

HAMPSHIRE COUNTY COUNCIL

Report

Committee:	Health and Adult Social Care Select Committee
Date:	18 November 2019
Title:	Orchard Close Working Group Outcomes Report
Report From:	Orchard Close Task and Finish Working Group

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Purpose of this Report

1. The purpose of this report is for the Orchard Close Task and Finish Working Group (TAFG) to contribute to the consideration of all wider options regarding the future of the Orchard Close Respite Service.

Recommendations

Recommendation A

That the Task and Finish Group recommend to the Health and Adult Social Care Select Committee (HASC) that it endorses the following recommendations:

That the Executive Member for Adult Social Care and Health:

- i. Acknowledges and thanks staff at Orchard Close, Healthwatch, Carers Together, Hampshire Advocacy and Orchard Close carers and service users for their contributions to the engagement process and to the Healthwatch engagement report (see attached).
- ii. Confirms there are no proposals relating to the closure of the respite service at Orchard Close within the Transformation to 2021 plans considered by Full Council on 7 November 2019 and that the County Council will continue to run a respite service at Orchard Close.
- iii. Gives permission to go out to consultation on the proposals contained in this report including the reduction in the number of respite beds offered at Orchard Close Respite Service from a total of 13 to 10 beds.

- iv. Notes that the proposals for other Hampshire County Council Learning Disabilities respite services to increase their income from other public bodies will be included in the consultation as set out in this report.
- v. Notes that Officers will continue to support carers to explore further the possibility of a Friends of Orchard Close group.
- vi. Notes that an advisory group for the Orchard Close Charitable Trust will be formed following a request by the Leader of the County Council. Any proposals in relation to the Orchard Close Charitable Trust will be subject to agreement by the Executive Member of Policy and Resources.

Recommendation B

The Task and Finish Group have noted the significant financial implications on the Adults' Health and Care department budget as a result of continuing to run a respite service at Orchard Close and recommend that the HASC also note this impact – an estimated £332,000 deficit. This is a minimum level of financial deficit provided that proposals around bed reduction at Orchard Close and attracting income from other public bodies goes ahead following consultation.

Contextual Information and Timeline

2. The HASC pre-scrutinised the proposal to close Orchard Close respite service at its meeting on 11 February 2019. The HASC made a recommendation to the Executive Member for Adult Social Care and Health that did not support closure. The Executive Member taking this recommendation into account, made the following decision at her Decision Day on 27 February:

'That the Executive Member for Adult Social Care and Health requests that further work is undertaken prior to any decision being made, as to all possible wider options and that further reports will be submitted not before autumn 2019 to the relevant Executive Member/s for consideration.'

A quorum of HASC members requested that the decision be called-in. As a result of this request, a call-in HASC meeting was held on 14 March 2019 at which the HASC agreed to request that the Executive Member re-consider her decision. The Executive Member consequently reviewed her decision at a Decision Day on 29 March 2019 and took the following decision:

'That the Executive Member for Adult Social Care and Health confirms the decision made on 27 February 2019 to request that further work is undertaken prior to any decision being made, as to all possible wider options

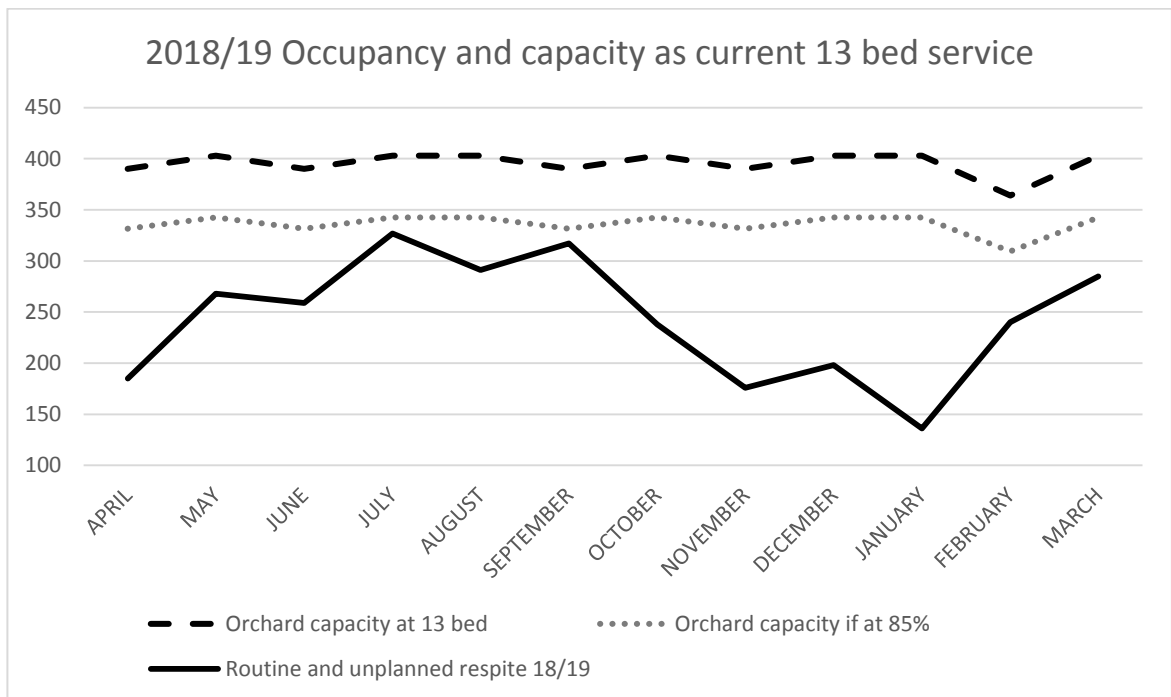
and that further reports will be submitted not before autumn 2019 to the relevant Executive Member/s for consideration.'

