

Report of the Director of Adult Social Services

Report to Executive Board

Date: 4 September 2013

Subject: Better Lives for People of Leeds: the future of Day Services for Older People

Are specific electoral Wards affected?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, name(s) of Ward(s): Hyde Park & Woodhouse; Burmantofts & Richmond Hill; Crossgates & Whinmoor; Kirkstall		
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, Access to Information Procedure Rule number: Appendix number		

Summary of main issues

- 1 The vision for social care at a national and local level is that care and support should be more personalised. As older people aspire to be independent for longer there is an emphasis on choice and control and services that are more responsive to individual need. Older people want to live for longer in their own home and to achieve this, the Council must ensure that they are supported by services built around their individual needs which are modern, sustainable and of good quality.
- 2 The number of older people as a proportion of the population is increasing and demographic changes will place additional demands for services at a time of diminishing financial resources. There is an on-going reallocation of resources and a cultural and organisational shift towards community based support. Leeds is already making significant progress towards this with an increasing number of older people taking up personal budgets and self-directed support.
- 3 The Better Lives for Older People programme is responding to the changing expectations of current and future generations of older people by investing in assistive technology, reablement, integrated community based services including intermediate care beds and enabling neighbourhood networks, all of which are designed to maintain independence for longer.
- 4 Adult Social Care is changing the way that services are provided so that the needs and demands of future generations of older people can be best provided, particularly in the context of significant financial constraints and reductions in public expenditure.

- 5 Neighbourhood Network schemes are community based, locally led organisations that enable older people to live independently and pro-actively participate within their own communities by providing services that reduce social isolation; provide opportunities for volunteering; act as a gateway to advice, information, and services; and promote health and wellbeing to improve the quality of life for the individual.
- 6 Holt Park Active is a new wellbeing centre currently under construction. It is a joint venture between Sport and Active Lifestyles and Adult Social Care and will provide fully integrated services combining accessible social care, fitness and leisure services. The plan for Holt Park Active is fundamental to the Council's objectives for the integration of social care, health, learning, sport and active recreation in modern, accessible and flexible buildings.
- 7 The review of Council owned and operated day centres matched current provision against an agreed set of criteria to test the sustainability of all 18 facilities. The review concluded that a position of 'no change' in the provision of Council-run day services for older people was not an option both in terms of changing future demand and expectations and unaffordable in terms of the level of investment needed to make them viable for the future.
- 8 Phase 1 of the review began in 2010 and recommended the decommissioning of four centres, the retention of eight centres as specialist day centres and further review of options in relation to six centres.
- 9 Phase 2 has now been completed and proposals for the decommissioning of four of the six day centres (two of the six centres have now been retained as specialist centres) have undergone detailed consultation with those directly affected. The Council has listened to the responses received and balanced the views of stakeholders with the very encouraging knowledge that there are good quality locally based alternative day care services available within the areas where service users live. Interest has been shown in maintaining three centres for alternative community use.
- 10 This report confirms the recommendations on the future of the four day centres under review.

Recommendations

Executive Board is asked to

- 1 Note the very extensive and wide ranging consultation undertaken and thank all contributors for their thoughtful and helpful comments which have informed the recommended outcomes.
- 2 Approve recommendations to close Doreen Hamilton, Naburn Court and Queenswood Drive day centres, and to actively pursue alternative uses for the buildings by community groups, in particular
 - developing the role of the Doreen Hamilton building in the wider community or as a day care satellite to Osmondthorpe Children's Centre
 - it is proposed to develop the role of Naburn Court day centre so that it can play a wider role in the life of the local community
 - working with community groups formerly based at the West Park Centre and a local Neighbourhood Network who have shown an interest in the Queenswood Drive building
- 3 Approve the recommendation to close Burley Willows day centre and declare the site surplus, with the stipulation that the site be marketed for the construction of extra care housing.

Purpose of this report

- 1.1 On 15 February 2013 Executive Board approved the commencement of formal statutory consultation on the proposed options relating to four Council-owned day centres for older people: Burley Willows (Hyde Park & Woodhouse), Doreen Hamilton (Burmantofts & Richmond Hill), Naburn Court (Crossgates & Whinmoor) and Queenswood Drive (Kirkstall).
- 1.2 This report informs members of the outcome of the consultation, the current recommendations and the justification for the proposals.

2 Background information

Context

- 2.1 The Better Lives for Older People programme involves making changes to the way Leeds City Council provides services to older people. It is driven by a number of factors relating to
 - o national policy/legislation
 - o demography
 - o trends
 - o financial pressures

National Policy / Legislation

- 2.2 In recent years promoting independence and providing people with more choice and control over their care and support have been features of health and social care legislation. One of the Department of Health's adult social care outcomes for 2013/14 is delaying and reducing the need for care and support. Improving the quality of care is at the heart of the Health and Social Care Act 2012 and the Act identifies a key means of achieving this is to ensure care is integrated around the needs of individuals. The recently published Care Bill brings together and updates previous social care legislation. Key features of the Care Bill include the general duty of a local authority to promote individual well-being, the prevention of the need for care and support and the promotion of integrated care and support and health services.

