchard Close on Hayling Island from 13 to 10; and
- generate income by marketing some spare capacity at the County Council's other respite services to other local authorities and the National Health Service (NHS).

These proposals, which are described in greater detail later in this document, could save approximately £285,000 per year whilst allowing the County Council to continue to operate a respite service at Orchard Close.

The consultation opens on Monday 16 December 2019 and closes at 11:59pm on Sunday 09 February 2020.

## Background to the consultation

In 2017, the Adults' Health and Care Department was set a savings target of approximately £56 million per year, to be delivered by April 2019. This was to contribute to the County Council's overall anticipated budget shortfall of £140m by April 2019.

In autumn 2018, a public consultation was undertaken on the future of Orchard Close respite service for people with learning disabilities. This included proposals to close the respite service at Orchard Close, which were estimated to deliver savings of approximately £617,000.

Following this consultation, a recommendation was put forward to close the respite service at Orchard Close. However, at the meeting of the County Council's Health and Adult Social Care Select Committee on 11 February 2019, the Committee asked that the Executive Member for Adult Social Care and Health consider other options for the future of the respite service.

At the Decision Day on 29 March 2019, the Executive Member for Adult Social Care and Health asked that further work be undertaken on all possible wider options, and that further reports would be submitted not before autumn 2019.

Two working groups were set up:

- Members of the County Council's Health and Social Care Committee (HASC) considered options for the respite service at Orchard Close.
- A working group was tasked with engaging with parents, carers, service users, staff, and other interested parties. It was chaired by an independent organisation (Healthwatch Hampshire). Independent representatives from Carers Together and Speakeasy Advocacy were also invited to attend.

A piece of wider engagement also took place co-ordinated by Healthwatch Hampshire. The report concluded:

**“The overwhelming response from service users, parent carers and families and ultimately the option most favoured is for Hampshire County Council to continue to run the service at Orchard Close.”**

Following this engagement, the proposals detailed in this document have been developed.

## **Your views are important**

It is important to the County Council that the views of service users, the general public and other interested stakeholders, are carefully considered. The findings from this consultation will be published and presented to the Executive Member for Adult Social Care and Health later in 2020. Feedback will help to inform any decision by the County Council on the proposed change to the respite service at Orchard Close on Hayling Island, and the proposal to generate income through marketing spare capacity at other County Council respite services.

The Privacy Notice, explaining why we are asking for your information and how it will be used, is included on page 4.

## **Our commitment to consult**

Hampshire County Council is committed to consulting as widely as possible when making decisions. This consultation is undertaken with reference to key consultation principles:

- to consult on key issues and proposals;
- to consult in good time;
- to be inclusive but with clear and appropriate limits;
- to consult using clear, simple information; and
- to ensure responses are taken into account when decisions are made.

## **Serving Hampshire – Balancing the Budget consultation**

In 2017, the County Council undertook a countywide consultation with residents to seek views on options for managing the anticipated budget shortfall of £140million by April 2019.

This shortfall was due to national austerity measures, combined with demographic and inflationary pressures. With less money available and growing demand for council services, especially statutory services, tough decisions needed to be made about what the County Council can and cannot do in the future. The Authority is required by law to deliver a balanced budget and therefore cannot plan to spend more than is available.

Subsequent to the proposals to save £140million by April 2019, Hampshire County Council has identified a further budget shortfall of £80million by April 2021. In summer 2019, a consultation was undertaken on options for balancing the budget. Ways to deliver these savings by April 2021 have been considered and approved by the County Council.

## How to have your say

This Information Pack contains important information about the proposals, which the County Council recommends you read carefully before completing the Response Form, which is also available online at [www.hants.gov.uk/respice-consultation](http://www.hants.gov.uk/respice-consultation)

## Responding online

You can go online to [www.hants.gov.uk/respice-consultation](http://www.hants.gov.uk/respice-consultation) to complete the online questionnaire for this consultation.

## Responding by post

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## Responding by email

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Please ensure that all responses are submitted by **09 February 2019**. Any responses received after this date will not be included in the findings report

## Your data: Privacy Notice

Hampshire County Council is collecting information about you through this questionnaire in order to understand views on the proposals to reduce the number of beds at the respite service at Orchard Close, Hayling Island, and to market underused capacity at Hindson House, Jacobs Lodge, and Newcroft respite services to other local authorities and the NHS. We will use the information to understand your views and the perceived impact of the proposed changes. All data will remain within the UK, and will not be shared with third parties. We will keep your personal information securely for one year, after which it will be deleted or destroyed.

