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Health and Adult Social Care and Communities Overview and Scrutiny Committee

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Report Title: Recommissioned Respite Services - Adults (and Children 16+) with Learning Disabilities and Adults and Older People

Portfolio Holder: Cllr Laura Jeuda – Adult Social Care and Health

Senior Officer: Mark Palethorpe – Executive Director People

1. Report Summary

Adults (and Children 16+) with Learning Disabilities

1.1 Cheshire East Council recognised that adults with learning disabilities and other complex needs (including autism, behaviour that challenges, mental health conditions and physical disabilities) were often unable to access appropriate overnight respite care within the borough. Evidence showed that existing services were often unable to meet these more complex needs, resulting in many people having to use respite in other alternative short term placements (including many out-of-borough), which often did not offer best value for money.

1.2 Results from a consultation held in 2018 showed that carers of individuals with a learning disability valued accommodation-based respite away from the family home, in order to give them a break from their caring role, safe in the knowledge that the person they cared for was in a safe environment with appropriately skilled staff. A further engagement survey and meetings with service users also informed commissioners that those accessing respite wanted to undertake a range of different activities, develop their daily independent living skills and to be able to go out into the community.

1.3 In September 2018 the council invited tenders from potential service providers, who could evidence that they were able to provide accommodation based respite for individuals with a learning disability and other complex needs and could demonstrate that they would provide skilled support. The successful bidder was 1st Enable and the new service provision went live on 14 January 2019.

1.4 The service supports individuals with learning disabilities (including those from 16+ who are preparing for adulthood) with the flexibility for additional one-to-one/two-to-one support for those with assessed needs. It is commissioned on a block booked basis, which means that the beds are paid for irrespective of the provision being utilised or not. The service went live on 14 January 2019 and was initially delivered from Coppersfield in Sandbach with two beds, while building modifications at Valleybrook Court in Crewe were undertaken. In September 2019 the service moved to Valleybrook Court and the number of respite beds increased to four.

1.5 The service provision was established to offer short breaks, giving people the opportunity to learn new skills, have their own independence, make new friends while offering carers respite in the knowledge that their loved ones are being cared for in a place of safety. The provision at Valleybrook Court provides a modern comfortable environment which is wheelchair accessible and offers service users their own room with on-suite bathroom (and rooms that are catered to people that require hoisting). Service users also benefit during their stay from transport to access the community and free WI-FI. The service also offers a provider registered with Care Quality Commission and experienced staff who all have full DBS.

1.6 Case studies and feedback have been positive from both service users, social workers and carers and have provided evidence that good outcomes are being achieved by those accessing respite.

“For the first time in years my son is really happy to go to his second week stay, so Dad and I can have a rest. He is very happy to talk about his stay which he never would do, he seems to like the staff. There always seems to be a treat at the end of a rainbow, I’m very proud of him.” Parent Carer.

“The staff are responsive and communicative. We have been able to work in partnership to the benefit of the individuals using the service who in some cases have been quite complex. I’m pleased that the recent changes to short breaks service has gone so smoothly and seems to have caused minimal disruption to those people accessing the service.” Social Worker.

“The service have provided our sister with a wide variety of activities. Since staying at the Respite Service we have seen her confidence grow and many opportunities presented to her. The staff are professional and welcoming, and she is able to ask for what she wants. I am able to contact the staff anytime and chat to them if I have

any queries. She is now looking forward to living in long term supported accommodation in the future.” Family member.

1.7 Some service users have developed and enhanced their independent living skills as part of their respite stay. The service also has an accessible vehicle which has enabled service users to access social activities in the community as part of their respite stay, with visits to shops and evening activities including discos.

1.8 Usage of the service provision has been high. From January-September 2019 there has been an average occupancy rate of 80.2% (from September the beds increased from two to four)

1.9 The next stage of service development will see the provision accept referrals from those aged 16-17 years of age as part of their preparation for adulthood. Introductory visits are currently being prepared by the Childrens with Disabilities Social Work Teams. The service has been highlighted by the Social Care Institute of Excellence as a good practice example of short breaks commissioning as part of guidance for commissioners and providers.