National and Local Demographic Changes

- 2.3 The country is faced with an increase in the proportion of older people in its population. There are currently 10.3 million people aged 65 or over in the UK and this figure is expected to rise by 65% in the next 25 years to over 16.4 million in 2033 (Office of National Statistics (ONS), 2009/11). This represents 21% of the total population.
- 2.4 The increase is reflected in Leeds, where there are currently 116,600 people over the age of 65, representing 14.6% of the overall population of the city. This figure will increase to 129,800 by 2020 (15.3% of population) and by 2030 the figure will reach 153,800 (16.9% of population) (ONS subnational population projections, March 2012).
- 2.5 Many citizens in the over 65 age group continue to contribute to the economic prosperity of Leeds and the social fabric of its diverse communities. This is reflected in the number of people who continue to work beyond 65 either in paid employment or as volunteers. The over 65 year-olds who act as informal or family carers also play an important part in our society. However it is estimated that almost all people currently aged 65 will need healthcare, and 66% of men and 84% of women will need some social care before they die (Personal Social Services Research Unit, 2011).

Trends

- 2.6 Although there are an increasing number of older people in Leeds, the demand for non-specialist day care has fallen as people have chosen to have their wellbeing and care needs met by alternative means available within their own communities.
- 2.7 Helping older people to remain independent and become involved in social activities in their own communities are key factors in improving a person's well-being and avoiding social isolation. In Leeds this has led to the development and continued investment in Neighbourhood Networks that now provide a comprehensive range of activities and services for older people across the City.
- 2.8 Direct payments / personal budgets apply to those people who are eligible to receive care and support but choose to have the funding rather than a directly provided service. This gives individuals choice and control over the support they get, which can range from having a personal assistant to take them out, to paying for membership of a group activity. Leeds has made significant progress in extending the use of personal budgets. Currently around 61% of Leeds citizens receiving a community care service or carer-specific service receive their support in the form of personal budgets.
- 2.9 The policy to support people to live independently and have choice and control over their care and support services is evidenced in Leeds by the introduction of a range of community based services. In addition to personal budgets and the Neighbourhood Networks, Leeds has invested into a range of services provided to older people in their own homes. These include reablement, intermediate care, assistive technology, daily living equipment and home adaptations. The development of these services represents a change in emphasis away from building-based services, where the person is required to fit in with the service, towards a personalised service that responds to individual needs. In 2013/14 £9.6 million of revenue expenditure and £2.4 million of capital expenditure will be invested in these services.
- 2.10 It is recognised that people's health, wellbeing and care needs cannot be separated and that efficiencies can be achieved by jointly commissioning and providing services. This has led to a number of initiatives that have been developed by Leeds City Council and in partnership with other statutory and third sector organisations such as the NHS and Neighbourhood Networks and include Holt Park Active Wellbeing Centre and integrated health and social care assessment and care management teams.

Financial Pressures

- 2.11 As a result of the 2010 Spending Review, funding for local government is already planned to fall by 33% in real terms over the four years from 2011.12 to 2014/15. The June 2013 Spending Round announced further cuts of £2.1 billion for local government for 2015/16 (10% in real terms), with clear warnings that the downward trend is likely to continue into 2016/16 and 2017/18.
- 2.12 According to the Local Government Association the financial future of the local government sector is driven by care spending, it will pass 45 per cent of council spending in 2019-20, eating up other budgets as it does so. (Funding Outlook for Councils from 2010/11 to 2019/20: Preliminary Modelling, Local Government Association).
- 2.13 Over a number of years Leeds City Council has invested in services for older people that enhance their well-being, promote their independence and offer them choice and control in any support that they may need. The demand for these services reflects the growing number of older people in our community, the trend for older people to remain independent

for as long as possible, government legislation and the changing expectations of an ageing society.

- 2.14 Faced with reducing government funding and increasing demand, Leeds City Council has the challenge of how to facilitate choice for older people, improve standards, achieve better outcomes and meet the increasing aspirations of the citizens of Leeds.
- 2.15 To maintain investment into the new models of service in an adverse economic climate requires a disinvestment in services that do not represent value for money and are not likely to meet the needs of future generations of older people. The low level of attendance at the four day centres under review (average 37%) and the resulting high unit cost (average £56 per place, per day) indicate that they no longer represent good value for money.

3 Meeting the current and Future Care Needs of Older People in Leeds

- 3.1 The Better Lives for Older People Programme addresses these issues over the short, medium and long term, taking into account the needs of the people who will be affected by the changes.
- 3.2 Leeds City Council fully accepts that it has a duty of care to current service users and it will continue to fulfil this duty during the change programme. This will entail keeping service users, their families and staff fully aware of what is happening and supporting them to consider their options.
- 3.3 In Phase 1 of the Better Lives Programme an Assessment and Closure Protocol and a specialist team to assess / re-assess service users' needs were introduced. The successful transfer of service users to alternative services was conducted in accordance with this protocol, which has now been updated to take into account the experience gained in phase one of the programme.
- 3.4 Should the proposals be agreed by the Executive Board, the transfer of services users to alternative provision would be carried out in accordance with the service users' needs and they and their families would have a named key worker who would help them throughout the process. In Phase 1 of the programme a Care Guarantee was produced which clearly stated the principles and standards that the service users could expect. An Assurance Group was established (comprising health and social care professionals) to oversee the process and ensure that the Care Guarantee was adhered to. In Phase 2 these safeguards will be re-introduced to ensure that the transfer to an alternative provision is done sensitively and safely.
- 3.5 In the short to medium term Leeds City Council will continue to provide specialist day services in addition to its on-going commitment to support the Neighbourhood Networks.
- 3.6 Neighbourhood Network schemes are community based, locally led organisations that enable older people to live more independently and pro-actively participate in activities within their own communities. Neighbourhood Networks provide activities and services that reduce social isolation and promote opportunities for local volunteering. They provide a gateway to advice, information and services for older people and their carers and promote health and wellbeing aimed at improving quality of life. Neighbourhood Networks are now working to develop new preventive services aimed at reducing the number of older people going into hospital unnecessarily and extending the range of activities they provide using new funding available through direct payments.

