



Report of the Director of Adult Social Services

Scrutiny Board – Adult Social Care

Date: 16 February 2011

Subject: Inquiry into the Future of Residential and Day 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.

In relation to day care, these matters were the subject of an Executive Board report in November 2009 when changes were made to the configuration of day services. Since then it has become increasingly apparent, particularly in the light of a changing demand for the service and the current financial climate and prioritisation of resources, that the two services – residential and day care - are inextricably linked when considering future service delivery. The strategic review of residential care therefore provides an opportunity to determine a longer term strategy for the day care service.

The report to Executive Board in December 2010 considered the future requirements of the council's residential and day care services and agreed a set of options, informed by the work undertaken by this inquiry. Executive Board also agreed to begin public consultation on these proposed options.

Members of ASC Scrutiny Board agreed at its last meeting on 12th January that it is appropriate to now broaden the scope of its inquiry to include the future of day care provision in order to influence decision making and assist with policy development which will ensure effective effective service development and value for money. The specific focus of this work is outlined in this report.

This report updates Scrutiny Board on the programme of work developed by ASC to progress and implement the recommendations agreed by Executive Board.

Purpose of this report

1. The purpose of this report is to;
 - update members of ASC Scrutiny Board on the programme of work developed by ASC to progress and implement the recommendations of Executive Board agreed on 15th December 2010 in relation to future options for long-term residential and day care for older people.
 - outline the findings from the city-wide public consultation on the impact of the Comprehensive Spending Review announced by the Government in October 2010
 - set out the focus for the inquiry in relation to day care services
2. In progressing the development of future options for older people's residential care and day care services, 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.
 - comment and agree on the focus for the inquiry in relation to day care services

Background Information

3. 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". 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.
5. In relation to day care services, in July 2008 Executive Board agreed a strategy for reshaping day services to provide greater opportunities for older people to receive more personalised services with an enhanced range and quality of community based activities. The report highlighted the need for the council to develop and focus on the following specialist day services:
 - Universal Services
 - Specialist Dementia Care (reablement and long-term support for people with moderate and severe dementia or functional mental health problems)
 - Specialist Reablement (including well-being and day respite)
 - Day respite care (providing support for carers)
 - Minority Ethnic Elders Services (Apna in Woodhouse, Frederick Hurdle in Chapeltown)
6. In November 2009, Executive Board agreed changes to the configuration of day care services, including the closure of four day services in the city. Current attendance at day centres across the city range between 39% and 62%, which means that keeping them all open is no longer financially viable. In addition, public expectations, changing patterns and the take-up of personal budgets all impact on day centre attendance. For this reason, and given the emerging resource issues facing adult social care services it became

increasingly apparent that the strategic review of residential care should be broadened to include day care facilities. In this context therefore, options for the future of older people's day care have been considered alongside the current review of residential care provision and form the basis of the proposed options and consultation agreed by the Executive Board on 15th December. Executive Board also gave approval to commence a three month formal consultation process from January 2011.

7. It is recommended that the inquiry focuses on the current provision of day care services for older people and the requirement for modernisation of the service to meet customer demand while providing a quality service and value for money. Members of ASC Scrutiny Board are asked to pay particular attention to;
 - current day care service provision across the city and aspirations for its future
 - anticipated customer demand
 - opportunities for developing community based services for dementia care, support and reablement in partnership with NHS Leeds and other statutory and voluntary partners
 - Partnership working and future commissioning/decommissioning of services

