

# HAMPSHIRE COUNTY COUNCIL

## Decision Report

<b>Decision Maker:</b>	Executive Member for Adult Social Care and Health
<b>Date:</b>	27 February 2019
<b>Title:</b>	Findings from the consultation and recommendations on respite services at Orchard Close, Hayling Island
<b>Report From:</b>	Director of Adults' Health and Care

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### 1. Recommendations

- 1.1. That the Executive Member for Adult Social Care and Health considers the content of this Report including the responses to the consultation together with the Equalities Impact Assessments in relation to the recommendations contained within the Report.
- 1.2. That the Executive Member for Adult Social Care and Health agrees to close the respite service at Orchard Close, Hayling Island. This is on the basis that the respite service at Orchard Close would remain open until Hampshire County Council has offered alternative respite services that meet eligible needs. As a consequence, there would be a revised target closure date of January 2020.
- 1.3. That the Executive Member for Adult Social Care and Health notes that additional bespoke information and support for carers and service users would be provided to support the person-centred transition to new respite services as described in this report
- 1.4. That the Executive Member for Adult Social Care and Health approves the additional capacity of four beds at the County Council's crisis support service at West Street, Havant for unplanned / emergency respite in response to feedback during the consultation
- 1.5. That the Executive Member for Adult Social Care and Health recognises the significant contribution that has been made by the staff working at the respite service at Orchard Close.
- 1.6. That the Executive Member for Adult Social Care and Health agrees the information gathered on potential options for the future use of Orchard Close be made available to the Executive Member for Policy and Resources to assist in any decision to be taken by the County Council as sole trustee of the charitable trust that owns the building and land at Orchard Close.

## 2. Executive summary

- 2.1. The purpose of this paper is to report to the Executive Member for Adult Social Care and Health the outcomes of the consultation and the recommendations for the closure of the Orchard Close respite service on Hayling Island. Orchard Close is a 13-bed respite unit, primarily for adults with learning disabilities. There are currently 22 people employed at the service. The service is run by the County Council at a building on Hayling Island, owned by a charitable trust, *The Hampshire Occupation and Training Centres Holidays Organisation*, of which the County Council is the sole trustee.
- 2.2. The recommendation to close the respite service at Orchard Close is based on a number of factors:
  - The financial climate in which the County Council is operating and the associated need to make savings across all of its services, including learning disability services within adult social care;
  - The suitability of the building at Orchard Close to meet the needs of people with more complex needs;
  - The requirement to ensure services are modern, viable and sustainable;
  - Detailed analysis of public consultation findings; and
  - The County Council's statutory responsibilities under the Care Act 2014.
- 2.3. In September 2018, the County Council started a twelve-week consultation on the future of Orchard Close respite service which ran from 28 September and 21 December 2018 and included events for users of Orchard Close and their families and carers. Independent advocacy was also offered as part of this process. In addition, designated social workers and social care staff engaged with users of the service and their families to understand their needs to inform options for the provision of respite services, going forward.
- 2.4. Overall, there was a good level of engagement during the consultation. The County Council received 479 responses; 448 to the questionnaire, with an additional 31 letters and emails. A summary of the views of attendees to the workshops, held by an independent organisation, *Speak Easy Advocacy*, were also provided. In addition, feedback was gathered from participants at the dedicated County Council's information sessions. Furthermore, two petitions, opposing the proposed closure of the respite service at Orchard Close, were submitted to the County Council; one with 1,117 verified signatures and the other with 760 verified signatures.
- 2.5. Consultation responses were analysed objectively in accordance with the code of practice of the Market Research Society.
- 2.6. Of the people who responded to the consultation questionnaire, 96.4% disagreed with the proposal to close the respite service at Orchard Close, compared with 2.3% who agreed (1.4% did not express a preference either way). All service users and parents and carers of service users who responded via the Response Form, disagreed with the proposal, most of whom were current respite service users and carers
- 2.7. The County Council has taken this consultation feedback into account alongside other available information. Based on all the evidence, the

recommendation to close the respite service is being made for the following reasons:

- There is sufficient capacity in the County Council's respite services and alternatives to meet need whilst still providing the same amount of respite for carers;
- More disabled people would receive respite in purpose built modern services;
- More able people would have a wide choice of person-centred respite alternatives to promote independence; and
- These arrangements would be more cost effective saving the County Council over half a million pounds.

2.8. Consultation feedback has helped the County Council to shape the proposal further and ensures that the closure is implemented in a way that minimises any negative impacts including by:

- Reviewing and improving capacity for emergency provision in County Council respite services
- Extending the target closure date by an additional six months to January 2020
- Improving and increasing support available to families during transition
- Providing more information about potential options for the continuation of *The Hampshire Occupation and Training Centres Holidays Organisation Charitable Trust* to the Executive Member for Policy and Resources, in their role as trustee of the charitable trust.

2.9. Subject to the recommendations being agreed, the implementation of changes would be made working closely with people with learning disabilities, family carers, staff and other stakeholders. Local elected Members would also be kept fully informed throughout the process

2.10. Full Equalities Impact Assessments have been carried out, which provide detailed analysis of the impact of these proposals on those directly affected, together with proposed actions to mitigate any adverse consequences.

### **3. Contextual information**

#### *Strategic Context - modernisation and improvement*

3.1. Approaches to service delivery for people with learning disabilities have evolved significantly in recent decades. The County Council's approach has been to move away from more traditional building-based services to more socially inclusive models of personalised care and support delivered in people's homes and communities. This is reflected in a number of strategies for people with learning disabilities, including the County Council's supported living strategy and its commissioning strategy, as illustrated through its Market Position Statement for Learning Disabilities and Autism.

3.2. Within this context, traditional, high cost and discrete building-based provision for people with learning disabilities, autism or both - will increasingly become reserved for those with learning disabilities and/or autism who have more significant and/or complex needs.

- 3.3. Further information regarding the wider strategic context can be found in Appendix 1.

#### **4. Statutory responsibilities in relation to respite provision**

- 4.1. Under the Care Act 2014 the local authority must carry out an assessment of an adult's need for care and support and a carer's need for support where it appears to the local authority they may have such needs. Where the adult and/or the carer meets the relevant eligibility criteria the local authority is responsible for ensuring their eligible needs are met subject to certain parameters. Respite services can contribute to meeting the needs of a service user as well as benefiting and meeting the needs of their carer.
- 4.2. The Care Act does not specify the type of service that a local authority has to provide nor what particular service an individual must be offered in order to meet their eligible needs.
- 4.3. When carrying out their care and support functions under the Care Act a local authority has a general duty to promote the individual's well-being and must have due regard to the matters set out in section 1 (3) of the Care Act.
- 4.4. Under S5 of the Care Act a local authority must promote the efficient and effective operation of a market in services for meeting care and support needs for any person in its area so that there is a variety of providers, high quality services and sufficient information so that any person wishing to access the services can make an informed choice.
- 4.5. The provision of respite is often a response to an identified eligible carer need. The Care Act does not state how that need should be met. The particular provision of holiday type arrangements, as specifically delivered at Orchard Close, is not a statutory requirement. The existence of Orchard Close and its particular focus on holiday provision is based on the existence and purposes of the charitable trust.
- 4.6. Local authorities have a duty under the Equality Act 2010 section 149 to have due regard to the need to: eliminate discrimination, harassment and victimisation; to advance equality of opportunity between persons who share a relevant protected characteristic and those who do not share it; and foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

#### **5. Financial climate**

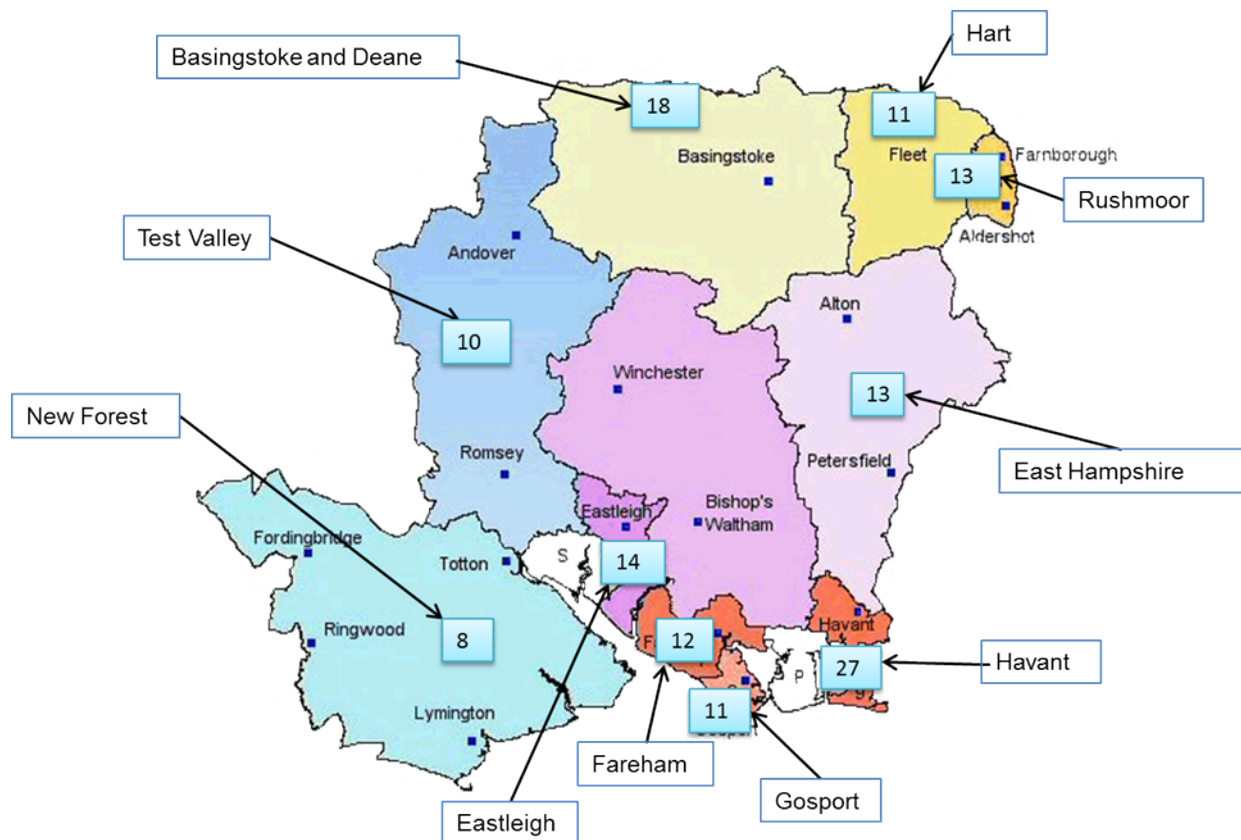
- 5.1. Since 2010/11 there has been an ongoing significant net reduction in the level of grant funding that the Government has provided to councils with further reductions confirmed for 2019/20. To mitigate this reduction in national funding, all councils, including the County Council, have been required to make unprecedented levels of savings.
- 5.2. To mitigate the reduction in the level of national grant funding the Government has provided councils with the flexibility to increase funding through additional local taxation including the introduction of the Adult Social Care precept and an additional 1% on the annual increase in Council Tax before the need for a referendum. Despite these increases the County Council is still required to make savings of £140m annually from the financial year 2019/20 to balance the budget, which translates to a net reduction in spend across service

budgets of 19%. For the Adults Health and Care Department this has meant a reduction of £55.9m, in which the department has planned for the Learning Disabilities service to contribute £12.4m, (12.8% of the funding available to pay for care packages).

- 5.3. It has been anticipated that £0.6m of recurring savings per annum would be made should the decision be taken to close the respite service at Orchard Close, with the required respite support provided in alternative ways. Whilst this is a relatively small proportion of the saving, more than 30% of all savings within Adults' Health and Care are of a similar level.
- 5.4. Beyond 2019/20 the financial position is uncertain with the next Comprehensive Spending Review not due until next year. However, the County Council has forecast that further savings in the region £80m annually will be required by 2021/22, with an allocation of £43.1m planned savings for Adults' Health and Care as published in the County Council's Medium Term Financial Strategy presented to Cabinet in June 2018.
- 5.5. To summarise, the financial outlook for the County Council remains challenging from a funding viewpoint and is unlikely to improve in the immediate future. As approximately 80% of the adult social care budget is on directly delivering care it is inevitable that the provision of front-line services has and will continue to be affected by saving requirements.

## **6. Orchard Close**

- 6.1. Orchard Close is a 13-bed respite service, primarily for adults with learning disabilities. It is only for people living at home with family carers. Nobody lives permanently at Orchard Close. 137 people with learning disabilities receive a range of numbers of nights a year of residential respite at Orchard Close according to assessment of eligible need.
- 6.2. Orchard Close was inspected by the Care Quality Commission in November 2016 and was rated good overall, and in all categories, with the exception of one, where improvement is required. An action plan is in place to ensure the required changes are made.
- 6.3. Current demand varies by month, ranging from 45% in January 2018 to 81% in July and September 2018. The service is at its busiest during the summer months (July-September), however the overall usage is 70% of capacity per annum.
- 6.4. People from all over Hampshire access Orchard Close, with the highest number coming from the surrounding areas of the south east of the county. The diagram below shows the geographical spread of where the users live:



- 6.5. Currently 22 members of staff work at Orchard Close (this equates to 16.3 full-time employees.)
- 6.6. The service is based at a building on Hayling Island, owned by a charitable trust, The Hampshire Occupation and Training Centres Holidays Organisation, of which the County Council became the sole trustee in 1972. The charity is also known under the title of The Hampshire Mentally Handicapped Persons Holiday Organisation. The building that houses the current service at Orchard Close is believed to date from 1933. It was improved and extended in 2001 using proceeds from the sale of part of the original land. There is a sensory cabin and an extensive walled garden. There is a private path leading to the sea front.
- 6.7. The current layout of the building at Orchard Close means that it is unable to accommodate people with more complex care needs in any of the first floor rooms. Only two of the six downstairs rooms are suitable for people with more complex needs due to the layout and size of the rooms. These two rooms have ceiling track hoists. The building can be difficult for people using wheelchairs to navigate due to the narrow corridors and general design. There are no en-suite bathrooms but there are two adapted bathrooms downstairs. The building can seem noisy and busy due to its design, including lack of floor space which can cause problems for people who require quiet environments.
- 6.8. Any decisions by the County Council in its role as trustee of the charity must be taken in the best interests of the Trust and in line with its charitable purposes. Decisions related to the Charitable Trust are distinct from this consultation and are the responsibility of the County Council's Executive Member for Policy and Resources.

- 6.9. The charitable purpose is stated as “To assist in the care of persons suffering from mental handicap by promoting and organising annual holidays for mentally handicapped persons attending or eligible to attend special schools or adult training centres in the county of Hampshire”. Therefore, the assets of the charity cannot contribute to the savings the County Council needs to secure.

## **7. Other Hampshire County Council respite services**

- 7.1 The County Council operates three other respite units, in addition to Orchard Close, as well as a service focused on providing emergency/crisis care and emergency respite. The other units are Hindson House, New Croft House, Jacob's Lodge and West Street, which is the emergency / crisis service. With the exception of Jacob's Lodge, these were all part of a capital improvement programme partly funded from the capital receipts from disposal of outdated learning disability accommodation agreed in 2011. These units provide modern yet homely environments which are able to accommodate people with wide range of needs, including complex needs. Both Hindson House and the New Croft House were designed with input from people with learning disabilities. All of the County Council units offer a full range of activities to guests, including access to local community facilities, day trips and skills development. Staff receive the same training as staff at Orchard Close with intensive core and induction training supplemented with additional specialist training as required.
- 7.2 **Hindson House** - Hindson House is a purpose built 8-bedded unit in Winklebury, Basingstoke, providing respite and short breaks for adults with learning and physical disabilities. Communal facilities at Hindson House include a lounge, sensory room, dining room, kitchen, toilet/bathroom/shower room and a toilet /changing room. The guest rooms are linked via tracking to the 'Jack n Jill' style en-suite bathrooms. This is where two bedrooms are separated by an en-suite bathroom which they share, but which has lockable doors. All the bathrooms are adapted for use to meet a range of needs. Hindson House also has several landscaped garden areas for guests to enjoy. Hindson House was last inspected by the Care Quality Commission on 10 May 2018. It was rated good in all categories.
- 7.3 **Jacob's Lodge** - Jacobs Lodge is a purpose built 8-bedded unit in Totton, providing Respite and Short Breaks for adults with learning and physical disabilities. Communal facilities at Jacobs Lodge include a number of shared lounges and sitting areas as well as a sensory room. There are high specification bath and toilet facilities, which can accommodate people who are wheelchair users. Jacobs Lodge also has a spacious garden and external summer house. Jacobs Lodge was last inspected on 7 September 2017. It was rated good in all categories with the exception of one, where improvement is required. An improvement plan is in place.
- 7.4 **New Croft House (formerly Southern respite)** - This is a new respite service at Locks Heath which replaces Croft House, a former respite unit based in Fareham. It has been developed on the same model as Hindson House, although lessons learnt from Hindson House have been factored into its design. It is a purpose built eight-bed unit, providing respite and short breaks for adults with learning and physical disabilities. Communal facilities include a lounge, sensory room, dining room, kitchen, toilet / bathroom / shower room and a toilet / changing room. The guest rooms are linked via

tracking to the 'Jack n Jill' style en-suite bathrooms. All the bathrooms are adapted for use to meet a range of needs. The respite service is located next to the County Council's learning disability day service at Locks Heath, where facilities can be made use of at weekends and in the evenings. People can also access a small community centre and shopping centre. Croft House, where this service was previously based, was inspected by the Care Quality Commission on 8th November 2016 and was rated good in all categories.