- 3.7 Adult Social Care is providing additional recurrent funding of £0.3 million from 2013/14 to support Neighbourhood Networks in the development of new models of service provision, in order to meet the changing needs of older people. The vision for future services for older people is to move away from traditional building based services towards preventive community based outreach services. The aim is to improve health and well-being and provide older people with more choice in accessing support that enables them to prolong their independence. The funding is intended to specifically support the following services:
- A brokerage support service for older people that will signpost to other health and social care services and commission personal assistance and support
 - Expansion of locally reactive day activities services for older people
 - Expansion of current services targeted to address age specific issues associated with loneliness, low income, falls and hospital admission.
- 3.8 This additional funding brings the total available for the 37 Neighbourhood Network services in 2013/14 to £2.3 million.

Specialist services

- 3.9 Specialist services will in future focus on older people and their carers with high level care needs and for older people with dementia. Targeting services in this way not only makes best use of day care resources but also supports family carers and prevents premature admissions into hospital and long term care.
- 3.10 The specialist day services are proposed to be building based but it is intended for these to be developed as hubs whereby services extend into the wider community in which they are located. This model of community based day support is enhanced by the recent introduction of integrated health and social care teams and the increased uptake of individual support budgets. Integrated teams will ensure that an individual's assessment of need takes into account both health and social care needs and those of the carer. Individual support budgets offer the route to ensuring a flexible response to meeting individual need.
- 3.11 Dementia is one of the main causes of disability in later life, with over 820,000 people estimated to be suffering from late onset dementia in the UK in 2010 and by 2025 the number is expected to rise to one million (ONS 2009/11). In Leeds there are an estimated 8,500 people with dementia and this figure is estimated to increase to 12,000 by 2028 – a 35-40% increase in 15 years (Leeds Dementia Strategy 2013).
- 3.12 The Leeds Dementia Strategy has been developed with an overarching plan to make Leeds a dementia friendly city. This will support people with dementia to live their lives to the full as part of the community.
- 3.13 Leeds was one of the early implementers of 'dementia cafes' that have proved successful in providing support in a non-stigmatising way. The implementation of the Leeds Dementia Strategy, along with the Better Lives for Older People Programme, will provide the opportunity to develop further ground-breaking initiatives for people with dementia that support them and their carers.
- 3.14 The longer term day support needs of older people will be increasingly focused on an early intervention approach that maintains people's health and wellbeing by enabling them to remain active and engaged within their communities. This will mean older people being

able to access the same sort of day activities that any other age group enjoys. Leeds City Council's development of Holt Park Active is evidence of this more inclusive approach. The adoption of a socially inclusive approach and the investment into the neighbourhood networks, which now provide city-wide coverage, will ensure that the future day support needs of an ageing population are met.

- 3.15 Holt Park Active is a joint project between Sport and Active Lifestyles and Adult Social Care and is the result of a successful bid made by Leeds City Council for £27.2 million of Government Private Finance Initiative credits (PFI) from the Department of Health. The Centre will open to the public in October 2013 and provide inclusive sporting and leisure facilities for all, with an emphasis on encouraging participation at all levels of ability. It is recognised that keeping active helps to prevent ill health and promotes social interaction throughout life. Holt Park Active will provide fully accessible mainstream sports and leisure activities plus an integrated activity centre and hydrotherapy pool for joint use by Adult Social Care day service users including older people, adults with learning disabilities and adults with a physical / sensory impairment. There will be a diverse activity programme including more traditional day service-type activities plus access to activities within the main leisure centre. Partner organisations including Neighbourhood Networks will be encouraged to provide locally reactive services from the centre.

Better Lives for Older People: Future Options for long term Residential and Day Care Services Phase 1

- 3.16 The December 2010 meeting of the Council's Executive Board considered a review of the Council's 18 day centres for older people in the light of:
- the changing demographic profile of older people in the city
 - people's wish to remain at home for as long as possible
 - new services that are being developed as alternatives to traditional day care
 - new services being developed in the independent sector
 - the 'Putting People First' and personalisation agenda
 - the increasing number of surplus places in the Council's day centres
 - the current and future economic climate and the capital investment required to maintain a high quality service
- 3.17 The Executive Board at its meeting in December 2010 approved the options for consultation and the consultation process relating to each of the Council-owned day care facilities for older people.
- 3.18 Following a period of extensive consultation leading to a set of recommended options, the Executive Board at their meeting in September 2011, agreed the implementation of proposals for the eighteen day centres that included the decommissioning of four centres, to bring forward further options in relation to six centres and to maintain eight centres as specialist resource units providing day care and support for people needing higher levels of intermediate and dementia care.
- 3.19 In the February 2013 report to Executive Board it was reiterated that the eight centres would be 'maintained at this time' and further developed as specialist resource centres to cater for people with high level care needs and /or dementia and to provide support to their carers during daytime hours. Eight day centres were re-commissioned as specialist resource centres (Apna, Frederick Hurdle, Middlecross, The Green, Laurel Bank, Calverlands, Wykebeck, Springfield).
- 3.20 Four day centres Spring Gardens (Otley), Firthfields (Garforth), Rose Farm (Rothwell) and Lincolnfields (Burmantofts and Richmond Hill) were decommissioned in line with the

recommendations of the Executive Board in September 2011. Individuals from each of the decommissioned day centres were transferred sensitively and safely in Phase 1 of the Better Lives for Older People Programme. This involved the development and introduction of a detailed Assessment and Closure Protocol that was implemented by a dedicated social work team and use of a Care Guarantee outlining the Council's Adult Social Care commitment to provide support and help to service users and their families during the closure process.

