

CITY OF PLYMOUTH

Subject: Residential Care: Update on Modernisation of Older Peoples' Services 2005-2015

Committee: Cabinet

Date: 13 July 2010

Cabinet Member: Councillor Monahan

CMT Member: Director for Community Services

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Ref:

Part: 1

Executive Summary:

This paper seeks to confirm agreement to the continued direction of travel in relation to the Council's Strategy.

In November 2005 Cabinet approved a new strategic direction to modernise older people's services over a 10 year period. Modern high quality extra care accommodation would be built in the immediate vicinity of our residential homes wherever possible.

Several of our older people residential homes were in outdated buildings that did not meet current day expectations. There are also no en-suite facilities in any of the remaining units.

This paper both updates on our progress to date and outlines the proposed continued direction of travel to achieve the 2005-2015 ambitions taking into consideration new national and local expectations.

Since 2005 we have achieved significant progress against the strategy set out in the Cabinet paper – specifically:

- Peirson was de-commissioned with the transfer of skilled staff into the Local Care Centre at Mount Gould
- Three new extra care facilities (Runnymede (Efford), St. Pauls (Torrige Way), Astor Court (Cattedown)) have been built and Paternoster de-commissioned.
- In April 2009 Thomas Pocklington decommissioned their residential care home and developed a purpose built extra care scheme on the same site. The care home and support contract was commissioned by Adult Social Care.
- Whitleigh Respite Home was decommissioned in January 2010
- Devonport Extra Care Scheme for 40 older people is due to be completed in January 2011
- We are currently exploring the possibility of developing an extra care unit in the Honicknowle area of the city however this is early days. We will be working with Housing Strategy Team to progress this further.

In November 2009 Cabinet agreed to the re-provision of alternative respite services within the city, and changing the registration of Frank Cowl and Stirling Residential Units to short-stay facilities. This change of registration has been implemented through changing the use of a long-stay bed to short-stay when a vacancy has arisen.

The Council has remained committed to its policy that no older person currently residing in a Plymouth City Council residential home will have to move. However, they will be offered first choice of the extra care accommodation available and built in the same neighbourhood.

Plymouth City Council are recognised as regional leaders in the successful delivery of extra care schemes. The next phase of our delivery plans proposes to continue to develop extra care accommodation, and to develop alternative forms of respite provision in consultation with users and carers, to support both older people themselves and their carers in having choices about the preferred type of service.

We currently have three long-stay residential homes for older people: Frank Cowl House, Stirling House and Lakeside.

- There are 22 beds in Frank Cowl House Residential Home in Devonport. Currently there are 8 long stay residents and 12 beds occupied for interim care (short stay). Work has commenced on a new scheme in Devonport which will be completed in 2011 and is part of the regeneration of this area. There will be 40 extra care units of accommodation in this scheme. It is recommended that we offer residents of Frank Cowl first choice of the extra care accommodation developed in Devonport.
- There are 28 beds in Stirling House Residential Home in Honicknowle. Currently 18 of these have long term residents and 6 beds occupied for interim care (short stay). We are currently exploring the possibility of securing land in Honicknowle and work is ongoing to acquire this to develop an extra care scheme. It is recommended that if an opportunity arose we would wish to engage service users and carers in consultation about the future of the unit without going back for Cabinet approval. The outcome of the consultation would be presented back to Cabinet for decision.
- Lakeside is a specialist dementia care facility and at present we have no plans to move to extra care given the increase in demand for residential support for people with dementia. However, the building is outdated and there may be opportunities to develop partnerships to re-provide services in the independent sector.

In July 2009 Cabinet agreed that residents of Frank Cowl should be offered first choice of the extra care accommodation developed in Devonport.

It is proposed that users and carers are consulted about alternative provision of the services currently available at Frank Cowl House. This would entail discussions with service users who use Frank Cowl House for short stay and discussions with current long-stay residents and their carers about the Extra Care Scheme at Devonport. Their views would then be taken into account in relation to decisions regarding de-commissioning. Those residents who wish to move from Frank Cowl House into this new unit with the same level of care and support will be able to do so.

However, no long-term resident will be forced to move as a result of this proposal.

