

CHESHIRE EAST COUNCIL

Cabinet

Date of Meeting: 9th December 2014
Report of: Director of Adult Social Care and Independent Living,
Brenda Smith
Subject/Title: Moving to Local and Personalised Carer Respite
Portfolio Holder: Cllr Janet Clowes – Care and Health in the Community

1 Report Summary

- 1.1 The Council is committed to providing a range of excellent care and support locally for carers. Cheshire East Council have residential respite beds located within Hollins View in Macclesfield and Lincoln House in Crewe. We have completed a consultation with users of this service and their carers and listened to the comments from the consultation feedback that has identified that customers and carers want support to be available locally. There are currently a number of customers who travel more than 17 miles to these in-house services

There are a total of 336 independent sector residential care beds in the Macclesfield area, 151 beds in the Crewe area and across the whole borough, a total of 1322 beds that can be available for respite. This proposal will enable access to that market of quality care to provide choice, personalised care and provide respite care that is more local to either the customer or their carer.

The Council can secure quality residential respite from the independent sector at a substantially lower cost. For the equivalent number of bed nights the cost would be in the region of 48% less than the in-house service costs. This will enable the future growing needs of Cheshire East citizens to be met through this range of support and other care and support options as demand increases and people choose different care solutions. For example:-

- increasing the range of services for early prevention for those with Dementia and their carers
- increasing the lower level support to carers to ensure they can access local support

This proposal will therefore enable the Council to expand the number of ways in which carer respite needs can be met to make that support more personalised. This includes:

- Respite at home using home care
- Direct payments, so that customers can purchase care in a way that works for them
- Shared Lives care in a family setting
- Residential Respite in a care home

The Council is well advanced in its preparations for implementation of the Care Act 2014. This proposal meets the personalisation agenda which has now been embedded in this legislation. The Care Act includes enhanced support for carers and the Council intends to continue to develop further the available options for respite, which this proposal will support. We know from the Census that we have approximately 40,000 carers and we will continue to work with them to ensure the range of options will deliver a personalised service.

The Council is putting residents first and considering how best to meet the future needs of the growing numbers of older people, those living with long-term conditions and those living with dementia. The cabinet approved a new commissioning plan for dementia in July 2014. This plan laid out a wide range of ways in which the Council will champion the development of high quality support for those affected by this disease.

- 1.2 A key element of the changes is the proposal to provide residential respite support for older people, people living with dementia and other long term conditions in the independent sector. This report brings forward that proposal for detailed consideration. There is a large independent sector market for residential care provision that already responds effectively to the needs of people living with dementia, other long term conditions and older people generally. All long-term residential care is provided by this market, providing choice across all areas of Cheshire East. This proposal would increase choice and control for people using residential respite care services in addition to long term care. The care would be flexible and in a range of locations across Cheshire East so that individuals and carers can choose support where they prefer.
- 1.3 If the proposal to commission residential respite care services from the independent sector were to be approved, these services would not be provided from Lincoln House and Hollins View in the future.

- 1.4 This report provides Cabinet with a range of information to ensure a full consideration of the options for the future. This includes:
- a) A consultation on the proposal has been undertaken with the users and carers of the support to older people and those with dementia and other long term conditions provided through Hollins View and Lincoln House. Comprehensive reports with detailed analysis on the feedback from consultation are provided at Appendix 1 for Cabinet consideration.
 - b) An on-going Equality Impact Assessment has been undertaken and is provided at Appendix 2.
 - c) An options appraisal has been conducted to ensure the options for the future have been evaluated; this is summarised at Appendix 3.