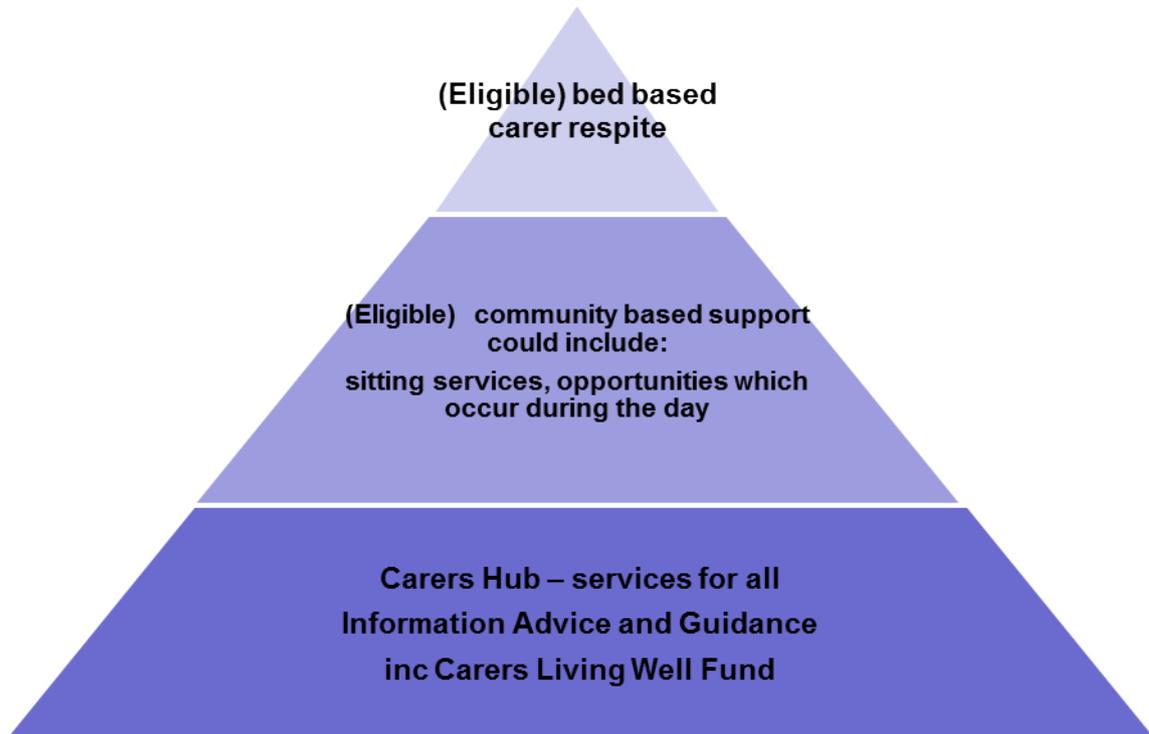
Adults and Older People

1.10 Bed based Carer Respite Services for Adults and Older People were re-commissioned in Autumn 2018 and the new provision was available from 1st December 2018. A seamless transition between the outgoing providers and the newly commissioned providers ensured that there was no break in service availability.

1.11 Extensive consultation with service users, carers, service providers and agencies which support carers, was conducted in the development phase prior to the re-commissioning of the service. Co-production and engagement included a range of approaches including engagement events, surveys, attendance at groups and partnership boards. Feedback from carers confirmed that the traditional bed based offer of respite support, was not meeting the needs of all of our carers and cared for residents.

1.12 In Summer 2019, Community Based Carer Respite was rolled out as an additional service. The service has been designed to offer a less intrusive level of support to those carers and cared for people who have an eligible need. This is in response to people telling us as part of the consultation process, that they have a need for support but do not wish to access residential bed based services. Therefore, we now have 10 providers who can deliver this support. The services include things like a sitting service – enabling a carer to have a break from their caring responsibilities, or the opportunity for the cared for person to join a small group of people in a safe and supportive environment.

1.13 The triangle of support illustrates the model below:



1.14 The first phase of bed based carer respite provision (including two emergency beds) went live in December 2018. The beds were located in a number of different homes across the borough, offering choice of location where possible. Additionally a range of different bed types were commissioned, in order to ensure that people with needs beyond the support of residential care, could also access bed based respite support if eligible.

1.15 The second phase of bed based carer respite provision became available from April 2019. Furthermore, an additional residential dementia bed was commissioned in September 2019 for a 6 month period to support increased demand and to reduce spot purchasing for this type of service.

1.16 The service is commissioned on a block booked basis, which means that the beds are paid for irrespective of the provision being utilised or not. It would not be possible to have access to carer respite provision if a block booked contract was not in place. This is because care homes will always strive to be fully occupied and an empty bed is not generating income for the business. This creates some difficulty in maximising the service and ensuring it is always providing value for money due to the peaks and troughs on bookings.

1.17 The Contract Manager and Commissioner for this service are currently reviewing the occupancy rates for each of the beds and looking at where services may need to be de-commissioned and possibly re-commissioned elsewhere. The occupancy data so far indicates the following:

1.18 Occupancy rates vary across the range of respite beds, with some homes having occupancy rates at maximum capacity of 100%. Additionally, beds which are unoccupied for 1-2 nights a few times per month, can considerably reduce the overall occupancy level. Utilising short unoccupied periods such as 1-2 night stays are not always desirable for people using the service or welcome by the service providers. Furthermore, it can be challenging to change the use of the service because providers have entered into a contract with the Council to provide pre-bookable or emergency bed based respite support.

