

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Executive Member for Adult Social Care
Date:	24 June 2015
Title:	Maintaining continuity of service at Jacobs Lodge respite unit
Reference:	6740 and 6708
Report From:	Director of Adult Services

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1. Executive Summary

- 1.1. This paper seeks Executive Member for Adult Social Care approval for the Council to bring in house and to directly provide respite care currently provided by Southern Health Foundation Trust at Jacobs Lodge. Jacobs Lodge is a property owned by Hampshire County Council and currently care services are provided by Southern Health Foundation Trust (SHFT). This approval is sought because SHFT have decided to withdraw from the provision of respite at Jacobs Lodge.
- 1.2. This report explains the requirement for the continuation of this service and the reason for the recommended option.

2. Contextual information

National context

- 2.1. The national vision for adult social care is for services with greater choice and control for individual service users to reflect the new and different expectations and needs of people with disabilities. There is significant evidence of a shift in the way people want to be supported. This has impacted upon the use of respite services with individuals now choosing a wider number of alternatives to traditional residential based respite including Shared Lives, supported holidays and Direct Payments.
- 2.2. At the same time, the recent trend in the growth in the complexity of care needs continues. This is driven by a number of factors, including the increasing success of health interventions that sustain life, but leave people with on-going ill-health and disability. Younger people with profound disabilities are now surviving into adulthood and need significant and long term support.

- 2.3. It is those adults with severe (or profound and multiple) learning disabilities whose families often choose residential respite services with purpose built facilities and high levels of support, although other options such as Direct Payments are also open to them. Respite provides family carers of people with profound learning disabilities a break from their caring role and supports them to maintain their relative at home.

Local Context

- 2.4. The majority of respite services for people with profound learning disabilities are run by the public sector in Hampshire. Hampshire County Council is the biggest provider of such respite services for those with learning disabilities and complex needs.
- 2.5. In 2011 there was a desire to improve services for the most learning disabled and to make the most efficient use of resources. Therefore the Executive Member for Adult Social Care approved that Hampshire County Council's own respite services re- focus their bed based learning disability respite services on those with profound learning disabilities. Other independence enhancing and more cost effective services such as Shared Lives, supported holidays and Direct Payments were to be some of options for more able people with learning disabilities, although all support should be individual to them.
- 2.6. Jacobs Lodge building was built in 1998. It is owned by Hampshire County Council and is purpose built for people with complex needs including having good access for specialist wheelchairs, and room for the use of hoists and specialist beds.
- 2.7. Respite Services at Jacobs Lodge are provided by SHFT. Jacobs Lodge was last inspected on the 19 September 2014 by the Care Quality Commission and was found fully compliant. It is in the Totton vicinity and is used by families across the New Forest. It provides services to 50 families of people with learning disabilities and more complex needs. It employs 13 staff who are trained to provide high levels of support for people.
- 2.8. There are no other local respite services in the New Forest area for people with profound and multiple learning disabilities. Learning Disability In-House respite services are predicted to reach 90% capacity in 2015/16 and there is therefore insufficient capacity within In- House units to re-provide the 1771 bed nights commissioned last year by the Council at Jacobs Lodge.
- 2.9. There is a spread of people from different age groups that use services at Jacobs Lodge. 50% of those using the services are under 50 years old and the group of people under 30 using this service has been increasing steadily.
- 2.10. Without Jacobs lodge it would be hard to provide the levels of respite previously provided to these families and to provide for new young people reaching adulthood with complex needs. This service also supports carers and assists to prevent breakdown of care provided by carers. Retaining services in the same building would also maximise consistency for service users.

- 2.11. Having reviewed respite provision for people with more complex learning disabilities, Adult Services has concluded that there is a need to sustain this resource and that taking direct control of the service by agreement with Southern Health is the best way to achieve that. The Council is the largest user of this service.
- 2.12. There are two potential options. The first is that the service is re-tendered to an independent sector through a competitive process. The second is that Hampshire County Council run this service.
- 2.13. Given the urgency with which SHFT wish to withdraw from the provision of service at Jacobs Lodge timescale is important. The latest that SHFT wish to withdraw is the end of August 2015. Re-tendering would usually require a longer period of preparation than is available in this situation.
- 2.14. Respite services for people with learning disabilities, although valuable to family carers, by their nature tend to have less dependable occupancy levels than long term services and are therefore not always attractive for the independent sector to provide due to the lack of certainty around income. It is therefore probable that the tender would not be attractive to external providers which could further delay the transfer of the service.
- 2.15. There would no savings in the running costs if the service were to be re-tendered as the cost for an independent sector provider would be no less than current running costs, particularly in the first instance due to TUPE regulations and the fixed nature of other costs.
- 2.16. Hampshire County Council provider services already run the majority of residential short breaks for people with learning disabilities in Hampshire (Orchard Close, Croft House and Hindson House). The Jacob Lodge building is owned by Hampshire County Council and the service fits in with Hampshire County Council services focus upon people with significant learning disabilities. Its position in the County complements existing services providing fuller County coverage, with services in the South West, (Jacobs Lodge), South East (Croft House and Orchard Close) and North (Hindson House).
- 2.17. If a service is maintained at Jacobs Lodge by Hampshire County Council, TUPE requirements would mean that current staff working at Jacobs Lodge would transfer to Hampshire County Council. This would provide continuity for service users and families and provide extra capacity if required.
- 2.18. Hindson House in Basingstoke (6 beds) is a brand new purpose built facility, replacing Dalewood which was built as a result of this Executive member decision on the transformation of In- House Services. Croft House (6 beds) in Fareham has also recently been extensively refurbished to accommodate people with profound need. Orchard Close has also been adapted to make it fully accessible.
- 2.19. After consideration of the timescales, costs, the building itself, the nature of the service and its fit with other Hampshire County Council services, it is recommended that Hampshire County Council directly provides respite services at Jacobs Lodge, in order to maintain this service with minimum disruption to families and to staff

