

REPORT TO: Executive Board Sub Committee

DATE: 12th October 2006

REPORTING OFFICER: Strategic Director, Health and Community

SUBJECT: Provision of short-term residential respite care for adults with learning disabilities

WARD(s): Borough wide

1.0 PURPOSE OF REPORT

- 1.1 To seek agreement from the Executive Sub Board for the proposal to transfer the delivery of care and support in Bredon short-term residential unit through an open tender process. This proposal will secure the best value for money for delivery of respite services for Adults with learning disability.

2.0 RECOMMENDATION That:

- (1) the Board accepts the proposal to tender a 4 bedded short stay unit based at Bredon;**
- (2) the Board accepts the proposal to close the four bedded unit at Moorfield; and**
- (3) the Board notes that further work will be undertaken in partnership with the Primary Care Trust (PCT) to seek further investment in more innovative respite services rather than traditional bed based services.**

3.0 POLICY IMPLICATIONS

- 3.1 The PCT and Halton Council have a pooled budget for services for Adults with Learning Disabilities (ALD). The Executive Commissioning Board (ECB) is responsible for the oversight of the pooled budget and, in view of the overspend of 2005/06 and the projected overspend of 2006/07, agreed a Recovery Plan to balance the budget. The plan has challenging targets and requires some reconfiguration of services.
- 3.2 The proposals link to the departmental and corporate objectives by modernising services and promoting independence. The Joint Commissioning Strategy and the Recovery Plan is underpinned by the principles contained within both "Valuing People" and the Health and Social Care White Paper "Your Health, Your Care, Your Say."

4.0 OTHER IMPLICATIONS

4.1 The need for respite

Learning Disability Services are performing well within Halton in supporting people to live in the community, either in their family homes or independently. For those living with family it is recognised that the burden on carers is growing, as individual's needs are more complex as they survive childhood and carers themselves are aging and becoming frailer. The provision of respite services is widely believed to be crucial to enabling people with learning disability to remain at home.

Mencap estimates that at least 60% of family carers of people with learning disabilities do not get a break. (Family Matters). Within Halton, in partnership with Halton PCT, ALD services must ensure that it can provide both existing and future demand for respite in a way that meets the needs of the carers and the person they support. Traditionally, residential short break services have been offered. Whilst Direct Payments enable families to choose more innovative forms of respite, some still prefer the short-term residential breaks.

The need for short-term residential respite care is met through an in-house resource at Moorfield Road in Widnes. This resource requires modernisation in line with "Valuing People" Halton PCT also has a residential resource that is accessed through the partnership working arrangements.

Currently the Bredon resource is closed whilst capital work is undertaken to enable reconfigured services to be delivered at this facility. Work should be completed by the end of this year and will include four fully accessible respite beds to meet the needs of those with severe physical disabilities as well as challenging behaviour. Since Bredon closed in early summer, the residential staff team have been temporarily redeployed to provide care and support within the Halton Supported Housing Network.

It is proposed that the service based at Moorfield is closed and the new service based at Bredon is tendered out.

4.2 Financial Implications

In line with national trends, services for ALD have experienced severe budgetary pressure. While the overspend was contained 2005/06 it was recognised that the position could not be sustained and a Recovery Plan should be developed, integral to this plan is the re-provision of respite services.

4.3 Unit costs

The unit cost of in-house residential care for Adults with learning disability is summarised below and compared to independent sector provision within Halton and English averages. The significant increase in 2005/06 in-house weekly costs is as a result of the

phased closure of residential beds at Bredon prior to building work commencing.

4.4 **Weekly cost of residential care for adults with learning disability**

Source: 2004/05 and 2005/06 Personal Social Services Expenditure returns to Department of Health. (PSSEX1)

	2004/2005	2005/2006
Local authority provision		
Halton	£1,588	£2,557
English Average	£1,107	Not available
Independent sector		
Halton	£314	£456
English Average	£789	Not available

It can be seen from the table that in-house services are high cost compared to both the independent sector within Halton and English Averages.

In view of the significant budget pressures, the high cost of in-house provision and the Council's duty to ensure value for money in service delivery, it is proposed to transfer provision of care and support at Bredon to the independent sector through a process of competitive tendering.

The estimated budget for delivering the respite service when Bredon re-opens is £457,000 per year. This is all met from HBC base budget contribution to the ALD pooled budget.

The tender process will be conducted in accordance with Procurement Standing Orders Part 2 - Contracts Exceeding £1,000,000. The proposed contract period is three years and the estimated value over this term, based on the Independent sector English Average unit cost; uplifted to 2006/07 prices is £1.03m. This represents a potential saving of £340,000 over the term of the contract.

The Bredon respite service will be open in January 2007 and it is proposed to complete a tendering exercise and award a contract effective from this date.

4.5 **Personnel Implications**

Staff will be eligible for transfer to the new providers of the respite service but currently there are sufficient vacancies within the Supported Housing Network service to offer redeployment and it is likely this will be an attractive alternative.

5.0 **RISK ANALYSIS**

- 5.1 There have been increased demands on the pooled budget for a number of reasons, including growing numbers of older people with disabilities, young people with complex needs moving into services through transition and rising expectations and aspirations of service users and their carers. In addition, historically both the PCT and Halton Council benefited from Supporting People funding for ALD services. Following an inspection and subsequent review of Supporting People a further loss of £1.5m in 2007/08 to the ALD pooled budget was identified.

To begin to address these pressures the Council has provided a resource of £130k to fund additional staff to assess all individual service users with a view to both assessing need and re-tendering or renegotiating existing contracts. There has been some early success as a result of this work leading to savings of £200k on one contract within this budgetary year. These activities, in spite of some success are still insufficient to achieve a balanced budget and a detailed Recovery Plan has been drawn up. One key action contained within the plan following an options appraisal exercise is:-

Reconfiguration of respite/short breaks services through tendering out of a four bedded unit based at Bredon. Should there be any unforeseeable problems or delays in the tendering process the service would be continued within existing resources.

- 5.2 The council is committed to ensuring that those service users currently receiving services from Moorfield will in the future receive a similar service from Bredon to meet their assessed need. This transition will need to be carried out with sensitivity and close communication with carers and service users. The release of Moorfield may offer an opportunity to further develop day services for older people with learning disabilities. The current provision is based next to the residential unit and is oversubscribed.

6.0 EQUALITY AND DIVERSITY ISSUES

- 6.1 The proposals ensure equity and fairness to people accessing the services.

7.0 LIST OF BACKGROUND PAPERS UNDER SECTION 100D OF THE LOCAL GOVERNMENT ACT 1972

- 7.1

Document	Place of Inspection	Contact Officer
PSS EX 1	John Briggs House	Marie Mahmood, Divisional Manager
Our Health, Our Care, Our Say: A new direction for Community Services. DOH January 2006	John Briggs House	Marie Mahmood, Divisional Manager
Independence, Well Being and Choice, Green paper, DOH March 2005	John Briggs House	Marie Mahmood, Divisional Manager
Valuing People A new Strategy for the 21 st Century DOH 2001	John Briggs House	Marie Mahmood, Divisional Manager
Recovery Plan	John Briggs House	Marie Mahmood, Divisional Manager