2.0 Recommendations

It is recommended that:

- 2.1 With regard to respite residential support for older people and those with dementia, Cabinet approves the adoption of the option to provide residential respite support for older people and people with dementia and other long term conditions in the independent sector. This option means that support will no longer be provided at Lincoln House and Hollins View, once alternative provision is in place.
- 2.2 There is a transitional arrangement while alternative residential respite support for older people and people with dementia and other long term conditions is secured in the market. During this period Lincoln House and Hollins View will continue to offer support.
- 2.3 The respite provision for adults with learning disability continues at Lincoln House.
- 2.4 That officers are authorised to take all necessary actions to implement the proposal.
- 2.5 That Cabinet note that officers are reviewing with our health partners', new and enhanced ways of offering intermediate care services. This may result in alternate services being provided from Local Authority buildings.
- 2.6 Intermediate Care bed based services will continue to operate from Lincoln House and Hollins View until the end of May 2015. Further discussions are

taking place to confirm the full range of Intermediate Care services available beyond this date.

3.0 Reasons for Recommendations

3.1. This report recognises the changing landscape of care and support for adults, characterised by the national programme for Personalisation (Choice and Control), which is enabling people to choose how their care needs can best be met and by whom. Increasing choice and control in support is needed that includes:

- respite at home, using home care
- respite through Shared Lives care in a family setting
- residential respite in independent sector homes offering choice of style and location
- direct payments so that support can be purchased by the customer to suit their preference

The Council received valuable feedback from service users and carers who use Hollins View and Lincoln House - 28%, i.e. 101 out of the 366 who were contacted gave feedback. It can be inferred that the remaining majority had no strong views about the proposal. The Council is aware that any proposals for change can cause anxiety for users and carers. The users and carers of Hollins View and Lincoln House have been reassured that their eligible needs will continue to be met in future, although this may be in a different service or range of services.

3.2 Four petitions from members of the public have been received that request in various ways (as below) that Hollins View or Lincoln House should continue to be retained as a local facility that provides residential respite support. The petitions are available at Cabinet for consideration and in summary are:

Hollins View – Senior Voice for Macclesfield – 593 signatories

Hollins View – Councillor Jeuda – 882 signatories

Hollins View – Mrs Elizabeth Dork/Jack Spencer – 95 signatories

Lincoln House – Councillor Flude – min. of 1398 signatories

3.3 The Options Appraisal carried out by Adult Social Care Strategic Commissioning has considered and analysed a number of factors (criteria – see details in Appendix 3) to assess the options for the future provision. This has included the feedback from users and carers and others. In summary this has highlighted that:

- 3.3.1 Users and families value respite care that is conveniently located.
- 3.3.2 Many users of Hollins View and Lincoln House already access other care and support provision and value having choice and quality care locally.
- 3.3.3 Residential respite support in the independent sector will be a lower cost than in-house provision.
- 3.3.4 A number of current users and carers made particular note that they considered the quality of support at Hollins View and Lincoln House to be good.
- 3.3.5 The current market for independent care homes has been assessed (details provided in the Options Appraisal at Appendix 3). This concludes that the home closures that have taken place over the last 12 months have had no impact on reducing residential care market.
- 3.3.6 There are some current customers who are full cost payers who may pay less if the independent sector is the provider.
- 3.3.7 There are some people using the independent sector for respite already.
- 3.4 The Equality Impact Assessments (EIAs) (Appendix 2) contain positive impacts of the proposal for customers and their carers which some have reported in their own responses to the proposal.
- 3.4.1 The increased choice of options for respite support enables personalisation of style and location.
- 3.4.2 There is the potential for customers to access services nearer to where they live. This may reduce travelling time for them and visits from family and friends are easier.
- 3.5 The potentially adverse impacts which have been noted in the EIAs (Appendix 2) and the consultation feedback are in summary:
- Concerns about quality of support
 - Ability to continue to access planned booked respite
 - Ensuring some continuity of care for people with dementia

The specific mitigation actions are contained in section 4 of the EIAs. In summary those are:

- The new Care Quality Assurance team will enable the Council to maintain quality of support
- Access to planned booked respite will continue
- Individual support planning will seek continuity of care for people with dementia

3.6 Intermediate care services will be reviewed as a whole with health partners but no changes are expected before April 2015.

