



Report of the Director of Adult Social Services

Scrutiny Board – Health & Well Being and Adult Social Care

Date: 22nd July 2011

Subject: Future options for long term residential and day care services for older people

Electoral Wards Affected:

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

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 Building on previous reports to ASC Scrutiny Board in 2011, this report provides an update on the programme of work developed by ASC to progress and implement the recommendations of Executive Board. Specifically this report addresses;
 - the proposed outcomes arising out of the options appraisal undertaken by Adult Social Care (ASC) to bring forward a future option for each residential home and day care centre for older people.
 - interim findings from the consultation with the wider general public and stakeholder groups and on the proposed options with those directly affected

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 on the future requirements of older people's residential and day care services, agreed on 15th December 2010.
- 2.2 As the programme reaches the closing stages of the consultation with those directly affected by the proposals, and in preparation of the submission of recommendations to Executive Board in September 2011, this report seeks the insight and observations of ASC Scrutiny Board and invites them to consider and comment on the issues addressed in the report.

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 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 12th 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 Options Appraisal.

- 4.2 An options appraisal has been undertaken to bring forward a future option for each residential home and day care centre for older people. The appraisal has been undertaken by officers in ASC according to the criteria and requirements agreed by Executive Board on 15 December 2010. The options arising out of this analysis are attached to this report at Appendix 1. In short the options are based on an assessment of the interplay between the following three distinct features;

- strategic – specifically the strategic relevance of the facility
- people – the profile of the needs of the residents, carers and staff
- financial – the financial profile of the facility

5.00 Implications for current residents and users

- 5.1 These proposals are the basis for detailed consultation with those directly affected, details of which are outlined below. Feedback and key issues arising from the consultation will be fully evaluated to take on board all relevant considerations prior to any final decisions being taken by Executive Board in September 2011.

6.0 Stakeholder Involvement Project – Communication and Consultation

- 6.1 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.

6.2 Analysis of feedback from wider consultation

6.3 Members will recall that in November 2010 the council consulted on the Spending Challenge following the Government's spending review. Following this, Adult Social Care undertook some broad consultation on its own priorities arising from this financial challenge and the need to modernise services. The consultation, branded 'The Future for Adult Social Care in Leeds' took place between February and June 2011 and consisted of the following three main themes.

- The Future for Adult Social Care in Leeds
- Older People's Futures: Residential and Day Care Services
- Charging for Non-Residential Care services

6.4 Seven consultation workshops and six market roadshows were held, attended by over 200 people from the following key stakeholder and interest groups

- Current users of adult social care services directly affected by some of the proposals and members of peer led groups and organisations
- Carers as members of peer led groups and organisations
- Voluntary, Community and Faith organisations
- Independent Sector Providers of adult social services
- Members of staff
- Equality and Diversity groups and organisations

6.5 In addition to these events, a fact sheet and questionnaire was available online through the council's consultation portal, 'Talking Point' from 9 January – 30 April 2011 and also at One-Stop Centres across the city. The outcomes from the consultation workshops and Talking Point questionnaire are available at Appendix 2.

6.6 Common themes

6.7 The consultation process has generated a considerable amount of feedback from a wide range of stakeholder groups. At the time of writing a full analysis of this feedback has not been completed however, a number of common themes and issues have emerged. A response to this feedback will be made available to all those who participated in the consultation through a briefing note to be circulated shortly. The analysis of the responses to the consultation has also identified those stakeholders who have not yet participated in the consultation. Steps will be taken to target these groups and interest groups to ensure that they have an opportunity to have their say on the proposals.

6.8 The following are examples of the common themes to emerge from the consultation and the response from ASC

'There should be due consideration for service users, staff and families. Robust consultation and involvement with residents about the proposals are important. The council should look to introduce the proposals gradually.'

We will work with older people and their relatives and carers to ensure any moves are carefully planned and they are supported to make informed choices, to make sure that everyone is relocated somewhere that will fully meet their needs. We will work at a pace that is as comfortable as possible for those people affected, and nothing will happen suddenly or unexpectedly. We are having conversations with everyone directly affected by the proposals and we'll continue to keep people informed and involved.

'Make the savings elsewhere.'

These changes are not just about saving money – although finances are clearly a factor. They are about providing a good standard of service in the future for older people, including

specialised services for those with specific needs – and being able to respond to the fact that many people would prefer to remain living independently and safely in their own homes.

‘The standard of services in the independent sector is poor so the services will need to be well monitored.’

Adult Social Care has a responsibility to ensure quality in the independent sector and will continue to work closely with independent providers to make sure that care is provided at a high standard. If a complaint is raised, it will be investigated immediately.

‘We need to retain and increase the specialist services – e.g. for people with dementia.’

One of the main reasons we are proposing these changes is because many more people are living longer and living with dementia. To ensure services are in place to support people with greater and more complex needs, we must look very carefully at the cost of services and think about ways that we can do things differently to make sure services are in place to support them.

‘Clear information needs to be provided to people and their families at every stage.’

We will make sure that the people who could be affected by the proposed changes are kept informed at every stage. At the end of the consultation and when a decision has been reached, we will communicate this to them promptly so that anyone affected is aware of what’s happening.

