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## Report of the Deputy Director - Strategic Commissioning Adult Social Care

**Meeting: Outer North West Area Committee**

**Date: 7<sup>th</sup> February 2011**

**Subject: Future Options for Long term Residential and Day Care for Older People**

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### Electoral Wards Affected:

Adel & Wharfedale  
Guiseley & Rawdon  
Horsforth  
Otley & Yeadon

Ward Members consulted  
(referred to in report)

### Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Council  
Function

Delegated Executive  
Function available  
for Call In

Delegated Executive  
Function not available for  
Call In Details set out in the  
report

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## EXECUTIVE SUMMARY

This report presents the Area Committee with information relating to future options for long term residential and day care services for older people.

At its meeting on 15<sup>th</sup> December, the Council's Executive Board agreed a set of criteria for considering the most suitable options for each of its residential homes and day-care centres for older people. It also agreed to begin public consultation on these proposed options.

The Executive Board report is appended and forms the basis of this report. (Appendix 1).

This report outlines the consultation and engagement process aimed at seeking the wider views of stakeholders and specifically of those people currently living in residential care homes, day care centre users, their carers and the staff who provide care and support.

Members of the Area Committee are asked to consider the information set out in this report and make a response as part of the consultation process agreed by Executive Board. The consultation is due to run until the end of the first week of April, 2011

## **Purpose of This Report**

1. This report presents the area committee with information relating to the future options for long term residential and day care services for older people. It outlines the consultation process to progress and implement the recommendations of the Executive Board agreed on 15<sup>th</sup> December 2010. The Executive Board report is appended and forms the basis of this report.
2. Members of the Outer North West Area Committee are invited to suggest specific local issues that will help plan for the future needs of older people and make a response as part of the consultation process agreed by Executive Board.

## **Background Information**

3. In relation to the future of older people's residential care, these matters were the subject of an inquiry conducted by Adult Social Care Scrutiny Board in October and November 2010. The inquiry accepted that people's expectations about residential care accommodation have increased and that the current provision is not sustainable in the long term due to the cost of bringing this up to the necessary standards. The inquiry also informed the development of a set of options in relation to residential care homes, approved by Executive Board on 15<sup>th</sup> December.
4. The ambitions of the improvement programme developed by the council to embrace and implement the spirit and vision of "Putting People First" were reinforced by the outcome and recommendations of the 2008 Independence, Wellbeing & Choice Inspection of Adult Social Services. The Inspector concluded that there was an immediate need to 'extend the range and choice of services by reconfiguring and modernising traditional buildings based services'. In July 2008, Executive Board agreed a strategy for reshaping older people's day services to provide greater opportunities for them to receive more personalised services with an enhanced range and quality of community based activities. At the same time, proposals were being made to strengthen the position of Neighbourhood Networks to be the primary response to engage older citizens in social, community and well-being initiatives with a more specialised role for Local Authority provision.
5. Building on these proposals, future options for older people's day care have been considered alongside residential care provision and form the basis of the proposed options and consultation agreed by the Executive Board on 15<sup>th</sup> December.
6. The following residential homes and day centres in the outer north west area are affected by the proposed options for change.
  - Kirkland House - Residential Home (Yeadon)
  - Manorfield House - Residential Home (Horsforth)
  - Spring Gardens – Residential Home & Day Centre (Otley)
  - Suffolk Court - Residential Home (Yeadon)
  - Calverlands - Day Care Centre (Horsforth)

## **Consultation and Timescales**

7. The Executive Board report appended outlines a series of options and a set of criteria for considering the most suitable option for each of its residential care homes and day care centres, (paragraphs 4.14 – 4.15 and 4.2.6). Members of the Outer North West

Area Committee are invited to comment and give their views on the criteria for determining the most appropriate option for each facility, outlined in the Executive Board report appended, particularly in terms of any specific local factors.

8. The Executive Board report also describes a consultation programme on these options, (paragraph 6). At the meeting of the Area Committee Chairs on 3<sup>rd</sup> December, Members considered and commented on the proposed structure and approach of the consultation programme proposed as part of the duties of the local authority to seek the wider views of stakeholders and specifically of those people currently living in residential care homes.

### **Consultation with residents, day care users and relatives**

9. For existing residents of residential care homes, day care centre users, their families and carers the consultation will;
  - seek their views about the actual process and formula for deciding the options for the future running of their residential care home and day centre. This will help identify any gaps and ensure that those affected understand what is being talked about, why the changes are being made and consider how this will affect them as an individual.
  - determine the impact of the proposals on individuals and how we might reduce this and ensure that the needs of individuals are adequately assessed in making any plans.
10. A letter and consultation pack containing a fact sheet and explanation of the criteria for determining the option for each individual home was sent to residents, day care centre users and their relatives on 10<sup>th</sup> January 2011. Staff have been fully briefed to be able to assist them understand, consider and take-in the information. The aim will be to ensure that residents, day care centre users and their relatives understand the criteria for considering the most suitable option for their residential care home and day care centre.
11. Officers in Adult Social Care (ASC) are currently assessing the option for each individual home and day care centre according to the criteria agreed by Executive Board. It is anticipated that this analysis will be complete in February 2011 at which point further consultation materials, bespoke to each residential home and day care centre, will be circulated to all residents. It is proposed that further consultation will then take place on the specific option. Questions will be put to residents and day care users using a questionnaire, available in a range of formats. They will be offered a one to one interview and individual advocates will be appointed for those residents and day care centre users that do not have a relative or friend to support them or speak on their behalf. The main focus of this will be to capture people's responses to the proposed changes and determine the impact on individuals and how this might be reduced as plans are developed. This consultation will compliment the individual needs assessments that will be carried out by appropriately qualified officers in Adult Social Care.
12. In order to provide an opportunity for the area committee to comment on the proposed options for individual centres referred to in paragraph 6 and relevant neighbouring facilities, it is suggested that a further report outlining these individual options is brought to the Outer North West Area Committee at its meeting in March 2011.

