

Report of: Director of Adult Social Services

Report to: Scrutiny Board

Date: 18th December 2013

Subject: Progress Report on Adult Social Care Better Lives Programme

| | | |
|--|---|--|
| Are specific electoral Wards affected? If relevant, name(s) of Ward(s): | <input type="checkbox"/> Yes | <input checked="" type="checkbox"/> No |
| 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 type="checkbox"/> Yes | <input checked="" type="checkbox"/> No |
| Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number: | <input type="checkbox"/> Yes | <input checked="" type="checkbox"/> No |

Summary of main issues

Members will be aware that the Adult Social Care Better Lives programme comprises three key strands – enterprise; housing, care and support, and integration. It is also the case that, alongside improving people’s experience of social care and support, one of the principal aims of the Better Lives programme is to ensure the longer term financial viability of Adult Social Care in a time of significant funding reductions for Local Government.

Targets associated with all three strands are included in the Council City Priority Plan. A range of initiatives varying in size and complexity are making significant progress in transforming services for people with care or support needs in the City, whilst also helping to address our financial challenge. This report provides an update on some of the developments in a number of the initiatives in each of the three strands.

Since the launch of the Better Lives programme, national policy in relation to both health and social care has served to reinforce the direction of travel adopted within Leeds. The national developments in relation to Social Care continue to be fast paced and dynamic, however, with the City’s achievement in obtaining ‘Pioneer’ status, a considerable range of opportunities have opened up to forge new, more integrated relationships with the full range of NHS organisations in the City. In particular, access to a much broader range of financial freedoms and flexibilities and the establishment under statute of a new pooled fund (the Integration Transformation Fund) will stimulate a faster pace of integration.

The Care Act, currently making its passage through Parliament, and due to become enacted from April 2014, will have significant impact on the legal framework within which adult social care currently operates, the new duties that will be placed on Local Authorities by the Act reinforces the Better Lives approach particularly to preventive and housing, care

and support. This report provides some more detail on the likely impact heralded by introduction of the ITF and implementation of the Care Act.

Recommendations

Scrutiny board are asked to note the contents of this report.

1.0 Purpose of this report

- 1.1 This report provides scrutiny board with an update on the progress of Adult Social Care's Better Lives programme and the opportunity to have a dialogue about areas which may be of particular interest and/ or concern.

2.0 Background information

- 2.1 The Adult Social Care Better Lives programme comprises three key strands – enterprise; housing, care and support and integration. Targets associated with all three strands are included in the Council City Priority Plan. A range of initiatives varying in size and complexity are making significant progress in transforming services for people with care or support needs in the City.
- 2.2 Better Lives is a challenging and ambitious programme for transformational change, aiming to deliver local and national priorities in meeting the needs of people in the city, ensuring the availability of the highest quality of service, ensuring the closest involvement of people who use services, their carers and the wider public in the development of such services and doing so in the context of significant and worsening financial constraints on the Council.

3.0 Main issues

The following sections update the Board on the principle activities undertaken within each strand, where possible, all efforts have been made to articulate positive differences in outcomes for Leeds citizens consequent to the implementation of the programme.

3.1 Better Lives through Enterprise

3.1.1 The Better Lives Investment Fund

The Ideas That Change Lives Fund provides seed funding and business support to new social entrepreneurs, as well as existing social enterprise/third sector organisations, to develop new care and support services. To date five new social enterprises have been established and over 20 third sector organisations have been supported to develop new services.

Arrangements to administer the fund have been outsourced via a tendering process to a third sector organisation, Leeds Community Foundation and are now operational, in this context, 35 local organisations directly benefitted from funding provided by the Foundation last winter in their support of older people at risk in cold weather.

3.1.2 Social Enterprises – 'Spinning Out'

In 2012 Leeds Adult Social Care identified two internal services to look at the potential for 'spinning out' into social enterprise organisations. The two services, community services for people with Learning Disabilities and the Shared Lives service, have been engaged in developing business cases supported by resources acquired from the Social Enterprise Investment Fund.

Work in the interim has confirmed that the business case for the Shared Lives scheme was not strong enough to warrant further progress at this stage. The Learning Disability service however, will be taking recommendations to the Executive Board in 2014 seeking authority to proceed with the next stage of the process. Subject to that authorisation, the service, currently worth £19M, will begin to consult on its future form as a potentially independent organisation.

3.1.3 Local Links

'Local Links' is a new approach to planning support and brokering statutory social care services in 2 areas of Leeds. The aim is to make greater use of social capital in communities to support people with statutory social care needs. This will reduce pressure on existing statutory services, enable more support to be provided in the communities where people live and reduce the gross cost of care provided. Three social workers now work with organisations local to Garforth and Armley, and since their recruitment in September, have actively assisted many people to access more local support and care options.

