



## Report of the Director of Adult Social Services

### Scrutiny Board – Adult Social Care

**Date:** 12 January 2011

**Subject:** Inquiry into the Future of Residential Care Provision for Older People in Leeds

#### Electoral Wards Affected:

Ward Members consulted  
(referred to in report)

#### Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

## Executive Summary

The inquiry into the future of residential care provision for older people conducted by Adult Social Care (ASC) Scrutiny Board in October and November 2010 informed the development of a set of options for change in relation to residential care homes in Leeds. These options were agreed by the Council's Executive Board at its meeting on 15 December 2010. Executive Board also agreed to begin public consultation on these proposed options.

This report outlines the programme developed by Adult Social Care to progress and implement these recommendations, particularly the consultation process, and proposes a set of critical milestones for future reports to the Board to allow them to monitor the progress of this work. Appended to this report for Members information is a Communications Calendar (Appendix 1) and Key Stakeholder Communication Journeys (Appendix 2).

In addition, this report takes the opportunity to formally recognise the significant contribution of Members of ASC Scrutiny Board to the inquiry into the future of residential care services for older people in Leeds.

### 1.0 Purpose of this report

The purpose of this report is to outline the programme of work developed by ASC to progress and implement the recommendations of Executive Board agreed on 15<sup>th</sup> December 2010 in relation to future options for long-term residential care for older people. This report also describes the consultation process aimed at seeking the wider views of stakeholders and specifically of those people currently living in residential homes, their carers and the staff who provide care and support.

- 1.1 In progressing the development of future options for older people's residential care, Members of ASC Scrutiny Board are invited to consider and comment on;

- the information contained in this report
- what further information they would wish to consider under the terms of the inquiry
- future reports to the Board to comment on and monitor the progress of this work.

## 2.0 Background Information

At its meeting in June 2010, Scrutiny Board agreed to undertake an inquiry into the future provision of older people's residential care services in Leeds. The long-term provision for residential care services is being reviewed as part of the improvement programme developed by the council to embrace and implement the spirit and vision of "Putting People First". This was reinforced by the outcome and recommendations of the 2008 Independence, Wellbeing & Choice Inspection of Adult Social Services. The inspection concluded that there was an immediate need to 'extend the range and choice of services by reconfiguring and modernising traditional buildings based services'.

- 2.1 The inquiry accepted that people's expectations around the choice, quality and control over their residential accommodation have increased significantly and that a position of 'no change' in the provision of council-run residential care is not an option. On this basis, a set of criteria was developed and agreed by this Board as a sound framework for considering the most appropriate alternative option in relation to each of the 19 residential homes. These criteria and two options for future use were approved by Executive Board at its meeting on 15<sup>th</sup> December 2010. Executive Board also gave approval to commence a three month formal consultation process on 10<sup>th</sup> January 2011. The options for change are outlined in the section below.

## 3. Main issues

### 3.1 The Options

- 3.2 The following two options for change for each home, following consideration of a number of factors, were approved by Executive Board.

#### **Option 1 – Redevelop**

This means that the home will be redeveloped as a specialist care facility, such as:

- Intermediate care – a short-stay care home that focuses on helping people regain independence and then return to their own homes. This service is aimed at preventing unnecessary admission to hospital or providing support for people following discharge from hospital.
- Respite care – a short-stay care home to give families and carers of older people a break.
- Specialist care for frail or disabled older people, or people with dementia who can no longer remain at home.

#### **Option 2 – Decommission and provide alternative residential care services**

Within this option there are alternative considerations depending on the circumstances of each individual home. Residents will be supported to make informed choices based on a full assessment of their needs to ensure that everyone is relocated somewhere that fully meets these needs. If no alternative accommodation exists or is planned the decommissioning will be phased.

- 3.3 The following section outlines the consultation and engagement process to be undertaken with those directly affected and at a more general level potential future users and interest groups.

## **4.00 Consultation**

### **4.1 Consultation with residents and relatives**

4.2 Informed by the outcome of this scrutiny inquiry, it is proposed that for existing residents of residential care homes and 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 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.

4.3 To achieve this, and to establish clear lines of communication and engagement right from the start, letters were sent to residents and their relatives on 9<sup>th</sup> December advising them of the intention to seek Executive Board approval and again on 16<sup>th</sup> December following Executive Board's decision. A further letter and consultation pack containing a fact sheet and explanation of the criteria for determining the option for each individual home will be sent on 10<sup>th</sup> January. Staff have been fully briefed to be able to assist residents and relatives understand, consider and take-in the information. The aim will be to ensure that residents and their relatives understand the criteria for considering the most suitable option for their residential care home.

4.4 Officers in ASC are currently assessing each individual home according to the criteria agreed by Executive Board. Once this analysis is complete, consultation materials bespoke to each residential home, will be produced. It is proposed that further consultation will then take place with residents and their relatives on the specific option. Questions will be put to residents 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 who 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 we might reduce this impact as we make our plans. This consultation will compliment the individual needs assessments that will be carried out by appropriately qualified officers in Adult Social Care.