3. Finance

- 3.1. Hampshire Adult Services commissioned £429,724 in 2014/15 on respite services at Jacobs Lodge.
- 3.2. Southern Health has confirmed that they wish to withdraw from the provision of this service at Jacobs Lodge as it is not financially viable.
- 3.3. With direct control of Jacobs Lodge as an internal resource it is likely that further benefit could be obtained through Hampshire Adult Services maximising the bed use at Jacobs Lodge more fully, preventing external expenditure in other areas. It is predicted that such work could produce small savings for overall expenditure on learning disability services of around £22k, compared with current arrangements where services are commissioned from SHFT.

4. Consultation and Equalities

- 4.1 The proposal is for Hampshire County Council to directly provide respite services for people with severe learning disabilities at Jacob's Lodge in Totton.
- 4.2 This proposal is in response to the decision by SHFT to withdraw from the provision of respite services at Jacob's Lodge.
- 4.3 This proposal will ensure continuity of these services which support vulnerable adults with severe learning disabilities and their families and carers. The people who will continue to be able to access this service, whilst drawn from across Hampshire, are largely from the New Forest and surrounding areas. If the Council does not take over the running of the service then these vulnerable adults with severe learning disabilities would be adversely affected.

5. Staffing implications

- 5.1. No Hampshire County Council staff are affected.
- 5.2. There are 13 Southern Health staff who will be impacted by the change. Normal TUPE processes will be followed by Southern Health and formal consultation meetings will take place for those affected.
- 5.3. Should the decision be made for Hampshire County Council to become the provider of services at Jacobs lodge, then Hampshire County Council would work closely with SHFT to enable as smooth transition as possible for staff.

6. Service users and family carers

- 6.1 Should the decision be made for Hampshire County Council to become the provider of services at Jacobs lodge, then Hampshire County Council would work closely with SHFT to enable as smooth transition as possible for service users and carers
- 6.2 There would be no planned changes to allocations of respite, or other changes to services at Jacobs Lodge following this proposed transfer.

6.3 Hampshire County Council will arrange opportunities for families to discuss any concerns or queries regarding the change of provider organisation. Hampshire County Council will seek to minimise disruption to families as a result of this proposed transfer from SHFT to Hampshire County Council employment.

7.Recommendation

7.1 That the Executive Member for Adult Social Care gives approval to Hampshire County Council taking on direct provision of respite care at Jacobs Lodge Respite Unit for people with complex needs following the withdrawal of SHFT as provider on a date to be set in August 2015.

CORPORATE OR LEGAL INFORMATION:**Links to the Corporate Strategy**

Hampshire safer and more secure for all:	yes
Maximising well-being:	yes
Enhancing our quality of place:	no

Section 100 D - Local Government Act 1972 - background documents

The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)

DocumentLocation

None

IMPACT ASSESSMENTS:

1. Equality Duty

The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act;

Advance equality of opportunity between persons who share a relevant protected characteristic (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, gender and sexual orientation) and those who do not share it;

Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

Due regard in this context involves having due regard in particular to:

The need to remove or minimise disadvantages suffered by persons sharing a relevant characteristic connected to that characteristic;

Take steps to meet the needs of persons sharing a relevant protected characteristic different from the needs of persons who do not share it;

Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity which participation by such persons is disproportionately low.

Equalities Impact Assessment:

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This proposal will ensure continuity of these services which support vulnerable adults with severe learning disabilities and their families and carers. The people who will continue to be able to access this service, whilst drawn from across Hampshire, are largely from the New Forest and surrounding areas. If the Council does not take over the running of the service then these vulnerable adults with severe learning disabilities would be adversely affected.

2. Impact on Crime and Disorder

2.1. No impact has been identified.

3. Climate Change:

- a) How does what is being proposed impact on our carbon footprint / energy consumption?

No impact has been identified.

- b) How does what is being proposed consider the need to adapt to climate change, and be resilient to its longer term impacts?

No impact has been identified.