The Local Links initiative is continuing to attract national interest

3.1.4 Corporate Social Responsibility

This strand of activity is about encouraging long-term relationships and partnerships between private sector companies and the third sector. Specifically the types of relationships that we are trying to encourage are based on shared values, and a long-term investment particularly into third sector local organisations. This work is important to adult social care as we recognise that people in future will increasingly need locally available support provided by small, generally third sector organisations, whose sustainability we must make every effort to ensure.

To develop this work a small working group was brought together, consisting of Leeds Community Foundation, Voluntary Action Leeds and cross Directorate representatives from City Development, Citizens and Communities and Adult and Children's Social Care, with the purpose of developing a guide to Corporate Social Responsibility (CSR) for third sector organisations interested in developing long term relationships with businesses in Leeds.

This guide will be launched shortly. This will also be supported by some workshops/training for the sector. A similar guide targeted at businesses will also be developed later in the year.

In addition Adult Social Care are involved in leading a number of cross directorate networks and forums, including:

- The Officer Enterprise Network which is an informal network of officers involved in taking forward enterprise related work with the aim of sharing information and good practice; and

- The external Social Enterprise Group, chaired by the Third Sector, which focuses on how the public and third sector can work together to support an enterprising Third Sector.

3.1.5 Volunteering

Leeds Adult Social Care is committed to promoting volunteering and supporting existing volunteers as well as new recruits. We have this year promoted a range of training and development opportunities including extending opportunities to young people through the icare ambassador programme, providing core training and access to council training courses and extending the Dignity Champion Volunteers programme.

To date, the existing volunteers have completed 51 visits to independent sector homes for residential, nursing and dementia care. They have visited different types and sizes of homes from small family homes to large purpose built establishments. We have a programme of 26 further homes for the volunteers to visit and the new volunteers will be conducting their first visits shortly. We provide the volunteers with the details of the home (address, manager, size, type) and the volunteers arrange between themselves when to visit and then submit a detailed report to Adult Social Care.

All volunteers have a CRB or DBS check, an LCC ID badge, and always visit in pairs. Visits are unannounced and no one has been refused entry by any home to date. In fact, many managers/owners have expressed their thanks and appreciation for the positive visits, and are pleased that we use independent volunteers to conduct dignity visits.

We have also had interest from other LA's about the dignity programme, how it works and its benefits following publicity over the number of years it has been running. The service is highlighted on the SCIE website <http://www.scie.org.uk/goodpractice/practiceexample/background.aspx?id=163> and the council in partnership with the NHS won a national award for its work in this area in 2008.”.

An initiative to support volunteers and organisations that employ them started in 2013. The ‘Volunteering in Your Community’ training programme is provided by adult social care to support local volunteers and encourage more people to get involved. The training equips volunteers with the core skills needed to volunteer in a health or social care setting and in addition provides additional options which can be tailored to the needs of the particular volunteer and their role. Fifty packs have been created to give out to interested organisations and individuals, to date six people have taken up this training programme. Many more have chosen to attend specific courses which complement their existing knowledge and role.

3.2 Better Lives through Housing and Support

3.2.1 Older people’s housing, care and support.

An analysis of older people’s housing and care has highlighted the need to provide more housing for people over 75, as people live longer, stay healthier and want to live independently. The Council is proposing closer partnership working with

developers, housing associations and other house builders to boost the city's stock of housing suited to the needs of older people. In some areas of the city there are gaps in the availability of all types of suitable accommodation which this cross directorate initiative is seeking to address. To date developments have been secured for additional units of affordable extra care housing in Cookridge and Yeadon and additional residential care also in Cookridge, in Seacroft (opened Nov 2014) and in Stanningley. Officers continue to actively pursue additional facility options in other priority areas of the City including Morley, Otley, Wetherby Horsforth and Rothwell.

3.2.2 Older Peoples Internal Residential Provision

Phase one of the Councils review of its directly provided residential and day care facilities was concluded in 2011, approval was given to close six homes and four day care centres and to re-provide the former Harry Booth House in South Leeds as an intermediate care centre. Phase two of the programme concluded in June this year following further extensive consultation. At the September meeting of the Executive Board it was agreed that

Executive board agreed:

- The implementation of proposals for the long term residential care homes, namely: to close Amberton Court, Burley Willows, Fairview and Musgrave Court.
- To agree that Suffolk Court become re-designated over time to offer transitional care, with the objective of eventual conversion as a specialist clinical intermediate care centre
- To agree that Manorfield House and Primrose Hill remain open to provide residential care for existing residents but with no new admissions and will close when
 - no longer required by existing residents;
 - if the health and wellbeing of the remaining residents cannot be maintained;
 - should alternative new residential care provision become available within the ward
 - in response to changes in registration requirements or legislation.

