

PLYMOUTH CITY COUNCIL

Subject: Improving Quality and Outcomes, Increasing Choice and Control -
The Modernisation of Adult Social Care Service Provision.

Committee: Health and Adult Social Care Overview and Scrutiny Panel

Date: 11th April 2013

Cabinet Member: Councillor McDonald

CMT Member: Carole Burgoyne (Director for People)

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Ref:

Key Decision: Yes

Part: Part: One

Purpose of the report:

On 15th January 2013, Cabinet approved a report which detailed a number of strategic projects designed to deliver improved quality and outcomes, and increased choice and control for people using our services.

Two of those strategic projects, "Improving the quality in dementia care" and "Improving the choice and control in day opportunities", required the Council to undertake inclusive and meaningful consultation with service users, families and carers. The consultation process started on the 27th January 2013 and in line with best practice runs for three months closing on the 30th April 2013.

This paper sets out the consultation process to date and asks Scrutiny to review and make recommendations on this approach.

Corporate Plan 2012 – 2015:

These changes are in line with the development of Plymouth City Council as a Co-operative Council as it supports the aims of;

- Devolving power and encouraging greater community engagement
- Community ownership of assets and services
- Greater control for individuals of the services they receive
- Supporting social enterprises
- Strengthening the community/voluntary sector

In addition, the service will support the following priorities within the Corporate Plan 2012 – 2015:

- **Raise aspirations:** raise the skills and expectations of Plymouth most vulnerable residents.
- **Reduce inequalities:** reduce the large economic and health gaps between different areas of the city by promoting independent living, inclusion and increased choice and control.
- **Provide value for communities:** become more efficient and join up with partners and local residents to deliver services in new and better ways.

This service will also deliver against many of the themed commitments in the Corporate Plan, but specifically responds to Caring Plymouth and the commitment to provide a new deal for older peoples care.

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

These two projects aim to deliver efficiency savings of £891,000 over the period 2013-16 in line with the provisional delivery plan savings targets.

Other Implications: e.g. Child Poverty, Community Safety, Health and Safety, Risk Management and Equality, Diversity and Community Cohesion:

An initial analysis of the demographic information available and data about the use of these services suggests to us that we already have a range of information about the likely impact of the proposed course of action upon some service users. However at the end of this process we intend to carry out a more detailed assessment of what the practical impact of this potential decision would be for the current service users who will be affected.

Clearly with such an ambitious transformation programme there are a number of risks which have been identified. An initial risk register has been developed and we will continue to review, update and apply appropriate risk mitigation strategies. Through this process we will ensure quality and outcomes are not compromised.

Recommendations & Reasons for recommended action:

The consultation process ends on 30th April 2013, at which point a further paper will be drafted and recommendations set before Cabinet. We will continue to gather views to inform the final report including those of stakeholders.

At this time, these recommendations have not been formulated however we are confident that the process that has been followed has been open, transparent and inclusive. We therefore ask that the Scrutiny Panel review this approach and if necessary make further recommendations on the consultation process.

Alternative options considered and reasons for recommended action:

Keeping the existing service configuration has been considered however this traditional approach in some cases delivered in out-dated facilities is becoming less popular particularly with younger people. It does not always deliver continuity of care and does not always provide value for money. Furthermore it does not meet the strategic aims of "Improving Quality and Outcomes, Increasing Choice and Control"

Background papers:

Putting People First 2007

Think Local Act Personal 2010

A Vision for Adult Social Care, Capable Communities and Active Citizens 2010

Care and Support White Paper 2012

I. Introduction

On 15th January 2013, Cabinet approved a report which detailed a number of strategic projects designed to deliver improved quality and outcomes, and increased choice and control for people using our services.

Two of those strategic projects required the Council to undertake inclusive and meaningful consultation with service users, families and carers. The consultation process for both projects commenced in January 2013, and in line with best practice and guidance runs for three months.

This paper sets out the details of the consultation process to date and asks Scrutiny to consider and make recommendations if appropriate on this approach.

2. Context

In November 2005, Cabinet approved plans to modernise older people's services over a ten year period. Since that time we have achieved significant progress against the strategy set out in the Cabinet paper. We have de-commissioned a number of local authority homes in out-dated buildings which did not meet current day expectations. We now have in the City 7 Extra Care facilities with 278 beds, providing high quality accommodation. Plans for a further facility in the north of the City have been approved by Cabinet and are being progressed. We currently commission 15,000 hours per week of domiciliary care (5,000 hours per week in 2005). We have reduced reliance on residential and nursing care beds and now commission approximately 800 for older people (1,200 in 2005).

