

Report of Director of Adults and Health

Report to Executive Board

Date: 20th September 2017

Subject: *Better Lives* - Phase 3 Implementation

Are specific electoral Wards affected?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, name(s) of Ward(s):		
Armley (Middlecross Care Home and Day Centre)		
Beeston and Holbeck (Springfield Day Centre)		
Gipton and Harehills (Wykebeck Valley Day Centre)		
Horsforth (Manorfield House)		
Killingbeck and Seacroft (The Green Care Home and Day Centre)		
Morley South (Siegen Manor Care Home and Day Centre)		
Pudsey (Radcliffe Lane Day Centre)		
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 purpose of this report is to update Executive Board on Phase Three of the Better Lives Programme.
2. The Better Lives programme is the Council's strategy for people with care and support needs. Its aim is to improve and modernise services in line with people's aspirations. This has involved diversifying the range of care and support options including developments such as inclusive day opportunities and extra care housing. It has also involved positioning in-house provision to meet a growing need for recovery services to maximise people's ability to remain living independently.
3. A key aspect of this strategy has been a strategic review of the Council's in-house services for older people. This has taken place in a number of phases since 2011. The strategy has resulted in the development of new services and the closure of some facilities. The staff affected by the changes have been supported through regular contact with trades unions, and have achieved positive outcomes in every case. The service

users affected by these changes have been transferred to a range of alternative care and support options. The transfer process has involved a dedicated team of social care staff working in accordance with a clearly defined protocol and overseen by a quality assurance group. This report informs the Executive Board of where people have moved to and the outcome of the three month review of their care.

Recommendations

Executive Board is asked to:

1. Note the successful transfer of all customers to alternative services where that was their preference.
2. Note that the closure of all establishments has been achieved without any compulsory redundancies, staff having made a successful transition to their new posts within the council where they have chosen to remain in employment.
3. Note the planned opening date of November 2017 for The Green as a new recovery facility as part of the Council's wider Leeds Recovery Service.

1 Purpose of this report

- 1.1 Executive Board took a decision in September 2016 to decommission three residential homes and five day centres for older people as part of the *Better Lives* Phase Three review of services. This report provides an update at the end of the transition of people to new residential or day services as a result of that decision.
- 1.2 It provides an update on the progress made with regard to The Green and its change in function from a long stay residential home to a community intermediate care bed facility.

2 Background information

- 2.1 In September 2016, following an extensive period of consultation Executive Board agreed the decommissioning of the services provided at Manorfield, Middlecross, Siegen Manor and The Green residential care homes and the decommissioning of the services provided at Middlecross, Siegen Manor, The Green, Springfield and Radcliffe Lane day centres. Executive Board was also informed that Manorfields, which already had a closure decision from Phase Two, had now reduced in the number of its residents to a point where it was not viable to sustain a safe service and appropriate caring environment, so was also added to the closure programme.
- 2.2 Part of the Phase Three programme enabled the remodelling of Wykebeck Valley day centre to become a complex needs centre for the east of the city and the development of a city-wide in-house integrated recovery service comprised of Assisted Living Leeds, the SKILs enablement service and a bed-based offer to support the wider Leeds Intermediate Care Strategy called the Leeds Recovery Service.
- 2.3 Executive Board agreed to The Green Residential Home being retained as the intermediate care/recovery beds base for the new service subject to additional funding being provided by the Leeds Clinical Commissioning Groups. It was further agreed that work should continue via the Housing and Care Futures programme to identify potential future use of decommissioned sites including the opportunity for further development of specialised older people accommodation, including extra care housing.

3 Main issues

- 3.1 An established, highly skilled and experienced Assessment and Transfer team supported residents and day centre users affected by closures of services during phase three of the *Better Lives* programme. This has entailed carrying out person-centred assessments, considering the needs and choices of the residents and service users, their families and carers. This work took place in line with the Council's established assessment and transfers protocols including its Care Guarantee, which provides reassurance on the service that residents, service users and their families can expect to receive. This included a guarantee that each person would receive the same level of service and a commitment that no resident would be worse off financially if they had to move.

