

Report of the Director of Adult Social Services

Report to North West Outer Area Committee

Date: 17th June 2013

Subject: Better Lives for People of Leeds: Care Homes and Day Services for Older People

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): Horsforth Otley & Yeadon	<input checked="" type="checkbox"/> Yes	<input 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

1. In September 2011, following extensive and comprehensive consultation, the Council's Executive Board agreed to proceed with the Adult Social Care Better Lives Programme, a significant element of which is aimed at reshaping local authority provided care home and day centre provision for older people in Leeds.
2. It is in this context that a review of the remaining Council owned and operated care homes and day centres has been completed and proposals developed that revise the current service model. This report follows the decision of the Executive Board in February 2013 to begin a period of statutory consultation on these proposals. It outlines the proposed options for the following residential care homes in the North West Outer area that have been subject to consultation.
 - Manorfield House, Horsforth Ward
 - Suffolk Court, Otley & Yeadon Ward
3. This report outlines the consultation process aimed at seeking the views of those older people currently living in the care homes, those receiving respite, day centre users, carers, relative and staff who provide care and support.

4. In preparation for the submission of recommendations to Executive Board in September 2013, Members of the North West Outer Area Committee are invited to suggest specific local issues that will help plan for the future needs of older people and make a response to the proposals as part of the consultation process.
5. Building on the September 2011 Executive Board report and through a number of projects sitting within the Better Lives Programme, Adult Social Care is working towards a five - ten year vision for housing and care for older people. This report outlines the Better Lives vision which involves taking a holistic look at what services are currently provided and how 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.
6. Finally, this report informs members of the North West Outer Area Committee of the progress made in implementing the options approved by the Executive Board in September 2011 for the residential care homes and day centres in the North West Outer area.

Recommendations

1. Members of the North West Outer Area Committee are requested to:
 - a) Note and consider the consultation process to implement the recommendations of the Executive Board on 15 February 2013.
 - b) 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
 - c) Note and consider the content of this report and recognise the progress in implementing the options approved by the Executive Board in September 2011 on the two residential homes and day centre in the North West Outer area.

1. Purpose of this report

- 1.1. This report outlines the Better Lives vision in which context a review of the remaining care homes and day centres has been completed and proposals developed that revise the current service model.
- 1.2. At its meeting on Friday 15th February 2013, the Council's Executive Board approved the commencement of formal statutory consultation on these proposals. This report outlines the proposed options for the following care homes located within the North West Outer area.
 - Manorfield House, Horsforth Ward
 - Suffolk Court, Otley & Yeadon Ward
- 1.3. Consultation with residents and respite users of these homes, their relatives and carers ends on 3 June 2013. In preparation for the submission of recommendations to Executive Board in September 2013, this report seeks the insight and observations of the North West Outer Area Committee and invites them to consider and comment on the issues addressed in the report.
- 1.4. This report also presents the North West Outer Area Committee with an update on the progress made in implementing the options approved by the Executive Board in September 2011 for the following facilities located within the North West Outer area.
 - Kirkland House care home, Guiseley & Rawdon Ward
 - Spring Gardens care home, Otley & Yeadon Ward
 - Spring Gardens day centre, Otley & Yeadon Ward

2. Background Information

- 2.1. Previous reports to the Executive Board in November 2010 and Area Committees in February 2011 provide the context for the review of in-house care homes and day centres for older people. In relation to the future of older people's care home provision; 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 around the choice, quality and control over their residential accommodation had increased significantly and that a position of 'no change' in the provision of Council-run care was not an option. On this basis, the following criteria were developed and agreed by the Board as a sound framework for considering the most appropriate alternative option in relation to each of the 19 Council owned and operated care homes and day centres:
 - The current profile of residents living in the home/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 bed use: specialist, generic, permanent, transitional;
- 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 the 2002 minimum standards;
- the impact of other Council initiatives in the local community.

2.2. These options were subject to a comprehensive consultation process which included residents, day centre users, carers, families, staff, community organisations, elected representatives, partners in the NHS, the voluntary and independent sectors, and members of the general public. In addition, to ensure that future services reflect local needs and opportunities officers in ASC made presentations to all ten area committees in January and February 2011 and three Area Committee Chairs meetings in December, April and June 2011.