### **4.5 Consultation – the wider approach**

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.

4.6 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

4.7 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 these groups is duplicated, with the same people representing the interests of older people across a broad range of themes. Although the following list is not exhaustive, these are some of the groups invited to take part in the consultation.

- 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

4.8 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 care, officers will have a stall providing a wide- range of information and the opportunity for stakeholders to comment.

4.9 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. 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)

#### **4.10 Elected Members**

4.11 **Area Committee meetings.** To ensure that future services reflect local needs and opportunities and to allow their local knowledge and experience influence the consultation, officers in ASC will be making presentations to all 10 area committees during the consultation period.

- 4.12 A briefing note to all ninety-nine members has been circulated. This outlines details of the consultation and provides details of where to refer those directly affected by the proposals seeking more information.

#### **4.13 Consultation and Engagement with Staff.**

- 4.14 Keeping our staff informed and involved is expected as a good employer. However it will also help in providing a greater sense of security on the part of residents. If staff that are affected by change feel confident and involved then not only is this consistent with their employment rights but also makes the management of change easier. It also removes a potential source of anxiety on the part of residents and relatives who will be concerned to know what will happen to the people who look after them. Staff also have a wealth of experience and expertise to draw upon as the change programme moves forward. In order to establish clear lines of communication and engagement right from the start, letters were sent to staff 9<sup>th</sup> December advising them of the intention to seek Executive Board approval on the proposals and again on 16<sup>th</sup> December following Executive Board's decision. Following this a briefing took place with staff and senior managers. At this event, staff volunteered to support the consultation process and two 'champions' have emerged who will act as key focal points for communication with residents and their relatives. It is suggested that they will identify potential barriers to effective engagement, help resolve problems and provide feedback to the project team and residents.
- 4.15 We will continue to ensure that staff are well informed. Managers from adult social care will meet shortly with staff from individual homes. Trade Unions will also be invited to attend.

#### **5.0 Commissioning**

Service providers, both Independent and Voluntary Sector have been engaged in a series of dialogues with Commissioners over the past 12 months, which have addressed the future of the care market in Leeds in the short, medium and long term. These have been conducted on an individual, group and sector wide basis, including think tanks, workshops and organisational development sessions. Potential providers are encouraged to discuss their business plans with Commissioners in order to test their appropriateness for Leeds. A monthly newsletter is circulated to third sector organisations by the new Business Development Officer, who also offers expert support and advice to providers to assist them to thrive in the market. Providers will be fully involved in the production of the market position statement.

Anecdotally, it is known that the residential care market is operating at significant under-capacity. Many providers, both large and small, complain about the chronic lack of demand for their vacant beds. This is explained by the gradual long term decline in demand for beds which was confirmed by the Cordis Bright review of residential care in the city. It is further more compounded by the continued expansion of capacity through the opening of new facilities on a regular basis. In order to confirm this hypothesis, Commissioning officers are currently surveying the full extent of capacity in the market in Leeds, and early results are confirming expectations that there exists significant capacity to accommodate increases in referrals.

#### **6.0 PFI Round 6**

- 6.1 The Government announced in November that it will no longer fund the Private Finance Initiative (PFI) Lifetime Neighbourhoods For Leeds project. This had sought to provide 300 new, high quality, extra care housing units across the city, making a significant contribution

to the council's ambitions to modernise housing, health and social care services for older people. Despite the loss of funding, the council remain committed to identifying alternative investment opportunities to meet current and future housing needs of older people. Opportunities are being explored to access funding through the Homes and Communities Agency (HCA) and the Department of Health to support the development of new homes, including extra care for older people. If this is successful however, development is likely to be on a smaller scale and over a longer period of time. Officers are also exploring the opportunity to secure additional decency funding to bring some of the council's existing stock, including its sheltered housing up-to-date to meet current and future needs.

## **7.0 Critical Milestones and Future Reporting to ASC Scrutiny Board**

7.1 Members of Scrutiny Board are requested to consider the following critical milestones of the programme and proposals for future reports to the board, within the scope of the inquiry, to allow them to monitor the progress of this work.

- 16th February 2011. Options analysis and feedback on first phase of consultation
- 16<sup>th</sup> March 2011. Position statement on consultation, i.e what has been established to date. Details of 2<sup>nd</sup> stage of the programme around transition plans for assets and resource requirements.

7.2 Members of the board are also requested to consider what further information they would wish to take into account under the terms of the inquiry

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

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.

8.1 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.

## **9.00 Legal And Resource Implications**

9.1 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.

## **10.00 Recommendations**

10.1 In progressing the development of future options for older people's residential care, Members of ASC Scrutiny Board are invited to consider and comment on;

- the information contained in this report
- what further information they would wish to consider under the terms of the inquiry
- future reports to the Board to comment on and monitor the progress of this work as outlined in paragraph 7.1

### **Background Documents referred to in this report**

Scrutiny Board Report – October 2010.

Scrutiny Board – November 2010

Executive Board – November 2010

Executive Board – December 2010