- 3.2 The Green Residential Home, in its new format, will form part of the Leeds Recovery Service and offer the opportunity for people to recover either in their own home or in a residential bed-based service. A key aspect of the proposal is to reduce the number of people going into long - term care straight from a hospital setting. If this service prevents one person from entering residential care then the council will have saved circa £20k per annum gross, net of any costs of supporting the person in their own home.
- 3.3 Refurbishment work at The Green began on 17th July 2017 and is progressing to timescales. Expected completion is mid-October 2017. The development of the new service is on track and is expected to be open in its new form as agreed on 1st November 2017. Work is progressing on getting the Section 75 funding agreement in place and the service specification is being finalised. Entry and move-on criteria have been agreed with the CCGs and a Memorandum of Understanding is being developed with Leeds Community Healthcare NHS Trust for the supply of in-reach physiotherapy.
- 3.4 A review of documentation is underway to make the delivery of service more seamless across all professionals involved in the support of the person. A programme of staff training and development is in place to re-focus support around recovery. This will ensure that the service will re-open in its new format on 1st November 2017, fit for purpose and ready to accept the new cohort of short stay individuals, as agreed in the new specification.
- 3.5 The investment of £0.111m to establish a complex needs service at Wykebeck day centre was completed in July 2017. This complements the services that are already provided at Calverlands and Laurel Bank day centres. The new service opened on 17th July 2017 when users of The Green and Wykebeck day centres moved back into the refurbished building.
- 3.6 The decommissioning of Manorfields, Middlecross, Siegen Manor and The Green residential homes has delivered net savings of £1.9m. Further, the decommissioning of services at Middlecross, Siegen Manor, The Green, Springfield and Radcliffe Lane day centres has delivered net savings of £0.8m (this includes the re-investment of Wykebeck day centre). The total savings from the Phase Three closure programme is £2.7m in a full year – this is line with the planned savings reported in September 2016. However, there was a cost of £0.5m for staff leaving the service through the Early Leaver Initiative reducing the net saving to £2.2m in the first year.

3.7 **Assessment and Transfer Process**

The outcomes in relation to individual services are set out below. There were 71 residents living in the four care homes subject to decommissioning at the commencement of the *Better Lives* Phase Three programme in November 2016. As mentioned above, Executive Board was informed about the implementation of a previous decision regarding Manorfields Residential Home: an update on this is provided below alongside the Phase Three homes for information.

3.7.1 Manorfield Care Home

The assessment of residents, and the process of transition involving consultation with residents and their families began on 1st November 2016 and was completed on 19th December 2016. The home closed on 19th December 2016.

Of the 9 residents at this establishment: 5 moved to alternative homes rated 'good' by CQC, 2 moved to homes chosen by their families rated 'requires improvement' by CQC and 2 died prior to the start of the assessment and transition process.

Outcome of three month residents' reviews (9 people):

7	Happy & settled
2	Deceased prior to any assessment or move

3.7.2 Middlecross Care Home

Assessment and transition began on 2nd February 2017 and completed mid-April 2017. The home closed on 1st June 2017.

Of the 15 residents at this establishment: 7 moved to alternative homes rated 'good' 3 moved to homes 'not yet rated' by CQC, 4 have moved to homes chosen by their families rated 'requires improvement' by CQC and 1 died after moving.

Outcome of three month residents 'review (15 people):

12	Happy & settled
1	Deceased prior to any assessment or move
2	Deceased following a move

3.6.3 Siegen Manor Care Home

Assessment and transition began on 13th January 2017 and completed in April 2017. The home closed on 2nd June 2017

Of the 20 residents at this establishment: 10 residents have moved to homes rated 'good', 4 have moved to homes chosen by their families rated 'requires improvement' by CQC and 6 residents died before assessment and any move.

Outcome of three month residents' review (20 people):

7	Happy & settled
1	Currently not settled. Referred to memory service
2	Reviews to be completed
6	Deceased prior to any assessment or move
4	Deceased following a move

3.6.4 The Green Care Home

Assessment and transition began on 2nd June 2017 and completed on 18th July 2017. The home closed on 18th July 2017.

Of the 27 residents at this establishment: 12 residents have moved to homes rated `good` and 3 residents to homes `not yet rated` by CQC, 8 moved to homes chosen by their families rated `requires improvement` by CQC and 4 residents passed away before assessment and any move.

Outcome of six week residents' review (27 people):

17	Happy & settled
3	Initial issues identified being resolved
1	Review still to be completed
4	Deceased prior to any assessment or move
2	Deceased following a move

People will be reviewed again at the three month point from date of move.

3.8 **Day Centre outcomes**

There were 166 day centre service users at the commencement of the Better Lives Phase 3 programme in November 2016.

3.8.1 **Springfield Day Centre**

Assessment and transition began on 1st November 2016 and completed on 30th January 2017. The day centre closed on 30th January 2017.

Of the 21 service users: 13 moved to Neighbourhood Networks, 5 moved to alternative Leeds City Council day centres, 1 moved into residential care, 1 chose to receive a Shared Lives service, 1 is receiving a combination of support from a Neighbourhood Network and a Leeds City Council day centre.

Outcome of three month service user reviews (21 people):

20	Happy & settled
1	Alternative placement being sought

3.8.2 **Radcliffe Lane Day Centre**

Assessment and transition began on 16th January 2017 and completed on 31st March 2017. The day centre closed on 3rd April 2017.