Phase 1: Consultation

- 3.21 An extensive and inclusive consultation process undertaken as part of the Future Options for Long Term Residential and Day Care for Older People review in 2011 was informed and endorsed by a Scrutiny Inquiry and aimed to seek the views of all key stakeholders and specifically of those people currently living in residential care homes, day service users, their carers and the staff who provide care and support.
- 3.22 The wider consultation involved discussions and engagement at a more general level with stakeholder and interest groups and the wider general public who may have expectations about the future of older people's care services. The outcomes of this consultation, and the detailed consultation with those directly affected, provided Executive Board in September 2011 with a mandate to approve and proceed with the Better Lives Programme aimed at reshaping Council owned and operated day centre provision for older people in Leeds.
- 3.23 A number of significant findings arose from the consultation process in 2011 and Adult Social Care has worked to address the issues raised in preparation for the second phase of the Better Lives Programme.
- 3.24 It was generally agreed by stakeholders that maintaining older people's independence is a priority but that this can only be achieved by the provision of preventive services. The implementation of the Council's on-going social care agenda in accordance with the transition to personalised services focuses on helping people to live at home and maintaining independence. In this respect Leeds is already amongst the highest investors in preventive, direct access social care services in the country. Its Neighbourhood Networks have received national attention for their innovative support for older people. Neighbourhood Networks are working to develop new services that will help to prevent older people going into hospital unnecessarily and Leeds City Council continues to support this approach by providing new funding and encouraging the use of direct payments.
- 3.25 Stakeholders also agreed that there should be a strategic approach to change and priority setting both within the Council and by cross sector partnerships. Integrated services with health partners are growing in Leeds with integrated community health and social care assessment teams and the first integrated community intermediate care bed (recovery and rehabilitation) unit in south Leeds: The South Leeds Independence Centre. Other examples of partnership working include Holt park Active Wellbeing centre, a joint project by Sports and Active Lifestyles and Adult Social Care) which offers inclusive active lifestyle facilities for all age groups with an emphasis on staying fitter for longer.
- 3.26 A number of issues arose relating to the management of change for the people affected by the proposed changes, with particular emphasis on the logistics of transferring people to new facilities and the effect on carers and relatives. It was acknowledged that change is difficult and support mechanisms for service users and carers were put in place. A team was recruited from existing resources, to work with service users and the families of those affected by the decommissioning of day centres. This work involved re-assessing the needs of day centre users and ensuring that their transfer to alternative day time activity safely and in accordance with their choice. A Leeds-specific Care Guarantee and an

Assessment and Transfer protocol were developed and the transfer process was quality assured to minimise risk and address any issues of concern. Service user transport continued to be provided as required to minimise disruption for those attending a new facility.

Phase 1: Outcomes for service users

- 3.27 Following the Executive Board decision in September 2011, an extensive programme was undertaken to implement the agreed proposals. In all, 117 people were involved at Phase 1 of the Better Lives Programme. Of those, 63 people (54%) moved to an alternative Adult Social Care day service; 11 people (9%) were assessed as needing residential care and subsequently moved into a residential home; 23 people (19%) moved to a Neighbourhood Network or another voluntary sector day service; 7 people (6%) already had an adequate support network in place and did not want a service; 1 person (1%) decided to use the Adult Social Care Shared Lives scheme to provide their day support; 3 people (3%) had an enhanced package of home support provided and 9 (8%) people died before the assessment process.
- 3.28 In summary, respondents were particularly concerned about transport services to alternative locations for service users and about the loss of friendship groups. Consultation revealed a view that service users could not manage to take part in mainstream activities and that day care was the only option. There was also concern about the impact of change on family and carers. The comments were considered and every care taken to address the concerns raised by both service users and carers. Follow up reviews were carried out for all the people who moved three months and one year following the move to ensure that they were adequately supported and happy with their new arrangements. The following paragraphs capture the circumstances of the day care service users at 3 month and 12 month intervals following transfer.
- 3.29 *Outcomes at 3 month review (103 people):*
- 87 people (84%) reported being happy and settled in their new placement (including 9 people who had moved into residential care)
 - 2 people (2%) had died
 - 8 people (8%) did not want an alternative service but were given information and followed up to ensure they were being adequately supported
 - 3 (3%) people were receiving an enhanced package of community support.
 - 1 (1%) person was too unwell to attend their review
 - 1 (1%) person was in hospital
 - 1 (2% were having their needs reassessed
 - 1 (1%) person was being supported by his family
- 3.30 *Outcomes at 12 month review (101 people):*
- 70 people (69%) reported being happy and settled in their placement (including 18 people who had moved into residential care)
 - 9 people (9%) had died
 - 7 people (7%) had stopped using the alternative local services; all were followed up to ensure they had adequate support in place.
 - 9 people (9%) were having their needs reassessed and additional community services put in place as their circumstances had changed
 - 2 person (3%) were in hospital
 - 1 person (1%) was in a hospice
 - 1 person (1%) had moved to live with their family
 - 2 people (2%) had changed the service they were using

Phase 1: Outcomes for staff

- 3.31 Twenty staff members were affected by the closure of the four day centres during the Phase 1 review. Each member of staff was offered support and information tailored to their individual circumstances by Adult Social Care HR staff. Ten staff subsequently opted for ELI and ten staff transferred to a new work setting in ASC.

