

A Review of City of York Council's Elderly Persons Homes

Consultation Plan

There are three elements to the Consultation Plan included within this Annex, as follows:

1.	Consultation Background This is a Plain English version of the Cabinet Report. This is the 'public document' that will be used to explain the background to the review and the issues and options that the council is consulting on.	Draft at pages 2-6
2.	Consultation Questionnaire These are the proposed questions that will be asked in the postal survey questionnaire and the on-line questionnaire. The same questions will form the basis of the consultation meetings with all stakeholders including residents, relatives, staff, and partner organisations like Health and the Voluntary Sector.	Draft at pages 7-17
3.	Consultation Plan The consultation plan sets out: <ul style="list-style-type: none">• who the Council will be consulting with, and• how – the different mechanisms that will be used to capture feedback	Draft at pages 18-20



Have your say on the future of City of York Council's Elderly Persons Homes

CONSULTATION BACKGROUND

DRAFT

City of York Council wants to hear your views on the findings of a recent review of the residential care homes that it provides for older people in the city, which are known as Elderly Persons Homes (EPHs).

It is widely recognised that the council's Elderly Persons Homes are well run, and that the people who live in them, as well as their friends and family, recognise the quality of the care provided to them.

However, the review has concluded that there is a need to update the range of care and accommodation available to older people to make sure that the council can continue to meet their needs in the future.

There are currently 33,000 people over the age of 65 in York, but this figure is expected to rise to 37,000 by 2015 and 40,100 by 2020. It is also expected that the demand for places in residential care homes from people with dementia and specialist nursing care needs will also increase.

This increasing pressure on services for older people comes at a time when the council, like public sector organisations across the country, is facing a major reduction in the amount of funding that it receives from the government. In York, the council's funding is being cut by 28 per cent over the next four years, and 13.3 per cent of this has been cut from the grant that the council received for the current financial year.

On a more positive note, this year York has received £1.997 million from central government to invest in preventative measures such as Telecare/warden call that will help to reduce some of the pressure on health and social care services in the future. The council has worked with local NHS organisations to decide how best to spend this money on preventative services which will, in turn, ease the budget strain on longer term provision.

The long-term aims of the council and local NHS organisations are to allow as many older people as possible to enjoy their independence for longer, reducing the need for care home and hospital admissions, and to give older people a wider choice of accommodation and more opportunities to socialise.

This reflects the findings of a survey carried out by the council in 2008 in which 63 per cent of those who responded said that they would like the council to help older people to remain in their own homes for longer. An overwhelming majority recognised that, in the future, the council must focus on providing specialist care for people with dementia and those who need nursing care needs.

The council's current care homes

The table at Appendix A provides a summary of information on the council's nine Elderly Persons Homes including location, site size, staff numbers, and the number and type of beds provided.

Built in the 1960s and 1970s, these homes are now dated and do not provide the same standard of accommodation as modern care homes being built today. Only 33 of the 276 beds available have en-suite facilities, and the bedroom sizes and daytime facilities do not meet modern standards. In these homes, the council only has 57 beds for people with dementia, even though demand for them is rising rapidly and will continue to do so. Although private sector care providers also provide some beds for people with dementia in York, there is a shortage across the city as a whole.

A limited day care service is provided in six of the nine care homes, with day care service users joining with permanent residents for activities and meals. Whilst this model of day care service provides a welcome break for the people who use the service, and their carers, it is a poorer model than that found in day care facilities that are designed and operated specifically for day care.

Another important issue is that the size and design of the council's existing care homes for elderly people does not allow people with different needs to be cared for in the same home. This means that, all too often, people have to be moved from one home to another as their needs change. The council's existing homes are small, with just 31 beds each on average. Modern residential care homes tend to be much larger so that they can accommodate people with a much wider range of needs. That way, there is less chance of people having to be moved.