## Wider Consultation

13. Delivering the proposed changes also requires consultation 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 peoples care services. At its meeting in November 2010, Executive Board approved a phased, city-wide public consultation on the impact of the Comprehensive Spending Review announced by the Government in October. This provided an opportunity to present a comprehensive and holistic view of all council services and their future delivery. Initially a corporate approach, the aim of the first phase of the consultation was to make residents of Leeds aware of the financial challenges facing the city and the need to make difficult choices and decisions on service provision. Officers in ASC were involved in the design of this consultation, contributing to a series of questions available to the public on the council's consultation portal 'Talking Point' from mid-November to 31<sup>st</sup> December 2010. It is suggested that the findings from this consultation could serve to provide a mandate from the citizens of Leeds to generally review ASC services, including the future of older people's long-term residential services.
14. Phase two of the overall consultation on the spending challenge, beginning in January 2011, will be a directorate specific approach. For ASC, this provides an opportunity to consult closely with stakeholders on the future of adult social care services. In addition, specific consultation and engagement will take place on changes to individual services and initiatives. These are outlined below. It is proposed to coordinate these various strands of consultation in order to make best use of resources, avoid duplication and "consultation fatigue" among our stakeholders.
  - Spending Challenge
  - Future options for residential and day care services
  - Charging of non- residential services
  - Promotion of community based services and personal budgets/ self directed support
15. There are a number of existing service user and carer forums and reference groups across the various disability, older people and ethnic groups. Also infrastructure organisations that hold regular meetings with their members. The membership of many of these groups is duplicated, with the same people representing the interests of older people across a broad range of themes. Leeds Older People's Forum has a membership of over 120 voluntary sector organisations working with older people across Leeds, including Neighbourhood Network Schemes. The forum supports its members and ensures that the voluntary sector is involved in planning, developing and managing services for older people. Although the following list is not exhaustive, these are some of the groups invited to take part in the consultation. Members of the Outer North West Area Committee are invited to suggest any local groups who may not be represented on the list of groups below.
  - Learning Disability Reference Group - LDRP
  - Mental Health Watch
  - Older People's Reference Group - OPRG
  - The Alliance of Service Experts -
  - The Independent Disability Council - IDC
  - The Equality Hubs
  - Leeds VOICE
  - Volition
  - Leeds Older People's Forum

- Neighbourhood Networks
  - Leeds LINK
  - Leeds Involving People
  - Leeds Older People's Forum
16. It is proposed to hold a series of consultation market place style events for members of these groups and forums. The aim will be to capture their views on the future of adult social care services. In terms of the specific consultation on future options for residential and day care, officers will have a stall providing a wide- range of information and the opportunity for stakeholders to comment.
17. In addition to these events, there are a number of ways in which the wider general public and other interest groups will be able to have their say. An information pack providing background information, a fact sheet and questionnaire will be available online and hard copies will be available on request. The questionnaire can be filled in manually and posted or can be done online on the council's consultation portal, 'Talking Point' at [www.leeds.gov.uk](http://www.leeds.gov.uk)

### **Implications for Council Policy and Governance**

18. The options presented in the report developed for the existing Local Authority provided facilities, endorsed by the Executive Board, will be the subject of a formal and comprehensive programme of consultation and engagement as set out in the previous passage.
19. Colleagues in NHS Leeds who commission 30 of the current bedbase are also key stakeholders and in the development of shared plans for the development of more integrated health and care services in the City it is clear that they will wish to identify what scope exists within the emerging strategic plan for further joint work within these facilities. Discussions so far have indicated a positive desire for more extensive partnership reflecting the good work that has been undertaken in recent years within these facilities and recognising potential economic benefits for both parties which are currently being examined in much greater detail.

### **Legal And Resource Implications**

20. In discharging its responsibilities under the Human Rights Act, the Authority is required to undertake a comprehensive formal programme of consultation in relation to the options set out previously in this report. In addition, the Authority is committed to ensure that the care and support needs of any older person affected by the options set out in this report are adequately assessed as an integral part of this process with appropriate advocacy available in support of identifying high quality alternatives where it is agreed this is the most appropriate option.

### **Equality Considerations**

21. An equality impact assessment is being prepared against all the equality characteristics as laid down by legislation. It will form part of the consultation process and will be reviewed as plans develop.

### **Recommendations**

22. Members of the Area Committee are asked to:
- Note and consider the report appended

- Comment on the criteria for determining the most appropriate option for each facility outlined in the Executive Board report appended, particularly in terms of any specific local factors
- Suggest any local voluntary organisations working with older people in the outer north west area as outlined in paragraph 15
- Suggest specific local issues that will help plan for the future needs of older people
- Agree to refer the report to the Area Committee's Health and Well-being sub-group on 22<sup>nd</sup> March for a response to be considered as part of the consultation

### **Background Papers**

Independence, Wellbeing and Choice Inspection of Adult Social Care, Executive Board, July 2008

Adult Social Care Scrutiny Board, October and November 2010

Government Spending Review 2010, Executive Board November 2010