- 7.5 These three services would be options for some of those people currently attending the respite service Orchard Close should the decision be made to close Orchard Close

## **8. Hampshire County Council crisis service - West Street Havant**

- 8.1. West Street is a unique 14 bed service conveniently located within two minutes walking distance of Havant town centre, meaning people using the service can access the town's facilities. West Street provides emergency, crisis and assessment accommodation to adults with a learning disability, who may be in crisis or have experienced a breakdown in their long-term placement. The crisis service can currently accommodate up to ten individuals in two settings. It currently has a five bed house and five self-contained flats where individuals can live on their own, receiving the support they require. It was inspected by the Care Quality Commission in March 2017 and was rated overall outstanding with outstanding ratings for effective, caring and responsive.
- 8.2. Up until recently, an additional four beds of non-crisis long term care were provided in a self-contained house, occupied by two long term residents. These service users have recently moved on. This has presented the opportunity for an increase in emergency capacity of four beds. Based on 85% occupancy this equates to an additional 1241 bed nights, per year, for emergency and unplanned respite. Last financial year (2017/18), approximately 1000 planned respite bed nights at Orchard Close, Hindson House, Croft House and Jacobs Lodge were taken up with emergency placements.
- 8.3. The increase in crisis beds at West Street will mean that people using planned respite in the other services are less likely to have their planned respite cancelled due to pressures resulting from emergency or unplanned respite.

## **9. The consultation**

- 9.1. The *Consultation on the future of the respite service at Orchard Close, Hayling Island* sought the views of stakeholders and the public on the proposal to close the respite service at Orchard Close on Hayling Island, Hampshire. The consultation was launched on 28 September 2018 and closed on 21 December 2018.
- 9.2. A wide range of stakeholders were informed about the consultation, including people who use the service, their carers and families, Orchard Close staff, local politicians, local disability groups, and other voluntary and community groups and organisations.
- 9.3. The survey was published online on dedicated web pages, in both easy-read and standard versions. Copies of the questionnaire were also made available



in paper format, both easy-read and standard. Alternative formats were also available upon demand, although none were requested.

- 9.4. Easy read paper copies of the consultation questionnaire were sent to Orchard Close service users at the start of the consultation, with standard versions being sent to their carers or families.
- 9.5. Ten consultation events took place with service users and their families to give them the opportunity to meet with senior managers to discuss their concerns as well as potential alternative respite services. The events were located across Hampshire, based on where the people who use the service live. Key issues and themes from these events were collected, summarised and fed into the consultation.
- 9.6. During the consultation, including at the consultation events, independent advocates were made available to support service users, as well as their families and carers to participate in the consultation.
- 9.7. The consultation was promoted and discussed at established engagement forums, such as Hampshire's Local Implementation Groups, in order to ensure that there was as wide a level of participation as possible. It was also advertised widely through available channels.
- 9.8. A workshop for members of the County Council's Health and Adult Social Care Select Committee was held on 4 December 2018. This allowed the select committee members to discuss the proposals with officers from the Adults' Health and Care Department and to raise any concerns they had as well as to provide feedback. During the workshop the following topics were specifically discussed including: the consultation and engagement approach; the impacts of the proposals on service users and their families; alternative provision should the decision be made to close Orchard Close; impacts on staff and the role of the charitable trust. The outputs of this meeting, which can be found in Appendix 2 of this report, formed part of the wider feedback to the consultation.
- 9.9. A designated social work and social care team have met with 135 people who currently access Orchard Close. The purpose of these meetings was to provide opportunities for people to consider their options should the decision be taken to close Orchard Close. Needs assessments and carers assessments are also being completed to inform future provision should the decision be taken to close Orchard Close.
- 9.10. The responses to the consultation show 96.4% disagreed or strongly disagreed with the proposal to close the respite service at Orchard Close. None of the service users or parents and carers of service users who responded to the consultation response form agreed with the proposal. **The full consultation findings report is contained at Appendix 3, including a summary of the key findings.**

## **10. Responding to consultation feedback**

### **Quality of County Council respite services**

- 10.1. During the consultation current Orchard Close service users and carers identified the "safety and trustworthiness of the staff and the setting" (78 comments) as a reason not to close the service. The County Council

acknowledges the quality of staff support at Orchard Close. It is important to raise awareness that all four County Council respite services, including Orchard Close have been rated overall as good by the Care Quality Commission and that West Street crisis service has been rated overall Outstanding (links attached) indicating similar quality of staff support.

- 10.2. At public events, and in individual correspondence, people cited that one of the reasons that Orchard Close was so popular was the range of activities that are provided for people who attend the service and that the other County Council respite services do not offer such activities. Additionally, people felt that the other services were less homely and more clinical than Orchard Close. All of the County Council respite services do in fact offer a similarly full range of activities which are determined by what individuals wish to do. Staff in these three homes, receive the same training and induction as staff at Orchard Close, with similar expectations with regards to activities and creation of a homely and person-centred environment.
- 10.3. For example, The Hindson House CQC report from 2018 says "One person told us, "I can choose how to spend the day. I can just ask when I want to go on the bus.... Relatives we spoke with described how their loved ones were able to participate in activities which interested them. One relative told us, "Our [loved one] likes it in the sensory room. He listens to music. Staff take him on walks, for a pub lunch." The Jacobs Lodge report for September 2017 says, "People told us they liked their bedrooms.

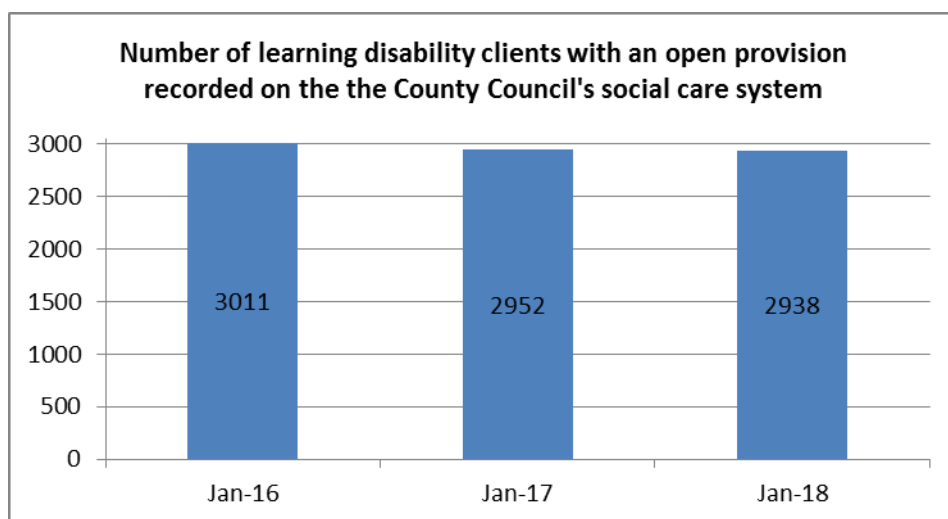
One person told us, "I like my room; it's really posh and the colour red. ... There was a lounge, and separate dining room which were decorated and furnished in a homely way, with bright colourful furniture. People could access the garden from the dining room which contained a summer house and a pet guinea pig which people could help care for." The Croft House report from October 2017 says, "One person said, "I have been out this morning with [staff member], just to get some fresh air. I love to get outside. I come in here [lounge] in the morning. It's always up to me." We saw regular outings were organised, for example to local markets and cafes, and a trip to a pub was planned for the evening of our inspection."

### **Ensuring sufficient capacity for County Council respite services**

- 10.4. Responses to the consultation questionnaire indicated that some respondents were concerned about access to respite: "they will be unable to get respite" (33 comments); "proposed changes would create pressure on other services that already have capacity issues" (32 comments); and "it is already difficult to find respite services" (24 comments). Concerns were also raised at the consultation events that the remaining respite services would not be able to meet the needs for future generations.
- 10.5. In response to these concerns the County Council has reviewed data to identify both future anticipated demand for the County Council's respite services and the capacity in the remaining three services should the decision be taken to close Orchard Close.
- 10.6. This section begins by looking at data sources to identify trends in demand driven by population changes. The second part of this section looks at the capacity available to meet the needs of those who currently use the respite service Orchard Close.

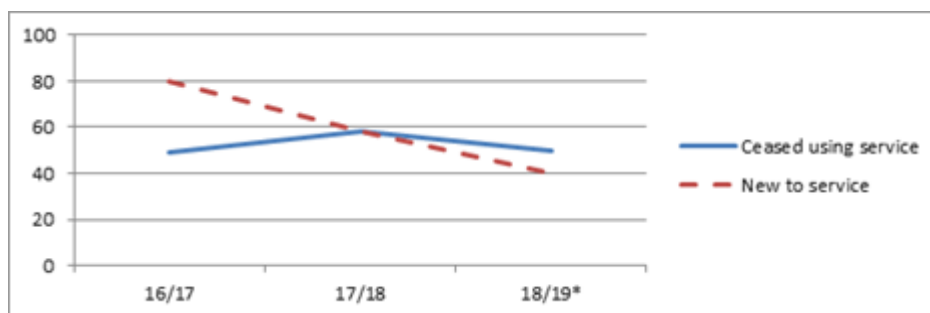
## Demand for services

- 10.7. The Learning Disabilities Needs Assessment carried out by Public Health Hampshire in 2017 predicted a small increase of 6% in the population of those with a moderate to severe learning disability by 2035. Only a proportion of these people receive a service from the County Council. The rest receive a service from other authorities including the NHS.
- 10.8. Looking back over the past three years, the number of people who receive a funded service from the County Council have remained largely static as illustrated by the table below:



Provision data from the Adult Information System provided by Business Intelligence Team

- 10.9. The County Council has reviewed data related to the numbers of people who are referred to its County Council respite services each year, compared to the number of people who stop using County Council respite each year.



Source: Actual Respite provisions on AIS \*the final three months of 2018/19 have been forecasted.

- 10.10. People stop using County Council respite for a variety of reasons including moving out of the family home and choosing alternative respite options for example shared lives or using a direct payment.
- 10.11. Those joining the service are made up of younger people between the ages of 18 and 25 as well as older people whose home caring situation may have changed.
- 10.12. Demand data demonstrates that the number of people who will require County Council respite services is likely to remain static or will slightly decrease over the coming years.

## Capacity of services

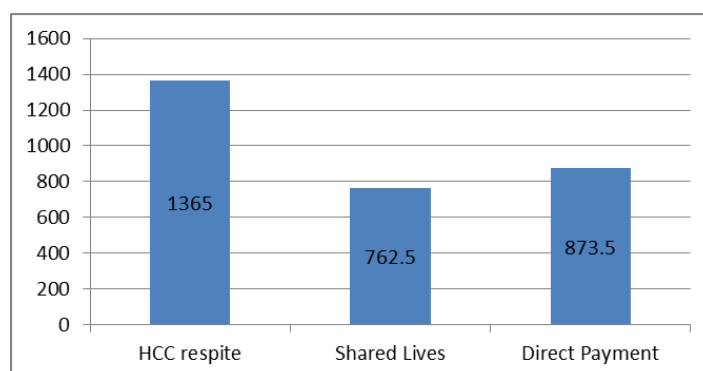
- 10.13. During the consultation detailed analysis has been carried out by the County Council to look at the levels of usage of its respite services, this is presented below.
- 10.14. The analysis has identified that in each of the past three years including 2018/19 approximately 1000 bed nights in the County Council's services are taken up with emergency or unplanned respite.
- 10.15. Recent changes at West Street, the County Council's emergency respite unit in Havant, mean that four additional bedrooms can be made available. This additional capacity, equating to an additional 1241 nights capacity at 85% occupancy, would have been more than sufficient to meet the emergency respite needs each year for the past three years. The data reviewed would not indicate any significant increase in the requirement for emergency respite, indeed work to reduce placement breakdown is ongoing.
- 10.16. This means that emergency nights no longer need to be provided in planned in house respite services, unless in the best interest of the person due to continuity of care.
- 10.17. To establish the potential available capacity at the three respite services below, we have removed emergency bed nights and we have assumed the services would be filled up to 85% of total available beds. This is the lower end of the ideal capacity for these services which is between 85% and 90%. The table below shows the available bed nights in 2017/18 and 2018/19, when just considering planned respite:

	<b>Demand</b>	<b>Available Capacity</b>	<b>Demand</b>	<b>Available Capacity</b>
<b>Respite home</b>	2017-18 Actual Occupancy (bed nights)	2017-18 Bed nights available (85% occupancy)	2018-19 Actual and forecast** occupancy (bed nights)	2018-19 Bed nights available (85% occupancy)
Croft House and New Croft House	2002	480	2002*	480
Hindson House	1631	851	1741	741
Jacobs Lodge	1842	640	1436	1046
<b>TOTAL</b>	<b>5475</b>	<b>1,971</b>	<b>5179</b>	<b>2,267</b>

\*due to the closure of Croft House for three months in 2018/19 this is the occupancy data for 2017/18 which is higher than the actual figure of 1521.

\*\*Last two months of 18/19 has been forecast based on bookings

- 10.18. The County Council forecasts that in future years there will be in excess of 2,200 available respite nights in the three remaining services, should the decision be taken to close Orchard Close.
- 10.19. As evidenced above the general trend data would show that the level or need for County Council respite will remain static or will reduce slightly. The level of available respite would not be expected to change.
- 10.20. The social care team have visited, or spoken to, nearly all of the current service users at Orchard Close. The purpose of their contact was to offer advice and support so that people could consider where they would access respite should the decision be taken to close Orchard Close. 28 people chose not to give a preference and we have therefore used professional judgement as to where their needs could be met. The table below shows the outcome of this:



- 10.21. On this basis an extra 1365 bed nights would be required in County Council respite services should the decision be taken to close Orchard. Even if all of the people who have not expressed a preference needed to access County Council respite services 1837 bed nights would be required. This modelling shows that this level of need could be adequately met within the remaining services.
- 10.22. At the 4 December HASC Scrutiny Committee workshop to discuss the future of Orchard Close, a committee member raised a concern around the particular impact of capacity and demand over the summer period for current service users of Orchard Close. This echoed some comments in engagement events on this issue. In mitigation, it is proposed that any decision to close Orchard Close would be delayed until January 2020 or until alternatives have been offered by the County Council. A further mitigation is that the County Council's respite services will review their booking system for 2020 to ensure equitable allocation all year including popular periods. For others alternative respite solutions may be accessed to provide this.
- 10.23. Feedback from the consultation questionnaire showed some concern about transport issues should the decision be taken to close Orchard. A number of people raised issues around transporting people to other respite services, should the decision be made to Close Orchard Close. Analysis has shown that 75% of people who currently access Orchard Close would have a shorter travel time to their nearest alternative County Council respite service should the decision be made to close Orchard Close. For the approximate 25% who may need to travel further, travel arrangements would be taken into account in the assessment and support plan and would depend on the particular type of alternative respite arrangements they choose.

- 10.24. It is therefore concluded that the demand for County Council respite services could be met by Jacob's Lodge, Hindson House and New Croft House. This need would be met in these services at no extra cost to the current budget as staffing and overhead costs are already covered in these services.

### **Quality and capacity of alternative services**

- 10.25. Feedback from the consultation revealed some concern around whether alternatives to Orchard Close were "comparable services" (25 comments) and that some alternatives were not suitable (22 comments). Also, that the closure of Orchard Close could "reduce choice" (22 comments)
- 10.26. In response it is important to note that County Council is committed to person centred support planning and service provision. In practice this means that different people will require a different service to meet their respite need. It is recognised that not every alternative respite option cited in the consultation, would meet the needs of every individual person currently using the respite service at Orchard Close i.e. it is not a "one size fits all" approach.
- 10.27. Individuals who currently receive respite, either partly or fully funded by the County Council already access a variety of different services other than County Council respite services. Some of these are directly commissioned by the County Council whilst other people put in place their own arrangement using a direct payment.
- 10.28. Concerns were raised in the consultation about the suitability of Shared Lives carers to be able to meet respite needs of people with learning disabilities. Just under 60 people with learning disability in Hampshire accessed Shared Lives respite successfully in the last financial year
- 10.29. Shared Lives is a national scheme, in which a person who needs support or a place to live moves in with, or regularly visits, an approved Shared Lives carer. There are over 10,000 Shared Lives carers in the United Kingdom, and 104 currently in Hampshire, of which 22 offer respite provision. The Shared Lives Scheme in Hampshire is operated by the County Council and regulated by the Care Quality Commission (they were rated good overall in their inspection in November 2016). The majority of current Shared Lives Carers in Hampshire support people with learning disabilities as opposed to other care groups.
- 10.30. A small number of concerns were raised around the suitability of Shared Lives to meet the needs of service users and around the professionalism and the governance of the service. The County Council has a robust process to recruiting shared lives carers; including a formal panel, disclosure and barring service check as well as taking up references. Shared Lives carers access the same induction and ongoing training programmes as carers working County Council respite services.
- 10.31. There are currently 840 nights of respite available within the Shared Lives service, which is more than sufficient to meet the anticipated need of those currently using Orchard Close who have expressed a preference for Shared Lives should the decision be made to close the respite service at Orchard Close. Additionally, active recruitment of Shared Lives carers is ongoing which would increase the choice of carers available.

- 10.32. Direct Payments are currently provided to 885 people with a learning disability in Hampshire. Direct payments are delivered to individuals so that they can have more choice and control about how their needs are met, this includes respite needs.
- 10.33. Through discussions with local teams we have identified that people in Hampshire use their direct payments to successfully access a range of respite options including supported holidays, employing personal assistants in care and paying friends and family to support.
- 10.34. There are a significant number of organisations across the south of England who provide supported holidays. As part of the consultation a number of organisations have been contacted, all of whom have spare capacity.
- 10.35. Some people with a learning disability in Hampshire have chosen to use their direct payment to access independent building based respite services. The services who have been contacted have said that they are able to take more referrals.
- 10.36. In conclusion the County Council acknowledges that not all of the alternative respite options would be suitable for all of those people who currently access the respite service at Orchard Close. However, the stated preferences of those who have been spoken to indicate that, for some, these alternatives would be appropriate.