With the exception of the Fordlands and Haxby Hall sites, most of the sites on which the council-run Elderly Persons Homes stand are small and offer little or no scope for the buildings to be extended. However, the council owns a six-acre site at Acomb (formerly the site of Lowfield School) that is large enough for two good sized care homes and a range of other accommodation for older people. The development of this land could create a 'Care Village', making it possible for older people to continue receiving care on the same site, even as their needs change.

Based on demographic predictions for York it is estimated that the council will need to provide 180 care beds, providing a mixture of dementia, high dependency, and nursing care. There is also a requirement to increase the number of respite care beds from 14 to 20 which help increase support available to carers in the city. This will bring the total number of beds required to 200.

Options for the future

In order to meet the many challenges facing the council in the future, a number of different options have been put forward for consideration, comment and discussion. These are as follows:

Option A – Take no action: If the council fails to act, the energy and maintenance costs of the existing buildings will only increase. The kitchens, lifts and heating systems are getting older and the buildings do not have sprinkler systems fitted. The existing homes already require a backlog of maintenance work totalling £404,059.

Also, this option would do nothing to address the changing needs of older people and the growing pressures on these existing care homes as the percentage of York's population over the age of 65 increases each year.

Option B – Extend and refurbish the existing homes: The small sites and dated buildings would make it very difficult to extend and refurbish the existing care homes. It is not simply a case of adding more bedrooms, as en-suite facilities would also need to be added to the existing bedrooms. Daytime space would need to be extended and improved, and better fire systems, kitchens, lifts and heating systems installed.

The council's property services team believes that there are only two sites - Fordlands and Haxby Hall - where it would be possible to extend and refurbish the existing buildings, although it is feared that the cost of doing so could be more than the cost of demolishing them and building a new care home on the

same site. There are also concerns that it may not be possible to refurbish them in a way that would meet modern day residential care home standards.

Option C – Buy more beds from private sector care providers: Because there is a shortage of beds for people with dementia across York as a whole (not just in the council-run homes), private sector care providers would not currently be able to provide the extra beds that the council needs.

However, there is some interest from private sector developers in building new care homes in York. One developer has already bought a site and is building a care home that is due to be completed next spring (2012). Although the council could buy more beds from new and existing private sector care providers in the future, it is thought that this option would only provide part of the overall solution.

Option D – City of York Council funds, builds and operates three new care homes: The council would need to find £13.4 million to build new homes on the three available sites – Fordlands, Haxby Hall, and Lowfield - over a three or four-year, phased rebuilding programme.

This is an opportunity to create new council-owned and run residential care homes that provide a much wider range of care. This approach would be supported by preventative work to help older people remain in their own homes for longer, providing an opportunity for the council and local NHS organisations to work together using the funding given to York by the government for that purpose.

Option E – City of York Council enters a partnership with a developer/operator to fund, build and operate three new care homes: This approach is similar to option D, but the council would enter a partnership with a developer or care home operator that would be willing to fund the project and build the homes. The cost to the council would depend on the way the partnership deal is drawn up, and discussions about the ownership of the site and the completed home would be part of any negotiations. The council's chosen partner could be a social enterprise, local authority trading company, commercial organisation or a 'not for profit' organisation. Staff working in the council's existing care homes could transfer to the new provider.

Concept drawings of what new care homes could look like on the Fordlands, Haxby and Lowfield sites (in Options D and E) are attached at Appendix B.

All of these options - with the exception of Option A, in the short term - will impact on current EPH residents in that they will involve a move from their current home at some point in the future. It is recognised that, until the consultation process has been completed and the Cabinet has decided how it wants the council to proceed, there will inevitably be a period of uncertainty for residents. The council is keen to reassure residents and their relatives that, whatever the conclusions, they will not receive any reduction in care. Indeed, the council fully expects the review to result in improved facilities for residents and provide a continuum of care that addresses the current situation where some residents have to move to have their care needs met.