At this Decision Day the Executive Member indicated that it is planned to take a decision regarding the future of Orchard Close following further work, at a later decision day and service users will be able to make bookings to use Orchard Close up to 30 September 2020. Beyond that will be subject to the outcomes of the further work due to be undertaken.

3. At the call-in meeting, members of the HASC expressed interest in forming a Working Group to feed into the consideration of wider options. This proposal was agreed and the TAFG was established.
4. The TAFG was cross party and consisted of the following members:
 - Councillor Roger Huxstep (Chair)
 - Councillor Ann Briggs
 - Councillor Mike Thornton
 - Councillor Jane Frankum
 - Councillor Marge Harvey (later Councillor Jan Warwick)
 - Councillor Fran Carpenter
5. The TAFG met four times throughout 2019 (31 May, 10 July, 10 September, and 4 November). The TAFG considered feedback from 9 engagement sessions with stakeholders, presented by an independent Healthwatch representative and officers, as well as feedback from staff and the running costs and usage of Orchard Close Respite Service.
6. The options explored (alternative to closing Orchard Close) broadly consisted of the following:
 - Hampshire County Council could continue to run a respite service at Orchard Close
 - The independent sector could run a respite service at Orchard Close
 - A carer and/or service user-led entity could run a service at Orchard Close

Orchard Close – Analysis of Data and Consultation

7. As part of their detailed analysis of the occupancy figures, TAFG members heard that respite demand for 2018/19 varied by month, ranging from 136 bed nights used in January 2019 to approximately 320 bed nights in July and September 2018. The service is at its busiest during the summer months (July-September), however the overall annual usage was 2,920 bed nights out of 4,745 which is 62% of capacity.



9. Regardless of demand some costs remain static - predominantly the management team and core staffing (23 staff are permanently employed at Orchard Close). This results in a higher cost per night when the service is not occupied at an 'optimum level'. A number of the rooms are not suitable for people with more complex needs. Overall running costs for Orchard Close was discussed, as well as the possibility of selling spare capacity to other authorities.

10. The department figures showed complexity of needs increasing but not the numbers of people requiring traditional bed-based respite. Discussion took place regarding complexity, needs, and eligibility, and the potential increase of people with complex needs although volume according to Adults' Health and Care data and public health analysis was likely to remain static or even slightly reduce. Alternative choices were available and were being chosen for some respite, based on meeting needs in a strengths-based way, included personalised care packages, supported holidays and day service provisions.

11. As part of discussions surrounding any external service providers, the TAFG agreed it imperative that the providers:
 - Meet the needs of the specification
 - Align with Hampshire County Council strategic values (e.g. person-centred)
 - Offer value for money
 - Be sustainable
 - Be credible

- Be inclusive and collaborative
 - Be innovative and forward thinking
 - Be flexible and responsive
 - Demonstrate experience and understanding of sector, clients, demography, geography etc
12. TAFG heard that engagement exercises were undertaken, prioritising the importance of capturing the views of service users, carers, and other stakeholders, focusing on the following:
- Quality of support
 - Sustainability of service
 - Equity of service
 - Affordability
13. The TAFG heard that in addition to the previous consultation undertaken, updated questions both specific and open ended were asked of the service users and carers in order to guide research planning. The TAFG agreed that communication was a key aspect of the engagement plan.
14. Throughout the process, the TAFG also sought feedback from officers and the independent Healthwatch representative and both final reports are included as follows to help to inform their deliberations:
- Annex A – Officers’ Report for the Executive Member for Adult Social Care and Health
 - Appendix 1 (to Annex A) – Independent Healthwatch Feedback

Role of the Charitable Trust

15. The Respite Service operates from the Orchard Close building which is owned by a charity and the County Council is the sole trustee of the Charity. The purpose of the Charity is to assist in providing care by promoting and organising annual holidays for those meeting certain criteria.