4 Wards Affected

4.1 All wards

5 Local Ward Members

5.1 All ward members

6 Policy Implications

6.1 None

7 Financial Implications

7.1 The financial case for the option to provide residential respite support for older people and people with dementia and other long term conditions in the independent sector is based on current independent sector prices. The Council can secure quality residential respite from the independent sector at a substantially lower cost; for the equivalent number of beds nights the cost would be in the region of 48% less than the in-house service costs. This will enable the future growing needs of Cheshire East citizens to be met through this range of support.

8 Implications for Rural Communities

8.1 The proposal will create greater choice of type and location of support for those in rural communities to have a personalised response to their circumstances and needs.

9.0 Legal Implications

- 9.1 Consultation has been undertaken in respect of this proposal (see Appendix 1). The general principles that must be followed when consulting are well established:

The consultation must be at a time when proposals are still at a formative stage;

The proposer must give sufficient reasons for any proposal to enable intelligent consideration and response. Those consulted should be aware of the criteria that will be applied when considering proposals and which factors will be considered decisive or of substantial importance at the end of the Consultation process;

Adequate time must be given for consideration and response;

The product of consultation must be conscientiously taken into account in finalising any statutory proposals.

- 9.2 Cabinet must satisfy itself that the consultation has been properly conducted in line with the principles above. In addition, Cabinet must ensure that it has clarity with the outcomes of that consultation and therefore, as decision maker, is able to take the results fully into account when making its decision on the proposals contained in this report.

- 9.3 In making its decision, Cabinet must have due regard to the Public Sector Equality Duty as set out at S149 of the Equality Act 2010, which states:

“(1) A public authority must, in the exercise of its functions, have due regard to the need to -

(a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;

(b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;

(c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it... “

- 9.4 To assist Cabinet in respect of the Public Sector Equality Duty, an Equality Impact Assessment has been carried out in respect of the proposals within this report. Appendix 2 provides the Equality Impact Assessment.

10 Risk Management

- 10.1 The Medium Term Financial Strategy (MTFS) budget proposals may not be met, or only achieved in part.
- 10.2 Decision making on this matter needs to take account of the risk to the reputation of the Council. The proposal to consider ceasing to offer some residential respite support at Hollins View and Lincoln House and to provide other alternatives has generated some opposition from service users, carers and the public. Carefully planned work to secure quality residential respite support in the independent sector and a measured period of transition should mitigate this risk, both for the Council and for current and future service users and carers who rely on such residential respite support. The new Quality Assurance Team will ensure that citizens receive quality care. This new team provides the council with additional assurance that citizens' needs are being met.
- 10.3 The current market for independent care homes has been assessed and concludes that the home closures that have taken place over the last 12 months have had no impact on reducing the residential care market. A move to commissioning respite residential beds for customers who currently have services from Hollins View and Lincoln House would take place in a managed way. This will take account of individual needs and preferences. The existing services would not be withdrawn until appropriate services had been commissioned in the independent sector.
- 10.4 The Council takes its responsibilities extremely seriously in relation to the Equality Act 2010. Our priority is to ensure that no groups within the area are disadvantaged by changes in policy or new ways of delivering care. We are proud of what we do to ensure we uphold the rights of our citizens.

11 Background and Options

Cheshire East has an estimated 5402 residents aged 65+ living with dementia and the national POPPI (Projecting Older People Population Information) system predicts that Cheshire East will have 9,674 people over the age of 65 living with dementia by 2030. When the small number of younger people with dementia are included, there will be more than 10,000 people with dementia by 2030. Supporting those individuals currently with dementia in Cheshire East are 4500 carers. Figures from NHS England (from the report, "Timely Diagnosis and Post Diagnostic Support for Dementia across Cheshire and Merseyside") in 2012 relates to Clinical Commissioning Group areas and states that there are 1,548 people diagnosed with dementia in Eastern

Cheshire and 1,024 people diagnosed with dementia in South Cheshire. Through the Dementia Commissioning Plan, Cheshire East has committed to working with CCG partners to ensure that individuals with symptoms are diagnosed in a timely and accurate way. 17% of the customers currently receiving respite services from Lincoln House and 5% of the customers currently receiving respite services from Hollins View have a diagnosis of dementia.

