

CABINET	AGENDA ITEM No. 5.1
8 FEBRUARY 2010	PUBLIC REPORT

Cabinet Member(s) responsible:	Councillor Diane Lamb, Health and Adult Social Care	
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OLDER PEOPLE'S ACCOMMODATION STRATEGY IMPLEMENTATION

R E C O M M E N D A T I O N S	
FROM : Denise Radley, Director of Adult Social Services	Deadline date :
It is recommended that Cabinet approves the next steps required over the next three years to deliver high quality services for older people now and in future years.	

1. ORIGIN OF REPORT

- 1.1 This report is presented to Cabinet following approval of the Older People's Accommodation and Housing Related Support Strategy on 11 June 2007.
- 1.2 The strategy outlined how extra care housing would be developed across Peterborough to provide high quality housing with care and support for older people across the city and agreed that plans for the existing residential homes managed by NHS Peterborough be developed.

2. PURPOSE AND REASON FOR REPORT

- 2.1 The purpose of this report is to consider the next steps in the implementation of the Older People's Accommodation and Housing Related Support Strategy.
- 2.2 The report is for Cabinet to consider under its Terms of Reference No. 3.2.1 To take collective responsibility for the delivery of all strategic Executive functions within the Council's Major Policy and Budget Framework and lead the Council's overall improvement programmes to deliver excellent services.

3. TIMESCALE

Is this a Major Policy Item/ Statutory Plan?	NO	If Yes, date for relevant Cabinet Meeting	
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4. BACKGROUND AND PROGRESS SINCE 2007

- 4.1 In 2007, Cabinet adopted the Strategy for Older People's Accommodation and Housing Related Support which approved the development of a range of services to help people to remain in their own homes for as long as possible, to develop extra care housing as a high quality option for people needing higher levels of care and support and to ensure appropriate specialist services are in place to meet local needs.
- 4.2 The strategy addresses local needs and the views of older people including:
 - A significant growth in the number of older people over the next 10-15 years
 - The greatest increase in the 45-64 age group highlighting the importance of planning for future generations of older people

- The greatest percentage increases in the 75-84 and 85+ age groups – these groups are more likely to require adult social services
- An estimated 1000 people in Peterborough aged over 65 have dementia, around 600 of these people are over 85 and these numbers are increasing
- The vast majority of older people want to remain in their own homes and stay independent for as long as possible

4.3 The strategy has led to much progress and improvements in the availability and quality of services for older people in Peterborough including:

- More adaptable lifetime homes have been built – 86 in 2008/09 and 120 so far in 2009/10.
- More choice and flexibility of care and support in people's own homes through the jointly commissioned Independent Living Support Service.
- Upgrading of sheltered housing to meet decent homes standards and ongoing work with registered social landlords to develop existing sheltered housing
- 179 extra care housing places available at four locations across Peterborough – extra care is similar to sheltered housing and people have their own flat plus access to flexible levels of care and support to meet their needs. Some shared facilities e.g. a restaurant are available on an optional basis.
- New intermediate and rehabilitative services based in a state of the art building at the City Care Centre.
- More choice and control for everyone who uses adult social services through "self-directed support" where services are more personalised, focused on what people want to achieve and where people can design their own care and support packages through "Individual Budgets".

5. NEXT STEPS

5.1 If we are to continue to improve services and ensure all older people benefit from high quality support, we need to continue to develop more extra care housing. With the opening of St Edmunds Court in Hampton, we are now in a position to provide significantly better services to people currently living in NHS Peterborough managed residential care.

5.2 Whilst offering a good level of care provided by skilled and committed staff, currently these 'in house' residential care services offer poor standards of accommodation including:

- Out of date buildings in need of modernisation
- Small room sizes which do not meet new standards
- No en suite bathroom and toilet facilities
- Communal and other areas which are dated and not ideally suited to the needs of the residents

5.3 In contrast extra care housing offers:

- Modern buildings which are purpose built
- Spacious, light rooms within individual flats
- En suite toilets and bathrooms for everybody
- Flats have lounges and small kitchens to provide more space and allow for more independence and privacy
- The person has their own front door and can have their own deliveries e.g. newspapers, milk etc.
- The person holds a tenancy (or part-purchases the flat) and has the rights associated with this
- Communal facilities are larger and more varied e.g. cinema room, various lounges, restaurant, shop, computer room, craft room etc.
- Individuals can access more benefits and generally can retain more money for personal expenses than in residential care