1.19 It is too early to assess the impact of the Community Based Respite Service, however, the Contract Manager and Commissioner for the service are currently attending Operational team meetings to ensure that operational colleagues are fully aware of the service and how it could be allocated to support carers when Carer Assessments are being completed. Commissioners will be looking to work more closely with Operational team colleagues in 2020 to raise the profile of the service which should result in an increase in demand. Since the service came on line in the summer of 2019, only 5 people have accessed the service, which is why continued engagement is required. The service provision has also been highlighted by the Social Care Institute of Excellence as an innovative good practice example of short breaks commissioning as part of guidance for commissioners and providers.

2. Recommendations

2.1 The Committee is asked to note the report and endorse the approach to the commissioning of respite.

3. Implications of the Recommendations

3.1. Legal Implications

3.1.1 There are no direct legal implications arising currently. CEC Legal Services supported with the commissioning of the services and should continue to be consulted regarding the respite service development, any proposed changes to the current commissions/additional commissioning and will support in relation to any specific legal issues that arise in the future.

3.1.2 If in the course of reviewing current provision the council looks at developing additional provision those procurements should be carried out in accordance with the Public Contract Regulations 2015 and (where the Council is leading on the procurement) in accordance with the Council's own Contract Procedure Rules.

3.2. Finance Implications

Adults (and Children 16+) with Learning Disabilities

- 3.2.1 The annual financial cost in for the 4 respite beds is £159k. This a block payment made to the provider (1st Enable) on a 4 weekly care period basis.
- 3.2.2 The service contract has been awarded to 14/01/24, however, this contract includes an optional 2 x 12 month extensions.

Adults and Older People

- 3.2.3 The annual financial cost for the Adults and Older Peoples bed based respite support service is £470k. This is a block payment made to providers on a 4 weekly care period basis. The service has been awarded to 30/11/2023, however, this contract includes an optional 2 x 12 month extensions.
- 3.2.4 The community based carer respite support service has an allocated annual budget of £157.5k. However, this service incurs no charges until it is used. Providers are simply allocated a place on a framework and can be called upon to provide the service as it is required. The framework is in place until March 2023. Current spend for 2019/20 is £6,781.
- 3.2.5 Ideally, we should see the bed based Adults and Older Peoples respite support service decreasing over time and the community respite support service increasing. However market pressures and prioritys around hospital discharges have meant that the cost of short stay and respite beds is resulting in pressures on the Councils Care Cost budgets in year. This pressure will be reviewed and assessed prior to any extensions being made to the block contracts.
- 3.2.6 These block beds will be reviewed to ensure utilisation and value for money. This budget pressure will also be reviewed and assessed prior to any extensions being made to the block contracts.

3.3 Policy Implications

- 3.3.1 There are no policy implications associated with the report.

3.4 Equality Implications

- 3.4.1 Equality Impact Assessment were completed as part of the commissioning process.

3.5 Human Resources Implications

- 3.5.1 There are no human resources implications associated with the report.

3.6 Risk Management Implications

- 3.6.1 There are no risk management implications associated with the report.

3.7 Rural Communities Implications

3.7.1 There are no direct implications for rural communities.

3.8 Implications for Children & Young People/Cared for Children

3.8.1 There are no direct implications for children and young people.

3.9 Public Health Implications

3.9.1 There are no direct implications for public health.

3.10 Climate Change Implications

3.10.1 There are no direct climate change implications.

4 Ward Members Affected

4.1 All wards.

5 Consultation & Engagement

5.1 Consultation and Engagement with a variety of stakeholders has been undertaken as part of the commissioning process (see 1.2 and 1.11).

6 Contact Information

6.1 Any questions relating to this report should be directed to the following officer:

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7 Version Control

Date	Version	Author	Meeting report presented to	Consultees		Summary of amendments made
				Name of officers consulted	Date consulted	
	1.1	Mark Hughes Jane Stanley-McCrave		Nicola Glover-Edge, Deb Nickson, Julie Gregory, Nikki Wood-Hill	21/12/19	Additional information on SCIE Good Practice Guidance Updating of Legal Section
	1.2	Mark Hughes		Nicola Glover-Edge, Deb Nickson, Julie Gregory, Nikki Wood-Hill	7/01/20	Updated financial costings to reflect spend for 2019/20
	1.3	Mark Hughes		DMT	13/01/20	Removed table at 2.10 and duplication of wording around the occupancy reviews at 3.2.4 and 3.2.5
	1.4	Mark Hughes		CLT	23/1/20	Approved