### **Change and transition for people with learning disabilities and their carers**

- 10.37. Consultation feedback showed that people felt that there would be a negative impact upon service users (157 comments) and parents/ carers (116 comments) if Orchard Close, was closed. The County Council has responded to this in section 13 through its equality impact assessments as well as in this section through describing how it plans to increase the support available and revise the target closure date of Orchard Close to January 2020.
- 10.38. Consultation feedback showed that people would like significant support to find suitable alternative services should Orchard Close close. 108 of the 331 comments provided described support that should be offered to service users if the respite service at Orchard Close were to close including that it should be “substantial support” (50 comments), that there should be information on all options (18 comments) and that one to one support should be available (18 comments).
- 10.39. The County Council, learning disability social care teams have significant experience and expertise in working with and managing changes for and with people with learning disabilities and autism. Our experience is that people have different needs during change, with some requiring long transitions, and other people prefer to move more quickly to new environments.
- 10.40. A bespoke social care and social work team would work closely with service users and carers to carefully plan transitions with full involvement of family and staff who know people the best. One to one support would be available to inform and advise families about respite alternatives. Additional specialist support from positive behaviour specialists is also available within the County Council and can be called on if required.

- 10.41. The extended timescales for the proposed closure would allow more time for transition planning for settling in and some Orchard Close staff would be able to be more directly involved in transition plans for the respite service users that they know well. This is important because service users and respondents with a health problem or a disability also frequently mentioned that assistance should be provided through a care worker, suggesting that these groups place a lot of trust in these support staff.
- 10.42. In response to consultation feedback the County Council will ensure that full written information is also available on all options.
- 10.43. There were particular comments made in the consultation with regard to the need to maintain friendship groups, to provide full support with the setting up of Direct Payments and ensure that friendship groups are able to access supported holidays together. The County Council would therefore offer support to set up direct payments to create their bespoke respite solutions as required. Such support could include supported holiday fairs and one-off funding for supported holiday brokerage.
- 10.44. The County Council is committed to supporting carers through the proposed change, should the decision be made to close the respite service. In supporting carers, Hampshire County Council has recently coproduced a five year Joint Carers' Strategy with carers' organisations and NHS partners. The strategy sets out how adult social care, health organisations and the voluntary sector will work together with carers over the next five years to coordinate easily accessible support for carers across Hampshire.
- 10.45. In developing the strategy, carers identified that good quality and flexible breaks from caring are fundamental to their wellbeing. The strategy recognises that whilst this support was traditionally provided through residential respite care, it now comes in many forms, including using a direct payment or a shared lives service.
- 10.46. If the decision is made to close Orchard Close then the County Council would still continue to meet its duties to carers. There would be no reduction in allocated respite numbers as a result of these proposals. In addition the County Council has extended the target closure date to January 2020, and has provided additional one off resource to support both carers and service users through the proposed changes.

### **Alternative savings options**

- 10.47. A number of suggestions were received as part of the consultation around how we could operate the respite service at Orchard Close differently. The most common of these were to introduce charging or means-testing to use Orchard Close; to make the service available to a wider range of people, including those with less complex needs or those from other local authority areas or closing the site in quieter periods.
- 10.48. Under the Care Act 2014 a local authority has the power to charge for the majority of care services. Where a local authority has decided to charge, then the amount paid by each individual is determined by a financial assessment in line with legislation.
- 10.49. People suggested making Orchard Close accessible to a wider range of people, particularly those with less complex needs. The County Council



acknowledges that where existing clients with less complex, could be transferred to Orchard Close, this could make a saving. However, the saving would be significantly less as we would be saving £70 to £100 per night rather than the £180 a night as is in the current proposal. It would also not represent a strength-based approach that maximises independence for people.

- 10.50. In response to the suggestion of closing the service in quiet periods, this would not allow the County Council to provide a sustainable service, particularly in terms of retention of staff, as well as ongoing maintenance of the site. The Council would need to provide different and less attractive contracts for staff, and there would be a likely need for greater use of agency which would impact upon continuity, quality and costs.
- 10.51. In terms of identifying alternative savings proposals, to the proposal to close Orchard Close, the most frequently cited theme was around opportunities for organisational and administrative savings such as reducing management costs or staff pay and benefits. The Adults' Health and Care department has already attached a significant savings target (£4 million) to staff and efficiency savings such as these.
- 10.52. It was also suggested that savings could be found from other departments within the County Council in areas such as highways maintenance, street lighting, and transport for the disabled. The deliberate strategy that the County Council has followed to date for dealing with grant reductions and the removal of funding that was historically provided to cover inflation coupled with continued demand pressures over the last decade is well documented. This strategy has involved distributing savings targets to each Department on a proportionate basis according to each Department's expenditure. Therefore, the savings from other Departments have already been considered and been taken through the Democratic process.
- 10.53. The County Council's approach to savings has always been to minimise the impact on services by making efficiencies wherever possible, maximising opportunities for investment and generation of income or expanding its traded service with other organisations. More details are available in the Medium-Term Financial Strategy and Transformation to 2019 Savings Proposals, presented to Cabinet and County Council in October and November 2017 respectively.
- 10.54. During the course of the consultation, some members of the public and some County Councillors raised broader questions about what else had been looked at in the budget to save £0.6m and queries were raised about the relative size of this savings when compared to the overall savings requirement.
- 10.55. There are number of savings projects within the Learning Disability budget, intended to contribute to a target of £12.4m of savings toward the overall target of £140m for the County Council.
- 10.56. It should be noted that there are demographic challenges specific to the Learning Disability budget. By definition, a Learning Disability is a lifelong condition which means that the majority of people receiving services will interact with the County Council from 18 years of age until death. Whilst new people come into the system (generally people turning 18) and some people will die or move out of area, people with learning disabilities receiving funded services are generally a static population in Hampshire.

- 10.57. This poses a number of challenges to the County Council in regards to ongoing savings requirements within the Learning Disability budget. The service users in scope for the £12.4m saving requirement in 2019 are the same people who were in scope for the 2017 savings requirement, the 2015 savings requirement and for savings requirements prior to this.
- 10.58. In application, this means that each subsequent round of savings requirement is harder to achieve than that preceding, as the vast majority of people have already had their care packages re-assessed and alternative options explored. The County Council's options, in relation to individual care packages, become more limited with each round of saving requirements.
- 10.59. If the decision is taken not to close Orchard Close, the anticipated £0.6m of recurring savings would need to be found from other sources. If found within the Learning Disability Service it would further directly impact service users and family carers who may already be affected by one or more of the existing savings projects.
- 10.60. To provide further context, activity at the following scale would need to be considered, such as the removal of 36,000 care hours per annum, approximately 690 per week. (For context, the entire Learning Disability floating support contract for the Basingstoke and Deane area is 450 hours per week. This serves 50 people predominantly living at home with families).
- 10.61. Having considered other potential options the County Council cannot identify an alternative proposal within Learning Disability Services that would achieve savings with a lesser negative impact on people with learning disabilities and their carers, than already proposed.

### **Land and Building at Orchard Close**

- 10.62. During the consultation period questions were asked about potential future use of the land and building at Orchard Close. In response to this a site visit was carried out by a member of the Property Services management team, to assess the potential for refurbishment and improvement of the building at Orchard Close.
- 10.63. Initial analysis has shown that, within the footprint of Orchard Close it would only be possible to build four modern sized bedrooms downstairs in place of the six currently there. The options for modernisation are limited by access issues relating to the two storey nature of the building, meaning that people with more complex needs would still not be able to access the first floor bedrooms. Installation of a lift, as well as taking up space, would not prevent the need for people to use the stairs in the event of a fire. Initial analysis suggested that it might be more practical and effective to build a new single storey building within the grounds. Further it was identified that the cost of refurbishment would not be dissimilar to the cost of building a new single-storey service on the site.
- 10.64. Subsequent to this visit, after the closure of the consultation, the County Council has identified that there is sufficient respite provision within other Hampshire County Council respite services and that additional respite beds are not required.
- 10.65. It would be for the County Council as sole trustee of the charitable trust to make any decision in respect of the land and building, if the decision is made

to close the respite service at Orchard Close. Potential options that could be considered by the County Council in its role as sole trustee of the charitable trust might amongst others include:

- sale of part of the site to fund the building of accessible holiday accommodation on the site
- sale of whole site to fund the purchase of accessible holiday homes in different parts of Hampshire
- sale of whole site to fund activities in line with the purposes of the charitable trust
- retention of site and raising of funds to continue to meet the purpose of the charitable trust

These are not decisions for the Executive Member for Adult Social Care and Health.

## **11. Staffing**

- 11.1. Currently there are 22 (16.3 full-time equivalent) members of staff working at Orchard Close.
- 11.2. A formal 12 week staff consultation process ran alongside the public consultation, closing on 21 December 2018, the same date as the public consultation. Staff were encouraged to contribute to the public consultation as well if they chose.
- 11.3. At the start of the consultation, staff were briefed by senior managers on the proposals as well as the consultation process. Thereafter a designated senior HR adviser visited Orchard Close on six occasions during the consultation period to ensure that staff could raise any issues and/or questions. In addition, a Frequently Asked Questions document was created to ensure all the answers provided in response to questions raised were captured and shared with the staff.
- 11.4. During the course of the staff meetings, staff expressed their disappointment and opposition to the proposals. They were encouraged by the managers present and the representative from HR to complete the consultation survey to make their feelings known. The other key concerns expressed during the meetings were around the options both for redeployment and redundancy.
- 11.5. At the staff's request the Head of Care, HR Business partner and Assistant Director for Learning Disabilities and Mental Health attended a further staff meeting. The meeting gave the staff an opportunity to ask any questions of the senior management team.

At the end of the meeting the staff acknowledged they found the meeting useful and felt they had been given an opportunity to put their perspective to the management team.

- 11.6. Throughout the consultation period trade union colleagues were fully engaged either via the formal departmental Joint Consultative Committee (JCC) or the more informal JCC sub group. At their request, a separate meeting was arranged with the trade unions to help them understand the potential impact to the service. In addition, the management team supported a request from Unison to visit Orchard Close and provide support and advice to their members in person.

- 11.7. In accordance with Hampshire County Council's normal HR policy an Enhanced Voluntary Redundancy (EVR) window was opened during the consultation period. At the staff's request the duration of the window was extended from two weeks to a month.
- 11.8. The communication with the staff was very clear, namely, that any final decisions around EVR would be dependent upon the outcome of the decision on the future of Orchard Close which would not be made until 27 February 2019.
- 11.9. Throughout the consultation period the commitment to find staff suitable potential alternative employment, should the decision be made to close Orchard Close was repeated, to give staff a level of assurance that the County Council would be determined to minimise any potential redundancies. Staff were given the opportunity to work at different units to help them evaluate whether alternative roles/workbases exist that might prove suitable and were reassured that any necessary training would be provided to ensure they would be fully supported in any future role. The senior management team gave their commitment to adopting a flexible approach towards sourcing alternative employment. Specifically, that staff could be employed above establishment on the basis that both turnover and the need for agency cover would mitigate any additional costs incurred with this approach.
- 11.10. It has been agreed that if a decision is made to close the respite service, the revised target date for closure would be January 2020. This would provide a significantly longer than normal timeframe to find staff suitable alternative employment elsewhere in the County Council. The department would ensure that the opportunities available within the department are maximised by holding positions vacant to increase the number of posts that could be offered as suitable alternative employment.

## **12. Financial implications**

- 12.1. The annual budget to operate Orchard Close for the 2019/20 financial year is £0.73m.
- 12.2. The unit cost for Orchard Close, based on the 2019/20 gross budgeted costs, is shown in the table below alongside the equivalent unit costs for three other County Council respite units.

	<b>Orchard Close £</b>	<b>Hindson House £</b>	<b>Jacobs Lodge £</b>	<b>Croft House £</b>
Unit Cost, (single night) based on optimal occupancy of 85%	183.47	271.96	265.11	257.05

- 12.3. The unit costs for the three other County Council respite units are higher than Orchard Close due in part to the lower number of beds and the greater complexity of service users. This is therefore reflected in the increased staffing resource required in these units.

- 12.4. All of these unit costs are significantly greater than the likely cost of other provisions that are available for the department to utilise, e.g. Shared Lives nightly cost is £71.62 and independent sector respite is an average of £120 per night.
- 12.5. The proportion of the £0.73m budget that would be released through this proposal would be dependent on the subsequent cost of re-provision for those currently attending Orchard Close. Detailed planning for this is in progress and would be dependent upon the agreed alternative services for each individual service user. Re-provision would consist of one or more of the following options;
- Re-direction to other respite services operated by the County Council
  - Referral to the Shared Lives scheme
  - Alternative provision (including Independent sector respite and the provision of Direct Payments)
- 12.6. The actual cost of re-provision options is dependent on further assessment work, including carer assessment, and support planning. As mentioned in section nine, preliminary visits have been completed with service users and carers. Currently 135 people have been seen or spoken to. From this preliminary work, the County Council has been able to forecast potential re-provision options as per section 12.
- 12.7. The estimated cost impact of these re-provision scenarios, based on the work outlined in 10.2, is as follows:

<b>Re-provision option</b>	<b>Additional cost to HCC per night £</b>	<b>Bed nights required per annum based on preliminary assessment</b>	<b>Total estimated cost of new respite option £000</b>
HCC In House	0*	1,365	0
Shared Lives	71.62	762.5	54.6
Alternative provision	120.00**	873.5	104.8
<b>TOTAL</b>		3001	159.4

Please note: Some individuals have declined a preliminary visit or have not currently expressed a preference for a re-provision option. In these cases, the County Council has used the most recent assessment information to make a determination as to the most likely form of re-provision appropriate to the person and their level of need.

\*There is sufficient capacity to absorb the additional clients at a negligible additional cost.

\*\*Indicative average cost, based on people with moderate to high needs, actual costs may vary based on individual needs.

- 12.8. This indicates a total cost of re-provision of £0.16m per annum and would mean that the County Council could potentially save an estimated £0.57m against the 2019/20 budget of £0.73m per annum.

### **13. Equality impact assessment: Service Users**

A full equalities impact assessment has been carried out examining the impacts of these proposals on service users and is set out in this section. Full consideration is to be taken of these when making the decision on the future of the respite service at Orchard Close.

#### *13.1. Description of Service / Policy*

Orchard Close is a respite service for people with learning disabilities. It is located on Hayling Island and is run by Hampshire County Council. It can accommodate up to 13 people at any time. Orchard Close supports 137 people who are Hampshire residents to access a respite service.

#### *13.2. Geographical impact*

All Hampshire

#### *13.3. Description of proposed change*

That permission is given by the Executive Member for Adult Social Care and Health to close Orchard Close respite service for people with learning disabilities on Hayling Island. If the decision were made to close the respite service, then the people who currently use the service would be supported to access a range of alternative respite services and solutions. In the event that the decision is taken to close Orchard Close then it would not close until Hampshire County Council has offered alternative respite services that meet eligible needs. As a consequence, there would be a revised target closure date of January 2020.

#### *13.4. Engagement and consultation*

The 'Consultation on the future of the respite service at Orchard Close, Hayling Island' ran from 28 September 2018 to 21 December 2018. It sought the views of stakeholders and the general public on the proposal to close the respite service. A wide range of stakeholders were informed about the consultation, including people who use the service, their carers and families, Orchard Close staff, local politicians, local disability groups, and other voluntary and community groups and organisations.

- 13.5. The survey was published online on dedicated web pages, in both easy-read and standard versions. Copies of the questionnaire were also made available in paper format, both easy-read and standard versions. Easy-read copies of the consultation questionnaire were sent to service users at the start of the consultation, with standard versions being sent to their carers or families. These were accompanied by a covering letter and a pre-paid reply envelope. Additionally, the families and carers of those people who use the service were contacted by telephone at the start of the consultation to notify them directly about the consultation, answer any immediate questions they might have, and to draw their attention to the consultation events.

Ten consultation events took place with service users and their families to give them the opportunity to meet with senior managers to discuss their concerns as well as alternative respite services, should the decision be made to close the respite service at Orchard Close. The events were located across Hampshire, based on where the people who used the service live. They were held at different times during the day / early evening to enable as many people as possible to attend.

During the consultation, including at the consultation events, independent advocates were made available to support service users, as well as their families and carers to participate in the consultation.

### *Statutory considerations*

#### 13.6. Disability – High

##### *Impact*

This service is primarily for people with a learning disability, although some may also have a physical disability. During the course of the consultation the following points were raised in the event that a decision was taken to close the respite service at Orchard Close:

- that because of their learning disability or conditions such as autism people might find it difficult to adapt to new services;
- that alternative services might not be suitable for people who currently use Orchard Close;
- that the proposals would have a negative impact not just on service users but also on the mental health of their families and carers;
- that service users have well-established social connections via Orchard Close;
- that service users, their carers and families would need support, including one-to-one support, to identify potential alternative services.

##### *Mitigation*

In order to address the issues above, if the decision were made to close Orchard Close, then the designated social work team who have been working with service users, families and carers would continue to work with them and support them to identify and transition to alternative services. This would be designed to minimise distress to service users, their carers and families and to ensure that any transition would be as smooth as possible. Where there may be a risk of someone's behaviour becoming more challenging during any potential transition, then specialist support would be sought from the department's Least Restrictive Practice team, which works with people who display behaviour that challenges.

The initial scoping discussions regarding alternative respite solutions are now being followed by full assessments of need and carers' assessments where required; this would continue should the decision be made to close Orchard Close.

The alternative provision are the other three Hampshire County Council-run respite services in Basingstoke, Locks Heath (Fareham) and Totton, independent and voluntary sector respite, Shared Lives and the use of direct payments to purchase supported holidays or other respite solutions. Full details can be found in section 13 of this report.

Where people might find it difficult to adjust as a result of their learning disability or other conditions, then they would be supported to trial new services, for example with taster visits and if necessary to transition to them by social work staff.

Where individuals may want to maintain friendship groups or other social connections, every effort would be made to support them to do this. This could

take the form of facilitating them to attend alternative respite services together or support in brokering carers to enable them to take supported holidays together.

Independent advocacy would also continue to be offered to individuals should their assistance be required.

In the event that the decision is taken to close Orchard Close then it would not close until Hampshire County Council has offered alternative respite services that meet eligible needs. As a consequence, there would be a revised target closure date of January 2020.

#### 13.7. Age – Neutral.

Of the total number of people who use the service there was a spread of ages, however it was identified that just over 40% of the people who use the service are under 30. However, there would be no specific negative impact based on an individual's age as any alternative provision would not be age-specific.