Main Issues

Day Care Services

8. Policy direction and local demographic information suggest that services for older people in the future should be directed to those who have complex needs and require specialist services, for example around dementia. Meanwhile, people with low to moderate needs are increasingly directed toward locally provided services in the community, such as Neighbourhood Networks. Changes to the service in 2009, outlined above, were agreed in the context of a future vision and new funding formula for Neighbourhood Network Schemes. This highlighted the unique and nationally recognised contribution of Neighbourhood Network Schemes to engage older people in social, community and well-being initiatives within localities to prevent social isolation. Preventative services such as Neighbourhood Networks however often have limited capacity to respond to people with personal care and high dependency needs. Building on the work undertaken in 2009, the scope of the current programme includes a thorough gap analysis which will serve to address this issue. Proposals will look at how some centres could be remodeled to offer daytime services to older people with dementia and intermediate care needs, also at ways to help other service users find alternative activities in their local communities.
9. The gap analysis is currently being undertaken by officers in ASC as part of the options appraisal, outlined in more detail below. It is intended that once complete it will also identify gaps in current provision and be used as the basis for developing strategic objectives and to inform future commissioning opportunities.

Residential and Day Care - Options Appraisal

10. The option for each individual residential home and day centre is currently being assessed according to the criteria developed and agreed by this board and subsequently by Executive Board on 15 December 2010. Reproduced for reference, this information is available at Appendix 1. The option appraisal has identified the considerable variations between the individual units in relation to each of the criteria and is also identifying the risks, costs, and benefits – both financial and non-financial.

11. In addition to the above, the option appraisal is a useful tool for officers in ASC to strategically focus on the delivery of services and to consider where the programme can link up with opportunities for more integrated working to meet the needs of older people. This has led to collaborative working across ASC and other council departmental boundaries, including those who are non-specialist such as housing and transport. Work currently underway with partners in Environment & Neighbourhoods is described in paragraphs 28-30 below.

Consultation

12 Consultation with residents and relatives

13. An outline of the consultation process was available at the last ASC Scrutiny Board on 12th January. Since then, a further letter and fact sheet outlining the background to the proposals and an explanation of the criteria for determining the option for each individual home was sent on 20 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.
14. Officers in ASC are currently assessing each individual home according to the criteria agreed by Executive Board. It is anticipated that an initial analysis will be complete by mid-February. Staff briefings on the option for each individual home and day centre will then take place and will be led by Principal Service Managers. The purpose of these briefings is to make staff aware of the progress of the programme in terms of the options appraisal and to call upon their experience and expertise in helping to coordinate the consultation with residents and day care users. Separate briefings on employee matters will take place concurrently with managers from adult social care. The programme will work closely with trade unions to ensure employee matters are given high priority. It is proposed that further consultation will then take place with residents and their relatives on the individual options from 21st February.

15. Consultation – the wider approach

At the last meeting in January, Members of ASC Scrutiny Board requested feedback on the phased, city-wide public consultation on the impact of the Comprehensive Spending Review. This was undertaken from mid-November to 31 December 2010. The aim of this 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.

16. The following table outlines the response rate to the consultation. Available at appendix 2 is a condensed summary of the findings from the consultation and at appendix 3 a profile of respondents.

Method	Valid responses
The online, About Leeds and One Stop centre/Libraries survey	1588
Leeds Citizens' Panel	499
Breeze consultation	135
Town and Parish councils	4
Outreach discussions	9
Other submissions	1

17. Regrettably, the low response rate to the corporate consultation means that this is not a clear indication of public feeling and no solid conclusions can be drawn from it. Officers in ASC are keen to learn lessons from this first phase of consultation however and double our efforts to ensure that the next phase, described below, attracts a greater response on the future direction of services and forms an important part of the council's communications on the way it is tackling the financial challenges it faces.
18. As reported to the last meeting of scrutiny board in January, phase two of the overall consultation on the spending challenge, beginning in January 2011, will be a directorate specific approach. The `brand` name for this joint delivery is `A Vision for Adult Social Care Services` and the aim is 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. These various strands of consultation are being coordinated to make best use of resources, avoid duplication and `consultation fatigue` among our stakeholders.
 - The Spending Challenge
 - The future of the Leeds Centre of Integrated Living
 - Self Directed Support and Personal Budgets - awareness raising
 - Older People's Future of Residential and Day Care
 - Charging for Non-Residential Services
 - Other ASC developments around prevention and re-ablement for the drop-in events
19. Six workshops and six drop-in events or roadshows have been planned. Appendix 4 provides details of the events. The intention for the drop-in events is to hold 2 in each locality. Where possible drop-in events have been arranged to take place on the same day as local markets in an attempt to attract more people.

