

CHESHIRE EAST COUNCIL

Cabinet

Date of Meeting:	30 th June 2015
Report of:	Brenda Smith, Director of Adult Social Care and Independent Living
Subject/Title:	Moving to Local and Personalised Carer Respite - Update
Portfolio Holder:	Councillor Janet Clowes – Adults, Health and Leisure

1. Report Summary

- 1.1 Many residents of Cheshire East have care and support needs and are looked after by relatives and friends who as carers, support them in a variety of ways. For some carers this will be 24 hours a day for others their caring role may be less. The Council recognises the valuable role of all carers, the significant contribution they make and is committed to ensuring that they are supported in their caring role.
- 1.2 The Council have developed a Carers Strategy in conjunction with health partners which details our collective commitment to carers and how we will ensure carers have access to information, advice and support. A key element of that support is to recognise that carers will, at times, need a break from their caring role. Consequently a number of support options have been put in place which ensure that carers can take advantage of a respite break. Our commitment to carers is to ensure that the support they can access is:-
 - tailored to their specific needs and circumstances
 - local and personalised to them and those they care for.
- 1.3 The Council's commitments in the Carers Strategy is to put the interests of residents first by meeting the needs of carers for respite support in a range of personalised ways. The range of support is designed to provide quality care, good outcomes whilst at the same time providing value for money for the public purse. These commitments are made in the context of the well-documented future rise in demand from an increasing frail older population, both locally and nationally. The Council must therefore regularly review its service provision to ensure it meets its commitment to current and future carers, and those they care for, within available resources. This means that the council must deliver more for less if it is to meet its strategic commitments.
- 1.4 One element of the range of carer respite services is the residential carer respite services at Hollins View in Macclesfield and Lincoln House in Crewe. These services are provided by the Council's in-house care service Care4CE.

Whilst these services are of a good standard, they are high cost in comparison to similar services provided in the independent sector.

Other carer respite breaks are now available which are more personalised and allow the cared for person to remain in a family setting. The options include:

- Respite at home using home care services
- 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

(A number of case study examples of the different ways in which carers' respite needs are currently met in Cheshire East are provided in Appendix 3 of this report.)

- 1.5 The changes proposed in this report will release funding for investment in the expansion of the range of carer respite support services that will enable the growing demand for support to be met in future. This proposal would release £1.3 million per annum for reinvestment.
- 1.6 Residential carer respite will continue to be one of the options that is available for those who choose this type of support. This report seeks to secure that support at a more competitive rate in order to release funds for other types of carer support to be made available. Many residents already use different types of carer respite including the non-residential support services and express high levels of satisfaction with them.
- 1.7 It is therefore proposed to meet these objectives the provision of the residential carer respite services provided by Care4CE at Lincoln House and Hollins View cease and that funds released are used to provide the investment required to develop expanded carer respite support services. The Council understands that people who have used residential carer respite services at Lincoln House and Hollins View value them and so is committed to ensuring that their needs will continue to be met by providing this and other types of support in the independent sector.
- 1.8 The Council is committed to commissioning high quality care and support services and has in place a new Quality Assurance Team working with all care and support providers across all sectors to ensure quality standards are in place and maintained.
- 1.9 The Council intends to retain the two sites for use in order to deliver local services to local residents. Subject to the decision made by Cabinet the options for alternate service use for the two sites will be further explored. Initial work is underway with partners to consider potential ways in which local services for local people may be delivered from these settings.

2. Recommendations

It is recommended that:

- 2.1 Cabinet approves that residential carer respite provision will cease to be provided at the Hollins View and Lincoln House sites as of 31st December 2015 and that alternative carer respite support will be secured via a formal tender process in various areas across the Borough. During this period Lincoln House and Hollins View will continue to offer carer respite beds until 31st December 2015.
- 2.2 Cabinet support the proposal that residential carer respite provision for adults with learning disability continues to be provided at the Lincoln House site.
- 2.3 That decisions made are delegated to the Portfolio Holder and Officers to implement.

3. Reasons for Recommendations

- 3.1 The Cabinet received a report on 9th December 2014 with a proposal to approve the option to provide residential carer respite support in the independent care homes sector for older people, people with dementia and those with long term conditions.
- 3.2 As a result of consultation feedback and issues raised by public speakers at the Cabinet meeting on 9th December 2014, the decision was taken to defer consideration of the proposal.
- 3.3 This deferral was to allow time for further work by officers as follows:

“RESOLVED That the recommendations in the report be approved as amended as follows:

1. Cabinet approves the option to continue to provide residential carer respite at Lincoln House and Hollins View up until December 2015 whilst the Council explores options with alternative partners, (alongside recommendations 2 to 7 below);”

- 3.4 This report provides updated information to allow for the original proposals to now be re-considered.
- 3.5 Consultation with a range of partners has taken place but no viable options to provide residential carer respite on these sites have been identified. The Council are however actively exploring all opportunities to maintain the two sites of Hollins View and Lincoln House as resource bases for the local care and health economy should the recommendation detailed within this Cabinet report be approved.
- 3.6 The proposal is to provide residential carer respite support in the independent sector and has been the subject of formal consultation.