2.3. The review concluded that to maintain and operate much of the Council's care home and day facilities is unrealistic 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. Although the quality of care is high and most of the buildings are performing as intended, they will become "unfit for purpose" as the needs of future generations change.

2.4. In September 2011, following extensive and comprehensive consultation, the Council's Executive Board agreed the implementation of proposals for its in-house care home and day centre provision which included:

2.5. **Care Homes** - the decommissioning of three care homes, the decommissioning (at a future date) of three further care homes, the retention of three specialist dementia units, the development of Harry Booth House as an Intermediate care unit and the development of Richmond House as a specialist respite centre.

Day Centres - the decommissioning of four centres and to maintain eight centres as specialist resource units.

2.6. Approval was also given to the on-going review of the eight care homes and six day centres where no recommendations were made as part of the first phase of the review and to bring forward further options with City Development and Environment and Neighbourhoods.

2.7. That review of the remaining care homes and day centres has been completed and proposals developed that revise the service model. At its meeting on 15

February 2013, Executive Board agreed to begin a period of statutory consultation on these proposals.

- 2.8. An assessment of the individual care homes and day centres where no recommendation were made as part of the first phase of this programme has been completed and measured against the criteria agreed by Executive Board in December 2010 outlined in paragraph 2.4 above. It has been supplemented with further data on the over 75 population (current and projected), planned independent sector developments and health and income statistics to give a clearer picture of where demand for development of older peoples housing and care is most needed and also where adequate levels of provision of services are evident.
- 2.9. In addition to the option appraisal, a coordinated programme of activity has been taking place across the directorates of City Development, Adult Social Care and Environments and Neighbourhoods. This has aimed to analyse the demand and supply for older people's housing and identify solutions in the challenging context of the aging population, diverse needs and aspirations of older people.

3. Main issues

- 3.1. The country is faced with an increase in the proportion of older people in its population and a decrease in the amount of local government funding to support them. Older people tell us that they want to stay living in their own homes for as long as possible. The Leeds Housing Strategy for Older People supports this view, with one of the key aims to ensure 'greater numbers of older people are assisted to maintain independent living in safe and affordable housing'
- 3.2. Social care policy in recent years has also aimed to reduce the need for residential and nursing care through the commissioning of preventive services and community based support. A recent example is the success of the Leeds community based reablement service which forms part of the intermediate tier pathway. The reablement service incorporates Homecare Reablement (SkILs Team), an Outreach Service and Assistive Technology to provide older people with the opportunity to remain independent in their own home.
- 3.3. The Department of Health National Framework aims to ensure fair, high quality, integrated health and social care services for older people by linking similar services supporting independence and promote good health.
- 3.4. Against a backdrop of reducing government funding and increasing demand, Leeds Adult Social Care is faced with the challenge of how to facilitate greater choice for older people, improve standards, achieve better outcomes and meet the increasing aspirations of the citizens of Leeds. This requires a shift in current investment away from outmoded facilities with limited popularity coupled with services that limit choice towards reinvestment in new approaches, including personal budgets and integrated services.
- 3.5. Leeds has now seen year on year reductions in the numbers of weeks of care used by publicly funded individuals in long term residential and nursing care

settings, almost certainly due to the success of community based interventions.

- 3.6. Although the demand for long term care homes may be decreasing there is continuing demand and a potential continuing role for the local authority in the provision of specialist care, particularly provided in partnership with the NHS.
- 3.7. The integrated intermediate care bed strategy has been developed with the aim of providing bespoke and time limited nursing and care in a community setting with a focus on recovery, reablement and rehabilitation. Person-centred care is provided by an integrated team of nurses, care staff, therapists and clinicians for those mainly older people who cannot, at the time, be supported safely in their own home or for people who, although they may have a complex medical condition, do not require acute hospital care. Potential patients and service users may be admitted from hospital or referred directly from the community to an intermediate care unit with the aim of returning home and living independently for longer. Intermediate care units form one service of the wider integrated health and social care network of services and will work collaboratively to improve health and wellbeing and provide a better experience for patients and service users.