20 Elected Members

21. At the time of writing this report, officers in ASC have attended Area Committee Chair's briefings and are invited to attend the full area committee meetings. Members of the area committees are asked to;
 - suggest specific local issues that will help plan for the future needs of older people
 - comment on the criteria for determining the most appropriate option for each facility outlined in the Executive Board report, particularly in terms of local factors
 - Suggest local voluntary organisations working with older people to be invited to take part in the consultation

To ensure that the consultation is robust and inclusive, some area committees have requested that Town and Parish Councils are given opportunities to participate in the consultation. Officers in ASC are facilitating this.

22. In order to provide an opportunity for the area committee to comment on the proposed options for individual homes and day centres, it is suggested that a further report outlining these individual options is brought to the next round of meetings in March/April

23. Consultation and Engagement with Staff.

24. As reported to the board in January, clear lines of communication and engagement with staff have been established from the start. Principal Service Managers attend the weekly programme team meeting and officers in ASC attend the manager's monthly meeting to provide an update on the progress of the programme.

25. Commissioning

26. Service providers, both Independent and in the Voluntary Sector continue to be engaged in discussions to address the future of the care market in Leeds in the short, medium and long term. Potential providers are encouraged to discuss their business plans with commissioners in order to test their appropriateness for Leeds. Commissioning officers continue to survey 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.

27. Extra Care Housing

28. Following the fall out of the PFI Round 6 initiative, the council has developed and submitted a bid to the Homes and Communities Agency (HCA) to remodel a number of priority sheltered housing stock that have not met decency standards. The vast majority of sheltered stock owned by the council and currently managed through its three Arms Length Management Organisations (ALMOs) will require substantial remodeling to create one/two bedroom units from the existing bed-sitter configuration. The potential to include additional on-site facilities, as part of the remodeling proposals, will also be explored further, subject to grant approval.
29. Although this does not provide the city with the much needed extra care facilities that the PFI Round 6 initiative 6 proposed, the bid, if successful, will form a positive and integral aspect of an emerging and collaborative older peoples' housing investment strategy for the city.
30. Officers in ASC continue to work closely with Environment and Neighbourhoods on the options appraisal described earlier in this report and in relation to identifying sites for Extra Care Housing. In addition officers in ASC are working closely with council and other partner agencies to develop integrated solutions for older peoples' residential and day care services.

31. Critical Milestones and Future Reporting to ASC Scrutiny Board

32. 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 March 2011. Options on each individual home and day centre, subject of consultation with those directly affected. Position statement on consultation, i.e what has been established to date. Details of 2nd stage of the programme around transition plans for assets and resource requirements.
 - 13 April. Initial analysis of findings from the consultation. Options on each individual unit following assimilation of feedback from consultation.
33. 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

34 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.

35. 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.

36 Legal And Resource Implications

37 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.

38. Equality Considerations

39. 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

40. Recommendations

41. In progressing the development of future options for older people's residential and day care, Members of ASC Scrutiny Board are invited to consider and comment on;
- the information contained in this report
 - comment and agree on the focus for the inquiry in relation to day care services as outlined in paragraph 7.
 - what further information they would wish to consider under the terms of the inquiry
 - future reports to ASC Scrutiny Board to comment on and monitor the progress of this work as outlined in paragraph 32

Background reports

Scrutiny Board Report – October 2010.

Scrutiny Board – November 2010

Executive Board – November 2010

Executive Board – December 2010

Scrutiny Board – January 2011

Executive Board November 2010, Government Spending Review 2010,

Executive Board July 2008, Older People Day Services: Service Improvement Plan,
Executive Board, November 2009, From Day Centres to Day Services: Responding to the needs and preferences of older people.