#### 13.8. The following factors are designed to mitigate the potential impacts on people who currently use the service (not exclusively related to age):

As part of the consultation, each person who currently uses the service was offered a visit by a dedicated case worker. This was designed to identify the preferences and needs in relation to alternative respite provision, should the decision be taken to close the respite service at Orchard Close.

A diverse range of alternative respite options has been identified and during the course of the consultation, individuals have been asked to consider what type of alternative respite they may want to use, in the event that the respite service were to close. This has included initial visits to some of the County Council's other respite units. This approach was intended to provide reassurance to individuals around other potential respite services.

The alternative respite options identified include the County Council's other respite services, including its emergency respite service in Havant, independent sector building-based respite, its Shared Lives service as well as alternatives such as supported holidays and provision of direct payments. These provide a range of services to meet different needs and wishes of individuals of all ages.

Should the decision be taken to close the respite service Orchard Close, then the current service users would be supported to identify and transition to alternative respite options by the designated social work team that have worked with them during the consultation. Independent advocacy would also continue to be offered to individuals should their assistance be required. The families and carers of the service users would also be fully involved where appropriate.

If people are required to transition to new services, it is recognised that this will need to be completed in a planned way, with sufficient time provided for introductory visits and taster sessions. The County Council would also offer support to people who opt to take Direct Payments to create their bespoke solutions as required.

The impacts on all other statutory considerations (sexual orientation, race, religion and belief, gender reassignment, gender, marriage and civil partnership, pregnancy and maternity) and other policy considerations



(poverty, rurality) were neutral.

#### 13.9. *Additional information:*

The issue of service provision for people who do not have high levels of care needs and who currently receive respite at Orchard Close was also raised during the consultation. Should the decision be taken to close the respite service, these people would be supported to explore alternative respite options.

During the consultation, the impact on people's travel times has also been considered should the decision be made to close Orchard Close. For those people whose preferred option was another County Council service and they were to attend the nearest service to where they live, then approximately 75% would not have to travel as far as they currently do to Orchard Close. It needs to be recognised however that people may not want to attend the nearest service to their home. For the approximate 25% who may need to travel further, individual travel arrangements would depend on the particular type of alternative respite arrangements they choose.

### 14. **Equality impact assessment: Staff**

A full equalities impact assessment has been carried out examining the impacts of these proposals on the staff working in the respite unit at Orchard Close and is set out in this section. Full consideration is to be taken of these when making the decision on the future of the respite service at Orchard Close.

#### 14.1. Description of service / policy

Orchard Close is a respite service for people with learning disabilities. It is located on Hayling Island and is run by Hampshire County Council. There are currently 22 people working in the service including its manager; this equates to 16.3 full-time employees. It can accommodate up to 13 people at any time

#### 14.2. *Geographical impact*

All Hampshire

#### 14.3. *Description of proposed change*

That permission is given by the Executive Member for Adult Social Care and Health to close the Orchard Close respite service for people with learning disabilities on Hayling Island. If the decision were made to close the respite service then the staff who currently work within the service would either be supported to find alternative employment working for Hampshire County Council or to take enhanced voluntary redundancy, should that be their preferred option. If the decision were to be made to close the respite service, then it is envisaged that there would be a revised target closure date of January 2020.

#### 14.4. Engagement and consultation

A public consultation and staff consultation on the proposed closure of the respite service at Orchard Close ran concurrently from 28 September 2018 – 21 December 2018. A designated person from Hampshire County Council's

HR department was made available to staff to offer them advice, support and information during the consultation. A briefing for all staff by senior managers from Adults' Health and Care was offered at the start of the consultation, which was followed by a series of six drop-in sessions to allow staff to discuss their individual circumstances with managers and HR. At the request of staff a question and answer session was set up, allowing them to discuss the consultation with members of the department's senior management team.

During the course of the staff meetings, staff expressed their disappointment and opposition to the proposals. They were encouraged by the managers present and the representative from HR to complete the consultation survey to make their feelings known. The other key concerns expressed during the meetings were around the options both for redeployment and redundancy.

Involvement from the trade unions was encouraged during the consultation, with the Orchard Close consultation a standing agenda item for the Joint Consultative Committee (JCC). This committee, made up of members of the department's senior management team and trade union representatives, met twice during the consultation. An informal sub-group of the JCC also met specifically to consider the Orchard Close consultation. A separate meeting was held with the trade unions to discuss the approach to consulting with service-users and staff. Unison also arranged to visit Orchard Close to speak with staff to see if they could offer any additional support.

If proposals are taken forward to close the respite service, every effort would be made to identify suitable alternative employment within Hampshire County Council for those people who have expressed a preference for redeployment. During the consultation period staff have been supported to visit other Hampshire County Council facilities working shifts to give them an opportunity of a 'taster session' to help them get an idea of what other employment may be available to them should the decision be made to close the respite service at Orchard Close. Staff who continue to work for Hampshire County Council would be offered additional training, if required, to ensure they are fully supported in their new roles.

During the consultation an Enhanced Voluntary Redundancy (EVR) window was opened to allow the staff at Orchard Close to express an interest in voluntary redundancy should the decision be made to close Orchard Close. This was initially planned to run from 1 November 2018 until 14 November 2018, however was extended until the 30 November 2018 following requests from a number of members of staff.

#### *Statutory considerations*

#### 14.5. Age and Gender – Medium

##### *Impact*

An age profile analysis of the staff working in the service has been undertaken. The profile revealed that over 50% of the staff are aged 50 or above.

It was been identified that over 85% of the staff who work in the respite service at Orchard Close are women, however this is in line with the gender breakdown of people working in such services across Adults' Health and Care.

### *Mitigation*

The key mitigating factors to this were ensuring that staff were able to participate fully in the staff consultation and to explore potential options for redeployment or the opportunity for voluntary redundancy.

A designated person from Hampshire County Council's HR department was made available to staff to offer them advice, support and information during the consultation. A briefing for all staff by senior managers from Adults' Health and Care was offered at the start of the consultation, which was followed by a series of six drop-in sessions to allow staff to discuss their individual circumstances with managers and HR.

If proposals are taken forward to close the service, every effort would be made to identify suitable alternative employment within Hampshire County Council for those people who have opted for redeployment. During the consultation period staff have been supported to visit other Hampshire County Council facilities working shifts to give them an opportunity of a 'taster session' to help them get an idea of what other employment may be available to them should the decision be made to close the respite service at Orchard Close. Staff who continue to work for Hampshire County Council would be offered additional training, if required, to ensure they are fully supported in their new roles.

If the decision were to be made to close the respite service, then it is envisaged that there would be a revised target closure date of January 2020. This would give staff more time to consider their future career options and to look for alternative employment within Hampshire County Council. To facilitate this, the department would look at holding vacant positions for members of Orchard Close staff or to employ them at their chosen unit until a vacancy becomes free at that unit. Any additional costs that this would incur are likely to be offset by the agency staff costs that would be required to cover the vacancy, whilst it was recruited to. Staff relocating to other services would be subject to standard redeployment terms and conditions.

### *Mitigation specific to Age:*

Staff were offered the opportunity to express an interest in Enhanced Voluntary Redundancy. The current voluntary redundancy scheme is predicated on a payment of 20 weeks' pay irrespective of length of service with HCC. However, where the compulsory redundancy terms would be more advantageous to an individual employee these could be adopted and hence may be an attractive option for some people in this staff group. This is further enhanced by the potential for employees aged 55 and above to access their occupational pension should they leave the organisation for reasons of redundancy.

Many of the staff working at Orchard Close have been working there for a significant number of years and as such may not have actively looked for jobs

If the decision were to be made to close Orchard Close, then for those people who have opted for redundancy, coaching around employment skills such as CV writing and interview techniques would be offered.

- 14.6. The impacts on all other statutory considerations (sexual orientation, race, religion and belief, gender reassignment, gender, marriage and civil

partnership, pregnancy and maternity) and other policy considerations (poverty, rurality) were neutral.

## **15. Conclusions**

- 15.1. Subject to recommendations being agreed, the implementation of changes will be made working closely with people with learning disabilities, family carers, staff and other stakeholders. Local members will be kept fully informed throughout the process.

**CORPORATE OR 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:	No
People in Hampshire enjoy being part of strong, inclusive communities:	Yes

**Other Significant Links**

Links to previous Member decisions:	
<u>Title</u>	<u>Date</u>
Direct links to specific legislation or Government Directives	
<u>Title</u> Care Act Legislation <a href="http://www.legislation.gov.uk/ukpga/2014/23/contents/enacted">http://www.legislation.gov.uk/ukpga/2014/23/contents/enacted</a>	<u>Date</u> 2014

**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>
Consultation responses	Hampshire County Council, The Castle, Winchester, SO23 8UJ

## **IMPACT ASSESSMENTS:**

### **1. Equality Duty**

1.1. 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.

1.2. Equalities Impact Assessments are found at sections 19 (service users) and 20 (staff) of this report

### **2. Impact on Crime and Disorder:**

2.1. None

### **3. Climate Change:**

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

Not applicable

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

Not applicable

## **Appendix 1: Wider Strategic Context**

- 1.1. Approaches to service delivery for people with learning disabilities have evolved significantly in recent decades. Hampshire County Council's approach has been to move away from more traditional building-based services to more socially inclusive models of personalised care and support delivered in peoples' homes and communities. This is reflected in a number of strategies for people with learning disabilities, including its supported living strategy, its commissioning strategy as illustrated through its Market Position Statement for Learning Disabilities and Autism as well as the wider Adults' Health and Care departmental vision which is based around the following three principles:
  - Encouraging you to stay well
  - Supporting you to help yourself
  - Carefully working with you when you need
- 1.2. This shift in emphasis is clearly articulated in key drivers such as Valuing People Now and the Care Act 2014. This means that people who historically might have sought segregated, specialised Learning Disability services, are now increasingly seeking support solutions within their own homes and communities.
- 1.3. This is reflected in Hampshire in the gradual move away from Residential and Nursing care toward Supported Living as the default long term accommodation and support offer for people with Learning Disabilities. The County Council has invested significant Capital in the development of new Supported Living models, meaning that people with Learning Disabilities are able to live in their own accommodation within their own communities rather than in segregated and institutional models of care.
- 1.4. The County Council's aims are clearly articulated in the 2018 Market Position Statement, in which the use of residential care and buildings based day services are predicted to reduce significantly between 2018 and 2023, with the numbers of people in Supported Living and/or receiving a Direct Payment predicted to increase correspondingly.
- 1.5. The County Council will continue to develop a Strengths Based Approach to the provision of Adult social care. This reflects the policy initiatives of the Department of Health and the sector wide commitment of Think Local Act Personal (TLAP) in documents such as Developing a Wellbeing and Strengths-based Approach to Social Work Practice which are focused on improving people's lives and delivering the policy intentions of the Care Act 2014.
- 1.6. Benefits of the Strengths Based Approach can include being able to
  - Exercise maximum control
  - Live as independently as possible
  - Participate in society as contributing citizens economically and socially
  - Enjoy the best quality of life
  - Dignity and self-respect
  - Sustain and strengthen family life
  - Promote reciprocal communities

- Participate through co- production (Bob Rhodes co- founder of Livesthroughfriends)

1.7. Whilst the County Council will be increasingly focused on meeting the needs of the most vulnerable through the direct provision of services, those that are more able will be supported proportionately according to their individual needs. Those that are relatively more able will be supported to build sustainable support networks in their local communities that increase their social capital and provide opportunities for real social inclusion. The County Council will promote this approach through supporting service users to consider the role of peers, friends and family, universal services, local community provision and the use of Direct Payments.



## **Appendix 2: Response from the Health and Adult Social Care Select (Overview and Scrutiny) Committee**

A workshop session was attended by members of the Health and Social Care Committee (HASC) to consider the proposals relating to the consultation. 12 members attended the session. A summary of the views expressed at the workshop are as follows:

### **Concerns regarding alternative provision**

- Have service users indicated if they would be happy with the alternative provision available?
- Would there be sufficient capacity within the alternative locations to absorb the level of need currently being met at Orchard Close?
- Change for service users could be distressing which could lead to them having additional care needs.
- The offer for service users may be improved in the long run, if the alternative locations were more suitable buildings.
- Families have expressed to Member that nowhere other than Orchard Close could meet their needs.
- The seaside location was important to families.
- There is a need to maintain and create friendships, as well as ensure the geographical spread of alternatives as service users come to Orchard Close from variety of Hampshire locations.
- How could people attend day opportunities and current local employment if alternatives were further away and unfamiliar?
- Would the cost of alternative holidays negate any savings that the potential closure of Orchard Close might produce?
- Provision over August and Christmas break may be less well catered for without Orchard Close and there may be difficulty at peak times, although centres at Locks Heath (M27), Jacobs Lodge (Totton) and Hindson House (Basingstoke) will still be there.
- Concern was raised about service users that need to have overnight respite and if there will be an impact on capacity and demand.

- Some Members felt that Orchard Close is compliant with accessibility legislation, but the facility is 80 years old and perhaps not ideal even though it is loved by service users and their families.
- Could Shared Lives be commission more creatively or is there scope to use neighbouring County facilities?

### **Supporting the staff at Orchard Close**

- Members iterated how important it would be to retain staff in order to maintain a level of continuity for service users, should Orchard Close close. Staff should be, as much as possible, re-deployed to alternative units that Orchard Close service users might be moved to.
- Reassurance should be given to current staff members that the service may not close.
- There would be a social cost to losing the good quality staff at Orchard Close due to their close relationships with service users and their families.
- Members were concerned that during this time of uncertainty, staff could be lost.
- Would there be scope for staff to be a part of the alternative provision, should the proposal go forward?

### **General concerns**

- What are the current limitations of the building? There was some concern that the absence of a lift at Orchard Close and the layout could have limitation on appropriate supervision and use.
- Orchard close is situated on the coast which has proven an attractive option for service users, especially in the summer months as it was like a holiday. This particular aspect will be hard to replicate with the alternative options.
- The potential impact of the proposal on people with learning disabilities may not have been properly appreciated and families are already struggling or in crisis.
- More information should be given regarding Shared Lives.

## **Appendix 3: Consultation Findings Report**

# **Consultation on the future of the respite service at Orchard Close, Hayling Island**

## **Findings Report**

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# **1. Executive Summary**

The consultation on the future of the respite service at Orchard Close on Hayling Island was held from 28 September 2018 until 21 December 2018. During this period, the County Council received 448 responses to the Response Form, as well as 31 letter and email responses.

Alongside the public consultation, the County Council held information sessions for service users and their families. Feedback from these sessions was collated and summarised. In addition, separate to the County Council's engagement activities, workshops were held by Speak Easy Advocacy. Views gathered as part of these sessions were also provided as evidence to the public consultation.

Overall, there was strong disagreement (96.4%) with the proposal to close the respite service at Orchard Close, across all groups who took part. None of the service users, or their parents and carers, who responded through the Response Form agreed with the proposal.

Respondents most frequently based their objections on the positive aspects of the service at Orchard Close, especially its safety, importance for service users - including helping them to build social connections - and the trustworthiness of staff. When asked what support should be provided to help identify alternative forms of respite, respondents most frequently stated that support should be substantial, with information provided on all available alternatives as well as face-to-face support. One fifth of service users mentioned that the care worker should be involved.

When asked about possible alternatives, the greatest level of support (84% of all responses) was for building-based respite. More than half (52%) agreed with accessible holidays, and 36% and 35% agreed with carer replacement services and Shared Lives respectively. Shared Lives is a Council-run service where individuals and families in their own homes who want to offer a vulnerable person respite, day care or long-term care. 17% agreed with another alternative that was not listed, and when asked to elaborate on this the strongest theme in the comments (25 of the total 69 comments provided) stated that the respite service at Orchard Close should remain open.

82% of service users agreed with building-based respite, as did 73% of parents and carers of service users. Compared with 52% of all respondents who agreed that accessible holidays would be a suitable alternative to the respite service available at Orchard Close, 33% of service users and their parents and carers agreed with the use of this alternative.

When asked to describe the impact of the proposal, the most common theme in the comments related to impacts on service users, with the effects on parents and carers also featuring frequently.

The most commonly mentioned impact on service users was the distress and upset that could be caused by the proposed change, alongside the effect on friendships that service users have established. Respondents also highlighted that change can be an issue for people with a disability or with autism.

The most commonly described impact for parents and carers was to their wellbeing, mental health and respite time, and ability to cope.

The consultation sought suggestions on how the required £600,000 savings could be made by the County Council. Across responses, the most common theme was organisational and administrative savings within the service, such as reducing management costs, reducing staff pay and benefits, and reducing Councillor expenses.

The second most common theme highlighted was making savings in other services. A small number of respondents suggested specific services that could be targeted for savings, with the most frequent mentions being around highways maintenance, street lighting, and transport for the disabled.

Service users were more likely than other respondent groups to mention making savings by introducing charges at Orchard Close. In particular, service users mentioned charging for overnight stays, introducing a means-tested contribution, and allowing the use of personal budgets for the service.

Parents and carers of service users described efficiencies or service changes that could be made at Orchard Close. In particular, this group mentioned increasing use of the service by making it available to people with less complex needs, offering the respite service to more families to ensure that the facility is not underused, and closing Orchard Close in quieter periods to reduce costs.

Just under half of the 31 consultation submissions, which were provided via letter or email (as opposed to the Response Form), stated that the Shared Lives scheme might not be suitable for service users. These often mentioned that Orchard Close currently provides an interactive, and social environment, which could not be replicated by the Shared Lives scheme. Four respondents expressed concern was that this alternative could pose potential safeguarding concerns for parents and carers. Concerns around the capacity of the Shared Lives scheme, its cost, and its suitability for service users with complex needs were also mentioned.

Feedback received through this consultation will be considered alongside wider evidence to inform the County Council's on the future of the service.

## **2. Introduction**

### **Context**

The County Council's core role is to deliver public services to the 1.35 million residents living in Hampshire (excluding Portsmouth and Southampton).