Approve the commencement of dialogue with interested community groups and stakeholders with regard to future use of Home Lea House (alongside the approval provided to do the same with Dolphin Manor in 2011). The programme of closure has commenced with Fairview closing in November 2014 all residents having chosen to move to the nearby newly opened Seacroft Grange.

3.2.3 Assuring Service Quality in Residential and Nursing Care Homes

Following the Executive Board report approved in February this year, the quality framework for independent sector residential and nursing care homes for older people is now being implemented with the 98 care home providers operating in the City. The approach has attracted national interest and acclaim in providing a model which includes a fair pricing structure, as well as recognising and promoting high quality services as reflected in the pricing structure.

Any home applying to be included on the list of homes with which the council contracts must provide a self-assessment which meets a comprehensive set of standards recognised as reflecting high quality care and includes evidence of sustainability for services going forward. These were developed in partnership with

older people, service users, and a range of professionals and independent experts in the area.

The model additionally includes a systematic and regular programme of monitoring visits to homes which will assure quality as well as identify any short comings and put in place plans to address these. An intensive piece of work is underway to visit all homes. This will provide a baseline for the current quality of services as well as providing assurance that they should be included in the framework.

To date, officers have carried out validation visits at over 65 residential and nursing homes, of these 13 homes have received enhanced status and 18 core status. The remainder of the Phase 1 procurement homes (approx. 12) are scheduled to be completed by December. Phase 2 procurement establishments (18 homes) are due to be validated between January and April next year. We have also had two newly opened homes apply to become part of the framework arrangement (Grove Park and Seacroft Grange).

The 5 year contracts associated with the framework offer both the Council, and its provider partners, greater financial certainty over a long period during which both parties efforts can be better directed at improving the quality of care for people.

3.2.4 Older Peoples Day Care

Despite the increase in the proportion of older people in Leeds, a review of Council day services carried out in 2012 showed that average attendance across the 14 day care centres was less than 42%. This downward trend is due to an increase in the range of locally available alternative day services, organised and run by local people, offering a range of support to help older people and their carers.

An extensive consultation was undertaken which ran alongside that for residential care. The results informed proposals which were put to the Executive Board in September 2013.

- Executive Board agreed to approve recommendations to close Doreen Hamilton, Naburn Court Burley Willows and Queenwood Drive day centres, and to actively pursue alternative uses for the buildings by community groups, in particular;
- Developing the role of the Doreen Hamilton as a Children's Centre.
- Naburn Court day centre to be developed to play a wider role in the life of the local community.
- Working with community groups and local Neighbourhood Networks who have shown an interest in their using the former Queenwood Drive day centre building.

Many people who formerly used Queenswood Drive or Burley Willows centres have chosen to commence visiting the newly opened Holt Park Active Centre with others choosing to take advantage of the range of activities offered by local network schemes.

The overall impact of phase two of this programme, once complete, will be to release £4M to be reinvested into other adult social care and support services, eliminate the need to spend additional capital expenditure of more than £1M, and

release land worth in excess of £1M some of which will be used to attract developers in line with the programme set out at paragraph 3.2.1.

3.2.5 Mental Recovery Health Service

The Mental Health Recovery Service has been designed to support people to progress along a path towards achieving recovery as determined by their mental health need. The focus is around positive outcomes, recovery and keeping well. In terms of the rationalisation of the previous model of support;

- The former Lovell Park day centre has become the mental health Hub where the Adult Social Care Mental Health Recovery Service delivers support alongside services provided by other organisations.
- The former Stocks Hill centre will be co-locating with another specialist provider (Touchstone).
- The service delivered from the former Vale day centre has been reprovided in the local community. This service became operational on the 23rd September 2013 and has been named 'Vale Circles' by the people using these services. The former day centre facility is now closed.

3.2.6 Holt Park Active

Holt Park Active is a joint project between Sports and Active Lifestyles and Adult Social Care and is the result of a successful bid made by the council for £28.894m of Government Private Finance initiative (PFI) credits from the Department of Health. The centre opened during October 2013.

The centre provides a base for the learning disability service in the north west of the city. Those attending will live locally and use the activity centre as a safe base whilst fully utilising the full range of facilities within the building. It will also provide an alternative to mainstream day services to those with a physical disability living in this part of the city, 15 places have initially been allocated for this purpose.

Similarly up to 45 older people with social care or support needs will be able to access the specialist and mainstream facilities at the centre.

Opal, the local neighbourhood network, also offer drop in advice services for older people at the centre

3.3 Better Lives through Integration

3.3.1 Gateway

Colleagues from Leeds Community Healthcare responsible for allocating requests from clinicians for urgent referral to community nursing teams have now co-located with Council colleagues at the Westgate call centre (November 2013). This represents a significant stride towards the creation of one 'Gateway' to integrated Health and Social Care services. The transfer to Westgate has seen immediate improvements to the service as the system allows callers to queue (currently 15% of calls are missed) and the ability to record calls will provide valuable information that will help shape Gateway.