Of the 60 service users: 6 service users have moved into residential care, 1 service user moved to a home in Stockport, 10 service users have cancelled their placement for various reasons, 2 service users have moved to end of life care, 2 service users have opted for alternative packages of care, 1 service user hasn't settled in the new placement and an alternative is being sought, 35 service users have chosen to attend either Holt Park Active or Calverlands Day Centre, 3 service users died before assessment and any move.

Outcome of three month service user reviews (60 people):

47	Happy & settled
3	Reviews still to be completed
6	Deceased prior to any assessment or move
4	Deceased following moves

3.8.3 Middlecross Day Centre

Assessment and transition began on 2nd February 2017 and completed in mid-April 2017. The day centre closed on 1st June 2017. Of the 16 service users: 6 service users have moved into residential care, 5 service users have moved to alternative day centres, 1 service user is receiving a care package at home, 3 service users died before assessment and any move and 1 cancelled due to personal care and nursing requirements.

Outcome of three month service user reviews (16 people):

9	Happy & settled
1	Residential placement being sought
3	Review not yet completed
3	Deceased prior to any assessment or move

3.8.4 Siegen Manor Day Centre

Assessment and transition began on 13th January 2017 and completed in April 2017. The day centre closed on 2nd June 2017.

Of the 17 service users: 6 service users have moved into residential care, 9 service users have moved to an alternative Leeds City Council day centre (Laurel Bank), 1 service user is receiving a package of care at home and 1 service user died before assessment and any move.

Outcome of three month service user reviews (17 people):

14	Happy & Settled
1	Reviews still to be completed
1	Deceased prior to any assessment or move
1	Deceased following move

3.8.5 Wykebeck Day Centre

Of the 23 service users: 1 has moved to an alternative day centre, 2 have moved into residential care, 3 have cancelled their service, 2 died prior to assessment and 15 moved back to the newly refurbished complex needs hub on 17th July 2017.

Wykebeck Day Centre is now a Complex Needs Day Centre complementing the two existing hubs at Calverlands (North West) and Laurel Bank (South). Service users from Wykebeck Day Centre temporarily moved to The Green Day Centre on 15th May 2017 to allow refurbishment of the Wykebeck building. A total of 23 service users from both The Green Day Centre and Wykebeck Day Centre moved back to Wykebeck Day Centre on Monday 17th July 2017 following a programme of refurbishment.

Reviews of people's satisfaction with their new arrangements will be completed after three months, that is, in October.

3.8.6 The Green Day Centre

Of the 29 service users: 1 was assessed and consequently moved into nursing care, 1 cancelled the service, 9 have transferred to an alternative Leeds City Council Day Centre, 1 is receiving end of life care at home, 1 is receiving a sitting service, 7 died prior to any move, 9 moved into residential care (4 of the people moving into residential care have subsequently died).

Reviews of people's satisfaction with their new arrangements will be completed after three months, that is, in October.

It should be noted that any former service user of the day centres who has declined a service has made that decision following an assessment of their need. During that assessment their needs will have been explored fully and service options considered with the person and their family. Further reviews will be carried out to ensure that this remains a positive and safe decision for those individuals.

3.9 Mortality

- 3.9.1 The Age UK's report 'Later Life in the United Kingdom' (September 2015) notes the increasing age of admission into care homes and the high levels of care need these people require. It reports that the median period from admission to the care home to death is 462 days (15 months).
- 3.9.2 Further research carried out on care home residents across England and Wales into mortality rates following admission to residential care (Mortality in older care home residents in England and Wales - Sunil Sha, et al 2013) found that of a sample group of 9772 people entering residential care 26.2% had died within one year. The same research found that 30.8% of residents admitted to nursing care had died within one year.
- 3.9.3 This compares with a mortality rate of 29% for those residents in the Phase Three homes subject to closure. The average age of the people who died was 88.5 years.
- 3.9.4 In Leeds, further research has been carried out on mortality rates in order to provide a local comparator. This involved a comparison between the homes affected by closure against those homes which were unaffected by proposals. During Phase One of the Better Lives Programme over the 12 month period from October 2011 to October 2012 and across a total of 90 beds at local authority-provided homes unaffected by the Phase One proposals, the mortality rate was 40%. As part of Phase Three an updated comparison between homes impacted by the Phase Three closures and those unaffected was carried out.
- 3.9.5 During the period October 2015 to October 2016, for those local authority homes not subject to closure across a total of 123 beds, the mortality rate was 27%. These homes are not dementia-specialist homes so care for a slightly different cohort of older people. However, this comparison suggests that mortality rates have not been

disproportionately affected by the closures. This is despite the fact that the majority of residents at Phase Three are living with dementia and have an increased level of frailty as indicated by the number requiring nursing care in their onward move (22%).