- 11.1 Supporting material is included in the Consultation Report (Appendix 1), the Equality Impact Assessment (Appendix 2) and the Options Appraisal Report (Appendix 3).
- 11.2 Feedback from users was received through an extensive consultation exercise utilising a variety of mechanisms. These included: one to one meetings, a questionnaire, telephone line and correspondence. This feedback is summarised in the Consultation Report in Appendix 1. In addition, four petitions have been received which are available at Cabinet.
- 11.3 The option to provide residential respite to older people and people with dementia and other long term conditions in the independent sector was assessed against criteria agreed by the Portfolio Holder and the Director of Adult Social Care and Independent Living, in order to produce the final recommendation (see Appendix 3 for the Options Appraisal work). These factors were:
 - The wellbeing of current users and carers
 - Feedback from users/carers/general public
 - Effectiveness of residential respite support in meeting needs
 - Personalisation (choice and control)
 - Future proofing support for changes in levels of dementia need and demographics
 - Value for money
- 11.4 The options appraisal concludes that the option to provide residential respite to older people and people with dementia and other long term conditions in the independent sector is preferred following the application of the criteria. It is the strongest option to deliver choice and control and meet the future predictions of need.

There are two types of residential care, residential and nursing, which provide for very different needs. The Council's in-house services at Hollins View and Lincoln House are residential care (not nursing). The availability of nursing

home care has been a challenge in Cheshire East over the last 12 months. However the recent market assessment has concluded that the residential care home sector has not been affected by home closures and remains at the same level as previously.

The proposal will not change the offer of respite care and support to those people in Cheshire East who need it. Seeking local services is integral to the proposal and will be part of the proposed changes. The current market for independent care homes has been assessed and concludes that the home closures that have taken place over the last 12 months have had no impact on reducing the residential care market. A move to commissioning respite residential respite beds for customers who currently have services from Hollins View and Lincoln House would take place in a managed way. This will take account of individual needs and preferences. The existing services would not be withdrawn until appropriate services had been commissioned in the independent sector.

- 11.5 In local authorities across the North West, 90% of social care is provided in the external market.
- 11.6 The quality of any of the care and support services commissioned from the independent sector will be monitored by the Council's new Care Quality Assurance Team in the Adult Social Care Strategic Commissioning Business unit which will cover all types of care provision. This new team has been created with new investment from the Council to ensure that citizens receive quality services across all sectors of care.
- 11.7 The financial case for the option to provide residential respite to older people and people with dementia and other long term conditions in the independent sector is based on current independent sector prices. The cost of a week in residential care in the independent sector is currently £376.73. The cost of a week in a dementia (EMI) bed in the independent sector is currently £467.10 per week. These are the prices that Cheshire East Council would pay for residential care and EMI care respectively which are 48% cheaper than the same provisions provided in-house at Hollins View and Lincoln House.
- 11.8 The development of choice for users meets the personalisation agenda and user expectations. It is anticipated also this will mean that this type of residential respite might not be the preferred option for some users in the future.

- 11.9 The proposed way forward based on these findings is that alternative residential respite support for older people, people with dementia and other long term conditions is secured from the independent sector.
- 11.10 Service user and carer consultation feedback and individual needs will inform the level and type of provisions specified and contracted for.
- 11.11 The Petitions

Four petitions were submitted to the Council about Hollins View and Lincoln House. The full petitions are available for Cabinet to refer to.

12 Access to Information

- 12.1 The background papers relating to this report can be inspected by contacting the report writer:

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