Financial Savings

- 3.32 Following approval at Executive Board on 7th September 2011, four local authority day centres closed with annual revenue savings of £0.4m. This reflects the savings in staffing and running costs, with day centre users being accommodated in other day centres with excess capacity, thereby keeping additional costs to a minimum. The centres remain in Council ownership with three of them being found alternative community use and so the costs of on-going maintenance and any necessary upgrade will not be avoided in the longer term.

4 Main Issues

Phase 2 Review

- 4.1 At its meeting in February 2013 the Executive Board was informed of the progress made in the first phase of the “Better Lives for Older People Programme” and asked to consider options for consultation on the six day centres identified for further review following Phase 1 which were: Burley Willows (Hyde Park & Woodhouse), Doreen Hamilton (Burmantofts & Richmond Hill), Naburn Court (Crossgates & Whinmoor), Radcliffe Lane (Pudsey), Siegen Manor (Morley South), Queenswood Drive (Kirkstall).
- 4.2 An options analysis had been completed on the six remaining day centres using an agreed set of criteria previously agreed by Executive Board as follows:
- the current profile of people using the centre, their needs, levels of dependency and risks associated with their care and those of their carers
 - the current profile of the staff team, skill mix and length of service
 - the wishes of staff in relation to the recent offer of early leaver initiatives
 - the strategic ‘fit’ of the unit in the future vision for adult social care in the city
 - the current profile of use e.g. specialist, generic
 - the current use of the facility under agreement with partners
 - the availability of appropriate alternative facilities nearby
 - the trend in levels of unoccupied places
 - the unit cost of placements in the facility
 - the material condition of the building
 - the capital and revenue requirements over the next five years to maintain the facility to basic standards;
 - the capital and revenue requirements to upgrade the facility to approach compliance with minimum standards
 - the impact on other Council initiatives in the local community
- 4.3 The above options had been considered in relation to each of the remaining six day centres. An option for the future of each day centre has been reached based on the analysis of the unit and its locality.

Table 1
Pre- consultation proposals

Day Centre	Proposal
Burley Willows	Decommission facility and transfer service users to other services of their choice in the locality. The planned development of Holt Park Active (opening October 2013) will offer an enhanced alternative. In addition, it is proposed that consultation to close the adjoining Burley Willows residential home takes place and a decision on one unit will have an impact on the other.
Doreen Hamilton	Decommission the facility and transfer service users to other services of their choice already available in the locality.
Naburn Court	Decommission facility and transfer service users to other services of their choice already available in the locality.
Radcliffe Lane	Retain as a specialist unit for frail older people
Siegen Manor	Retain as a specialist dementia resource hub
Queenswood Drive	Decommission facility and transfer service users to other services of their choice available in the locality. The development of Holt Park Active will offer an enhanced alternative

- 4.4 It should be noted that Radcliffe Lane day centre and Siegen Manor day centre, which were both included in the six earmarked for review following Phase 1, were retained as specialist day centres following the options analysis.

5 Consultation and Engagement

- 5.1 At its meeting on 15 February 2013, the Executive Board approved the commencement of formal statutory consultation on the options outlined in this report for the four day centres recommended for decommissioning. Detailed consultation on the proposals took place between 11 March and 3 June 2013 with the 149 service users and their carers / families, 27 members of staff directly affected plus other key stakeholders.
- 5.2 This consultation has taken into account the benefits from lessons learned and the insights gained from the consultation undertaken in 2011. Subtle improvements were implemented to improve the consultation process and separate questionnaires for care homes and day centres were developed with specific questions designed to help describe what people want from the care services they receive.
- 5.3 The whole consultation and engagement process, endorsed by the Executive Board, was aimed at seeking the views of those day centre users, their carers, relatives and the staff who provide care and support. A consultation plan was developed that was suitable for older people who may be inevitably anxious about the proposals, particularly those with complex needs, such as those with dementia.
- 5.4 Consultation also took place with affected care staff and Trade Unions, with related stakeholders within the locality, including elected members and partner organisations.

- 5.5 A detailed report on the results of the formal consultation and engagement exercise is attached at Appendix 1.