Building Condition and Improvement Considerations

16. The TAFG heard that the current arrangement is that Adults' Health and Care provide ongoing maintenance to the building and if it were proposed that an incoming provider become responsible for the building (in whole or in part), the cost of this would need to be reliably calculated and covered within the Service Specification and the ongoing contract price. Failure to properly account for building maintenance costs could mean the contract becomes financially unsustainable. As this is a buildings-based provision, the practicalities around using this estate would need to be considered in collaboration with the Charitable Trust who own the building.

Budget Overview

17. It was confirmed to the TAFG that the original £617,000 savings would not be met through the options being considered by the group and that this level of savings would still need to be achieved from the Adults' Health and Care Department budget to meet the savings targets.
18. As part of their work, the TAFG members also considered the financial implications as part of their analysis. In particular, they focused upon developing:
 - A detailed understanding of how the Learning Disabilities (LD) budget is spent
 - An understanding of how personal budgets are calculated
 - An understanding of the other transformation strategies being employed to meet budget savings targets
 - Knowledge of the impact of moving Orchard Close savings to other projects
19. Following a dedicated session exploring the budgetary implications, members received:
 - An overview of how the Care Act assessment and support planning process works in practice, including providing details of the way in which a personal budget is calculated based on needs. The cost of provision at Orchard Close was higher than the usual personal budget which might be allocated to more able people accessing respite. This would be assessed according to need on an individual basis.
 - A breakdown of Adults' Health and Care budget including the fact that learning disabilities make up 32% of the care spend and a breakdown of the savings targets by department identifying that learning disability savings are making up just under 19% of the Adults' Health and Care T19 savings making it unlikely that savings could be made from other areas of Adults' Health and Care budgets.
 - An overview of the 8 savings programmes being operated in Learning Disability services to meet both T19 and T21 savings targets.
 - An analysis of the impact of not closing Orchard Close including the option of reducing beds and attracting income at other Hampshire County Council respite units in order to partially fill the savings gap.
 - The TAFG heard how an estimated remaining savings of £332,000 is on a scale equivalent to:
 - ◇ 353 hours per week at £18 per hour - 900 people receive some form of support work, all would have had reductions already and/or will be subject to other strategies

Or

 - ◇ 115 fewer days of day service per week

Conclusions

20. The TAFG are strongly supportive of the fact that there has been an independent voice for carers and people with learning disabilities throughout this work. The TAFG thanks the voluntary sector, carers and people with learning disabilities who participated in the extensive review and evidence hearing sessions.
21. The TAFG felt that the Healthwatch report was clear that service users appreciate the staff and enjoy the special seaside location and activities at Orchard Close and carers rely on it. The message from within this report was that Hampshire County Council should continue to run Orchard Close and support a Friends of Orchard Close group.
22. The TAFG noted that it will not be possible to save the full £617,000 originally identified through the closure of Orchard Close on alternative areas within learning disability services.
23. The TAFG were aware that unused beds within Hampshire County Council respite units could be sold to other Local Authorities, and if implemented, should be monitored carefully over years to ensure that there is sufficient capacity for Hampshire service users.
24. The TAFG support proposals to consult on opportunities for partial savings where possible, but they were clear that they should have minimal impact on service users' and carers' experiences.

REQUIRED CORPORATE AND LEGAL INFORMATION:

Links to the Strategic Plan

Hampshire maintains strong and sustainable economic growth and prosperity:	No
People in Hampshire live safe, healthy and independent lives:	Yes
People in Hampshire enjoy a rich and diverse environment:	Yes
People in Hampshire enjoy being part of strong, inclusive communities:	Yes
OR	
This proposal does not link to the Strategic Plan but, nevertheless, requires a decision because:	

Other Significant Links

Links to previous Member decisions:	
<u>Title</u> Executive Member for Adult Social Care and Health Decision Day Call-In Meeting, Health and Adult Social Care Select Committee Health and Adult Social Care Select Committee	<u>Date</u> 27 February 2019 14 March 2019 11 February 2019
Direct links to specific legislation or Government Directives	
<u>Title</u>	<u>Date</u>

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.)

<u>Document</u>	<u>Location</u>
None	

EQUALITIES IMPACT ASSESSMENT:

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 by or under the Act with regard to the protected characteristics as set out in section 4 of the Act (age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation);
- Advance equality of opportunity between persons who share a relevant protected characteristic within section 149(7) of the Act (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic within section 149(7) of the Act (see above) 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 protected characteristic that are connected to that characteristic;
- Take steps to meet the needs of persons sharing a relevant protected characteristic that are 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 in which participation by such persons is disproportionately low.

2. Equalities Impact Assessment:

This report sets out feedback from the TAFG and therefore has no impact or proposed impact on groups with protected characteristics.