



## Report of the Director of Adult Social Services

### Scrutiny Board – Adult Social Care

Date: 13 April 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

## 1.0 Executive Summary

- 1.1 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.
- 1.2 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.
- 1.3 Members of ASC Scrutiny Board agreed at its meeting on 12<sup>th</sup> January that it was appropriate to 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 service development and value for money.
- 1.4 Building on the reports to Scrutiny Board in January and February 2011, this report provides an update on the programme of work developed by ASC to progress and implement the recommendations of Executive Board. The scale and complexities of the services under consideration have resulted in some delays in progressing to the next phase of the review. This report seeks to explain the circumstances and reasons for this constructive delay and presents for Members consideration, comment and further advice, revised plans for the next phase of the programme.

## 2.0 Purpose of this report

2.1 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 15<sup>th</sup> December 2010
- explain the circumstances and reasons for the delays in progressing to the next phase of the review and to present revised plans for the next phase
- present interim feedback from the consultation so far. This is to provide an opportunity for Members to consider this feedback before embarking on stage two of the more detailed consultation on the specific options for each individual home and day care centre with those directly affected

2.2 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, particularly in relation to the feedback and comments received so far through the consultation
- the overall approach proposed for the next phase
- future reports to the board to comment on and monitor the progress of this work.

## 3.0 Background Information

3.1 At its meeting in June 2010, ASC 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.

3.2 Members of ASC Scrutiny Board agreed at its meeting in on 12<sup>th</sup> January that it was appropriate to broaden the scope of its inquiry to include the future of day care provision and the requirement for modernisation of this service to meet customer demand while providing a quality service and value for money.

## 4.0 Main Issues

### 4.1 Circumstances and reasons for delays to the programme

4.1.1 The scale, complexities and potential impact of the services under consideration have resulted in the first phase of the review taking longer than originally envisaged. Specifically the following issues and key characteristics of the programme require additional time to ensure careful assessment and understanding: **Each of these are described in detail below.**

- Options appraisal
- Understanding of user's care and support needs
- Analysis of feedback from early consultation
- Negotiations with NHS Leeds Care Services

## **4.2 Options Appraisal**

4.2.1 Previous reports to this board have highlighted the council's vision to shape more flexible services for older people which offer care and support to help them remain independently within their own homes. Similarly 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.

4.2.1 The scope of the current programme includes a thorough gap analysis which will serve both to fully understand the current situation and examine the potential to achieve this vision. The gap analysis is currently being undertaken by officers in ASC as part of the options appraisal. Consultation with the Executive Member for Adult Health and Social Care has required officers to do further and more detailed work to ensure that the options generated for each home and day care centre are robust and defensible. Additional time to undertake this work has therefore been built into the programme plan and it is anticipated that the options appraisal will be complete in early May 2011.

## **4.3 Understanding of user's care and support needs**

4.3.1 The extended timescales to the programme will also provide the opportunity for officers to establish a greater understanding of the care and support needs of those directly affected by the proposals and the range of potential alternative provision.

## **5.0 Stakeholder Involvement Project – Communication and Consultation**

### **5.1 Analysis of feedback from early consultation**

5.1.1 The whole consultation and engagement process is aimed at seeking the views of all key stakeholders and specifically of those people currently living in residential care homes, day service users, their carers and the staff who provide care and support. The communication and consultation activities for the programme are broken down into two distinct areas:

- The wider consultation
- The detailed consultation – which is further divided into stages, one and two.

4.4.3 Initial plans outlined a 3 month consultation period from January to the end of March 2011. Further time is required however to fully assimilate and respond to the findings and feedback from the earlier stages of the consultation prior to embarking on stage two of the more detailed consultation with those directly affected on the specific options for each individual home and day care centre. This will also ensure that the options appraisal takes full account of the views expressed in the course of public and stakeholder consultation. Extended timescales to undertake the options appraisal, described in paragraph 6, provide an opportunity to undertake this analysis. Details of interim findings from the consultation so far are described below for Members consideration and comments.

## 5.2 Elected Members

- 5.2.1 To ensure that future services reflect local needs and opportunities and to allow their local knowledge and experience influence the consultation, officers in ASC made presentations to all 10 area committees in January and February. A briefing note was circulated to Area Committee Chairs on 17 March to advise them that due to the extended timescales no further reports will be presented at area committee meetings in March and April as originally planned.
- 5.2.2 Steps have been taken to ensure elected members are kept fully informed through attendance at the next area committee chair's meeting on 15 April and individual Member briefings, forums and sub-groups. In addition, in terms of the consultation process, to ensure that there are further opportunities for public participation, consultation materials are available in one-stop centres across the city and a further press release has been issued promoting the consultation.
- 5.2.3 An analysis of feedback from the area committee meetings is available at Appendix 1 along with the actions that have been taken.