One of the services provided by the County Council is social care. The way that social care is provided in England is changing, particularly in the light of the Care Act 2014, which places an emphasis on wellbeing, prevention, early intervention and individual choice. Services are evolving to give people greater choice and control over their care, whilst meeting their needs.

The number of people with complex, long-term care needs is also growing, as is the number of people looking for alternative ways of receiving respite support. Consequently, there is an increasing need for modern and adaptable respite services.

The County Council believes that in-house respite services should be focussed on supporting those people with the most complex care and support needs, this is in line with resident feedback. People with less complex needs should be enabled to access appropriate support and services that help them to integrate more into their local communities.

As with many councils, the County Council faces ongoing funding challenges due to national austerity measures, combined with demographic and inflationary pressures. By April 2019, the County Council anticipates it will face a budget shortfall of £140 million. This is in addition to the £340 million savings the County Council has had to find since 2008.

With less money and growing demand for council services, decisions need to be made about what the County Council can and cannot do in the future. The County Council is required by law to deliver a balanced budget and therefore cannot plan to spend more than is available. The County Council plans to address its budget shortfall through a combination of measures including increases in Council Tax, generating more income and changing the way some services are delivered.

In light of the way social care is changing, one option is for the County Council to close the respite service at Orchard Close and meet service users' needs through other, more modern, adaptable and efficient ways. It is estimated that if the County Council were to close Orchard Close, this could deliver savings of around £600,000. For these reasons the County Council has proposed to close the service at Orchard Close through this consultation.



## **Consultation aims**

The *Consultation on the future of the respite service at Orchard Close, Hayling Island* sought to understand residents' and stakeholders' views on the proposal to close the respite service at Orchard Close. Respondents were also asked to give their view on alternatives that may be available to the users of the respite service at Orchard Close.

Feedback received through this consultation will be considered alongside wider evidence to inform the County Council's decision on the future of the respite service. This decision will be taken by the Executive Lead Member for Adult Social Care and Health on 27 February 2019.

## **3. Research approach**

### **Open consultation**

The County Council carried out an open consultation designed to give all Hampshire residents and wider stakeholders the opportunity to have their say about the proposed closure of the respite service at Orchard Close. The general public living outside Hampshire were also able to respond.

Responses could be submitted through an online Response Form, available at <https://www.hants.gov.uk/orchard> or as a paper form, which was made available on request (see Appendix 1 of the *Findings report appendices* document). An easy read version was also produced. Alternative formats were also made available on request. Unstructured responses sent through other means, such as via email or as written letters, and received by the consultation's closing date were also accepted.

An Information Pack was produced alongside the consultation, providing information about each of the options presented. The Information Pack was also available in easy read format.

448 members of the public and stakeholder organisations or groups completed the consultation questionnaire, which ran from 28 September 2018 until 21 December 2018.

31 responses were submitted by letter and email, as opposed to using the Response Form, by the deadline of 21 December 2018. Speak Easy Advocacy ran three independent workshops as part of their usual advocacy sessions, without input from the County Council, and submitted these findings to the County Council. A summary of these findings is included as part of the consultation findings.

During the consultation a designated social work team worked with users of the service, their carers, and families to explore potential alternative options for respite. The results of this work are not included in this report but will be considered alongside consultation feedback before any decision is taken.

The County Council would like to thank all those who took part in this consultation.

### **Interpreting the data**

As the consultation was an open exercise, its findings cannot be considered to be a 'sample' or representative of the Hampshire population.

The 448 responses received to the consultation questionnaire break down as follows:

- 309 via the online Response Form, of which 247 used the easy read version of the Response Form and 62 used the non-easy read Response Form; and
- 139 responses via the paper Response Form, of which 74 used the easy read version and 65 used the non-easy read Response Form.

In addition, 31 responses were received during the consultation period through channels other than the consultation Response Form (emails, letters, etc). Two petitions opposing the proposed closure of the respite service at Orchard Close were submitted to the County Council. The first was submitted on 5 December 2018 and included 1,117 verified signatures. The second was submitted on 18 January 2019 and included 760 verified signatures.

All consultation questions were optional. The analysis only takes into account actual responses – where 'no response' was provided to a question, this was not included in the analysis. As such, the totals for each question add up to less than 448 (the total number of respondents who replied to the consultation questionnaire).

Open-ended responses were analysed by theme, using an inductive approach. This means that the themes were developed from the responses themselves, not pre-determined based on expectations, to avoid any bias in the analysis of these responses. These themes, brought together into code frames, were reviewed by the researchers throughout their analysis of the findings to ensure that they were accurate and comprehensive, and are included in the appendices to this report.

The *Findings Report Appendices* document contains the appendices to this report, with the following:

- Appendix 1 – Consultation Response Form (non-easy read version)
- Appendix 2 – Organisations and groups that responded to the consultation
- Appendix 3 – Profile of respondents who used the consultation Response Form
- Appendix 4 – Consultation Response Form data tables
- Appendix 5 – Open-ended question code frames

## **Publication of data**

Data provided as part of this consultation will be treated in accordance with the General Data Protection Regulation 2016/679. Personal information will be used for analytical purposes only. The County Council will not share the information collected as part of this consultation with third parties. All individuals' responses will be kept confidential and will not be shared. Responses from groups or organisations may be published in full. The County Council will securely retain and store copies of the responses for one year after the end of the consultation process, and then delete the data.

More details on how the County Council holds personal information can be found at [www.hants.gov.uk/privacy](http://www.hants.gov.uk/privacy).

## 4. Findings from the consultation

### Key findings

96.4% of respondents disagreed with the proposal to close the respite service at Orchard Close, compared with 2.3% who agreed (1.4% did not express a preference either way). All service users and parents and carers of service users who responded via the Response Form disagreed with the proposal.

More than half of the reasons given for respondents' views were focussed on the positive aspects of the service, especially its safety, importance for service users, and the trustworthiness of staff. Other frequent comments referred to: concerns about the impact on service users, their parents and carers, concerns about alternatives to the service, and capacity issues around existing services.

108 respondents felt that a lot of support would be required to find alternative provision, as well as there being a need for information on all alternatives, and one-to-one support to find the best alternative. Service users also felt that they should have support from a care worker to find suitable alternative provision.

The most popular alternative service chosen by all types of respondent was building-based respite (84% of respondents), with accessible holidays also supported by over half of respondents. However, accessible holidays was supported by a lower proportion (a third) of service users and their parents and carers who responded.

When commenting on impacts, almost half of the 332 responses mentioned a negative impact on service users (157), and over a third (116) mentioned impacts on parents and carers. In particular, mention was given to the stress on service users relating to a change in the service and the impacts on the health and mental wellbeing of their parents and carers. The impact on families also featured frequently (45 times).

When asked to provide further comments or alternative suggestions for savings, the most common comment amongst the 290 provided related to making other organisational or administrative savings within the service (61 times), with savings to other services provided by the County Council, such as street lighting and concessionary bus travel, also mentioned frequently (52 times). 36 respondents took the opportunity to express their disagreement with the proposal to close the respite service at Orchard Close.

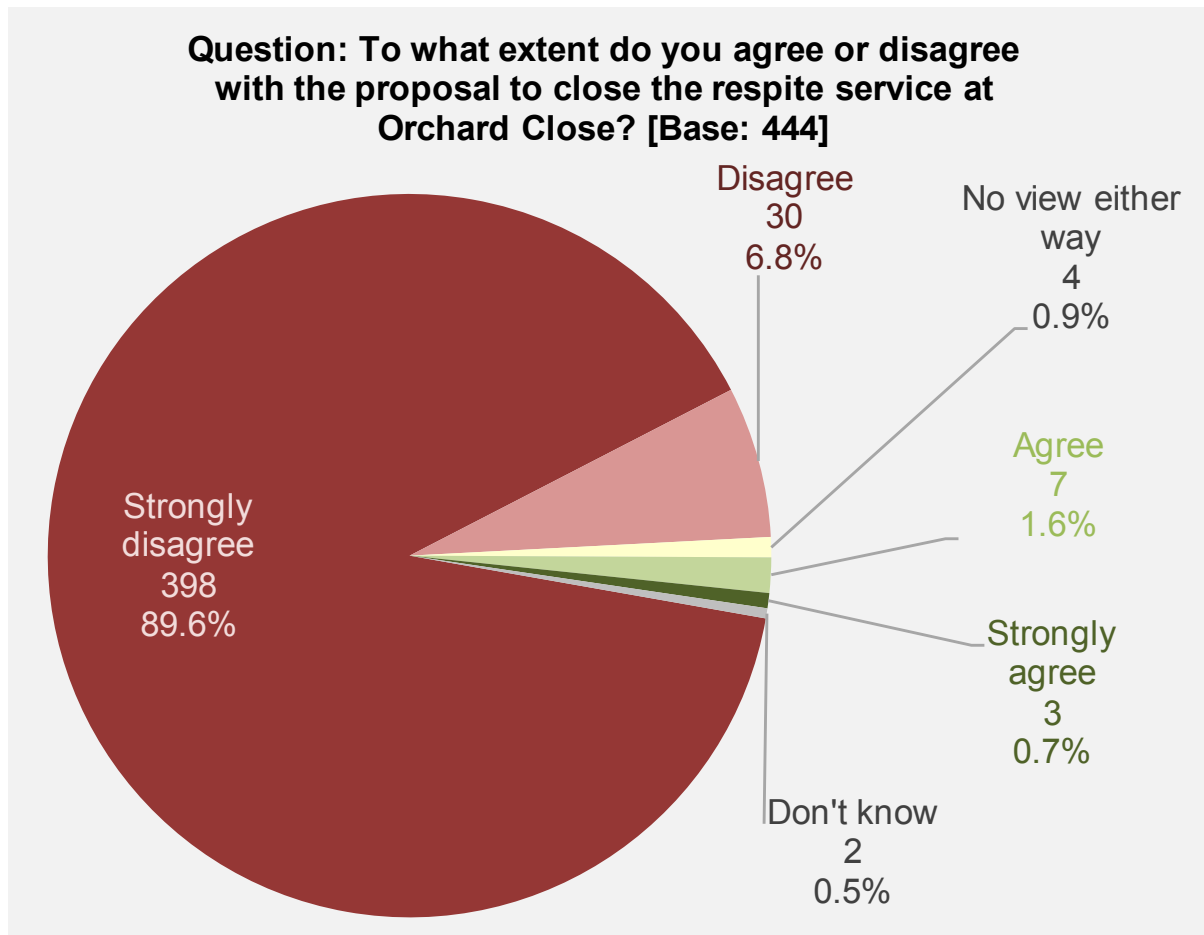
Service users and their parents and carers also mentioned that the County Council could introduce charges at Orchard Close, specifically for overnight care or using means testing. These groups also suggested making changes at Orchard Close, such as making the service available to users with less complex needs, reducing underusage of the building by making it available to more families, or by closing the site in quieter periods.

Of the 31 unstructured consultation responses that were submitted via letters and emails, the most common theme (14 mentions) was that the Shared Lives scheme

may not be suitable for service users. Nine responses stated that Orchard Close should remain open, with the same number commenting on the positive aspects of the service, and how the proposed closure could impact the capacity of other building-based respite centres.

## Respondents' views on the proposal to close the respite service at Orchard Close

Respondents were asked to what extent they agreed or disagreed with the proposal to close the respite service at Orchard Close. A summary of the 444 responses to this question is shown below:



Overall, 96.4% of respondents disagreed or strongly disagreed with the proposal to close the respite service at Orchard Close, 1.4% did not know or did not express a preference either way, and 2.3% agreed or strongly agreed with the proposal.

The table on the next page shows views broken down by the type of respondent.

When broken down by the type of respondent, the views were as follows:

**Question: To what extent do you agree or disagree with the proposal to close the respite service at Orchard Close?**

Respondent category	Base size	Agree / Strongly agree	No view either way / don't know	Disagree / Strongly disagree
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<b>All responses</b>	444	2.3%	1.4%	96.4%
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#### **Organisation or individual**

Organisations or groups	16	6.3%	0.0%	93.8%
Individuals	426	2.1%	1.4%	96.5%

#### **Connection to Orchard Close (OC)**

Currently uses OC for respite	66	0.0%	0.0%	100.0%
Previously used OC for respite	16	0.0%	12.5%	87.5%
Parent/carer of OC user	96	0.0%	3.1%	96.9%
Family member of OC user	59	0.0%	0.0%	100.0%
Member of the local community	51	7.8%	2.0%	90.2%
Member of a local VCG*	16	0.0%	0.0%	100.0%
Employed at OC	7			
Other	37	0.0%	2.7%	97.3%
Prefer not to say	36	2.8%	0.0%	97.2%
No connection	319	1.6%	1.9%	96.6%

#### **Gender**

Female	277	2.5%	1.1%	96.4%
Male	128	1.6%	2.3%	96.1%
Other	0			
Prefer not to say	16	0.0%	0.0%	100.0%

#### **Age**

Under 18	6			
18 to 24	36	2.8%	2.8%	94.4%
25 to 34	70	1.4%	0.0%	98.6%
35 to 44	49	4.1%	0.0%	95.9%
45 to 54	77	0.0%	2.6%	97.4%
55 to 64	83	1.2%	3.6%	95.2%
65 to 74	67	6.0%	0.0%	94.0%
75 or over	17	0.0%	0.0%	100.0%
Prefer not to say	18	0.0%	0.0%	100.0%

#### **With a disability?**

Yes	121	0.8%	2.5%	96.7%
No	241	2.5%	1.2%	96.3%
Prefer not to say	57	3.5%	0.0%	96.5%

\* VCG = Voluntary/Community Group

*Note: To maintain anonymity, where sample sizes are below ten the responses are suppressed (left blank in the table above)*

## Respondents' reasons for their views on the proposal to close the respite service at Orchard Close

Respondents were given the opportunity to explain their opposition or support and were asked: "if you would like to give a reason for your answer, please do so". In the easy read questionnaire this was phrased: "why do you say that". In total, 400 respondents (89% of the total) provided a comment explaining their reasons. The most common themes in these comments are shown below:

232 comments related to the **benefits of the current service**, such as:

- It offers a safe situation for service users (78 comments)
- It is vital for service users (74 comments)
- Service users have well-established social connections (52 comments)

71 comments about **concerns of impacts on service users**, such as:

- Changes may distress service users (29 comments)
- Service users may otherwise be unable to get a break (22 comments)
- Trust can be hard to achieve in a new setting (14 comments)

66 comments about **concerns for parents and carers**, such as:

- Worries that they would be unable to get respite (33 comments)
- Belief that it would add to the pressures of parents and carers (18 comments)

62 mentions of the **alternatives to the service**, such as:

- Concerns that alternatives may not provide a comparable service (25 comments)
- Concerns that alternatives may not be suitable for service users (18 comments)
- Worries about transport issues (17 comments)

60 comments on the **capacity of existing services**, such as:

- That the proposed changes would create pressure on other services that already have capacity issues (32 comments)
- That it is already difficult to find respite services (24 comments)
- That the proposed changes would reduce choice (22 comments)



The table below ranks the frequency of the comments themes by different respondent types, with '1' being the most frequent for each group and the top three themes highlighted in grey:

Respondent type	All responses		Organisations and groups		Users of the respite service at Orchard Close		Parents / carers of service users		Respondents with a health problem or a disability	
	Rank	Total	Rank	Total	Rank	Total	Rank	Total	Rank	Total
Total comments		400		15		62		91		112
Mentioned positive aspects of current provision	1	232	1	8	1	48	1	70	1	73
Disagree due to impact on service user	2	71	5	1	2	19	4	19	2	28
Disagree due to impact on parents / carers	3	66	4	2	7	1	5	10	6	10
Mention of alternative respite	4	62	2	3	4	4	2	22	3	16
Mention of the capacity of existing services	5	60	2	3	3	5	3	20	4	13
Comment disagreeing with the proposed closure of the respite service at Orchard Close	6	27		0	6	2	6	5	5	12
Mention of service user skill building	7	20		0	5	3	9	3	8	2
Mention of long-term effects	8	19	5	1		0	6	5	9	1
Mention of the loss of jobs	9	8		0		0	11	1	7	3
Mention that the land has a covenant on it	9	8		0	7	1	8	4	9	1

Respondent type	All responses		Organisations and groups		Users of the respite service at Orchard Close		Parents / carers of service users		Respondents with a health problem or a disability	
	Rank	Total	Rank	Total	Rank	Total	Rank	Total	Rank	Total
Total comments		400		15		62		91		112
Comment agreeing with the proposed closure of the respite service at Orchard Close	11	6	5	1		0		0	9	1
Comment that respite should be provided for those with less complex needs	12	2		0		0	10	2	9	1
Mention of charging for the use of Orchard Close	13	1		0		0		0		0
Comment that there is not enough information to make an informed decision	13	1		0		0		0	9	1

The table shows that respondent groups mentioned the positive aspects of the respite service most frequently, such as that the facility offers a safe environment with trustworthy staff (78 comments), that it is seen as vital for service users (74 comments), and that service users have well-established social connections (52 comments).

When broken down by type of respondent, the most mentioned positive aspects of the current service provision were as follows:

- **Organisations and groups**
  - that service users have well-established social connections (3 comments),
  - the service is seen as vital for service users (2 comments), and
  - service users enjoy staying at Orchard Close (2 comments).

- **Service users**
  - they enjoy staying at Orchard Close (23 comments),
  - their well-established social connections (22 comments), and
  - their familiarity with staff (18 comments).
- **Parents and carers of service users**
  - Orchard Close offers a safe and trustworthy staff and environment (39 comments),
  - the location of Orchard Close (17 comments), and
  - that service users have well-established social connections (16 comments).
- **Respondents with a health problem or a disability**
  - that service users have well-established social connections (28 comments),
  - Orchard Close offers a safe and trustworthy staff and environment (27 comments), and
  - that service users enjoy staying at Orchard Close (2 comments).

The second and third most common comments per group were as follows:

#### **Organisations and groups:**

- The capacity of alternative services (3 comments). In particular:
  - closing the respite service at Orchard Close would limit respite options (3 comments),
  - that it can already be hard to find provision (2 comments), and
  - that closing the respite service at Orchard Close would increase pressure on capacity (2 comments).
- Alternative respite options (3 comments). In particular, that it could be hard to find a comparable service (3 comments).