Table 2

Post consultation proposals

<p>Burley Willows (Hyde Park and Woodhouse) A non-specialist 35 place day centre with 43 people on the register</p>
<p>Independent Sector Provision: 18 Neighbourhood Networks in post code areas where current service users live, providing a total of 1,990 opportunities per week. Holt Park Active will provide 150+ opportunities per week</p> <p>Consultation responses: 54 Questionnaires were returned by Service Users with 30 other contacts received. A petition was received for both Burley Willows Day Centre and Care Home with 3,484 signatures.</p> <p>Post Consultation proposal remains unchanged from pre consultation: Decommission facility and transfer to other services available locally. The planned development of Holt Park Active (due to open October 2013) will see the provision of a range of day services and activities in the area which will offer existing day centre users an enhanced alternative to the existing facility.</p> <p>The day centre is adjacent to Burley Willows Residential Care Home which is recommended for decommissioning within the Better Lives for People of Leeds – Residential Care for Older People Report also due for consideration at Executive Board at its meeting on the 4 September 2013.</p> <p>Potential future site use It is recommended that the Burley Willows Residential care home and the adjacent day centre, which is the subject of this report, be demolished to make way for the potential development of extra care housing for older people of which there is a deficit within the Hyde Park and Woodhouse ward.</p>
<p>Doreen Hamilton (Burmantofts & Richmond Hill) A non-specialist 30 place day centre with 26 people on the register</p>
<p>Independent sector Provision: 11 Neighbourhood Networks in post codes areas where current service users live, providing a total of 1,459 opportunities per week.</p> <p>Consultation Responses: 19 Questionnaires were returned by Service Users / carers with 9 other contacts. 2 petitions were received (212 signatures).</p> <p>Post consultation proposal remains unchanged from pre consultation: Decommission the facility and transfer service users to other services of their choice already available in the locality.</p> <p>Potential future site use It is proposed to develop the role of the Doreen Hamilton building so that it can play a wider role in the life of the local community. In order to enhance the service provided to children and families within the Osmondthorpe area, Children’s Services, Early Help Service have proposed using the day centre to meet the increasing demand for 2 year old childcare places in Leeds.</p>

Naburn Court (Crossgates & Whinmoor)

A non-specialist 35 place day centre with 18 people on the register

Independent Sector Provision: 7 Neighbourhood Networks in post codes areas where current service users live, providing a total of 880 opportunities per week.

Consultation responses: 19 questionnaires, 1 petition with 276 signatures and 6 other contacts

Post consultation proposal remains unchanged from pre consultation: Decommission facility and transfer service users to other services of their choice already available in the locality.

Potential future site use

It is proposed to develop the role of Naburn Court day centre (within sheltered housing complex) so that it can play a wider role in the life of the local community.

Queenswood Drive (Kirkstall)

A non-specialist 30 place day centre with 43 people on the register

Independent Sector Provision: 15 Neighbourhood Networks in post codes areas where current service users live, providing a total of 1,423 opportunities per week. Holt Park Active will provide 150+ opportunities per week

Consultation Responses: 44 questionnaires were returned by Service Users with 26 other contacts.

Post consultation proposal remains unchanged from pre consultation: Decommission the facility and transfer service users to other services of their choice already available in the locality. The planned development of Holt Park Active (due to open October 2013) will see provision of a range of day services and activities in the area which will offer existing day centre users an enhanced alternative to the existing facility.

Potential future site use

Providing alternative accommodation for organisations previously based at The West Park Centre– its location and layout would make a very suitable ‘community type venue’.

A local Neighbourhood Network has also expressed an interest in the building.

6 Implementation of Phase 2

- 6.1 Although there is understandable concern regarding the de-commissioning of the four day centres, to fail to do so would be to miss an opportunity for the future development of alternative day care services for older people. Subject to Executive Board approval, commencing in October 2013, the day service users affected by the decommissioning process will be informed, assessed and supported by a dedicated team of Social Workers working in accordance with the ‘Assessment and Closure Protocol’. This process would be overseen by the an ‘Assurance Group’ comprising colleagues in public health, a psycho-geriatrician, nursing, therapy and social work managers.

- 6.2 The implementation of any plan to de-commission a day centre clearly needs to be handled sensitively and with a great deal of planning around the individual needs of the service users concerned. To this end, we have developed a 'Care Guarantee', which outlines the principles and the standards that our service users can expect from us. We have looked at guidance from other areas such as Birmingham City Council who have undertaken similar transition programmes and used their learning to inform our proposals around a process that is mindful of the anxiety and stress that such a move can cause for older people.

Day centre users

- 6.3 The Assurance Group would oversee the process and ensure that the Care Guarantee is adhered to throughout the process. The Assessment and Closure Protocol details the steps to be taken to ensure that any move is sensitive to the needs of service users and their families and carers.
- 6.4 Every service user would be allocated a dedicated Social Worker to work with him or her from assessment to transfer and take into account factors such as the people's friends at the day centre and whether they could transfer with a friend, any medical condition, specialist aids, transport issues and dietary needs. The Social Worker would spend time with the service user and his or her family carer (or advocate) to establish specific needs. This would be especially important for those people who are frail, have dementia or any medical condition.
- 6.5 Each service user with medical needs would have a medical assessment and close liaison with their GP throughout the process. We would ensure that the person was fit to move to any new day service prior to any transition.
- 6.6 Communication and discussion with family or friends is equally important and the named Social Worker would ensure that they are kept up to date and involved in any proposals throughout the process. A carer's assessment would be offered, where appropriate.
- 6.7 When an alternative day time activity is being considered, there would be an opportunity for visits (including family and carers) and discussion with the service manager and staff at the selected centre. Service users would be encouraged to meet with other users at the centre and have a trial day to ensure they feel comfortable with the proposal.
- 6.8 The staff previously involved in service users' previous day care centres would accompany service users at the beginning of their new placement to ensure that care plans and individual needs are in place and that service users are familiar and comfortable with the facilities. Clearly the new staff team would need to be well briefed on any special likes and dislikes and this would be essential in ensuring that the transition goes as smoothly as possible. A key worker from the new unit would be nominated prior to the move to enable the individual to have a named person with whom they were familiar and who would have contact with them prior to the move to ensure continuity of care.
- 6.9 Special equipment would be in place prior to the move; other agencies providing care and support to the individual would be made aware of the new day support arrangements and transport organised as required. As service users start to move, we would aim to move people in small friendship groups to minimise disruption. Moves will only take place during the working week when there is access to all professionals involved in an individual's care and will be postponed should a service user be unwell.
- 6.10 A comprehensive list of alternative community provision is available on-line at www.leeds.gov.uk