- 3.7 An options appraisal was conducted to consider how the Council could provide effective personalised local respite support for older people that is value for money. That options appraisal concluded that:
- Effective quality residential respite capacity could be secured in the independent sector and at better value for money than the current in-house provision
 - The other options for personalised respite, such as Shared Lives, home care and Direct Payments should be expanded as they are preferred by some customers and provide value for money for the Council.
- 3.8 This proposal meets the personalisation agenda which has now been embedded in the Care Act legislation, implemented from 1st April 2015. 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.
- 3.9 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 local and personalised service to meet their individual needs.
- 3.10 This report provides Cabinet with a range of information to ensure a full consideration of the options for the future. This includes:
- (a) A report detailing the consultation exercise undertaken with the users and carers using the residential respite services at Hollins View and Lincoln House. See Appendix 1
 - (b) An Equality Impact Assessment has been undertaken and is provided at Appendix 2.
- 3.11 The Council received valuable feedback from service users and carers who use Hollins View and Lincoln House (102 out of the 366: 28% who were contacted gave feedback). 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 assured that their eligible needs will continue to be met in future, although this may be in a different service venue or through a new range of services. It is also the intention to ensure that residential carer respite support will continue to be available in the Macclesfield and Crewe areas.
- 3.12 The majority of feedback from service users and carers who use Hollins View and Lincoln House stated a preference for continuing to receive respite from these facilities. There were many positive comments about the staff and the quality of the support received. Some service users said they also used or had used the independent sector.
- 3.13 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 carer respite support. The petitions are available at Cabinet for consideration and in summary are:

Hollins View – Senior Voice for Macclesfield – 593 signatories

“We hope that Cheshire East Council will think very carefully before reaching a decision about the future of Hollins View. Its closure would remove a much used and highly valued resource for those for whom extra care is needed.”

Hollins View – Councillor Jeuda – 1784 signatories at 8 Dec 2014

“Please don’t close Hollins View Community Support Centre. Protect services to older and vulnerable people.”

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

Lincoln House – Councillor Flude – 1597 signatories at 8 Dec 2014

“Do not close the excellent respite service, beds/unit for people with dementia provided at Lincoln House in Crewe. Do not transfer this service to the private sector.”

- 3.14 The Council can secure quality residential respite from the independent sector at a substantially lower cost. Although there is variation in care home charges across the Borough, the equivalent number of bed nights provided by the Independent sector would cost (on average) 48% less than the in-house service costs. Given the substantial increase in the ageing population and the increasing need for support services for individuals and their carers, the Council must ensure that quality carer respite support is affordable within the current financial climate. It should be noted that residents in Cheshire East needing long-term residential care have accessed this care in the independent sector for many years.
- 3.15 There is a large independent sector market across Cheshire East comprising of 48 residential homes (1221 beds) and 49 nursing homes (2643 beds). In the Macclesfield area there 13 residential homes (298 beds) and in the Crewe area there are 15 residential homes (119 beds). It should be noted that care homes with nursing (nursing homes) can also offer those beds as residential beds which can increase potential residential capacity.
- 3.16 Increasing an individual’s choice and control in how they access support is a key priority to ensure personalisation and is a requirement of the Care Act (2014).
- 3.17 The Council is able to cite many examples of how increased choices in carer respite provision is meeting individual need, is being implemented successfully and is highly valued by those who access it. (see Appendix 3).
- 3.18 The Options Appraisal carried out by Adult Social Care Strategic Commissioning Team has considered and analysed a number of factors 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:

- 3.19 Users and families value respite care that is conveniently located.
- 3.20 Many users of Hollins View and Lincoln House already access other care and support provision and value having choice and quality care locally.
- 3.21 Residential respite support in the independent sector will be at a lower cost than in-house provision at Hollins View and Lincoln House..
- 3.22 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.
- 3.23 The current market for independent care homes has been assessed. This concluded that the home closures that had taken place over the last 12 months to December 2014 had no impact on reducing the residential care market. Since December 2014 there have been no home closures.
- 3.24 There are some current customers who are full cost payers who may pay less if the independent sector is the provider.
- 3.25 There are some people using the independent sector for residential respite already.
- 3.26 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.
- 3.27 The increased choice of options for respite support enables personalisation of style and location.
- 3.28 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.
- 3.29 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 services
 - 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 funded from new investment will enable the Council to maintain quality of support.
- Access to planned booked respite will continue as before.
- Individual support planning will seek continuity of care for people with dementia

- 3.30 In both settings health partners purchase a small number of beds for intermediate care/transitional care services for people leaving hospital settings who require further health interventions and care provision as part of their recovery process. Following discussion (over the past 18 months) regarding the future purchase of this provision health partners (who also commission this service from other providers) have decided to commission these beds from alternate providers.

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 reinvestment of recovered costs (approx. 1.3 million) in new services will enable the future growing needs of Cheshire East citizens to be met.

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. Since the cabinet decision at 9th December 2014 locations in more rural areas have been identified where additional financial resource for 3 additional beds (1095 bed nights) has been secured for planned/booked residential carer respite services. These will be commissioned in conjunction with the commissioning of respite provision in the immediate Crewe and Macclesfield areas subject to Cabinet decision.

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 Additionally, case law has emphasised that for consultation to be lawful, it must be fair. The questions which were consulted upon remain the same to date and therefore no further consultation is considered necessary at this stage.

9.5 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 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

- 11.1 Supporting material is included in the Consultation Report (Appendix 1), and the Equality Impact Assessment (Appendix 2).
- 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. 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.
- 11.5 In local authorities across the North West, 90% of social care is provided in the external market.
- 11.6 Service user and carer consultation feedback and individual needs will inform the level and type of provisions specified and contracted for.
- 11.7 A decision was made by Cabinet on 24th June 2013 to provide residential respite in the independent sector in the Congleton area for booked respite. This was implemented in July 2014. Some of the positive comments made by users of those independent sector booked respite beds are:

“It's been a great help, especially with my recent stay in hospital and readjusting my lifestyle (after a sudden amputation)”. “Nice room, staff are lovely and very helpful”. “Really thankful for the help we've had. Its been a great help” (Son). “Kind and helpful staff; was good to have a break and have someone else looking after” (member of family).

12. Access to Information/Bibliography

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

13. Contact Information

Contact details for this report are as follows:-

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