#### **Service users:**

- The impact of the proposed change on service users (19 comments). In particular:
  - they may struggle to otherwise get a break (10 comments),
  - that a change in provision may cause distress (8 comments), and
  - that they have already been impacted by budget cuts (2 comments).
- The capacity of alternative services (5 comments). In particular,
  - closing the respite service at Orchard Close would increase pressure on capacity of other providers (4 comments), and
  - the closure would limit respite options (2 comments).

#### **Parents and carers of service users:**

- Alternative options (22 comments). In particular:
  - it could be hard to find a comparable service (11 comments),
  - the alternatives may not be suitable for service users' needs (9 comments), and
  - community-based options may not provide overnight support (3 comments).

- The capacity of alternative services (20 comments). In particular:
  - closing the respite service at Orchard Close would increase pressure on capacity of other providers (11 comments),
  - the closure would limit respite options (9 comments), and
  - it can already be difficult to find respite (5 comments).

**Respondents with a health problem or a disability:**

- The impact of the proposed change on service users (28 comments). In particular:
  - service users may struggle to otherwise get a break (11 comments),
  - a change in provision may cause distress (9 comments), and
  - there can be trust issues with a new setting (5 comments).
- Alternative respite options (16 comments). In particular:
  - it could be hard to find a comparable service (6 comments),
  - alternatives may not be suitable for the service user (6 comments), and
  - there may be transport issues accessing alternative services (4 comments).

## Respondents' views on the support that should be offered to service users if the respite service at Orchard Close were to close

Respondents were asked the question "If a decision is made to close the respite service at Orchard Close, what support or practical assistance do you think would help service users to find alternative respite provision?". In the easy read questionnaire this was phrased as "If we decide to close Orchard Close what support would you need to find another respite service?". 331 respondents (74% of the total) provided a comment in response to this question. The themes from these comments are shown below, the top three themes are highlighted in grey:

Respondent type	All responses		Organisations and groups		Users of the respite service at Orchard Close		Parents / carers of service users		Respondents with a health problem or a disability	
	Rank	Total	Rank	Total	Rank	Total	Rank	Total	Rank	Total
Base		331		11		59		84		99
Mentions of help and support for finding an alternative	1	108	2	2	1	26	1	37	1	42
Suggestion that the service is left as it is	2	69	2	2	2	18	2	26	2	31
Mentions of concerns with alternatives	3	47	1	3	4	5	4	11	3	10
Mention that a comparable service should be provided	4	31	4	1	3	6	3	14	5	6
Concerns about the transition to a new service	5	26	4	1	5	2	5	6	4	9
Suggestion that a new respite centre is built	6	18		0	5	2	6	4	6	1
Comment on transport arrangements for alternative provision	7	13		0		0	7	1	6	1

Respondent type	All responses		Organisations and groups		Users of the respite service at Orchard Close		Parents / carers of service users		Respondents with a health problem or a disability	
	Rank	Total	Rank	Total	Rank	Total	Rank	Total	Rank	Total
Comment on access to a sufficient personalised budget	8	2		0		0	7	1		0
Mention of covenant order issues	9	1		0	7	1	7	1	6	1
Comment that this is not a helpful question	9	1		0		0		0		0

108 of the 331 comments provided described support that should be offered to service users if the respite service at Orchard Close were to close. The main themes in these comments were as shown below:

Respondent type	All responses		Organisations and groups		Users of the respite service at Orchard Close		Parents / carers of service users		Respondents with a health problem or a disability	
	Rank	Total	Rank	Total	Rank	Total	Rank	Total	Rank	Total
Support would need to be substantial	1	50	1	2	1	9	1	12	1	18
Information on all options available	2	18		0	3	3	3	7	3	5
one to one support to help parents, carers or service users to find the best alternative	2	18		0	3	3	2	9	3	5
Care worker assistance	4	13		0	2	5	6	3	2	7
Visits to alternative centres	5	9		0	5	1	4	4	5	3
A settling-in or transition period	6	7		0	5	1	4	4	6	1
Advice on nearest location and travel services	7	4		0	5	1	9	1	6	1

Respondent type	All responses	Organisations and groups	Users of the respite service at Orchard Close	Parents / carers of service users	Respondents with a health problem or a disability
Support should continue until the service user is satisfied with provision	8      3	0	0	7      2	0
Support should be dependent on the individual's needs	8      3	0	0	7      2	6      1
Online information on the options available	10      2	0	0	9      1	0
Access to an advocate for the service user	11      1	0	5      1	0	0
Access to short term emergency respite	11      1	0	0	9      1	6      1

The table shows that all respondent groups felt that it was important a large amount of support to be available. In addition, information on alternatives and one-to-one support from a specialist appear in all groups' top three suggestions, with the exception of organisations or groups.

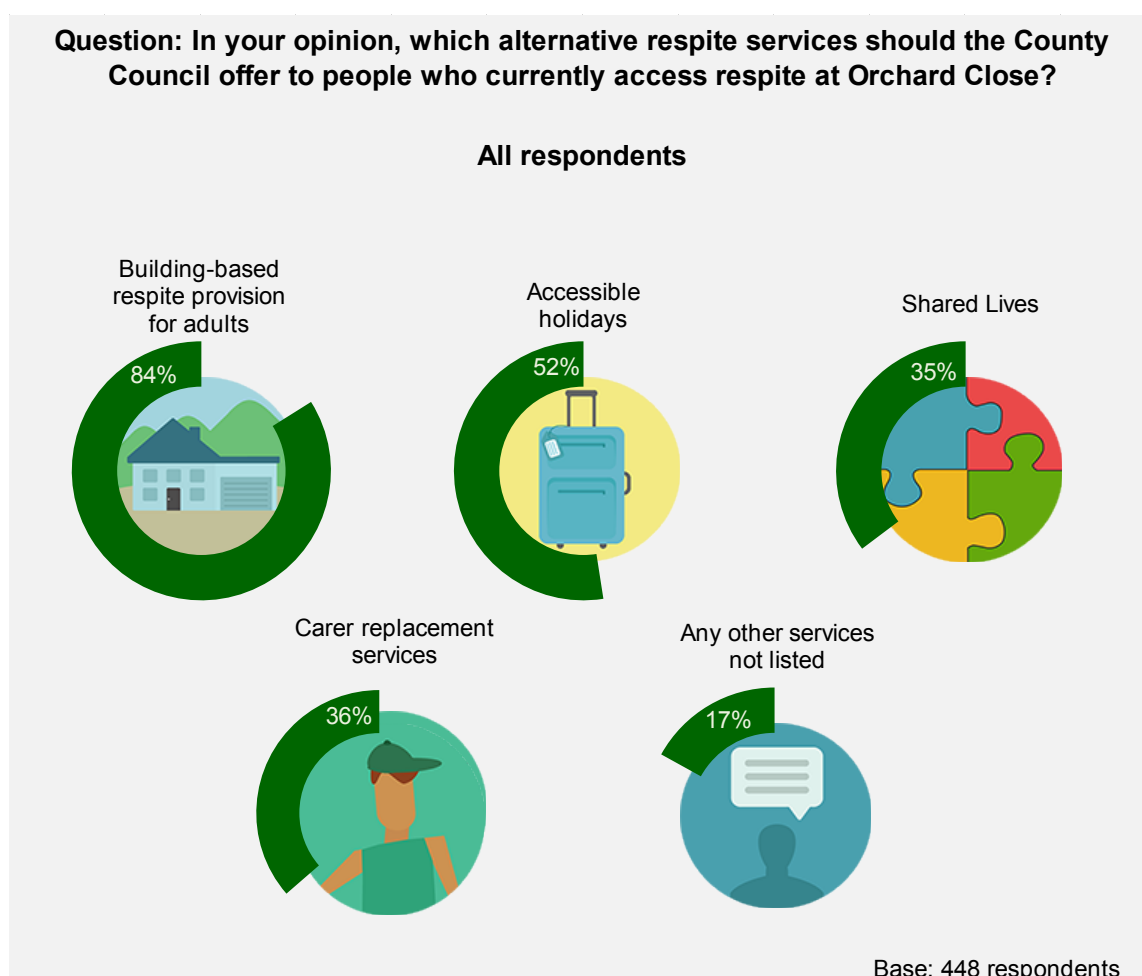
Service users and respondents with a health problem or a disability also frequently mentioned that assistance should be provide through a care worker, suggesting that these groups value the support that they receive from their care workers.

## Respondents' views on alternative respite services the County Council should offer to people who currently access respite at Orchard Close

All respondents were asked the question “In your opinion, which alternative respite services should the County Council offer to people who currently access respite at Orchard Close?”. In the easy read version of the questionnaire, respondents were asked “What respite services should the council offer to people with learning disabilities”. Respondents were presented with the following options, which were described, and could select as many of them as they felt were appropriate:

- Building-based respite provision for adults
- Shared Lives
- Carer replacement services
- Accessible holidays
- Any other services not listed above

Overall, respondents selected the options with the following frequencies:



A more detailed breakdown of responses by respondent type is shown on the next page.



**Question: In your opinion, which alternative respite services should the County Council offer to people who currently access respite at Orchard Close?**

Respondent category	Base size	i	ii	iii	iv	v
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<b>All responses</b>	448	84%	52%	35%	36%	17%
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**Organisation or individual**

Organisations or groups	17	88%	59%	59%	35%	6%
Individuals	429	84%	52%	34%	36%	17%

**Connection to Orchard Close (OC)**

Currently uses OC for respite	66	82%	33%	14%	18%	30%
Previously used OC for respite	16	69%	56%	19%	38%	31%
Parent/carer of OC user	97	73%	33%	20%	14%	29%
Family member of OC user	60	82%	31%	15%	19%	10%
Member of the local community	51	84%	75%	43%	55%	14%
Member of a local VCG*	16	100%	63%	25%	31%	6%
Employed at OC	7					
Other	37	92%	57%	41%	41%	5%
Prefer not to say	36	94%	56%	47%	56%	6%
No connection	321	84%	49%	31%	32%	18%

**Gender**

Female	278	83%	53%	38%	37%	17%
Male	130	87%	53%	29%	37%	18%
Other	0					
Prefer not to say	16	81%	31%	25%	31%	25%

**Age**

Under 18	6					
18 to 24	36	83%	53%	47%	39%	8%
25 to 34	71	87%	44%	34%	35%	15%
35 to 44	49	82%	63%	33%	41%	31%
45 to 54	79	92%	61%	38%	41%	15%
55 to 64	83	87%	55%	42%	40%	19%
65 to 74	67	69%	51%	22%	30%	16%
75 or over	17	76%	41%	24%	29%	24%
Prefer not to say	18	89%	33%	17%	28%	11%

**With a disability?**

No	242	86%	59%	40%	41%	14%
Yes	123	79%	39%	24%	23%	27%
Prefer not to say	57	88%	51%	32%	44%	12%

**Key**

i Building-based respite provision for adults

ii Accessible holidays

iii Shared Lives

iv Carer Replacement Services

v Any other services not listed

\* VCG = Voluntary/Community Group

Note: To maintain anonymity, where sample sizes are below ten the responses are suppressed (left blank in the table above)

Overall, the most popular alternative provision amongst all groups was 'building-based respite provision for adults', with 84% of respondents supportive of it. More than half of respondents (52%) agreed with 'accessible holidays', and fewer than half of respondents agreed 'Carer Replacement Services' (36%) and 'Shared Lives' (35%) should be provided as alternatives.

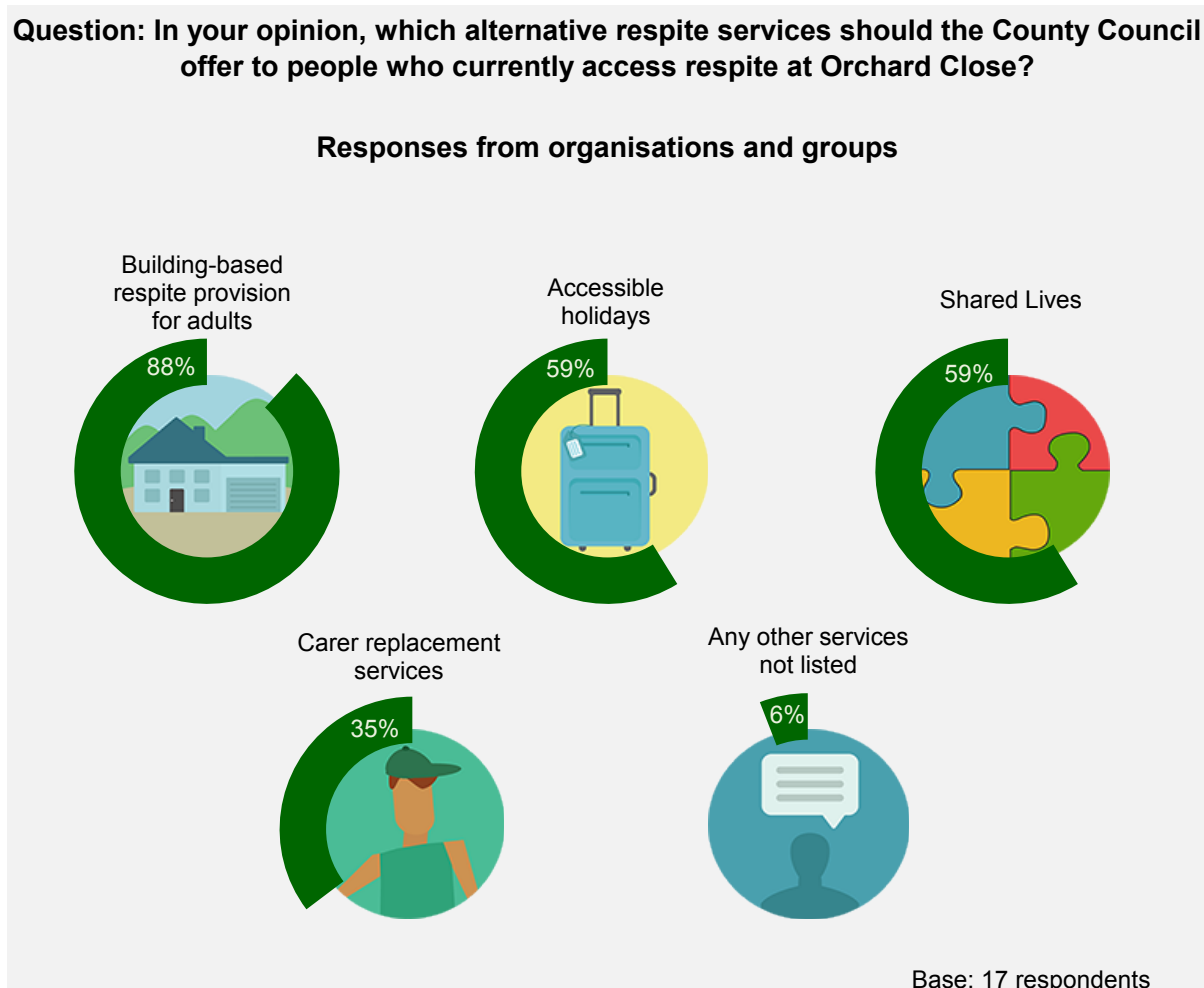
17% of respondents suggested 'any other services not listed'. Where respondents selected this option, they were asked to comment to expand on this: of the 69 comments provided the most common theme was that the respite service at Orchard Close should remain open (25 comments). 12 comments mentioned that the alternative should be similar to that at Orchard Close, and 9 comments referred to building-based respite. 6 comments stated that none of the alternatives available were viable.

Across all groups of respondents, building-based respite provision for adults was the most popular option by a significant margin.

## The views of organisations and groups to alternative services

Of the 448 respondents to the consultation, 17 stated that they are representatives of organisations or groups.

The spread of responses amongst this group is shown below:

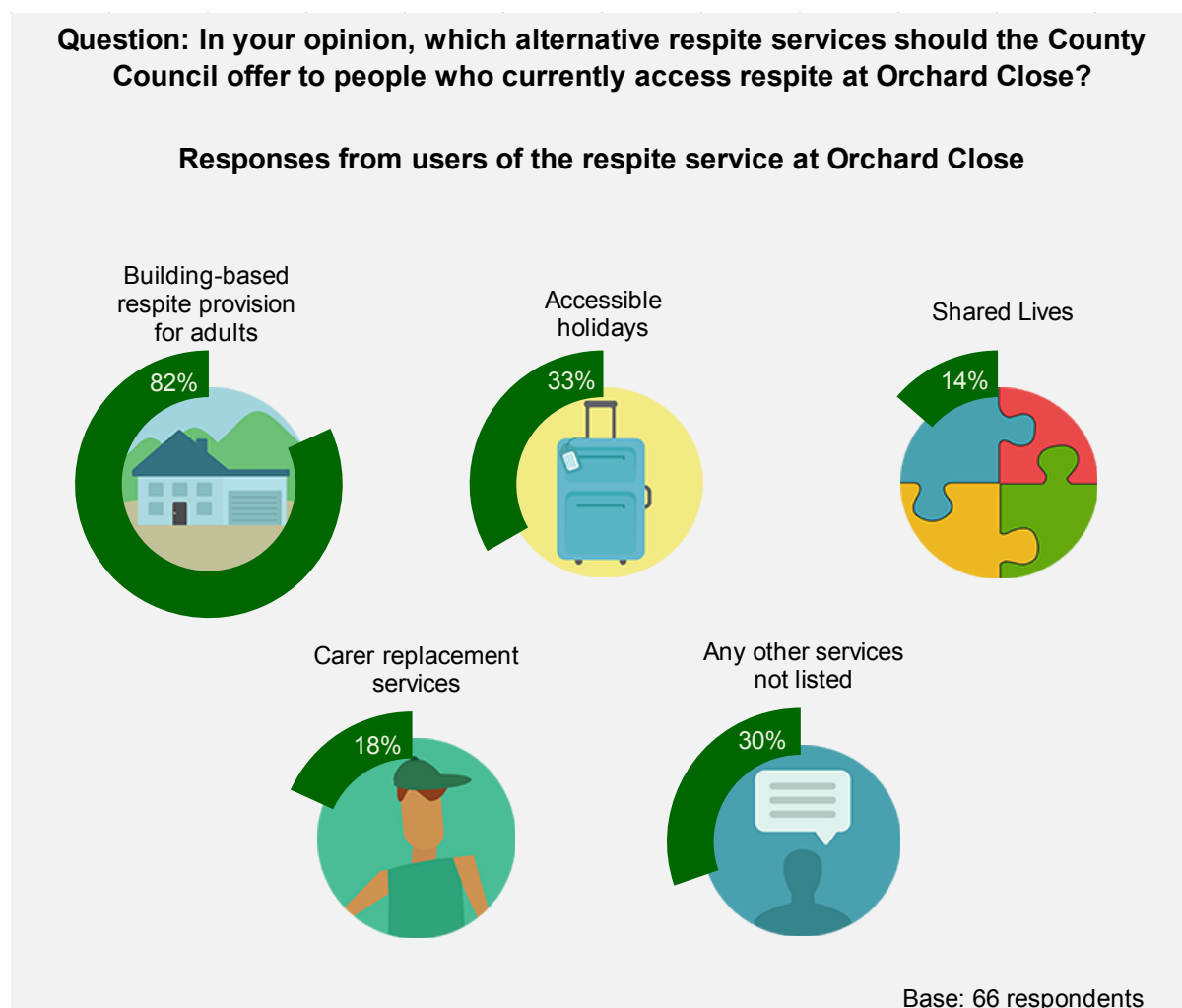


One organisation selected the 'any other services not listed' option but did not provide a comment to elaborate on their response.