- Flexible care and support at different levels to meet varied needs including for people with dementia
- 5.4 New extra care accommodation is already benefiting many people who have moved into our schemes. We can now offer these services to people who are already receiving residential care in our NHS Peterborough managed homes. Engagement with residents and families commenced last year by offering all ten permanent residents at Coneygree Lodge, Stanground, a place in St Edmunds Court or another extra care scheme. Individuals could opt for alternative services if they choose but a place in extra care was guaranteed for each of them. Once permanent residents have moved, we will no longer need to continue to run Coneygree Lodge and anticipate it will close by the end of March 2010.
- 5.5 Places at St Edmunds Court will also be offered to residents in the other NHS Peterborough managed residential homes.
- 5.6 In due course, as more extra care schemes come into operation, similar guaranteed offers will be made to permanent residents at The Croft and at Peverels. Once permanent residents have moved, again, these buildings will no longer be required. It is proposed to complete these changes by the end of 2012.
- 5.7 Services at Greenwood House and Welland House will be further developed to provide very specialist residential services for people whose needs cannot be met in extra care housing or standard residential care. Because of the issues with the buildings outlined above, these services would need to be re-provided in new buildings in the medium to long-term. Work will commence to identify the best option to fund and achieve this. The land and buildings for all five homes are owned by the City Council. In the short-term, these services will continue to be run by the provider arm of NHS Peterborough.

6. CONSULTATION & ENGAGEMENT

- 6.1 An extensive public consultation was carried out prior to the development of the Older People's Accommodation and Housing Related Support Strategy.
- 6.2 NHS Peterborough has engaged with residents, their families and staff within the five residential homes it manages on an ongoing basis since the strategy was agreed. Regular meetings and letters have kept people up to date with the work to review services.
- 6.3 Prior to making the changes set out in this report, for each home, engagement with those affected will take place including:
- Speaking with current residents and their relatives about options and their individual needs and preferences
 - The use of advocates if appropriate
 - Communication with the workforce and staff unions
 - Involvement of ward councillors and local groups connected with the homes
- 6.4 Extensive engagement has already taken place with residents, families and staff at Coneygree Lodge. Most residents have already moved from the home and have opted for an alternative residential home. The reasons for this appear mainly to be a lack of knowledge and therefore confidence in extra care services for people who are very frail and who have lived in residential care for a long time. Plenty of information, advice and support has been available to residents and families and we have worked with a service provider who has experience from elsewhere of supporting people to move from residential care to extra care. Further work is needed to raise awareness of extra care services, increase people's knowledge of what can be provided and to look at ways that residents and families could 'test out' the option before making a decision on where to move to. The learning from this first phase of engagement will be used to inform the next stages.

- 6.5 A home that has fees above the fee levels which can be paid by NHS Peterborough has been selected by some residents and this has meant that families have chosen to 'top up' the fees to enable their relatives to go to this home. Some feedback from families has been received that NHS Peterborough should have funded the higher fee levels. It has been explained to families that this is not possible in order to maintain an equitable position across all people receiving public funding for adult social care and because suitable alternative services were available.
- 6.6 The Scrutiny Commission for Health Issues has considered the proposals and supports the recommendations. The Scrutiny Commission members were very positive about the extra care housing provision that has been developed under the Accommodation Strategy for Older People and several members had visited the schemes. The Scrutiny Commission recognised the need for the City Council to act to ensure that all older people have access to good quality accommodation and facilities that are fit for future generations of older people in Peterborough. It also noted that the change would not be easy for people already living in the residential homes concerned and that it was important to communicate clearly and frequently and for the process to be handled as sensitively as possible with support provided to those affected. The Scrutiny Commission discussed the feedback and learning points from families and residents at Coneygree Lodge and were keen to support the actions to improve the awareness and understanding of what extra care housing has to offer.