This is not about reducing the amount of short stay provision, or residential support for people but offering a wider choice of alternatives

This is in line with the new national strategies for both Carers and Putting People First. These strategies emphasise the drive to significantly increase opportunities for people to have greater choice and control over their lives including introducing individual budgets and expanding direct payments.

Corporate Plan 2010-2013:

This report links directly to the Council's Corporate objectives outlined in Corporate Improvement Priority 3 (Helping People to Live Independently) and Corporate Improvement Priority 14 (Providing Better Value for Money)

Implications for Medium Term Financial Plan and Resource Implications: Including finance, human, IT and land

The proposals around Frank Cowl House lead directly to budget savings while ensuring no decrease in the amount of overall provision. It is anticipated that the full year savings will be approximately £480k.

Other Implications: e.g. Section 17 Community Safety, Health and Safety, Risk Management, Equalities Impact Assessment, etc.

Equalities Impact Assessment has been completed. This will be reviewed and updated fully during the consultation process.

Recommendations & Reasons for recommended action:

It is recommended that :-

1. Consultation with users and carers (using advocacy services where appropriate) and dedicated social work professionals about residential provision in the City and the use of Frank Cowl House for this purpose is commenced. Their views will be taken into account regarding any decisions concerning the de-commissioning of Frank Cowl House and the re-provision of alternative services.
2. To begin consultation with staff about the use of Frank Cowl House.
3. To offer residents of Frank Cowl House as part of the consultation first choice of the extra care accommodation developed in Devonport.
4. To work with all users/carers and the long-stay residents of Frank Cowl House on an individual basis to listen to their views and ensure that appropriate service provision is in place to meet their needs.
5. It is recommended that the results of consultations in relation to Frank Cowl House are

reviewed at Health and Adult Social Care Overview & Scrutiny Panel and that they are asked to review the proposal as the beginning of the consultation and review the outcomes prior to them being presented to Cabinet.

6. To put plans in place to consult at Stirling House with users and carers and follow the same process as outlined in no 5.
7. To explore partnerships to re-provide an improved facility for Dementia care and similarly to consult with users and carers adopting the same approach as outlined above.

Alternative options considered and reasons for recommended action:

To maintain our residential homes without significant future investment will not meet Care Quality Commission (formerly CSCI) minimum standards. Promoting Extra Care Housing as an alternative ensures accommodation of the highest quality and promotes independent living as outlined in 'Our Health, Our Care, Our Say' national strategy. Providing alternative respite arrangements promotes choice and control for individuals.

Background papers:

Cabinet Paper 29th November 2005 (Ref: C 61 05/06) – “Residential Care: Proposals to Modernise Older Peoples’ Services 2005-2015”

Sign off:

Fin	JB CoSF AC10 11 001	Leg	JB 1135	HR	MG 1006/0 04	Corp Prop		IT		Strat Proc	
Originating SMT Member: Pam Marsden											

RESIDENTIAL CARE: UPDATE ON MODERNISATION OF OLDER PEOPLES' SERVICES (2005-2015)

1. Vision

Plymouth City Council is committed to supporting Older People to remain independent whenever possible within the community of their choice.

2. Strategy 2005 -2015

The strategy agreed at Cabinet in November 2005, set out a strategic direction for increased development of Extra Care facilities and the future of our residential homes. At the time of the 2005 Cabinet Paper there were 1,715 people permanently living in residential/nursing facilities across the City funded by the City Council, and by April 2010 this number has reduced to 1054.

We currently have 5 Extra Care Schemes in the City providing 158 independent apartments.

3. Context for Change

A number of national strategies have emphasised the need to maximise independence, offer a wide range of alternatives to support users and carers promoting choice and control.

In November 2009 Cabinet agreed to the re-provision of alternative respite services within the city, and changing the registration of Frank Cowl House and Stirling Residential Units to short-stay facilities. This change of registration has been implemented through changing the use of a long-stay bed to short-stay when a vacancy has arisen.

This paper seeks to confirm agreement to the continued direction of travel in relation to the Council's Strategy.

