

SLOUGH BOROUGH COUNCIL

REPORT TO: Cabinet **DATE:** 16 November 2015
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PORTFOLIO: Councillor Sabia Hussain-Health and Wellbeing

PART I **KEY DECISION**

LEARNING DISABILITIES CHANGE PROGRAMME-REMODELLING OF IN-HOUSE RESIDENTIAL AND REPLACEMENT CARE SERVICES

1 Purpose of Report

The Learning Disabilities Change programme (LDCP) has been reviewing the borough's learning disabilities in-house residential and replacement care (respite) care services. The services are known locally as Lavender Court (the residential care service) and Respond (the replacement care service). The review has been examining how these services can be remodelled in order to:

- Improve the outcomes delivered to service users with learning disabilities
- Contribute to the savings target of £0.65m set against in-house services to be delivered between 2015 and 2017
- Ensure the Local Authority complies with the requirements of the Care Act 2014 of service users having choice and control over the services they receive.

A separate report will be submitted to Cabinet at a later date regarding the review into the Elliman, Priors and Phoenix day services which are also part of the borough's in-house services.

2 Recommendation(s)/Proposed Action

The Cabinet is requested to resolve:

- (a) That the care market be tested for alternative models of support for service users with Learning Disabilities and to assess the potential savings that could be made.
- (b) That implementation of alternative models of support be delegated to the Director of Adult Social Services, following consultation with the Commissioner for Health and Wellbeing if these are proven to deliver positive outcomes for service users and deliver savings.

3 The Slough Joint Wellbeing Strategy, the JSNA and the Five Year Plan

3a. Slough Joint Wellbeing Strategy Priorities

The services will support priority 6.1 Enhancing positive health and wellbeing throughout life and priority and 6.3- Better housing standards including efficiency and more choice and affordability.

Key Needs Assessment Data:

The number of adults with learning disabilities known to Slough's Adult Social Care is 356.

A population prediction study ¹found that numbers of people with learning disabilities are increasing as a result of the future size and composition of the English population.

If, as predicted in this study, the population will rise from 50.9 million in 2007 to 53.5 million in 2017 (+5%) and 56.0 million in 2027 (+10% from 2007), then the increase in population will result in equivalent changes in the population of people with learning disabilities and people with complex needs. In Slough, there were 2,153 adults with learning disabilities in 2007. This number is predicted to increase to 2,644 in 2017 and to 2943 by 2027.

There are three significant factors, highlighted in the study, cited as the reason for this predicted increase.

- The increase in proportion of younger adults who belong to South Asian minority ethnic communities.
- Increased survival rates among young people with severe and complex disabilities.
- Reduced mortality among older adults with learning disabilities.

The first of the above factors is of particular significance because of the ethnic makeup of Slough. 39.7% of Slough's population is Asian or Asian British followed by White British at 35.7 % (Census 2011 data).

The key areas of inequalities for people with Learning Disabilities are in housing, health and employment. Historically, people with Learning Disabilities have been placed in residential care outside the borough of Slough. The LDGP has enabled service users to return to the borough into supported living placements created in partnership with housing providers. Service users living in supported living placements have benefitted from a care and support service tailored to individual needs. Service users have also had the opportunity to regain regular links with their families.

Supported Living placements have proven to be value for money and flexible as they are able to respond to the changing levels of need of service users and the current and future accommodation needs of the borough. This is an important consideration in view of the predicted rises in the number of people with Learning Disabilities.

The predicted rises in the number of people with Learning Disabilities mean that more Carers will need breaks from their caring role. Carers are an integral part of the Borough's Prevention strategy as they care for family members within the home who may otherwise need to enter residential, nursing or hospital care. Replacement (respite) care services and activities delivered to service users through day centres

¹ People with Learning Disabilities in England, 2008

currently provide Carers with breaks from their caring role. There is a need to develop with service users, Carers and partners a range of innovative alternative support options.

3b **Five Year Plan Outcomes**

Services delivered will support the following outcome in the Five Year Plan

- *More people will take responsibility and manage their own health, care and support needs*

4 **Other Implications**

(a) Financial

This report requests Cabinet to approve a testing of the care market to assess the potential savings that could be made from alternative models of support. The LDCP Board have estimated that there may be potential savings to be made in the region of £300,000 - £400,000 a year if the care service to the current residential and replacement care services are delivered differently for e.g. by outsourcing it. The market needs to be tested to see whether these potential savings could be actually realised. A detailed analysis of the potential savings that could be made would be completed after providers have submitted their bids to deliver the care service.