7 Corporate Considerations

- 7.1 Under the Phase 1 review of local authority day centres, the buildings where services were decommissioned were all successfully brought back into use as community facilities or bases for local service delivery.
- 7.2 Interest has already been shown in reusing three of the day centres in Phase 2 by a number of local organisations or service providers. Enquiries have been made relating to the use of the Doreen Hamilton building as a day care satellite to Osmondthorpe Children's Centre and ward members have confirmed that they would like to see the building developed so that it can play a wider role in the life of the local community. Naburn Court is situated within an older person's sheltered housing complex managed by Aire Valley Homes. The ALMO has confirmed that there is no requirement for tenant related activities at the day centre and interest has been shown in use of the centre by a local Neighbourhood Network. Two potential alternative uses have been identified for Queenswood Drive including as a base for a local Neighbourhood Network and / or for community groups previously based at the West Park Centre. Executive Board is asked to support the immediate commencement of dialogue with interested community groups and stakeholders with regard to future use of the day centres earmarked for decommissioning.
- 7.3 Burley Willows day centre would be declared surplus with the stipulation that the site be marketed and used for the construction of extra care housing units. The existing care home and day centre would be demolished prior to disposal.

8 Equality and Diversity / Cohesion and Integration

- 8.1 The proposals are the subject of Equality Impact Assessments (EIA) which have been completed as a parallel process to the consultation. The EIA is submitted with this report (Appendix 2) to be considered through the Council's decision making process. It is proposed that should agreement be given to progress with the proposed options, that an implementation plan is developed in line with the Assessment and Closure Protocol which is appended to the Executive Board report. This would show how any closures would be managed over the agreed timescales and how day centre users, relatives, carers and staff are to be supported to safeguard human rights and equal rights, minimise distress and maximise benefits to individuals.
- 8.2 The Council has a duty as defined in the Equality Act 2010. The main requirements under the Act are as follows:
- A public authority must, in the exercise of its functions, have due regard to the need to:
- (a) Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act
 - (b) Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it
 - (c) Foster good relations between persons who share a relevant protected characteristic and people who do not share it.
- 8.3 Giving due regard to equality, the proposed options were subject to an Equality Screening and this concluded that they will potentially give rise to equality impacts particularly on those older and disabled people, their families and carers, whose day centre is currently provided by the in-house day care service. Staff will also be affected, particularly women, who make up 90% of the workforce. If the proposals are agreed, a full EIA on organisational change will consider impacts on staff and therefore staff are not included in the scope of the EIA.

- 8.4 The interests of current service users must be weighed in the balance with the interests of potential future users intended to benefit from improved provision.
- 8.5 The differences identified in relation to the various equalities strands can be mitigated and the general adverse impacts of the change lessened and potentially removed through putting into place a range of mitigating actions.
- 8.6 Detailed actions to ensure mitigation is in place are outlined in the Equality Diversity and Integration Action Plan.
- 8.7 An Equality Impact Assessment has been completed to ensure that equality considerations are fully considered in the management of change and the commissioning of alternative services through Phase 2 of this review.
- 8.8 Adult Social Care will ensure that communications with service users are clear and understandable to all communities in a range of accessible formats and main community languages. Social workers allocated to a service user will involve them and their relatives and carers in managing the proposed changes sensitively following the individual assessment of existing residents by identifying and supporting people's access to alternative provision available locally. Independent advocacy will be provided for those people with dementia who may lack the mental capacity to make decisions for themselves. Continued contact between people and friendship groups will be supported in line with the Assessment and Closure Protocol.
- 8.9 People should not be found to be financially worse off as a result of any proposed changes to their day care. Awareness and increased take-up of preventative services such as reablement and assistive technology and activities that maintain older people's health and wellbeing will be promoted.

9 Council Policies and City Priorities

- 9.1 Over the last decade the Council has invested heavily in a range of services for older people that offer them choice in the support they need to remain in their own homes and communities. These services include personal budgets, assistive technology, reablement / intermediate care, Neighbourhood Networks, home care, sheltered and extra-care housing and accessible community facilities.
- 9.2 The changes in the demographic make-up, needs and expectations of older people in Leeds demand that new models of service continue to be developed within the resources available. It is therefore proposed that day and residential services directly provided by Adult Social Care would be realigned to focus on specialist areas of care, representing best use of the Council's resources and its partnerships with the NHS and independent sector.
- 9.3 The Council also has a duty of care to the existing service users of its day care units. This will be maintained throughout the change programme by ensuring that service users are kept fully informed of the planned changes and timescales, their needs are fully assessed, they are offered a choice in alternative provision, their quality of care is maintained and they have no additional costs to pay.

10 Resources and Value for Money

Financial Resources

- 10.1 The Council-owned day care units have significant running, maintenance and upgrade costs. There is a strong third and independent sector in Leeds that provides day care in an

appropriate manner and at a competitive cost. Re-aligning Council services to meet specialist needs with an integrated community focus will offer value for money by providing better outcomes to more people.