4. Current In-House Residential Service Provision

4.1. Plymouth City Council currently provides residential facilities for Older People in the following facilities.

Residential Home	Bed Availability	Occupancy 2009/10
Frank Cowl House	Total 22 Current Occupancy 8 Long stay 12 Short stay	92.75%

Stirling House	Total 28 Current Occupancy 18 Long stay 6 Short stay	97.5%
Lakeside – specialist support for Dementia	29 long stay 1 Short stay	94.96%

5. Extra-Care Facilities:

- Three new extra care facilities (St Pauls (Torrige Way), Runnymede (Efford), Astor Court (Cattedown)) have been built and Paternoster decommissioned.
- In April 2009 Thomas Pocklington decommissioned their residential care home and developed a purpose built extra care scheme on the same site. The care home and support contract was commissioned by Adult Social Care.
- Devonport Extra Care Scheme for 40 older people is due to be completed in January 2011
- We are currently exploring the possibility of developing an extra care unit in the Honicknowle area of the city however this is early days .We will be working with Housing Strategy Team to progress this further.

6. Alternative Short Stay arrangements:

Short Stay provision is usually arranged as interim accommodation whilst longer term plans are established to meet the individual's housing needs e.g. where certain adaptations need to be carried out to the person's own home prior to their return.

Over the last 4 years we have been developing key partnerships with independent sector care providers and PCC Housing Strategy Team to deliver a range of options for people in relation to short stay provision and there is a good supply of this type of accommodation within the city.

7. Proposals for modernising older people's services 2009 - 2015

Plymouth City Council is committed to supporting older people to remain independent whenever possible within the community of their choice. The proposals below outline the next phase in our ambitions to deliver on the 2005-2015 strategy but also reflect the national context as set out above.

7.1. Frank Cowl House

Frank Cowl House is a registered Care Home providing long and short stay personal care and accommodation for up to 22 people over the age of 50 years, who may have a physical disability.

Frank Cowl House is located in the Devonport area of Plymouth close to transport routes and local shops. It is a large purpose built detached two – storey building. All bedrooms are single and none have en-suite facilities. Frank Cowl House offers small single rooms and has a number of shared lounges and kitchen areas available to all users and would not now meet the new CQC (formerly CSCI) standards when opening a new residential service.

The unit employs 35 staff (22.3 Full time equivalent) across a range of roles including Domestic, Kitchen Assistants, Care Assistants, Assistant and Unit Managers

In November 2009 Cabinet agreed that the use of Frank Cowl House be changed from long stay to short stay and gradually reduce the numbers of people who are permanent within this unit over the next 2 to 3 years i.e when a long- term bed comes available it will revert to short-term. This reduction in long stay partly reflects our progress on ensuring people have more choice and control over where and how their services are delivered and that people are now either choosing alternative residential locations or are opting to manage this in different ways e.g. through Direct Payments – where we have seen a significant increase in takeup.

Following the change of registration of this unit from long stay to short stay units, as expected this has shifted the occupancy levels of Frank Cowl House from 11 long stay beds to 8 long stay beds. The remaining 14 short stay beds are currently being used for service users awaiting extra care, pathways flat, homeless or other housing issues.

As outlined above, the Devonport Extra Care Scheme is currently underway with contractors on site since October 2010. The expected date for completion is January 2011 and it will offer 40 extra care units. In July 2009 Cabinet agreed that residents of Frank Cowl should be offered first choice of the extra care accommodation developed in Devonport.

It is proposed that users and carers are consulted about alternative provision of the services currently available at Frank Cowl House. This would entail discussions with those people who use Frank Cowl House for short stay and discussions with current long-stay residents and their carers about the Extra Care Scheme at Devonport with a view to those people who wish to move from Frank Cowl House into this new unit with the same level of care and support will be able to do so. The views would then be taken into account in relation to decisions regarding de-commissioning.

However, no long term resident will be forced to move as a result of this proposal.

This is not about reducing the amount of short stay provision, or residential support for people but offering a wider choice of alternatives. These alternatives can range from a move to the extra care scheme for those who wish to move there, residential independent sector provision or to direct payments/personal budgets to enable users and carers a greater level of control over how they are supported.

7.2. Budget

Although this is not a budget-driven decision but is about providing better and more modern facilities nevertheless there will be budget implications.