## 5.3 Detailed consultation with residents, day service users, carers and relatives

- 5.3.1 Informed by the outcome of the scrutiny inquiry, Executive Board agreed that for existing residents of residential care homes, users of day services 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 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 this might be reduced and the needs of individuals adequately assessed as future plans are developed.
- 5.3.2 Stage one of the detailed consultation with residents, day service users and their relatives and carers was delivered through the communication of 3 letters. The following is an approximate breakdown of the number of letters circulated on each occasion
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|--|
| 500 Residents ( <i>letters to service users with dementia were sent only to their relative/carer</i> )                   |
| 700 Day care users on registers ( <i>letters to service users with dementia were sent only to their relative/carer</i> ) |
| 1300 Carers and families   |
| Total 2,500  |
- 5.3.3 Included with the third letter sent on 20 January was a detailed fact sheet outlining the background to the proposals and an explanation of the criteria for determining the option for each individual home and day centre. Staff were fully briefed to be able to assist residents and day centre users understand and take-in the information. 146 enquiries have been received from 7,500 letters. A breakdown of these enquiries has been collated from the stakeholder enquiry log and is available at Appendix 2.

- 5.3.4 The third letter also outlined the timescales and details of the next phase of the consultation, scheduled originally to commence in mid February. A further letter has been issued therefore which explains the circumstances and reasons for the slip in timescales from those originally reported. The aim is to alleviate any anxieties and maintain clear lines of communication, engaging particularly with relatives and carers to build their confidence and trust in the consultation process.
- 5.3.5 Providing relatives and carers with information and consulting them at each stage of the review is a key component of the programme. Ongoing communication is a factor and a range of resources, in addition to the letters described above, will be utilised to keep relatives and carers informed and involved in the process. An article outlining the background to the proposals and information on the consultation has been published in the Carers Leeds newsletter and representatives from carers' forums have been invited to the stakeholder consultation events held on 18 February and 28 March.
- 5.3.6 Following the completion of the individual option appraisals, consultation materials bespoke to each residential home and day service will be circulated. 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.
- 5.3.7 Feedback from all the consultation phases will be used to inform the report that will go to the Executive Board. This report will offer clear recommendations for the way forward for elected members of the council to consider. A firm date for this to go the Executive Board has not been confirmed but it is expected to be sometime later in summer.

## **5.4 Consultation with staff**

- 5.4.1 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. A letter and the fact sheet outlining the background to the proposals and an explanation of the criteria for determining the option for each individual home was sent to staff on 20 January. Staff have been fully briefed to be able to assist residents and relatives understand, consider and take-in the information.
- 5.4.2 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. Following the completion of the individual options analysis, staff briefings will then take place, 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 and regular meetings with trade unions have and will continue to take place.

## **5.5 Wider Consultation**

- 5.5.1 At the meeting of Scrutiny Board in February, Members received feedback from phase one of the city –wide public consultation on the Comprehensive Spending Review. As part of the wider consultation for this programme, direct links and dependencies exist within the directorate phase two of this consultation which began on 18 February 2011 with a workshop for service users and carers. Further workshops have taken place on
- 7 March, Voluntary, Community and Faith Sector Organisations
  - 14 March, Independent Providers
  - 28 March, users and carer groups
- 5.5.2 The findings from these events are currently being evaluated and will be reported to the next meeting of Scrutiny Board.
- 5.5.3 In addition to these events, there are a number of ways in which the wider general public will be able to have their say on the proposals. A fact sheet and questionnaire are available online on the council’s consultation portal, Talking Point’ at [www.leeds.gov.uk](http://www.leeds.gov.uk). They are also available at one-stop centres across the city and hard copies available on request by contacting the dedicated phone line in Adult Social Care.

## **5.6 Negotiations with NHS Leeds**

- 5.6.1 One of the options as part of the review is to ‘re-commission’ a smaller number of units to focus on specialist, short-term intervention for people who have dementia and/or are physically frail. Since the submission of the Executive Board report, further and much more detailed negotiations are taking place with NHS Leeds Care Services aimed at developing an integrated service model. It is recognised that further time is required to progress these negotiations further prior to embarking on stage two of the review.

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

- 6.1 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.
- 6.2 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.

## **7.0 Legal and Resource Implications**

- 7.1 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.

## **8.0 Equality Considerations**

- 8.1 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

## **9.0 Recommendations**

- 9.1 In progressing the development of future options for older people's residential and day care, Members of ASC Scrutiny Board are invited to consider, comment on and offer any further advice in relation to;
- the information contained in this report
  - the feedback and comments received through the consultation so far
  - outline plans for the next phase of the review

### **Background reports**

Scrutiny Board report June 2010  
Scrutiny Board Report October 2010.  
Scrutiny Board November 2010  
Scrutiny Board report January 2011  
Scrutiny Board report February 2011

Executive Board December 2010, Future Options for Long Term Residential and Day Care for Older People

Executive Board November 2010, Government Spending Review 2010