- 10.2 The February 2013 Executive Board report in paragraph 10.8 identified potential net savings on direct costs of £0.4 million across all the identified day centres, if the recommended options for each centre were to be confirmed.
- 10.3 Since the February report was presented the specific services that will be available at the Holt Park Active centre and the associated costs have been determined and the initial savings have been updated to a 2013/14 price base. Taking these updates into account, the full-year net direct cost savings from the four proposed day centre closures are £0.3 million.
- 10.4 The condition of the four day centres earmarked for decommissioning has been surveyed and the cost to Adult Social Care of longer term renovation has been estimated at £0.3m. The total saving would therefore accrue to a figure of £0.6m taking into account the direct savings outlined in 10.3 above. However, should the day centre buildings remain in Council ownership for the purposes of community use or the delivery of alternative Council services, the costs of on-going maintenance and any necessary upgrade of facilities will not be avoided in the longer term.
- 10.5 As part of the Phase 2 review, the site upon which Burley Willows day centre and Burley Willows residential care home is located is being considered for redevelopment as specialist extra care housing. To avoid nuisance created by empty property and to enable a cleared brownfield site to be offered to the market, it is recommended that Executive Board approve the demolition of both buildings once decommissioned. It is estimated that the cost of demolition will be in the region of £170k.

11 Human Resources

- 11.1 The Council has developed and will maintain workforce planning and development plans to inform the future resource requirements for the organisation. The workforce plans will outline what anticipated changes are likely to, or have a potential to happen as a result of internal and external influences, for example legislative changes, national and local policy, together with responding to the financial challenges.
- 11.2 Due to the uncertain future and in preparation for key decisions, the Directorate has taken a cautious approach to managing vacancies in all provider services and is constantly reviewing the individual requests to leave under the Council's Early Leavers Initiative (ELI). Continual monitoring of the staffing complement, including use of agency and overtime, is undertaken.
- 11.3 A key element to protecting jobs will be to create a flexible and agile workforce that can be deployed to areas of service priority for the Council. Opportunities to develop the Talent Pool as a vehicle for resourcing the organisation are continually being explored including accessing re-training into unrelated job roles where appropriate. The Council has also improved the formal redeployment policy and process in partnership with the Trade Unions and has a successful track record in delivering mutually acceptable resolutions including redeployment via the Talent Pool and enabling staff to leave voluntarily.
- 11.4 Any decision to close an establishment will initiate referral(s) to Managing Workforce Change to search for suitable alternative work in the Council or an offer to leave voluntarily under the ELI scheme. The Directorate is confident that the level of interest in the ELI offer, the alternative service offer, the careful management of vacancies in ASC provider services

and the number of jobs advertised over the last 12 months will provide sufficient opportunities for staff should they be required.

12 Legal Implications, Access to Information and Call In

- 12.1 Legal services have been involved in the programme to provide advice on legal requirements, contracts and challenges. Any decision regarding the proposed re-commissioning and de-commissioning of residential and day service units would be subject to Call In.

13 Risk Management

- 13.1 The programme has been subject to a full risk assessment. Identified risks will have comprehensive mitigation measures in place. These will include continuing use by the assessment team of the 'Assessment and Closure Protocol' developed for Phase 1, which has been reviewed and revised to take into account the needs of service users with dementia. Each person using a day centre will be offered a comprehensive assessment of their needs which will include identified risk issues.
- 13.2 All service users will have the opportunity to move to the new service with their friends, with day centre staff supporting the transition process. The people who use the day centre and their carers (where applicable) will also be followed up by the social work assessment team within three months of the move to ensure that the move is going smoothly and to address any concerns.

14 Conclusions

- 14.1 The Phase 2 review of Council owned and operated day care centres has concluded that to maintain the Council's facilities as they are now is unrealistic in terms of changing future demand and expectations and unaffordable in terms of the cost of making them viable for the future.
- 14.2 This report describes the findings of that consultation, which has involved those most directly affected by the proposed changes. The Council has listened closely to the opinions of service users, their families and carers, staff, Council members and representatives of local communities.
- 14.3 The outcome of the Phase 2 review and the proposed amendments to the recommendations contained within this report reflect the sensitivity of the Council to the concerns raised throughout the consultation.
- 14.4 The revised recommendations to decommission the Council owned and operated day care centres (if agreed) will contribute to an improvement in the quality of community based care for older people as expectations change. The continued use of Council assets for the benefit of the community will be pursued and increasingly scarce Council resources refocused on services aimed at localisation of community based services and promoting independence for older people.

15 Recommendations

Executive Board is asked to

- 15.1 Note the very extensive and wide ranging consultation undertaken and thank all contributors for their thoughtful and helpful comments which have informed the recommended outcomes.

15.2 Approve recommendations to close Doreen Hamilton, Naburn Court and Queenswood Drive day centres, and to actively pursue alternative uses for the buildings by community groups, in particular

- Developing the role of the Doreen Hamilton building in the wider community or as a day care satellite to Osmondthorpe Children's Centre
- It is proposed to develop the role of Naburn Court day centre so that it can play a wider role in the life of the local community
- Working with community groups formerly based at the West Park Centre and local Neighbourhood Networks who have shown an interest in the Queenswood Drive building

15.3 Approve the recommendation to close Burley Willows day centre and declare the site surplus, with the stipulation that the site be marketed for the construction of extra care housing.

16 Background document¹

1 Alternative services available

¹ The background document listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.