The preferred option requires the refurbishment of 1 and 3 Priors Close from which the in-house residential and replacement care services are delivered. The cost of refurbishing the buildings would be £500,000. A request for this sum of money would be made to the Capital Strategy Board against the allocation of £600,000 for the LDCP.

(b) Risk Management

Risk	Mitigating action	Opportunities
Legal	None	
Property	None	The in-house residential care and replacement (respite) care services are delivered from nos 1 and 3 Priors Close respectively. The buildings were built circa 1989. Included in this report is a request that Cabinet agree with the recommendation to refurbish the properties.
Human Rights	None	
Health and Safety	None	
Employment Issues- Staff could leave whilst uncertainty remains about the future of the in-	Staff will be kept informed about the review of in-house services, its	

house services. Vacancies would need to be filled by agency staff which would increase the staffing costs.	recommendations and potential implications for them.	
Equalities Issues	None	
Community Support	None	
Communications- The need to remodel services are not understood/ not accepted by staff, service users and families.	Engagement with staff, service users and families, about the review of in-house services have included letters, presentations, meetings and the offer of 1:1 meetings. These communications will be repeated to advise staff, service users and families once the future model of services has been decided	
Community Safety	None	
Financial – Subject to cabinet approval opportunities may be given to the market to tender for the in-house care service. The quotes given by providers may be higher than the current cost of the services to the Local Authority therefore no savings would be made. Impact of national living wage on delivery costs	The Local Authority would continue to deliver the care service. If the care service is outsourced, the Local Authority will work closely with the provider to monitor and assess impact.	To change the model of residential care to supported living. One provider could then deliver the care service to both services on one site.
Timetable for delivery That the recommended refurbishment of 1 and 3 Priors Close is not completed within set timescales	Property services would be overseeing the refurbishment of the buildings. A project plan would be formulated outlining when stages of the refurbishment work must be completed.	
Project Capacity	None	

(c) Human Rights Act and Other Legal Implications

It is not envisaged that the recommendations of this report will infringe either Article 3 or Article 8 of the Human Rights Act

(d) Equalities Impact Assessment

The intention of the LDCP has been to further develop models of support which will continue to meet the needs of service users and their families. This would not have a detrimental impact on the protected characteristics.

The preferred option requires the refurbishment of 1 and 3 Priors Close from which the current residential and replacement care services are delivered. There may be a short term impact on service users, some of whom have complex needs, during the refurbishment of the buildings. Council officers would work closely with service users and their families to ensure the work has a minimal impact on the service people receive.

(e) Workforce

The preferred option is to de-register the residential care service to a supported living service. This would provide an opportunity for one provider to manage both the supported living service and replacement (respite) care service from one site. This provider could either continue to be the Local Authority or would be an external provider.

The preferred option represents significant workforce implications which will affect all staff currently employed within the current residential care and replacement (respite) care services. If an external provider delivered the care service this would constitute a TUPE situation. Staff transferring under TUPE Regulations would retain their existing Slough Borough Council terms and conditions. There would not be any detrimental impact as a result of the transfer (unless specific measures were listed by the external provider). All staff and recognised Trade Unions would be fully consulted on the statutory TUPE process and any measures once a new provider has been confirmed.

If the care service is retained in-house, a restructure of the service would be required which could result in delivering the service in a different way under a different staffing structure which could result in redundancies. If the service is delivered by another Provider, they may choose to restructure the service post transfer which may also result in potential redundancies. Any potential redundancies will be based on Slough Borough Council's redundancy scheme.

Any restructure of the service will require a full consultation process with staff and recognised Trade Unions irrespective of whether the care service is retained in house or outsourced. As part of the restructuring process, suitable alternative work will be considered and redeployment opportunities sought based on staff's qualifications and transferrable skills.

Informal staff briefings will continue to be undertaken to advise all employees of the current status of the review.

(f) Property

The intention is for Slough Borough Council to retain and manage the buildings at 1 and 3 Priors Close.

(g) Carbon Emissions and Energy Costs

The carbon emissions from all four buildings at the Priors Close site are 55.259 tonnes of CO₂. The annual energy cost for 1 and 3 Priors Close is £19,440.00. Upgrading the metering system for all four buildings would allow for accurate figures to be given for each building.

It is envisaged that a refurbishment of 1 and 3 Priors Close which would include replacing the lights with energy efficient LED lighting, replacing the current single glazed windows with double glazing and the upgrading of the heating system, would reduce energy and heat loss. This would contribute to a reduction in the carbon emissions and energy costs of the buildings.

5. Supporting Information

The LDCP Board considered the following options of future alternative models as part of its review into its in-house services. The residential care service is delivered from 1 Priors Close and currently supports seven service users. The replacement care service is delivered from 3 Priors Close and can support a maximum of eight service users at one time. A review of the borough's three day services is also currently underway. The three day centres are accessed by one hundred and thirty-two services users some of whom are also accessing activities and services within the community. A separate report outlining the options of how day activities may be delivered using both community based and building based services will be submitted to Cabinet at a later date.