4. Better Lives for Older People: The Vision

- 4.1. The Better Lives Programme sets out an emerging care strategy based on empowering people to give them choice and control in where they live, the type of support they receive and who provides the support. This will be done through a mixture of enterprise, integration and through new developments in housing, care and support options for older people. Given this, and in the context of significant financial constraints and reductions in public expenditure, steps are being taken to design innovative, efficient and integrated models of care and support alongside increased partnership working with statutory and voluntary sector partners. The Better Lives programme has been designed to help address these challenges and at the same time continue to improve health, social care and housing outcomes for older people in Leeds.
- 4.2. Although the Better Lives for People in Leeds programme has its origins in the transformation of adult social care it has implications for the whole of the council. It invites Leeds City Council to take a corporate approach to the future development of care and support services in the city. This will ensure the development of a sustainable social care sector that offers a range of accessible, affordable and quality services. It will involve a process that supports closer working of some of the different functions of the council relating to adult social care, housing, development, planning and regeneration to ensure that the choice of local housing, care and support options for older people is expanded.
- 4.3. In response to comments and concerns raised by Scrutiny Board members and the public as part of the consultation undertaken in 2011, a Residential Quality Governance Framework and associated fee structure for residential and nursing home care has been adopted by the council and is in place for the

next five years. This will provide the council with greater influence over the cost and quality of independent sector care.

5. Proposed Options

5.1. An option appraisal has been undertaken to bring forward the following proposed options for Manorfield House and Suffolk Court which have been the subject of consultation. The appraisal has been undertaken by officers in Adult Social Care according to the criteria and requirements agreed by Executive Board on 15 December 2010.

5.2. Manorfield House

5.3. At its meeting on 15 February 2013, the Executive Board gave approval to begin formal statutory consultation on the proposal to close Manorfield House and transfer residents to other services of their choice already available in the area.

5.4. Suffolk Court

5.5. At its meeting on 15 February 2013, the Executive Board gave approval to begin formal statutory consultation on the proposal to redevelop Suffolk Court, subject to the outcome of negotiations with the NHS, as a specialist facility for short-stay, residential and nursing care, aimed at helping people regain their independence and return to their own homes.

6. Consultation & Engagement

6.1. Detailed consultation on the proposals is taking place between 11 March and 3 June 2013 with those directly affected.

6.2. The whole consultation and engagement process, endorsed by the Executive Board, is aimed at seeking the views of those people currently living in residential care homes, respite users, day centre users, their carers, relatives and the staff who provide care and support. A consultation plan has been developed that incorporates the need to be mindful of engaging with older people who may be inevitably anxious about the proposals, particularly those with complex needs, such as those with dementia.

6.3. The consultation, undertaken in a 'person centred' way, involves talking directly to residents, day centre users, their families and carers about why the changes are being proposed and to ensure that the rationale behind the proposals is clearly understood.

6.4. A questionnaire, available in a range of formats is being used to ensure consistency. The aim is to capture people's responses to the proposed changes and determine the impact on individuals. For people who are not able to make decisions for themselves, or have no relatives or friends to be present, steps are being taken to ensure an independent advocate is present to ensure they are appropriately consulted and their views recorded.

6.5. Staff

6.5.1. Formal consultation with staff is taking place. A questionnaire was approved by the Trade Unions and made available to all staff for completion. As part of the programme communications planned for staff, meetings are taking place throughout the consultation period to address employee matters, complete questionnaires and update staff on the progress of the programme.

6.6. Elected Members, Parish and Town Councils

6.6.1. A Cross Party Member Advisory Board has been established to provide an opportunity for councillors of all parties to discuss a shared interest in further improving services for older people.

6.6.2. Steps have been taken to ensure that all elected members are kept fully informed on the proposed options. As a likely first point of contact for people directly affected a briefing note outlining the proposals was circulated to all 99 members in February 2013. In addition, Members in wards with facilities affected by the changes have been invited to attend individual briefings with senior managers in Adult Social Care. A range of formal and informal representations have been received from local elected members.

6.6.3. Members of Parliament

6.6.4. A briefing note outlining the proposals was issued in February to all Members of Parliament. A range of representations have been received.

6.7. Consultation with Trade Unions

6.7.1. The Trade Unions have been invited to comment on the proposals and meetings have been scheduled with senior managers from Adult Social Care throughout the consultation period.