The City has a jointly agreed Dementia Strategy "Living Well with Dementia" and has developed the market in line with this strategy, including the implementation of a "Dementia Quality Mark" for care homes. As a result of these improvements and increase in service provision, there are a number of care homes in Plymouth who provide care for people with dementia.

We have set out a new vision for day opportunities in the independent sector, which is around supporting greater social inclusion and access to community life for vulnerable adults and people with disabilities. This change has been reflected in Cabinet's recent decision to award contracts for a Day Opportunities Framework and move away from purely 'block' purchased building based provision to a framework of 26 suppliers offering 200 different activities such as one to one enabling, training courses, employment support and access to mainstream leisure activities.

In order to ensure service users have more choice and control over the care and support they receive, this project recognises the need to consult on the number and scope, of building based day services owned and managed by the Council that will be needed in the future.

In response to this changing landscape, a paper was drafted and approved by Cabinet on the 15th January 2013, which included a number of strategic projects. Two of these projects require the Local Authority to consult with services users and details of these projects are set out below.

3. Improving Quality in Dementia Care

In July 2010, Cabinet agreed to a number of recommendations detailed in a report 'Residential Care; Update on Modernisation of Older Peoples' Service 2005 -2015', one of which was 'to explore partnerships to re-provide an improved facility for dementia care'. The profile of people with dementia is becoming increasingly more complex, often requiring nursing care in the latter stages of their condition.

Lakeside Residential Care Home is a 29 bedded specialist in-house residential home in Ernesettle, which cares for people with dementia. The building is out dated and does not have nursing facilities. In January, Cabinet agreed we could consult on the future of Lakeside. The consultation is asking for the following feedback:

- Should the Council close Lakeside and the residents supported to move to a dual registered home located close by
- Consideration of the closure of Lakeside and move residents to other homes in the city
- No change to existing arrangement
- The consultation also asks stakeholders and those affected to provide alternative suggestions to the ones above.

Lakeside: Service user consultation and engagement

Consultation with all users and carers is being undertaken and supported by a dedicated social worker and support staff; it has been conducted in a sensitive and supportive way. The process has been in line with Plymouth City Council's Service Review Policy for Older People, with the aim to minimise disruption to service users wherever possible. Every effort is being made to ensure fairness, consistency and equality of opportunity for all service users who are directly affected.

The consultation process includes the following:

Website

The Council's website has been refreshed and people are able to email comments into the Council as part of the consultation process so that comments are recorded and taken into account.

Written Questionnaires

We have sent out 24 questionnaires to families in respect of the potential service changes to Lakeside. Questionnaires are available on the website for other interested parties. Staff at Lakeside are able to feedback their comments in this way if they wish to do so.

Consultation sessions

Consultation events have been carried out and arranged in order to give families and other interested parties an opportunity to discuss the future of the service. The events were held on the 12th and 14th February 2013.

Officers present at the event included:

- Head of Service Commissioning
- Service Manager for the In-house Services

- Independent facilitator
- Independent advocates

There were 26 relatives who attended the consultation events.

Individual visits with families and people using the services

An independent person has been commissioned to ensure that the consultation is carried out in a fair and transparent way.

Families are offered visits at their convenience, including anyone who is not able to attend the events we have arranged 1:1 visits from a social worker or advocate.

People who have stayed at Lakeside over the last 12 months or who may be staying in the next 12 months as part of their planned short break have also been involved in consultation.

Advocacy support

To ensure that views are carefully captured, advocacy services are available and an advocate has been present at all events. We are carrying out mental capacity assessments, and those people who are not able to make a decision will have an advocate appointed who will provide an independent report reflecting their views. The advocates will take into account all aspects of care and preference unique to the individual. So far 16 people have been assessed as not having capacity to make an informed choice about their future and in these cases the advocate will gather views to present in a separate report with recommendations.

Visits to an Independent Sector Home

In order for families to make more of an informed choice, we arranged a coffee morning visit to a nearby dementia care home with on-site nursing support. A range of visits will continue to be offered until the end of the consultation to enable people to view similar types of accommodation in the independent sector.

Key Themes to date

- The families expressed a strong desire to keep the unit open to new residents, but acknowledged the limitations in respect of the current facilities not having nursing care provision on site
- There was a consensus amongst families that they did not want Lakeside to remain open if the Council's policy would lead to no new admissions to Lakeside and the consequent impact from dwindling numbers on those who remain
- Families wanted a clear decision to be made by the Council
- The standard of care at Lakeside was considered to be good, and families would want reassurance that this would continue should Council decide to close the unit
- Families stated that their priorities for any new or existing dementia service would be: compassionate staff, a safe environment, and good quality of care with continuity of carers
- If there was a decision to close Lakeside then families wanted enough time and support from the Council to find alternative provision

4. Increasing choice and control in day opportunities

Cabinet made a recent decision to award contracts for a Day Opportunities Framework and move away from purely 'block' purchased building based provision to a framework of 26 suppliers offering 200 different activities, such as one to one enabling, training courses, employment support and access to mainstream leisure activities. This is as a direct result of responding to the aspirations of younger people who have a physical disability. These young adults have different aspirations and are not choosing to attend such provision, but want to participate in community life as active citizens.