5.1. No change to the current residential and replacement care services:

The current services are highly thought of by service users and their families. The services are required to be registered with the Care Quality Commission (CQC). Both the residential care service and the replacement care service were deemed to be meeting CQC standards when inspected on the 24th of January 2014 and 11th of March 2014 respectively. Part of this registration requires that both services have separate management and staff teams despite the similarity in the job and skills requirements and the buildings location on one site. A savings target of £0.65m has been set against in-house services to support the Council's financial strategy. The savings target is unlikely be achieved by the services continuing in their current form. The buildings also require refurbishment to raise the accommodation standards.
This is not the preferred option.

5.2. Relocate the current residential and replacement care services to another site within the Borough:

The LDCP Board explored the option of relocating the residential and replacement care services to another site within the borough. External providers were asked to source suitable properties for service users with complex needs. This unfortunately proved to be difficult mainly because of the recent increase in the price of both land and houses within Slough. Providers also cited the difficulties posed by meeting the costs of not only purchasing suitable properties but also of the adaptations that would be required in order to meet the needs of the service users.

Vacancies within existing supported living placements unfortunately could not be filled by service users from the residential care service because of their high level of need.

This option has now been disregarded by the Programme Board.

5.3. Remodel the current services and refurbish 1 and 3 Priors Close:

The LDCCP has developed a series of supported living placements in partnership with housing providers. Twenty service users who previously were living outside of the borough or in high cost residential care placements have been moved into local supported living placements. Some residential care homes have also de-registered from CQC and remodelled their services into supported living placements for service users with a learning disability. These combined activities have resulted in a saving of £542,546.00 since 2014.

Service users have benefitted from having their own tenancies, a higher standard of accommodation and from having individually tailored care and support packages. Carers, who have developed serious health conditions or who recognise the need for their family member to live more independently, have seen their caring responsibilities decrease as a result of their family member moving into a supported living placement.

In a recent consultation with service users and families during the review of the in-house services, a clear message was the importance of Carers receiving breaks from their caring roles and service users accessing services that helped them plan for the future. Concern was expressed at scheduled stays in the current replacement care service having to be cancelled because of emergency stays by service users. There is a need to develop more innovative support options. Whilst some families were hesitant, others (including service users themselves) expressed an interest in exploring other options.

'I'd like to live in a flat on my own to try it out for the future'- quote from one service user.

The LDCCP Board is therefore considering the following options:

- a) To de-register the in-house eight bed residential care service to a seven unit supported living service. To refurbish the building from which the service is delivered.
- b) To continue and enhance the replacement (respite) care service with the additional provision of two training flats to support service users with learning disabilities to learn independent living skills. There would be three replacement care beds. The two training flats would serve as additional replacement care beds when not in use by service users in transition. To refurbish the building from which the service is delivered.
- c) For one provider to manage both services from the one site.

In addition:

- d) To continue promoting the use of direct payments and personal assistants. Service users are able to commission their own choice of care and support services.

- e) To encourage service users and families to use shared lives schemes as an alternative replacement care service (families within the local community with a spare bedroom accommodate service users with a learning disability for a short period of time).

The preferred option of the Programme Board therefore is:

- To deregister the residential care service from CQC and remodel it as a supported living service
- To continue but enhance the replacement (respite) care service
- For one provider to manage both services on the one site
- To confirm the achievable savings from outsourcing the care service.
- If savings can be achieved by outsourcing to then enter into a signed and sealed contract with the successful provider.
- If savings cannot be achieved by outsourcing to retain the care service in-house and restructure to a more cost effective model.
- To refurbish 1 and 3 Priors Close
- To develop innovative support options which allow Carers a break from their caring duties and allow service users the same opportunities as their peers.
- To support service users to access more activities that are based within the community; service users with more complex needs will continue to access activities within a building based service.

7 Conclusion

Population projections indicate that the numbers of service users with learning disabilities and their Carers will continue to increase. This report emphasises the need for services to be remodelled in order to improve the delivery of positive outcomes for service users and deliver savings. The Cabinet is therefore requested to approve a testing of the care market for alternative support models. Permission is also sought from Cabinet to delegate the decision to implement alternative models of support to the Director of Adult Social Care following consultation with the Commissioner for Health and Wellbeing if these are proven to deliver savings and deliver positive outcomes for service users.

8 Appendices Attached

'A' Site map showing the location of the current residential and replacement care service.

9 Background Papers

None