You have some legal rights in respect of the personal information we collect from you. Please see our website Data Protection page at [www.hants.gov.uk/aboutthecouncil/strategiesplansandpolicies/dataprotection](http://www.hants.gov.uk/aboutthecouncil/strategiesplansandpolicies/dataprotection) for further details. You can contact the County Council's Data Protection Officer [data.protection@hants.gov.uk](mailto:data.protection@hants.gov.uk). If you have a concern about the way we are collecting or using your personal data, you should raise your concern with us in the first instance or directly to the Information Commissioner's Office at <https://ico.org.uk/concerns>.

## **The respite service at Orchard Close**

The respite service at Orchard Close is primarily used by adults with learning disabilities, although some users may also have other disabilities such as autism or a physical disability. Orchard Close currently has the capacity to offer up to 13 respite beds per night. It is for people living at home with family carers. Nobody lives permanently at Orchard Close.

Current demand varies by month, with the service being at its busiest during the summer months. However, out of the 4,745 bed nights available in a year the overall average respite usage is 2,880 per year.

Last year, 134 people used Orchard Close for respite. Some of these people also accessed the County Council's other in-house respite services. People from all over Hampshire access the respite service at Orchard Close, with the highest number coming from areas close to Hayling Island.

## **Staffing at Orchard Close**

There are currently 23 members of staff working at Orchard Close. This includes part-time employees. The combined working hours across staff is equivalent to 17.2 full-time members of staff. Should the decision, following consultation, be taken to reduce the number of available beds from 13 to 10, the intention would be to offer affected staff alternative employment elsewhere within Adults' Health and Care services, wherever possible.

## **Hindson House, Jacob's Lodge and Newcroft respite services**

In addition to Orchard Close, the County Council runs 3 other respite services in Hampshire for people with learning difficulties: Hindson House in Basingstoke, Jacob's Lodge in Totton and Newcroft in Locks Heath. Each of these services is registered for 8 beds. In addition, the County Council offers emergency short-stay respite for people with learning disabilities at its service West Street in Havant.

## **Proposal One: To reduce the number of beds at the respite service at Orchard Close**

### **What is the current situation?**

At present, the respite service at Orchard Close has 13 beds available for respite for people primarily with a learning disability, although some may also have other disabilities such as autism or a physical disability. These can be booked throughout the year, but the greatest demand for respite at Orchard Close is during the summer. There is significant under-occupancy at Orchard Close during the remainder of the year.

### **What is being proposed?**

It is proposed that the number of beds available at the respite service at Orchard Close be reduced from 13 to 10. The remaining 10 beds would continue to be available throughout the year. By increasing the usage of the service in the winter months, and reducing it during the current peak months, the same overall level of usage across the whole year could be delivered.

The reduction in the number of beds at the respite service would not in itself generate a saving. This saving would be created by reducing the staffing levels at Orchard Close by 5.5 staff posts, as fewer staff would be needed to maintain a 10-bed service. This could achieve a saving of approximately £159,000. If this proposal is taken forward, then service users at Orchard Close would be expected to use their allocation for respite proportionately across the year to give everyone access to the service in the summer months, should they wish to. Occupancy levels could be increased to over 85% during the summer months to help meet demand. Ways to manage the demand across the year might include introducing certain limitations on use of the respite service at Orchard Close during the summer months, introducing a more structured approach to booking respite (for example, Saturday to Saturday) and minimising the use of Orchard Close for weekend-only respite.

Other approaches, such as allowing groups of service users to book together in quieter months so that they can take respite with their friends, may help to alleviate pressure during the summer period. The County Council is also looking for other suggestions that would make attending Orchard Close more attractive during the current off-season periods, should the decision be made to reduce the number of beds from 13 to 10. These could include themed weeks, as well increasing the range of activities on offer.

The service would continue to be run by the County Council.

## **Why is this being proposed?**

The proposals have been put forward to allow the County Council to maintain a respite service at the Orchard Close site, based on average annual occupancy levels of not more than 85%, whilst at the same time achieving financial savings of approximately £159,000.

## **What would be the impacts of these proposed changes on service users?**

The proposals are designed to ensure that the respite service at Orchard Close has sufficient capacity to meet the current levels of respite, received by those people who currently use the service.

Reducing the bed numbers at Orchard Close from 13 to 10 would not affect the overall amount of respite received by any individual.

Respite users may need to use more of their allocation outside of the summer months at Orchard Close. For instance, if someone has 3 weeks of allocated respite per year, and they currently use all of their respite in the summer months in future, they may need to spread their allocation more evenly throughout the year. If there were any remaining capacity over the summer then this could be booked closer to the time.

Similarly, the booking of weekends in isolation may be reduced at certain times of the year. Some people, for example, prefer to use their respite allocation mainly at weekends. A consequence of this could be that the service is unable to fill that room for the remainder of the week. To avoid this, service users may not be able to book respite solely for a weekend during the peak periods.

Limiting the amount of nights that a service user could book from their allocation over the summer and encouraging them to book more nights outside this period, would ensure that service users would have fairer access to the respite service at Orchard Close in the summer.

