

## Report of the Director of Adult Social Services

### Report to North West Inner Area Committee

**Date: 27 June 2013**

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

Are specific electoral Wards affected?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, name(s) of Ward(s): Hyde Park & Woodhouse Kirkstall		
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?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, Access to Information Procedure Rule number: Appendix number:		

### Summary of main issues

1. This report outlines the Better Lives vision in which context a review of the council owned care homes and day centres has been completed and proposals developed that revise the current service model and, if implemented would lead to the decommission of three facilities within this area.
2. 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 care home and day centres in the North West Inner area that have been subject to consultation.
  - Burley Willows care home and day centre, Hyde Park & Woodhouse Ward
  - Queenswood Drive day centre, Kirkstall Ward
3. This report describes the consultation process devised to seek the views of those older people currently living in the care homes, those receiving respite, day centre users, carers, relatives 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 Inner Area Committee are invited to

highlight any specific local issues that will help plan for the future needs of older people and contribute 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 within the locality of Leeds, particularly in the context of significant financial constraints and reductions in public expenditure.

## **Recommendations**

1. Members of the North West Inner 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 any 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

## **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 and, if implemented would lead to the decommission of three facilities within this area.
- 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 home and day centres located within the North West Inner area.
  - Burley Willows care home and day centre, Hyde Park & Woodhouse Ward
  - Queenswood Drive day centre, Kirkstall Ward
- 1.3. Consultation with residents and respite users of these homes, their relatives and carers ended 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 Inner Area Committee and invites them to consider and comment on the issues addressed in the report.

## **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 an on-going review of eight care homes and six day centres where no recommendations were made as part of the first phase of the review and where appropriate to bring forward further options with City Development and Environment and Neighbourhoods.
- 2.7. 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 and, if implemented would lead to the decommission of three facilities within this area.
- 2.8. An assessment of the individual care homes and day centres which were kept under review 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 2.1 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 stimulation of preventive services, the use of direct payments and personal budgets and other forms of community based support. A recent example of which 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 regain skills and confidence that may have been lost after a spell of ill health to remain independent in their own home.
- 3.3. Leeds is already amongst the highest investors in preventative direct access social care services in the country. Its Neighbourhood Networks have received national attention for their innovative support for older people. Neighbourhood Network schemes are community based, locally led organisations that enable older people to live independently and pro-actively participate within their own communities by providing services that reduce social isolation; provide opportunities for volunteering; act as a "gateway" to advice, information, and services; and promote health and wellbeing to improve the quality of life for the individual. Neighbourhood Networks are working to develop new services that will help to prevent older people going into hospital unnecessarily, and supporting them by providing a greater range of activities using new funding available through direct payments.
- 3.4. 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 promoting good health.
- 3.5. 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 what might be regarded as “tired” or outmoded facilities with limited popularity coupled with services that limit choice towards reinvestment in new approaches, including personal budgets and integrated services.

- 3.6. For the past seven years 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.
- 3.7. 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, provided in partnership with the NHS.
- 3.8. **Holt Park Active**
- 3.9. Holt Park Active is a joint project between Sport and Active Lifestyles and Adult Social Care, and is the result of a successful bid made by the council for £28.894m of Government Private Finance Initiative credits (PFI) from the Department of Health.
- 3.10. The plan for Holt Park Active is fundamental to the Council’s objectives for the integration of social care, health, learning, sport and active recreation in modern, accessible and flexible buildings. The plan also supports the implementation of the Council’s on-going social care agenda in accordance with the transition to personalised services, focusing on helping people to live at home and maintaining independence.
- 3.11. As a partnership project with Adult Social Care (Older People and Learning Disabilities); Holt Park Active will provide fully integrated services combining accessible social care, well-being and leisure services. It is recognised that getting fit and keeping active helps to prevent ill health throughout life. It is also recognised that older people often stop participating in social activities and become less active after life changing events or ill health. This increases the risk of social isolation and depression. Supporting people to be engaged in community and social activities has proven to reduce the need for formal high level social care and admission to residential care and hospital

#### **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 over the type of accommodation they live in, 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. Finally, 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 being put into place for the next five years. This will provide the Council with far greater contractual influence over the quality of independent sector care within a long term, affordable structure.

## **5. Proposed Options**

- 5.1 An option appraisal has been undertaken to bring forward the following proposed options for Burley Willows care home and day centre and Queenswood Drive Day Centre. These proposals 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 Burley Willows Care Home**

- 5.2.1 At its meeting on 15 February the Executive Board gave approval to begin formal statutory consultation on the proposal to close Burley Willows and transfer residents to other services of their choice already available in the area.

### **5.3 Burley Willows Day Centre**

- 5.3.1 At its meeting on 15 February the Executive Board gave approval to begin formal statutory consultation on the proposal to close Burley Willows Day Centre and support service users to find alternative services within the community. This is in line with the recommendation to close the attached residential home.

### **5.4 Queenswood Drive Day Centre**

- 5.4.1 At its meeting on 15 February the Executive Board gave approval to begin formal statutory consultation on the proposal to close Queenswood Drive

Day Centre and support service users to find alternative services within the community.

## **6. Consultation & Engagement**

- 6.1. Detailed consultation on the proposals took 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, was 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, involved 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 was used to ensure consistency. The aim was 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 were taken to ensure an independent advocate was present to ensure they are appropriately consulted and their views recorded.
- 6.5. **Staff**
  - 6.5.1. Formal consultation with staff has also taken 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 took place throughout the consultation period to address employee matters, complete questionnaires and update staff on progress of the programme.
- 6.6. **Elected Members, Parish and Town Councils**
  - 6.6.1. A Cross Party Member Advisory Board under the chair of the Executive Lead member for ASC 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. Corporate Considerations**

### **8.1. Consultation and Engagement**

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

### **8.2. Equality and Diversity / Cohesion and Integration**

8.2.1. 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.

### **8.3. Council Policies and City Priorities**

8.3.1. 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.

8.3.2. 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.

- 8.3.3. 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.

#### **8.4. Resources and Value for Money**

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

#### **8.5. Legal Implications, Access to Information and Call In**

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

#### **8.6. Risk Management**

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

### **9. Recommendations**

- 9.1. Members of the North West Inner 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

### **10. Background Documents.**

- 10.1. None.