‘The day centre provides a place where older people can go to enjoy a hot meal, get out of the house and socialise with others and meet up with old and new friends. I am concerned that this will be lost. How will this be replaced?’

No one will have their care taken away or receive less care in the future than they do now. Day care centres provide activities and support to older people who are eligible for adult social care support following an assessment of their needs. The council will continue to ensure that these needs are met with a range of services, for example locally provided services in the community, such as Neighbourhood Networks.

We understand people’s wishes to stay with friends they have made in the centre over the years and will do everything we can to help friendship groups stay intact or to make sure people have the means to stay in touch. Individuals will be helped by staff at day centres to look at some of the many activities developed by voluntary organisations, for example Neighbourhood Networks. Advice on personal budgets to buy support will also be available

6.9 Detailed consultation with residents, day service users, carers and relatives

6.10 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.

6.11 The second stage, detailed consultation on the proposed options with those directly affected began on 16th May and will run until 5th August 2011. The consultation has been undertaken by staff from the residential homes and day centres, supported by the programme team. One-to-one meetings have been conducted with residents, users of day care and their carers and relatives to explain the proposed option, answer their questions and gather their views. The programme team is working closely with staff in the homes and day centres to ensure that all

residents and service users have an opportunity to discuss their views through the one-to one meetings before the consultation ends on 5th August.

6.12 Care and consideration has been given to any communication issues for each individual resident and day care user. The main focus of the consultation interviews is to capture people's responses to the proposed changes and determine the impact on individuals and how this might be reduced as plans develop. Each individual interview is being logged. Feedback and key issues arising from the consultation will be fully evaluated to take on board all relevant considerations prior to any final decisions being taken by Executive Board in September 2011.

6.13 Consultation with staff

Staff briefings on the proposed options took place during week commencing 9th May. A questionnaire has been approved by the Trade Unions and made available to all staff for completion.

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.

6.14 Elected Members

6.15 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 2011. Steps have been taken to ensure that all elected members are kept fully informed on the proposed options and a briefing note outlining the proposals was circulated to all 99 members on 11 May 2011. In addition, ward members have been invited to attend individual briefings on the proposed options for facilities in their wards. Updates on the programme have also been provided to the meetings of the Area Committee Chairs in April and June 2011.

7.00 Negotiations with NHS Leeds – Intermediate Care

7.1 Since the submission of the Executive Board report in December 2010, further and much more detailed negotiations are taking place with NHS Leeds Care Services aimed at developing a new model of service which seeks to integrate the work of health and social care teams in the same venue of care. The primary focus of the negotiations are in relation to Intermediate Care (IC) (which is a range of integrated services to promote faster recovery from illness, prevent unnecessary acute hospital admission and premature admission to long term residential care, support timely discharge from hospital and maximise independent living). Working in partnership, Leeds City Council and Leeds Community Healthcare are committed to work together to facilitate the further development of IC. Negotiations are continuing to ensure that the financial underpinnings and anticipated benefits of the new integrated model of care are clear for each respective partner.

8.00 Market Engagement

8.1 Since the original Scrutiny Inquiry in 2010 and the publication of the Executive Board report in December 2010, approaches have been made to the Authority by parties expressing interest in some or all of the existing residential care estate and by groups interested in using or operating from current day care facilities. Officers in ASC are engaging in discussions with the market to establish what further interest there might be from organisations interested in developing services using current Local Authority facilities.

10.00 Implications for Council Policy and Governance

10.1 The options presented in the report are the subject of a formal and comprehensive programme of consultation and engagement as set out previously. Clearly, the engagement

with colleagues in NHS Community Health services is also crucial and the fruition of plans for more integrated services will require robust governance arrangements.

- 10.2 It is proposed that a report detailing the outcome of the second phase of consultation and containing recommendations based on the overall outcome of both the appraisal and consultation will be brought to the September meeting of the Executive Board.

11.0 Legal and Resource Implications

- 11.1 In discharging its responsibilities under the Human Rights Act, the Authority is required to undertake a comprehensive formal twelve week 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.

12.00 Equality Considerations

- 12.01 An initial Equalities Impact Screening was prepared for the December 2010 Executive Board report against all the equality characteristics as laid down by legislation. At the time of writing, Equality Impact Assessments are being developed from the information gathered through the consultation process and will be reviewed as plans develop.

13.0 Sustainability Implications

- 13.1 The status quo is considered not to be sustainable, both in terms of the risks of continuing to deliver services in the buildings as they are; and the impact of demographic growth on the existing pattern of service provision. The changing needs and expectations of older people in the city demand that new models of service are developed. Within a developing locality focus, the aim of the programme is to create and implement a coherent vision of current and future local needs and potential sources of supply that best meet local needs and expectations and which offer the best use of council resources.

14.0 Recommendations

- 14.1 In progressing the development of future options for older people's residential and day care, this report seeks the insight and observations of ASC Scrutiny Board and invites them 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

Background reports

Scrutiny Board reports June 2010, October 2010, November 2010, January 2011 February 2011 and April 2011

Area Committee Chairs reports December 2010, April 2011, June 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