3.3.3 Integrated Neighbourhood Teams

A programme for organisational development is being rolled out across the 12 neighbourhood teams starting in October 2013.

The Supporting People at risk of Readmission (SuPR) project went live at the beginning of October. Doctors in Leeds Teaching Hospitals Trust (LTHT) are alerting the SPUR when they are discharging someone that they assess is at high risk of readmission within 30 days but the doctor is unable to identify an intervention to prevent this. Neighbourhood teams will offer a visit to the individual within three days of them arriving home to find out whether they have any additional support needs within the home environment. Preliminary evidence suggests that this initiative has reduced re-admissions to acute care within 91 days of discharge by more than two thirds compared to the same time last year.

3.3.5 South Leeds Independence Centre

The South Leeds Independence Centre (SLIC) has opened. As of the 22nd April, the former Harry Booth House is now operating as the city's first intermediate care unit, with 40 nursing and non-nursing beds jointly commissioned by the Council and NHS South and East CCG and Leeds Community Healthcare Trust. The SLIC has provided a service to 226 people since it opened. The service is being fully utilised in both supporting people to leave hospital and preventing hospital admissions, just over 50% of all admissions have come from the community. 72.4% of those using the service have been able to be discharged to return to the community and just 5.7% to a permanent care placement. Of those who have provided feedback 97.6% said that overall they have been satisfied with the service. This is indicative of a more effective service model.

In November the centre was subject to its first unannounced Care Quality Commission inspection, early indications are that the inspection found many areas of good practice and few areas requiring improvement.

3.3.6 AT Hub

Executive Board have granted approval for the assistive technology project to spend £2,170,963 (excluding VAT) to proceed with phase 1. This amount will be funded through the Community Capacity Grant (Department of Health). Planning permission for the scheme was granted on August 14th. This programme is on track for work to commence early in 2014 with a projected opening of the Hub in October that year.

3.3.7 Pioneer Program

Leeds' bid to become one of the 15 areas to be selected as 'integration pioneers' has been successful although much of the support for 'pioneers' is unknown at the time of writing this report, all indications suggest that considerable national and international expertise is being made available as well as the prospect of the relaxation of various statutory frameworks applicable to NHS organisations to drive and enable greater integration at scale and pace. Leeds partners will be attending two events hosted by government Ministers in London on the 3rd and 10th of December respectively.

4.0 Corporate Considerations

4.1 The programme signifies transformational changes to all parts of Adult Social Care, over time these changes will impact on the wider Council, in particular the governance arrangements for more integrated arrangements with NHS organisations, the significantly greater and more extensive pooled funding arrangements with NHS commissioners and the impact of the Care Act in 2014/15. However, it can be seen from progress highlighted in this report that a range of highly successful cross directorate initiatives have been and continued to be pursued to further the objectives of the Better Lives programme.

5.0 Consultation and Engagement

5.1 All elements of the overall programme are subject to extensive consultation and engagement with key stakeholders.

6.0 Equality and Diversity / Cohesion and Integration

6.1 Equality impact assessments are undertaken for all significant projects. Extensive work has been undertaken to engage with particular communities and groups who are affected by the key elements of the programme.

7.0 Council policies and City Priorities

7.1 The programme includes the city priorities for Adult Social Care as contained in the City Priority Plan and Council Business Plan 2011-15. Cross cutting priorities are picked up within the programme.

8.0 Resources and value for money

8.1 The programme aims to deliver far greater productivity and effectiveness in the way that social care and support is provided to Leeds citizens and their carers, this will result in achieving better value for money whilst at the same time improving outcomes for people needing such care and support whilst retaining and, where possible, improving the quality of the services they use.

9.0 Legal Implications, Access to Information and Call In

9.1 There are no legal implications arising from the content of this report and the report is to Scrutiny and is not therefore subject to Call - In

10.0 Risk Management

10.1 Key risks include

- Continuing and significant budgetary challenges in Adult Social Care Services.
- Continuing national policy uncertainty regarding future funding arrangements for adult social care.
- Significant national uncertainty with regard to requirements of the national Integration Transformation Fund.

11.0 Conclusions

- 11.1 The Better Lives programme reflects the priorities for the transformation of the arrangements for adult social care in Leeds in line with national policy and locally agreed needs.

Scrutiny board should be aware that the programme is not without risks particularly within a context of continuing, significant and on-going financial constraint for the Council and increasingly for its partners.

12.0 Recommendations

- 12.1 Scrutiny board are recommended to note the progress made on the Better Lives programme and request any additional information or action.

Background documents¹

None

¹ The background documents 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.