3.10 Staff outcomes

3.10.1 160 staff were employed in the services at the commencement of the Better Lives Phase Three programme in November 2016. Extensive engagement with trade unions and staff throughout the process proved very successful in supporting staff through the process of change, and the support of trade unions through the process was welcomed and appreciated. All of the staff have transitioned successfully to new roles or left the authority voluntarily under the Early Leavers Initiative. Staff are now settled into their new roles and will be supported through line management supervision, appraisals, training and development opportunities appropriate to their role.

3.10.2 Outcomes for day centre staff

Day centre	Number of staff	ELI	Alternative role Adults and Health	Alternative role LCC	New remodelled service
Radcliffe Lane	9	5	3	1	N/A
Springfield	6	4	2	0	N/A
Middlecross	13	7	6	0	N/A
Siegen Manor	5	2	1	0	2
The Green	17	10	1	0	6
Wykebeck Valley	5	1	0	0	4
Total	55	29	13	1	12

3.10.3 Outcomes for residential staff

Care Home	Number of staff	ELI	Alternative role Adults and Health	Alternative role LCC	NHS	New remodelled service
Manorfield	16	5	11	0	0	0
Middlecross	29	7	21	0	1	0
Siegen Manor	29	9	16	0	1	3
The Green	31	7	0	0	0	24
Total	105	28	48	0	2	27

3.11 Proposed future building use

Close liaison has been maintained with Asset Management throughout the transition process to identify alternative uses for the vacated sites to support the development of alternative models of care delivery, maximise income to the authority and minimise the risk of vandalism and anti- social behaviour.

Service	Proposed future use
Radcliffe Lane day centre	Childrens nursery
Springfield day centre	Voluntary sector dementia day service

Service	Proposed future use
Middlecross day centre & care home	The site was identified as a possible option in the July 2017 Executive Board report on the potential for delivering extra care housing for older people under the Council Housing Growth Programme
Siegen Manor day centre & care home	The site is currently being assessed for the delivery of housing through a range of potential delivery options.
Manorfield	The site is currently being assessed for the delivery of housing through a range of potential delivery options.
The Green day centre & care home	Recovery Service for East Leeds
Wykebeck Valley day centre	East Leeds Complex needs service

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 Extensive formal consultation was conducted as part of the Phase Three review proposals which service users and families contributed to.
- 4.1.2 Formal consultation with the trade unions to avoid, reduce and mitigate compulsory redundancy was undertaken. The trade union consultation was positive and constructive and resulted in all staff either leaving voluntarily or being redeployed.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 A comprehensive equality impact assessment was undertaken as part of Better Lives Phase Three review.

4.3 Council policies and the Best Council Plan

- 4.3.1 The *Better Lives* strategy is part of the Best Council Plan to be a compassionate city with a strong economy. It also contributes to delivering the Health and Well-being Strategy.

4.4 Resources and value for money

- 4.4.1 The decommissioning of Manorfields, Middlecross, Siegen Manor and The Green residential homes has delivered net savings of £1.945m. Further, the decommissioning of services at Middlecross, Siegen Manor, The Green, Springfield and Radcliffe Lane day centres has delivered net savings of £0.786m (this includes the re-investment of Wykebeck day centre). The total savings from the Phase 3 closure programme is £2.7m in a full year – this is line with the planned savings reported in September 2016. However, there was a cost of £0.534m for staff leaving the service through the Early Leaver Initiative reducing the net saving to £2.197m in the first year.

4.5 Legal Implications, Access to Information and Call In

4.5.1 There are no decisions arising from this report.

4.6 Risk Management

4.6.1 A detailed plan was drawn up in order to carefully manage the decommissioning of care homes and day centres and the transition of the use of The Green from a long term care home to an intermediate care/recovery centre. This included the management of identified risks.

5 Conclusions

5.1 Phase Three of the Better Lives programme has now been successfully completed. People who moved into alternative residential homes or day services will continue to be monitored 12 months after the move to ensure that new placements continue to meet their needs. The Green is currently being refurbished and is due to open as an intermediate care / recovery centre in November 2017.

6 Recommendations

Executive Board is asked to:

1. Note the successful transfer of all customers to alternative services where that was their preference
2. Note that the closure of all establishments has been achieved without any compulsory redundancies, staff having made a successful transition to their new posts within the council where they have chosen to remain in employment.
3. Note the planned opening date of November 2017 for The Green as a new recovery facility as part of the Council's wider Leeds Recovery Service.

7 Background documents¹

7.1 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.