7. Consultation Analysis and Evaluation

7.1. All the responses collected during the consultation and the outcome of the Equality Impact Assessments will be used to draw up recommendations to be considered by the Executive Board in September 2013.

8. Better Lives for Older People: Progress in the North West Outer area

8.1. Kirkland House, Guiseley and Rawdon

8.1.1. The home was decommissioned in line with the recommendations of Executive Board in September 2011. To ensure the safe transfer of residents, a detailed Assessment and Closure Protocol was developed and implemented by a dedicated social work team. Following an individual needs assessment, and in accordance with the care

guarantee which gave residents a choice of alternative provision, twenty two residents were transferred to the following alternative accommodation. All residents were transferred to their new homes of choice by the end of 13 January 2012.

- Negotiations took place between ASC Commissioners and Anchor Housing to secure local alternative accommodation in their homes in Otley and Yeadon. Ten places were secured to accommodate local people and ensure that friends could move together and remain in the neighbourhood.
- 2 people moved out of the Leeds area to Harrogate and Manchester
- 10 people moved to other alternative accommodation of their choice in Leeds.

8.1.2. On completion of the transfer of residents to alternative accommodation and following the handover to Corporate Property Management, Kirkland House was deemed surplus to requirements. Corporate Property Management obtained planning board approvals on 30 March 2012 for the demolition of the site. It is anticipated that demolition will take place between June 2013 and September 2013.

8.2. Resident Experience

8.2.1. A comprehensive review has been undertaken of the experience of residents affected by the closure of homes in Phase 1. Once explored, alternative residential provision was viewed positively and people were content to move and have settled well. A case study outlining a resident's experience of the move is available at Appendix 1.

8.3. Older People's Housing and Care – Kirkland House site

8.3.1. As part of redevelopment proposals, the Kirkland House site has been identified as appropriate for Extra Care Housing. It is proposed in principle, that following sale on the open market the capital receipt is ring-fenced (subject to separate site specific Executive Board approval). The Planning statement received final approval on 13 May 2013 which will allow active marketing of the site to begin.

8.3.2. Interested parties such as developers and Housing Associations were invited to an engagement event in May aimed at encouraging Extra Care Housing and to positively market the site. Following the launch, interested parties will have six weeks to submit formal offers. Officers will engage with these interested parties throughout this period to discuss initiatives and encourage re-provision.

If there is no demand then the site will be disposed of on the open market in return for a capital receipt (and in line with Feb 2013 Executive Board approval).

8.4. **Staff from Kirkland House**

8.4.1. Fifteen staff members were re-deployed in the service with twelve leaving on the Early Leavers Initiative (ELI) scheme.

8.5. **Savings**

8.5.1. The annual on-going budget savings in 2012/13 from closure of Kirkland House is detailed below.

Kirkland House	
Running cost saving	£732,100
Re-provision costs	£643,200
Net saving	£88,900

8.6. **Spring Gardens Residential Home, Otley & Yeadon**

8.6.1. Executive Board agreed in September 2011 to decommission Spring Gardens at a future date and on completion of newly built alternative facilities in Otley. This was based on the feedback received during consultation that identified concerns over locality and capacity within alternative provision. Further work around the capacity of independent sector homes and planned homes has now been carried out under the corporate Housing and Care Futures Programme.

8.6.2. The Older people's Housing and Care project has undertaken a review of housing needs of older people, assessing future demand and identifying areas where provision is most deficient for both residential and care home provision. A detailed demand analysis specifically in respect to Extra Care Housing provision has been developed which shows the geographical spread of need across the City. The model estimates that c800 new units of Extra Care Housing are needed in the period up to 2020. The demand model demonstrates that Otley and Yeadon Ward are priority areas, with a current shortfall of 55 beds of Extra Care Housing.

8.7. **Spring Gardens Day Centre**

8.7.1. Spring Gardens day centre closed on 15 February 2012. Service users were transferred sensitively and safely in accordance with the Assessment and Closure Protocol, implemented by a dedicated social work team. Specifically this included trial visits or meetings with alternative service providers and transfer to the new service with friendship groups. Seven service users were transferred to the following alternative provision in the area:

- 3 people to Otley Action For Older People (Neighbourhood Network)
- 1 person to Aireborough Voluntary Services to the elderly with disabilities (AVSED)

- 2 people to Queenswood Drive Day Centre
- 1 person to residential care

8.8. **Spring Gardens Service User Experience**

8.8.1. Reviews were undertaken to check that the older people were settling in and further follow-up reviews completed three months after the move to new services. A case study outlining the service user's experience of the move is available at Appendix 2.