There is also recognition that over time a range of disabled people of all ages have chosen alternatives to building based provision and this trend will continue. There is recognition, however, that some adults will continue to need building based care. The Council has developed with its strategic partners the 'Union Street Urban Framework'. These redevelopment plans could deliver self-build 'Homes for Heroes' accommodation for people with a learning disability and/or profound physical disability together with employment and training opportunities. One of the buildings used to deliver day services is located in part of the Union Street plan and, subject to consultation, we wish to progress the redevelopment opportunity and consider the future of the building as a day centre.

Day Opportunities: Service User consultation and engagement

The consultation for this project has focussed on the future of the buildings which Plymouth owns and manages. These are:-

- REATCH in Whitleigh supports 77 service users with physical and sensory disabilities
- Woodfield in Whitleigh supports 23 service users with profound learning and physical disabilities (6 service users attend the unit but take part in outreach activities within the community)
- St Georges in Stonehouse supports people with learning disabilities totalling 25 and 44 respectively

The consultation focussed on the following areas:-

- Giving people personal budgets so that they can buy the services they would like to receive and close the buildings
- Close the buildings and merge the services onto one site
- Do nothing and keep all services running from Plymouth City Council Buildings

Consultation with all users and carers has been undertaken and supported by both our social work team and care staff and has been conducted in a sensitive and supportive way.

Consultation Sessions

Consultation events have been carried out and arranged in order to give families and stakeholders an opportunity to discuss the future of the service. The events were held through February and March.

We hosted 8 workshops in total across the 3 sites. A total of over a 100 people attended. Officers present at the event included:

- Head of Service Commissioning
- General Manager for In-house Services
- Social workers and support planners

- Independent advocates
- The event was facilitated by an independent person.

Individual visits with families and people using the services

These have been offered as part of the consultation. Dedicated social workers have been making appointments to gather feedback and families have been offered visits at their convenience. Information has been provided on the availability of community based services via the day opportunities framework and support has been offered to access direct payments/personal budgets. The aim has been to ensure that people can make informed choices about future services.

Advocacy support

We have commissioned Plymouth Highbury Trust to support the consultation events and where people request their involvement they are providing support to ensure we gather feedback. Both Woodfield and REATCH support people with complex needs and our aim has been to enable everyone to contribute and be heard.

Engagement with people who use services

Separate events have been carried out to engage people who use services. We have ensured that all information is in accessible format.

Website

The website has been refreshed to reflect the consultation process and access to the questionnaires.

Questionnaires

We sent 160 questionnaires to be completed, and so far, we have had 116 returned. We are following up people who have not returned their questionnaire so that we have everyone's response by the end of the consultation period.

Stakeholders

Consultation has taken place with service user and stakeholder members of the Learning Disability Partnership Board and Plymouth People First.

Key Themes to date

People have reported that they would prefer services to remain unchanged however they did recognise that due to the wider environment a degree of change would be inevitable. The most important consideration for people to date has been to remain in contact with friendship groups. Carers and families of people with complex need felt very strongly that their relatives needed a building based service and skilled staff to provide good quality care and support. Other themes included:

- Ensuring good quality across all provision;
- Ensuring social inclusion;
- Maintaining relationships and wellbeing;

- Carers value the service as a break from caring responsibilities;
- Some people who attend REATCH would consider the option of alternative provision.

Equality Impact Assessment

We completed equality impact assessments to support the Cabinet paper of the 15th January 2013 and as both consultations have progressed we have updated this to ensure we are capturing changes and gaps in the consultation process. We are mindful of the unique characteristics of each person who may be directly affected by the proposals. As a result of the EIA review, we have secured additional support through Plymouth Community Healthcare to provide a dedicated community psychiatric nurse to assess any impact on Lakeside residents including feedback on how service changes may impact on them given they have dementia.

Staff Engagement

Staff working within the units have been informed about the consultations events and the formal sessions that have taken place within their buildings. Following the formal consultation events with the people who use the services and their families we now have staff consultations sessions scheduled for early April. This will give all staff working within these facilities to express their views which will be contained in the final briefing paper presented to Cabinet.

5. Next Steps

At the end of the consultation process a further paper will be drafted and recommendations set before Cabinet. We will continue to gather views to inform the final report including those of all interested parties.

At this time, these recommendations have not been formulated however we are confident that the process that has been followed has been open, transparent and inclusive.