## The views of users of the respite service at Orchard Close

Of the 448 respondents to the consultation, 66 stated that they are users of the respite service at Orchard Close.

The spread of responses amongst this group is shown below:



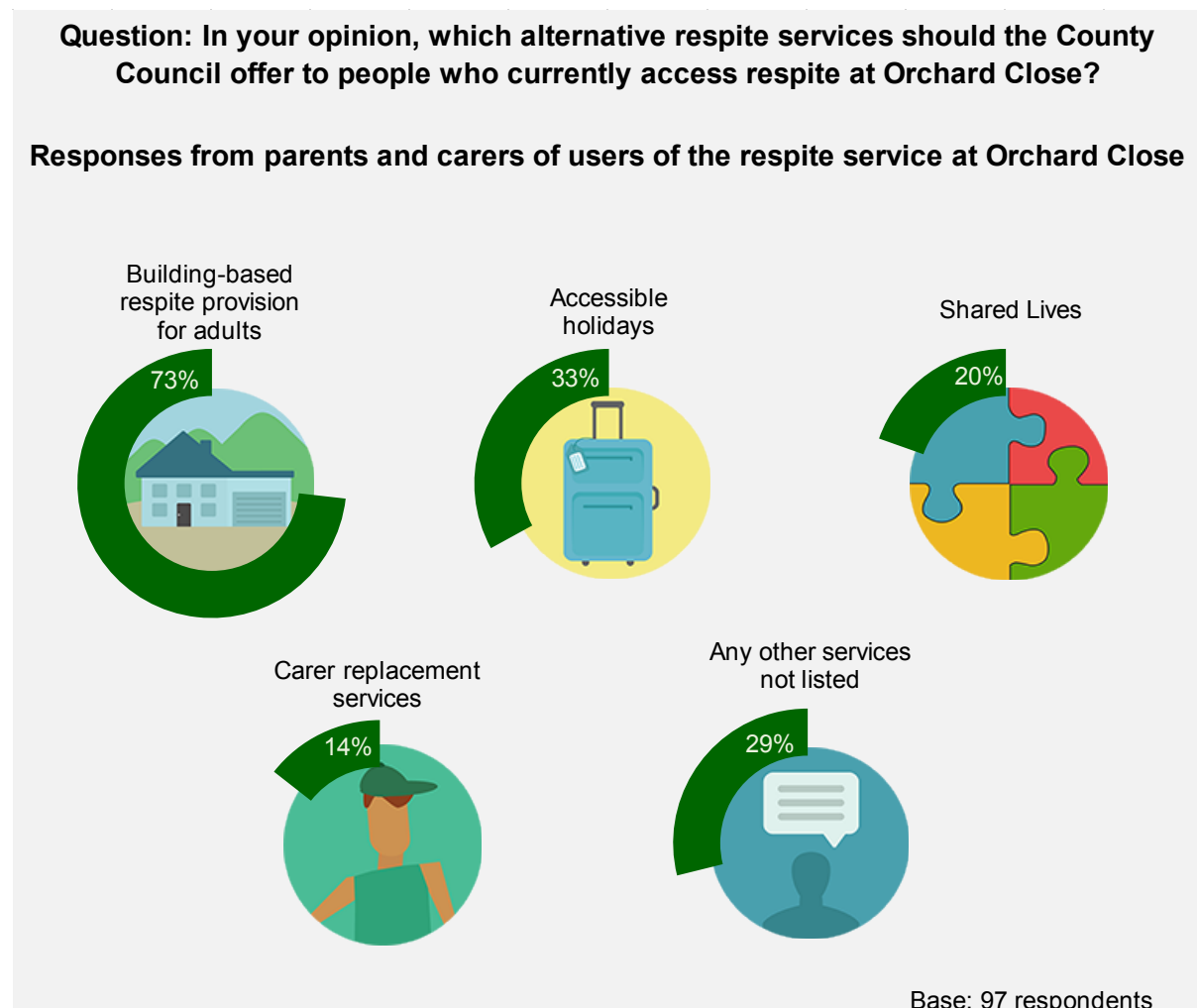
20 comments were provided by this group relating to 'any other services not listed'. The most popular themes in the comments were:

- Orchard Close should remain open, (9 comments), and
- any alternative should involve building-based respite (3 comments).

## The views of the parents and carers of users of the respite service at Orchard Close

Of the 448 respondents to the consultation, 97 stated that they are parents or carers of users of the respite service at Orchard Close.

The spread of responses amongst this group is shown below:



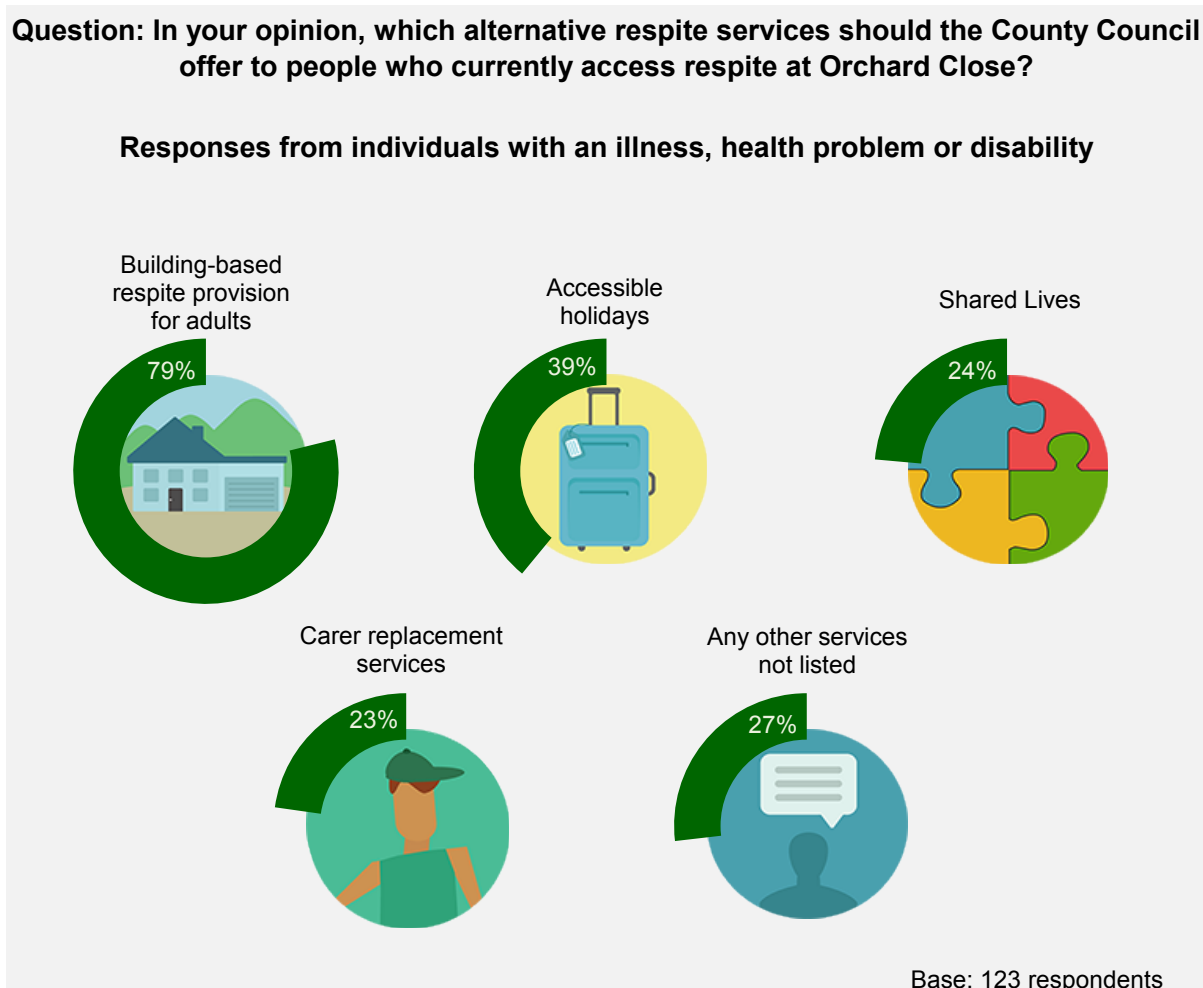
25 comments were provided by this group relating to 'any other services not listed'. The most popular themes in the comments were:

- Orchard Close should remain open (10 comments), and
- an alternative should be like the current provision at Orchard Close (5 comments). There were also 3 comments stating that none of the alternatives are viable.

## The views of individuals with an illness, health problem or disability

Of the 448 respondents to the consultation, 123 stated that they have an illness, health problem or disability.

The spread of responses amongst this group is shown below:



33 comments were provided by this group relating to 'any other services not listed'. The most popular themes in the comments were:

- Orchard Close should remain open (15 comments), and
- an alternative should be like the current provision at Orchard Close (4 comments) or should involve building-based respite (4 comments).

## Impact of the proposals

Respondents were asked the question “Please describe what, if any, impact the proposals in this consultation, could have on you or your family, or people you know or work with”. In the easy read version of the questionnaire, respondents were asked “How could these proposals affect you or people that you know?”. 332 respondents (74% of the total) provided a response to this question. The themes of these comments are shown below, the top three themes are highlighted in grey:

Respondent type	All responses		Organisations and groups		Users of the respite service at Orchard Close		Parents/ carers of service users		Respondents with a health problem or a disability	
	Rank	Total	Rank	Total	Rank	Total	Rank	Total	Rank	Total
Base		332		10		59		87		96
Mention of the negative impact on service users	1	157	1	4	1	43	1	44	1	58
Mention of the impacts on parents and carers	2	116	1	4	2	14	2	41	2	27
Mention of the impact on families	3	45	4	1	4	3	6	8	4	6
Mention of long-term impacts	4	27	4	1	4	3	4	12	3	8
Mention of the impact of alternative services	4	27	4	1	6	2	3	15	4	6
Mention of the impact on staff	6	21		0		0		0	7	4
Mention of the positive impacts of Orchard Close on service users	7	20		0	7	1	5	10	6	5
Mention of impacts on transport	8	17		0	3	4	8	4	9	3
Comment that the respondent disagrees with the proposed closure of the respite service at Orchard Close	9	14	4	1	7	1	7	6	9	3

Respondent type	All responses		Organisations and groups		Users of the respite service at Orchard Close		Parents/ carers of service users		Respondents with a health problem or a disability	
	Rank	Total	Rank	Total	Rank	Total	Rank	Total	Rank	Total
Mention of the impact on current service provision	10	13	3	2	7	1	9	2	7	4
Mention of a generally negative impact (non-specific)	11	8		0		0		0	11	2
The changes would limit options for respite	12	6	4	1		0	9	2		0
Mention of the impact on other services	13	2		0		0		0		0
Mention of the covenant on the land	13	2		0		0		0		0

Overall, the most frequently-occurring comment related to impacts on **service users** (157 comments). Of these, 51 comments related to the perceived distress or upset that would be caused if the service at Orchard Close was to close, 29 respondent comments stated there would be an impact on the friendships that have been established, and 23 respondent comments stated that people with disabilities or autism may find changes difficult or stressful.

The second most common theme was the impact on **parents and carers** (116 comments). Of these, 37 comments were regarding the impact on their wellbeing and mental health, 35 mentioned that they would have less respite time, and 17 mentioned that they may find it difficult to cope without the respite service at Orchard Close.

The third most common theme in the comments was impact on **families** (45 comments). Not all comments gave further detail on this impact, but where they did, 9 made reference to the risk of a family crisis without the respite service available at Orchard Close, 7 suggested that families could suffer a breakdown without sufficient respite, 3 mentioned that families may be isolated without respite, and a further 3 highlighted the importance of families' yearly break.



The most common comments amongst the respondent groups above were:

**Organisations and groups:**

- Impacts on service users (4 comments). In particular:
  - the distress or upset caused by a closure of the respite service at Orchard Close (2 comments),
  - the impact on friendships that have been established (2 comments), and
  - that people with disabilities or autism can find changes difficult or stressful (1 comment).
- Impacts on parents and carers (4 comments). In particular:
  - the impact on their wellbeing and mental health (3 comments), and
  - a possible reduction of their respite time (1 comment).
- Impact on current service provision (2 comments). In particular:
  - that there is not enough respite available at present (2 comments), and
  - that the proposal would place pressure on other existing services (1 comment).

**Service users:**

- Impacts on service users (43 comments). In particular:
  - the distress or upset caused by the possible closure of the respite service (21 comments),
  - the impact on their friendships that have been established (17 comments),
  - that people with disabilities or autism can find changes difficult or stressful (4 comments), and
  - they may not be able to take their holiday (4 comments).
- Impacts on parents and carers (14 comments). In particular:
  - they could have less respite time (6 comments),
  - they could find it difficult to cope (4 comments), and
  - that the proposal could impact on their wellbeing and mental health (3 comments).
- The impacts on transport (4 comments), in particular:
  - that there could be an increase in travel times to reach other services (2 comments), and
  - that reaching other services could be difficult (2 comments).

**Parents and carers of service users:**

- Impacts on service users (44 comments). In particular:
  - the distress or upset caused by the possible closure of the respite service (21 comments),
  - the potential impact on the friendships that have been established (17 comments),

- that people with disabilities or autism can find changes difficult or stressful (4 comments), and
- that it means that they may not be able to take their holiday (4 comments).
- Impacts on parents and carers (41 comments). In particular:
  - they could have less respite time (7 comments),
  - they could find it difficult to cope (5 comments), and
  - the potential impact on their wellbeing and mental health (3 comments).
- Impacts of alternatives (15 comments). In particular:
  - that the alternatives may not be appropriate (11 comments),
  - that finding a suitable alternative could take a long time (2 comments),
  - that there could be trust or safeguarding issues with the proposed alternatives (1 comment),
  - that supported holidays may not be suitable (1 comment), and
  - that care packages could be more expensive (1 comment).

**Respondents with a health problem or a disability:**

- Impacts on service users (58 comments). In particular:
  - the distress or upset caused by a closure of the respite service at Orchard Close (28 comments),
  - that there could be an impact on the friendships that have been established (20 comments),
  - it may have an impact on service users' mental health (6 comments), and
  - that people with disabilities or autism can find changes difficult or stressful (6 comments).
- Impacts on parents and carers (27 comments). In particular:
  - the reduction of their respite time (10 comments),
  - the impact on their wellbeing and mental health (6 comments), and
  - that they might find it difficult to cope (5 comments).
- Longer-term impacts (8 comments). In particular:
  - that service users may require residential care if the respite service were to close (5 comments), and
  - that there may be additional financial costs caused by the proposed change (3 comments).

## Further comments and alternative suggestions

Respondents were asked the question “If you have any further comments on the proposals in this consultation, or alternative suggestions on how the County Council could save £600,000 from its Adults’ Health and Care budget, then please provide these in the box below”. In the easy read version of the questionnaire, respondents were asked “Is there anything else you want to say? Do you have other ideas of how we could save £600,000?”. 292 respondents (65% of the total) provided a response to this question. The themes of these comments are shown below, the top three themes have been highlighted in grey below:

Respondent type	All responses		Organisations and groups		Users of the respite service at Orchard Close		Parents/ carers of service users		Respondents with a health problem or a disability	
	Rank	Total	Rank	Total	Rank	Total	Rank	Total	Rank	Total
Base		292		9		44		76		83
Mention of other organisational or administrative savings within the County Council	1	61	1	3	5	4	3	14	3	13
Mention of savings in other County Council services	2	52		0	3	6	4	13	1	17
Mention of charges at Orchard Close	3	36	2	2	1	10	2	16	2	14
Disagrees with the proposed closure of the respite service at Orchard Close	3	36	2	2	2	7	4	13	4	11
Deliver efficiencies or service changes at Orchard Close	5	32	2	2	3	6	1	18	5	9
Mention of voluntary sector initiatives	6	19		0	6	2	10	2	6	5
Mention of	7	16		0	8	1	6	8	8	4

Respondent type	All responses		Organisations and groups		Users of the respite service at Orchard Close		Parents/ carers of service users		Respondents with a health problem or a disability	
	Rank	Total	Rank	Total	Rank	Total	Rank	Total	Rank	Total
Base		292		9		44		76		83
alternative forms of respite										
Lobby central government	8	15	5	1	8	1	7	6	9	2
Increase Council Tax	8	15		0	6	2	8	5	6	5
Mention of long-term financial cost implications	10	12		0		0	10	2	9	2
Identify other central government savings	11	10		0		0	10	2	9	2
Respondent does not agree with the question or feels that there is insufficient information	12	5		0		0	9	3	12	1
Mention of the covenant status	13	4		0		0	10	2		0
Find funding from other sources	14	3		0		0	10	2	12	1
Suggests rebuilding or renovating Orchard Close	15	1		0		0	15	1		0
Comment that a comparable service should be provided	15	1		0		0	15	1	12	1

Overall, the most popular comment related to the County Council making organisational or administrative savings elsewhere in the Council (61 comments). Of

these, 30 comments suggested that management costs should decrease, 26 mentioned that staff pay and benefits should be reduced and a further 5 that Councillors' expenses should also be reduced.