Additionally, there are alternative services for people should they wish to access respite at a time when there may not be availability at Orchard Close. These alternatives include the County Council's other in-house respite services at Hindson House, Jacobs Lodge and Newcroft (all of which offer 8 beds), as well as the County Council's Shared Lives service, whereby individuals or families offer long-term accommodation or short-term stays (respite) in their own homes. This takes into account the potential reduction in capacity at the respite services, should the decision be taken to market spare bed capacity in the respite services.

Further opportunities for respite would also be available for individuals who wish to take a direct payment to purchase their own respite, in the form of accessible holidays or bed-based respite from independent providers.

## **How would this be implemented?**

If this proposal is agreed by the Executive Member for Adult Social Care and Health, then it is likely that it would come into effect from October 2020. This would enable sufficient time to ensure that current respite bookings could be honoured, and that people have sufficient time to make suitable arrangements for future respite bookings.

## **Proposal Two: To market spare capacity within the County Council's other Learning Disability respite services**

### **What is the current situation?**

Across the Hindson House, Jacobs Lodge and Newcroft respite services there are approximate 2,252 bed nights per year that are not used.

### **What is being proposed?**

To market some of the spare capacity at Hindson House, Jacobs Lodge and Newcroft respite services to other local authorities and the NHS. This could generate income for the County Council, contributing to its anticipated savings. Initial exploratory enquiries with local authorities and the NHS indicate that there would be an appetite for this offering.

The County Council could aim to market 466 bed nights per year, to generate an estimated income of approximately £126,000 per annum. This would be the equivalent of 1.5 of the beds available (or 25% of spare capacity) being used to generate income (assuming an 85% occupancy rate).

### **Why is this being proposed?**

Following the decision in early 2019 to continue to run the respite service at Orchard Close, whilst at the same time looking at ways to reduce the running costs of the service, and the subsequent engagement activity to explore alternative options for the future of the service, as set out above, this proposal is being put forward by the County Council to minimise the need for reductions to the respite service, while contributing to anticipated savings.

Based on usage data from 2018/19, marketing 466 bed nights per year at Hindson House, Jacobs Lodge and Newcroft respite services to local authorities and the NHS would see the respite services operating at 85% capacity, whilst still meeting the demand from Hampshire's respite users.

In 2017 and in 2019, the County Council consulted on ways to balance its budget. In both consultations, respondents' preferred way to do this was to generate additional income where possible. Marketing some of the spare capacity at Hindson House, Jacobs Lodge and Newcroft respite services to local authorities and the NHS could generate income, thereby reducing the financial pressures on the respite service.

## **What would be the impacts of these proposals on service users?**

The County Council would identify capacity available for marketing to local authorities and the NHS, whilst ensuring that there remains sufficient capacity to meet the demand from Hampshire's service users. As such, there should be no difference in the level of service available to existing service users.

Forecasts show that demand from Hampshire's service users is expected to remain static over the coming years. Therefore, the offer to other local authorities and the NHS could be maintained. However, this would be reviewed if demand from Hampshire's service users changed.

There would be no impact on service users at Orchard Close as a result of this proposed change.

## **How would this be implemented?**

If this proposal is agreed by the Executive Member for Adult Social Care and Health, then it is likely that it would come into effect from October 2020. The level of capacity available to local authorities and the NHS would be reviewed to ensure that the County Council continues to allocate the necessary level of service to Hampshire respite users.

## **Other options which are not being consulted on at this time**

A number of other options have been discussed as part of the engagement as outlined on page 2 of this document. These options are not currently being consulted on and include:

**1. *Commissioning another organisation to run the respite service at Orchard Close***

It was highlighted during the engagement that this option would not necessarily deliver any identified benefits, although it was recognised that it may have provided modest cost reductions.

**2. *For carers, service users and/or other interested people to form a group that takes responsibility for running a service at Orchard Close***

This option was carefully considered, particularly by the Voluntary Sector, Carer and Officer working group. Officers facilitated meetings with organisations who had taken this approach. Although parent carers suggested that they would consider this, it would only be a contingency option, should the County Council not run the service and would not be their first choice. A number of parent carers highlighted the fact that their own caring responsibilities meant that taking on more responsibilities would be challenging.

**3. *Income generation at Orchard Close***

Initial enquiries have shown that other local authorities and Clinical commissioning groups are interested in sourcing respite services for those who have challenging needs and/ or physical disabilities in addition to their learning disability. There are just 4 accessible rooms at Orchard Close of which 2 have ceiling track hoists and none have ensuite facilities. These rooms are in regular use by Hampshire residents, and are therefore not available to be used by other authorities.

**4. *To close the respite service at Orchard Close***

This option is not currently being proposed as it was the subject of an earlier consultation which led the Executive Member for Adult Social Care and Health to request other options be considered.

## How to have your say

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