The total budget for Frank Cowl is £894,936. Within the budget for 2010/11 savings have been identified to be achieved by alternative provision. It is anticipated that the full year savings would be approximately £480,000.

Note that if the proposal is not accepted the savings of £115,000 will still need to be identified from other areas within the Adult Social Care 2010/11 budget, and full year costs of £480,000 in 2011-12.

7.3. Users of the Service

Consultation with all users and carers would be undertaken and supported by both our Social Work team and Care Staff and will be conducted in a sensitive and supportive way. This process would be in line with Plymouth City Council's Service Review Policy for Older People with the aim to minimise disruption to service users wherever possible and every effort will be made to ensure fairness, consistency and equality of opportunity for all service users who are directly affected.

Consultation would include:

- Discussion with all long-stay residents and their family/advocates regarding the future of Frank Cowl House and the options available. These options will include exploring the option of transferring to the new Extra Care Scheme, or support to identify a new residential facility or should a resident not wish to move, advice and support on how we will continue to provide care and accommodation at Frank Cowl House.
- Consultation with all users/carers and their families who are currently occupying or scheduled to use Frank Cowl House for their short stay care during 2010. This will include support and assistance in identifying alternative solutions for short stay.
- Offers of support to any potential users who may contact us who may have been considering Frank Cowl House as a possible choice for a future short stay.

7.4. Staff

A comprehensive HR process and plan is available and will be agreed with all relevant unions prior to any formal announcement to staff. This plan sets out in detail each step of the process, the timeframes involved and all the support and information staff will receive during the process.

Our intentions are to support our staff through the proposed de-commissioning and work towards finding suitable alternative employment

(through the redundancy avoidance policy) with the Council. However, it is anticipated that not all staff will be successful in finding alternative roles and that some redundancies will be unavoidable.

7.5. Future of the Frank Cowl building and site

An options appraisal will be undertaken by Asset Management on the building to consider its potential for future use if the decision is to de-commission.

8. Stirling House

Implementation of the change of the registered use from long stay to short stay of Stirling House took place following Cabinet's decision last year. The service is gradually reducing the numbers of people who are permanent within the unit i.e. when a long-term care bed becomes vacant this will revert to short-term care. Once again, no long term resident will be forced to move as a result of this proposal. Currently there are 18 long term residents and 6 short stay residents at Stirling

We are currently exploring the possibility of securing land in Honicknowle with a view to developing an extra care scheme. If successful we would look to progress this scheme and engage with residents in the same way as with Frank Cowl House.

9. Lakeside Residential Home

Lakeside is a specialist dementia care facility and at present we have no plans to move to extra care given the increase in demand for residential support for people with dementia. However the building is outdated and there may be opportunities to develop partnerships to re-provide services in the independent sector in the future. Currently there are 29 long stay residents and 1 short stay resident at Lakeside.

In light of the strengthening relationships with providers we would like to explore formally potential partnerships to build an improved facility for people with dementia. Furthermore, we would like agreement to consult with service users and other stakeholders around such proposals.

10. Recommendations

It is recommended that :-

1. Consultation with users and carers (using advocacy services where appropriate) and dedicated social work professionals about residential provision in the City and the use of Frank Cowl House for this purpose is commenced. Their views will be taken into account regarding any

decisions concerning the de-commissioning of Frank Cowl House and the re-provision of alternative services.

2. To begin consultation with staff about the use of Frank Cowl House.
3. To offer residents of Frank Cowl House as part of the consultation first choice of the extra care accommodation developed in Devonport.
4. To work with all users/carers and the long-stay residents of Frank Cowl House on an individual basis to listen to their views and ensure that appropriate service provision is in place to meet their needs.
5. It is recommended that the results of consultations in relation to Frank Cowl House are reviewed at Health and Adult Social Care Overview & Scrutiny Panel are asked to review the proposal as the beginning of the consultation and review the outcomes prior to them being presented to Cabinet.
6. To put plans in place to consult at Stirling House with users and carers and follow the same process as outlined above.
7. To explore partnerships to re-provide an improved facility for Dementia care and similarly to consult with users and carers adopting the same approach as outlined above.