The second most common theme in the comments referred to making savings in other County Council services (52 comments). Not all comments went into detail specifying which services the respondent thought should be looked at for savings, but where these were specified the three most common suggestions were highways maintenance (7 comments), street lighting (5 comments) and transport for the disabled (3 comments).

The third most common theme in the comments was that charges could be made at Orchard Close (36 comments). This included charging for overnight stays (24 comments), adding a means-tested contribution (4 comments), and allowing the use of personal budgets (4 comments).

The same number of comments (36) gave the view that Orchard Close should not be closed.

The most common comments amongst the respondent groups above were:

**Organisations and groups:**

- Making other organisational or administrative savings in the County Council (3 comments). In particular:
  - reducing staff pay and benefits (2 comments),
  - reducing management costs (1 comment), and
  - reducing Councillors' expenses (1 comment).
- Disagreement with the proposal to close the respite service at Orchard Close (2 comments).
- Making efficiencies or service changes at Orchard Close (2 comments). In particular, offering the respite service to more families to ensure that the facility is not underused (1 comment).
- Introducing charges at Orchard Close (2 comments). In particular, charging for overnight stays (1 comment).

**Service users:**

- Introducing charges at Orchard Close (10 comments). In particular:
  - charging for overnight stays (8 comments),
  - introducing a means-tested contribution (1 comment), and
  - allowing the use of personal budgets for the service (1 comment).
- Disagreement with the proposal to close the respite service at Orchard Close (7 comments).
- Making savings in other County Council services (6 comments). In particular:
  - introducing charges for concessionary public transport users (2 comments), and
  - reducing wastage in building maintenance costs (1 comment).

- Making efficiencies or service changes at Orchard Close (6 comments). In particular:
  - offering the respite service to more families to ensure that the facility is not underused (3 comments), and
  - increasing the usage of the service by making it available to people with less complex needs (3 comments).

**Parents and carers of service users:**

- Making efficiencies or service changes at Orchard Close (18 comments). In particular:
  - increasing the usage of the service by making it available to people with less complex needs (6 comments),
  - offering the respite service to more families to ensure that the facility is not underused (4 comments), and
  - closing Orchard Close in quieter periods to reduce costs (4 comments).
- Introducing charges at Orchard Close (16 comments). In particular:
  - charging for overnight stays (12 comments),
  - allowing the use of personal budgets for the service (4 comments),
  - introducing a means-tested contribution (1 comment), and
  - charging for meals (1 comment).
- Making other organisational or administrative savings in the County Council (14 comments). In particular, reducing:
  - management costs (10 comments),
  - staff pay and benefits (3 comments),
  - the number of staff (2 comments), and
  - Councillors' expenses (2 comments).

**83 respondents with a health problem or a disability** provided a response to this question, and made most frequent reference to the following:

- Making savings in other services (17 comments). In particular:
  - introducing charges for concessionary public transport users (2 comments),
  - street lighting (2 comments),
  - highways maintenance (1 comment),
  - reducing wastage in building maintenance costs (1 comment),
  - funding for museums and libraries (1 comment), and
  - swimming lessons for people with less complex needs (1 comment).
- Introducing charges at Orchard Close (14 comments). In particular:
  - charging for overnight stays (12 comments),
  - introducing a means-tested contribution (1 comment), and
  - allowing the use of personal budgets for the service (1 comment).
- Making other organisational or administrative savings in the County Council (13 comments). In particular, reducing:
  - management costs (8 comments),
  - staff pay and benefits (4 comments), and

- staff numbers (2 comments).

## Responses which were not submitted through the Response Form

### Responses submitted by letter and email

In addition to the 448 responses received via the Response Form, 31 responses were submitted to the consultation by letter and email before the consultation closing date of 21 December 2018. These responses break down as follows:

- Members of the public (22 responses) were received from members of the public.
- Political representatives, e.g. County Councillors or Members of Parliament (7 responses).
- Organisations or groups (2 responses).

The most common theme in these responses, (cited in 14 cases) was that the Shared Lives scheme might not be suitable for service users, often citing how Orchard Close currently provides an interactive, and social environment, which could not be replicated by the Shared Lives scheme. Four respondents expressed concern was that this alternative could pose potential safeguarding concerns for parents and carers. Concerns around the capacity of the Shared Lives scheme, its cost, and its suitability for service users with complex needs were also mentioned.

Nine respondents mentioned that Orchard Close should remain open, with the same number mentioning positive aspects of the current service including that Orchard Close provides a safe environment for service users, allowing parents and carers to enjoy a restful break. Nine respondents were concerned that building-based respite services are already at full capacity, and that the closure could therefore mean a lack of this type of respite support.

The themes covered across the 31 responses are outlined below:

Theme	Number of responses
Shared Lives possible alternative and that the scheme itself would not be suitable for service user	14
Stated that Orchard Close should remain open	9
Orchard Close has professional, caring and trustworthy staff. Parents or carers can rest assured that the service user is safe	9
There is currently not enough building-based respite currently and that the possible closure could affect capacity at other build-based respite centres	9
Alternative respite is not suitable	8
Had a concern regarding the format of the consultation or the consultation process in general	8



Theme	Number of responses
Concerned about the covenant that is placed on the land. And questioned how this land was going to be used if the closure went ahead	7
Other building-based respite centres may not meet the needs of the service user and may not be suitable for those with a learning disability	6
Orchard Close offers unconventional and stimulating activities for service users, making it a unique and engaging place	6
Mentioned the potentially negative impact on the wellbeing of parents and carers should the closure go ahead	6
There could be knock-on, longer-term effects of more parents or carers using residential care if there is not sufficient respite	6
Charges should be introduced at Orchard Close, such as the use of Direct Payments to cover all or part of the service user's stay, in order to raise funds	6
The alternatives are not directly comparable to Orchard Close, when they should be	5
Service users may find the closure distressing/ sad/ it may affect their mental health	5
Orchard Close provides a chance to socialise with friends and keep a connection with friendships that have been created over the years	5
Building trust in another service or provider will be very difficult and cause distress for service users	4
Alternatives should offer a homely, safe environment and not be institutional	4
The proposal may not deliver savings as suggested	4
The consultation should take into full account the views of service users/ parents/ carers	4
Service users enjoy going to Orchard Close	4
There could be safeguarding issues with carer replacement service/ Shared Lives	4
Service user has been using Orchard Close for a considerable amount of time	3
Accessible holidays could be expensive and not suitable for the service user	3
Shared Lives may not be ready to take on service users making transition difficult/ long	3
Children with less complex needs also require respite	3
There may not be enough overnight respite provision for all service users that currently use Orchard Close	3

Theme	Number of responses
Service users may find change distressing and may have difficulty trusting an alternative provider or option	3
Alternative respite may not be suitable due to increased travel distance for those that are older carers	3
Increase Council Tax to cover the cost	3
There could be less respite time on offer for parents and carers	3
Orchard Close can accommodate those with complex needs easily	3
Orchard Close should remain open but with reduced hours/ reduced months to reduce costs	2
Orchard Close is a lifeline/ vital and not just a holiday	2
Invest in Orchard Close to bring up to standard (if needed) in order to allow it to remain open	2
Orchard Close promotes independence	2
The current arrangement is cost effective as it prevents the use of full-time residential care	2
Direct Payments could potentially cost the County Council more	2
The proposal could mean the County Council fails its legal obligations to parents and carers	2
The location and traffic during summer months is not an issue	2
The County Council does not understand the current needs of service users	2
The voluntary sector could support the service to remain open	2
Orchard Close is underutilised due to previous budget savings	2
Another provider could take over Orchard Close and this may result in a lower operational cost	1
The Shared Lives alternative could be expensive for service users and they may not be able to afford provision	1
Shared Lives may not be suitable for learning disabled adults with complex needs	1
Direct Payments may be difficult for some parents/ carers to manage e.g. those that are elderly	1
Orchard Close can be used in an emergency, which is particularly valuable	1
Ensure best alternatives are available to parents and carers	1
Orchard Close might be being underutilised	1
Asked if other saving avenues been explored such as cutting salaries/ staff	1
Lease out the building for other purposes in order to increase income	1
Funding for Orchard Close should be a priority	1

Theme	Number of responses
Alternative holiday provision should be created and provided	1
A range of options for respite in existing facilities should exist	1
Orchard Close should not close until all the alternatives have been costed	1
Government committed funding for Adult Social Care should be used to allow Orchard Close to remain open	1
Make budget savings elsewhere	1
Invest in technology that could save money such as pothole repairs	1
Take best practice examples from other councils on how to save money	1
Make savings by allocating community service to do manual council jobs	1
Acquire funding from the National Lottery	1

## Response from Speak Easy Advocacy

Speak Easy Advocacy facilitated three advocacy group sessions across North Hampshire for adults with learning disabilities, as part of three of their usual advocacy sessions in October and November 2018. These sessions were held independently of the County Council, and the findings were shared with the County Council in response to the consultation. In total, 30 respondents provided their views. A summarised list of the group's response to the consultation questions, has been outlined below:

<b>Question</b> (taken from the easy read consultation Response Form)	Response
Do you agree or disagree with the idea to close the respite service at Orchard Close?	<ul style="list-style-type: none"> <li>• One participant agreed with the proposal</li> <li>• Four participants said they neither agreed nor disagreed</li> <li>• 11 participants said they disagreed with the proposal</li> <li>• 14 participants said they strongly disagreed with the proposal</li> </ul>
If we decide to close Orchard Close what support would you need to find another respite service?	<ul style="list-style-type: none"> <li>• Induction day/ trial visit</li> <li>• Video/ DVD of potential respite options</li> <li>• Look at Care Quality Commission inspections</li> <li>• Would need a care manager/ support worker/ social workers/ carers/ staff/ advocacy to help find somewhere else and plan the transition</li> <li>• Research or support with computer/ internet research</li> <li>• Friends' recommendations are important</li> <li>• Information packs with photographs (much better than lots of writing)</li> </ul>
What respite services should the council offer to people with learning disabilities?	<ul style="list-style-type: none"> <li>• Nine participants chose building-based respite</li> <li>• Seven participants chose Supported Holidays</li> <li>• Three participants chose Shared Lives</li> <li>• Nine participants chose Carer Replacement Services</li> </ul>
How could these proposals affect you or people that you know?	<ul style="list-style-type: none"> <li>• I would feel sad/ upset/ unhappy/ emotional if it closed</li> <li>• I like going there and the activities are great. Would miss the outings and</li> </ul>

Question (taken from the easy read consultation Response Form)	Response
	<p>activities</p> <ul style="list-style-type: none"> <li>• I would miss the staff – they are good company to be with and we can talk to them</li> <li>• Will affect the whole family – no break</li> <li>• Being close to the beach made it feel like being on holiday</li> <li>• Might cause people stress or depression or to be annoyed if they are used to going there. Been going for many years</li> <li>• I love it! We have fun and meet friends there. Would miss our friends</li> <li>• Feel safe there</li> </ul>
Do you have other ideas of how we could save £600,000?	<ul style="list-style-type: none"> <li>• Privatisation of respite services/ schools</li> <li>• Only open Orchard Close for summer/ busiest season</li> <li>• Raise Council Tax</li> <li>• Streamline County Council staff</li> <li>• Fundraising (apply for Lottery funding/ create HCC own lottery)</li> <li>• Stop building houses</li> </ul>

## **Feedback from Hampshire County Council information sessions**

Families who use the respite service at Orchard Close were invited to attend one of ten sessions across the County. These sessions allowed them to speak to County Council Officers who could answer questions on the proposal to close the respite service at Orchard Close, and to get more information on the alternative respite options available. Approximately 70 families attended these events.

Attendees were advised on using the Response Form to respond to the consultation. These sessions were not structured as focus groups, so discussions that occurred are not presented here as findings or the overarching views of those attending but are instead anecdotal. Attendees were provided forms where they could request more information if their query could not be answered by the Officers present (for example, if it related to an individual's circumstances or complex care needs) and were also able to use these to comment on the consultation.

The themes discussed and collated from the forms completed at the events are listed below:

### **General concerns:**

- Shared Lives may have a lack of activities and could pose safeguarding issues
- Staffing issues and lack of activities at Hindson House and Jacobs Lodge Respite Unit
- Concerned that there is a dependence on care agencies
- The proposal could risk putting people into crisis
- The proposal could cause anxiety and stress
- The closure could cause family/ carer breakdown
- The alternative options could be more costly
- Carers could lose out on the number of respite nights offered
- Distress or upset could be caused if Orchard Close closes
- Worried about change and value familiarity. There is the fear of the unknown
- Change could be difficult when some service users have been going to Orchard Close for many years
- Ensuring continuity is essential
- The quality of care and support that might be offered
- The proposals seem like change for the sake of change
- The increased distance to travel to other services
- It was recognised that respite should be stimulating and caring
- Orchard Close is not always easy to get to
- The importance of relationships and social interaction at Orchard Close
- Having a peer group, which Orchard Close provides
- Relationships with other people

- Having the chance to socialise and make new friendships, and meet new people
- Being able to attend at the same time as friends and siblings
- They like the social element
- The potential loss of friendship groups was a concern

#### **Positives about Orchard Close**

- There were good levels of activity at Orchard Close
- Providing activities for service users is important
- Having trips out from Orchard Close was valuable
- There are good, helpful and well-trained staff at Orchard Close
- The consistency of care and carers at Orchard Close
- Orchard Close is not a clinical setting and is a good venue in an ideal location by the sea
- The quality of care available at Orchard Close
- Orchard Close provides a safe and secure environment
- The location of Orchard Close is local for some
- Orchard Close helps service users transition for the future
- Orchard Close is very flat which is ideal for those with mobility issues
- Orchard Close caters for everything
- Staff plan activities around what the service user likes to do
- Appreciated that there is flexibility around number of nights
- Orchard Close provides a homely environment
- Orchard Close is like a hotel for adults with Learning Difficulties
- Orchard Close is like a holiday, by the seaside

#### **Capacity issues at other building-based respite centres:**

- Service users cannot always get respite when needed as there may not be enough capacity
- Service users and carers need to book well in advance
- It is important to have enough respite to accommodate everyone
- It is currently difficult to find respite
- It is important to be able to plan for the year ahead
- Questions were raised regarding whether Orchard Close has a low capacity. It is perceived as always being full

#### **Alternative budgetary savings:**

- A contribution to care at Orchard Close should be reintroduced. Some parents and carers expressed a willingness to pay
- Orchard Close could be used as a day centre during the winter
- There should be a way parents and carers can pay for and book additional weeks

- Orchard Close should be invested in and developed to make it modern
- Orchard Close should be used more efficiently
- For those that are more able and require less support, less staffing should be used to save money
- The cost of alternatives should be explored in more detail
- Suggested that there should be better use of volunteers to help run the service
- Increase Council Tax
- Orchard Close could open just for the summer or part of the year only
- Some costs could be shared with other organisations
- Other recreational facilities across Hampshire could be reduced in order to plug the gap



## **Response from the Health and Adult Social Care Select (Overview and Scrutiny) Committee**

A workshop session was attended by members of the Health and Social Care Committee (HASC) to consider the proposals relating to the consultation. The session had 12 attendees. A summary of the views expressed at the workshop are as follows:

### **Concerns regarding alternative provision**

- Have service users indicated if they would be happy with the alternative provision available?
- Would there be sufficient capacity within the alternative locations to absorb the level of need currently being met at Orchard Close?
- Change for service users could be distressing which could lead to them having additional care needs.
- The offer for service users may be improved in the long run, if the alternative locations were more suitable buildings.
- Families have expressed to Councillors that nowhere other than Orchard Close could meet their needs.
- The seaside location was important to families.
- There is a need to maintain and create friendships, as well as ensure the geographical spread of alternatives as service users come to Orchard Close from variety of Hampshire locations.
- How could people attend day opportunities and current local employment if alternatives were further away and unfamiliar?
- Would the cost of alternative holidays negate any savings that the potential closure of Orchard Close might produce?
- Provision over August and Christmas break may be less well catered for without Orchard Close and there may be difficulty at peak times, although centres at Locks Heath (M27), Jacobs Lodge (Totton) and Hindson House (Basingstoke) will still be there.
- Concern was raised about service users that need to have overnight respite and if there will be an impact on capacity and demand.

- Some Councillors felt that Orchard Close is compliant with accessibility legislation, but the facility is 80 years old and perhaps not ideal even though it is loved by service users and their families.
- Could Shared Lives be commission more creatively or is there scope to use neighbouring County facilities?

### **Supporting the staff at Orchard Close**

- Councillors iterated how important it would be to retain staff in order to maintain a level of continuity for service users, should Orchard Close close. Staff should be, as much as possible, re-deployed to alternative units that Orchard Close service users might be moved to.
- Reassurance should be given to current staff members that the service may not close.
- There would be a social cost to losing the good quality staff at Orchard Close due to their close relationships with service users and their families.
- Councillors were concerned that during this time of uncertainty, staff could be lost.
- Would there be scope for staff to be a part of the alternative provision, should the proposal go forward?

### **General concerns**

- What are the current limitations of the building? There was some concern that the absence of a lift at Orchard Close and the layout could have limitation on appropriate supervision and use.
- Orchard close is situated on the coast which has proven an attractive option for service users, especially in the summer months as it was like a holiday. This particular aspect will be hard to replicate with the alternative options.
- The potential impact of the proposal on people with learning disabilities may not have been properly appreciated and families are already struggling or in crisis.
- More information should be given regarding Shared Lives.