8.9. **Staff**

8.9.1. One member of staff left on the Early Leavers Initiative scheme

8.10. **Savings**

8.10.1. The total recurring savings for Spring Gardens day centre is £14,000. The savings relate to the managed costs of the establishment and do not include departmental or central overheads.

9. **Corporate Considerations**

9.1. **Consultation and Engagement**

9.1.1. The options presented in this report endorsed by the Executive Board, are the subject of a formal and comprehensive programme of consultation and engagement.

9.2. **Equality and Diversity / Cohesion and Integration**

9.2.1. An initial Equalities Impact Screening was prepared for the February 2013 Executive Board report against all the equality characteristics as laid down by legislation. Equality Impact Assessments will be developed from the information gathered from the consultation process and will be reviewed as plans develop. Individual equality impact assessments for each option are being prepared against all the equality characteristics as laid down by legislation. They will form part of the consultation process and will be reviewed as plans develop.

9.3. **Council Policies and City Priorities**

9.3.1. 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.

9.3.2. Leeds City Council's Top 25 priorities set out the delivery milestones of the Council for 2012-13 which support delivery of the key priorities

in the city priority plan and Council business plan 2011-15. In relation to Adult Social Care this includes supporting Better Lives through enterprise with the development of a wider range of care service providers. This will increase the range of choices open to service users.

- 9.3.3. The Council also has a duty of care to existing service users. 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. The important role of family carers is also recognised and they will be kept fully informed and offered a carers assessment, where appropriate.

9.4. Resources and Value for Money

- 9.4.1. There are no direct financial implications for the area committee to consider at this stage.

9.5. Legal Implications, Access to Information and Call In

- 9.5.1. There is no decision to be taken at this stage therefore this report is not subject to call-in.

9.6. Risk Management

- 9.6.1. Risk management processes are in place and the programme is included within the Council's corporate risk register.

10. Recommendations

- 10.1. Members of the North West Outer Area Committee are requested to:
- a) Note and consider the consultation process to implement the recommendations of the Executive Board on 15 February 2013.
 - b) 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
 - c) Note and consider the content of this report and recognise the progress in implementing the options approved by the Executive Board in September 2011 on the two residential homes and day centre in the North West Outer area.

11. Background Documents.

- 11.1. None.

Better Lives for People of Leeds - Residential Care for Older People - Appendix 1

Phase 1 Residential Care Case Studies

Freda is 85 years old and moved to Kirkland House in 2003. Freda was very happy at Kirkland House and was anxious about the move. Her son also really wanted Freda to continue to live in the Guiseley area as she has strong local connections. Freda completed an introductory visit and really liked Primrose Court, her first choice of an alternative home in Guiseley. Freda says that she is very happy at Primrose Court, she has a nice room, all her furniture is there and she is happy for Primrose Court to be her permanent home. Freda plays a full and active role in a wide range of social activities at the home. She also continues to attend activities in the local community. The new placement enables her son to visit frequently as he did at Kirkland House. Freda moved to be with her friend Pat who is equally happy with her new home. They have maintained their friendship and made other friends since moving. Both commented that moving with a friend had made the transition easier.

Better Lives for People of Leeds – Day centres for Older People

Phase 1 Day Centre Case Studies

Susan (92) attended Spring Gardens day centre in Otley for 11 years and developed many close friendships during that time. She has been involved with Otley Action for Older People for around 4/5 years and credits them with helping her move into her flat. She attends a quiz and bingo on Mondays occasionally, the Bridge Church lunch club once a month and enjoys having the opportunity to spend time in the company of her friends. She also attends the Otley Methodist lunch club and enjoys being able to still see many of her close friends regularly. She has been able to re-establish contact with her two cousins who she had lost contact with for several years, Susan says she has always got on well with her cousins so she has enjoyed being able to see them again. Susan says that without the lunch club she wouldn't be able to see her friends and she looks forward to going each week.