7. ANTICIPATED OUTCOMES

- Improved service quality and choice
- Improved independence and quality of life
- Good quality living spaces for older people who need care and support including where possible their own flat and en suite facilities in all cases
- Better facilities within residential based services
- Improved personal financial situation for many services who move from residential to extra care housing
- Services which will be suitable for the next 20-30 years and the future generations of older people who will need to use them
- Cost-effective services

8. REASONS FOR RECOMMENDATIONS

- 8.1 The recommendations are designed to achieve the above outcomes and are primarily driven by the need to address the poor standard of buildings within which in-house residential care services are delivered and to address the accommodation strategy aims to provide more support to people in their own homes, more extra care housing and more specialist services.

9. ALTERNATIVE OPTIONS CONSIDERED

- 9.1 To continue with the existing services – this option is not feasible given that the buildings are not fit for purpose and will continue to deteriorate. In addition, the current services are not those needed for the future.
- 9.2 To redevelop existing care homes to bring them up to modern standards – feasibility work has indicated there is limited scope to do this within the existing homes and as above, they are not the services needed for the future.
- 9.3 The transfer of these NHS Peterborough managed homes to the independent sector – this option has many variations involving a single or multiple potential providers. As above, not all of the services are required in the future. Extra care housing is provided by the independent sector and this option will be explored further, linked to the need to replace two residential homes.

- 9.4 The building of new care homes on the existing or alternative sites – as above, not all of the services are required in the future. This option will be explored further linked to the need to replace two residential homes. Where possible, buildings on different sites would be favoured as it avoids the move for current residents to move twice.
- 9.5 The closure of all five homes with services provided through extra care housing or independent sector residential providers – some more specialist services need to be retained and grown and these are not all plentiful in the current market. This option would impact a significantly larger number of current residents.

10. IMPLICATIONS

10.1 Human Resources

- 10.1.1 Detailed plans will be developed for each home prior to implementing the changes outlined. The potential for redundancy will be mitigated through planned, phased changes and through offering redeployment opportunities. No redundancies are anticipated in the first phase of change at Coneygree Lodge.

10.2 Financial

- 10.2.1 There will be capital receipts generated for the City Council if the land from the three homes proposed to close is sold. Capital funding will be required to replace the two remaining residential homes and estimated sums are included in the draft capital programme as part of the medium term financial plan. There would be a revenue cost to maintain assets whilst empty which would be covered within existing budgets.
- 10.2.2 Any revenue savings arising from changes in service provider (NHS Peterborough to independent sector) would contribute to the adult social care agreed savings targets.

10.3 Legal

- 10.3.1 There is significant case law covering changes to residential services and the following actions have been, or will be, taken to ensure that due process is followed:
- Consultation and engagement
 - Review and risk assessment of each individual resident's circumstances and needs
 - Compliance with the Mental Capacity Act to ensure those without capacity to make their own decisions are properly supported, that decisions are made in their best interests and that their rights are protected
 - Choice of where to move to (every permanent resident affected will have a guaranteed place in a new scheme but will not be obliged to take this up should they wish to look at alternatives)
 - A sensitive approach taking account of how difficult change and moving home can be, particularly for older people
 - Appropriate communication and information to those affected and to stakeholders

10.4 Risks

- 10.4.1 Insufficient alternative services – a survey of available provision in extra care housing and care homes in Peterborough and the surrounding area shows sufficient alternative places exist in order to facilitate choice and the planned phasing further mitigates any risk.
- 10.4.2 Reduction in the availability of short-term beds – alternatives at the City Care Centre and in the independent sector are available and phasing allows for the management of this change.
- 10.4.3 Environmental impact of changes to existing buildings – Environmental Impact Reports would minimise any potential risks.

10.4.4 Concerns by those affected by the changes could delay progress – clear and timely information will be provided and face to face communication with those affected will be ensured. There was strong support for the accommodation strategy in 2007 and since, which will help to allay concerns. A sensitive approach will be taken with practical help and support. Residents of extra care housing who have moved from residential care speak highly of the new services which will also help to provide reassurance.

11. BACKGROUND DOCUMENTS

Used to prepare this report, in accordance with the Local Government (Access to Information) Act 1985)
Older People's Accommodation and Housing Related Support Strategy.