The council recognises that moving very elderly people can be detrimental to their health and well being but there is much that can be done to reduce the impact of a move. The council has a 'Moving Homes Safely' protocol - developed with input from Age UK York and Older Citizens Advocacy York - that builds on best practice identified in NHS Guidance and recently published national research. The protocol explains how the council would ensure that any move is well planned and carefully managed, and how residents and their relatives would be involved in all aspects of the decision as to where they move.

The consultation process and next steps

The council plans to consult with a wide range of people who are interested in the future of older people's accommodation in York. The consultation period will last for three months, from mid-July to mid-October. During this time the council will aim to talk to, and hear from, current residents and service users in the council's nine care homes; their family and friends; care home staff; trade unions; health colleagues; older people's groups; and many other interested parties. Opportunities for people to give feedback on the issues and options will be available through:

- A 'Have Your Say' questionnaire
- Meetings with council managers

The feedback from this three month consultation period will be collated and form part of a report to the council's Cabinet on 1 November. It is at that meeting that the Cabinet, having considered the consultation feedback, will decide how it wants the council to proceed.



Have your say on the future of City of York Council's Elderly Persons Homes

QUESTIONNAIRE

DRAFT

Your feedback in this consultation is important to us.

Please read the Consultation Background document **before** completing this questionnaire as it provides background information on the review and explains the issues and options that the City of York Council is consulting on.

Please return it using the FREEPOST envelope provided **by CLOSING DATE???**

Alternatively you can complete the questionnaire online at **www.????**

The results of all questionnaire responses and feedback from all our consultation meetings will be collated and form part of a report to the Council's Cabinet in November 2011.

If you need further explanation or help in order to be able to complete this questionnaire please leave a message on the voicemail at Tel: **(01904) 554359** or e-mail carehomes.consultation@york.gov.uk and someone will come back to you.

If you wish to make additional comments on any of the questions please use the extra space provided at Question 13.

This information can be provided in your own language.

我們也用您們的語言提供這個信息 (Cantonese)

Ta informacja może być dostarczona w twoim własnym języku. (Polish)

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

 **01904 551550**

If you would like this questionnaire in large print or in another accessible format, for example, braille, on CD or by email, then please contact (01904) 554359.

Q1 Have you read the Consultation Background which explains the review of the council's elderly persons homes and the consultation process?

Yes No

Q2 Do you agree or disagree that the Council should redirect more of its money from residential care into helping people stay at home with appropriate support for longer?

Strongly agree Agree Neither / nor Disagree Strongly disagree

Q3 Do you agree or disagree that the Council should be focussing its residential care on specialist needs for people with dementia, high dependency and nursing care requirements?

Strongly agree Agree Neither / nor Disagree Strongly disagree

Q4 Do you agree or disagree with the Council's ambition to ensure that people do not have to move between different types of care home as their needs change?

Strongly agree Agree Neither / nor Disagree Strongly disagree

Q5 Do you agree or disagree that the Council should modernise its residential care homes to better meet the needs and aspirations of York residents over the next 40 years?

Strongly agree Agree Neither / nor Disagree Strongly disagree

Q6 Currently six of the Council's care homes provide day care activity. Do you agree or disagree that it is better to provide day care in dedicated facilities in the community rather than in a residential care home?

Strongly agree	Agree	Neither / nor	Disagree	Strongly disagree
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Please note that the Council's current day care users will be contacted separately in order to consult on specific proposals on this issue.

If, after consultation, the council does decide it needs to build new care homes:

Q7 Do you agree or disagree that the following are requirements you would expect to see in the specification for a modern care home?

	Strongly agree	Agree	Neither / nor	Disagree	Strongly disagree
Bigger bed room sizes (at least 14 sqm)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
All bed rooms to have an en-suite facility	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Rooms to be flexible in operation so that they can switch between dementia care, nursing care or even intermediate care	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
A range of smaller areas for day space, rather than one or two large spaces	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Wider corridors for wheelchair access	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Wider door openings for wheelchair access	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Gardens that provide a secure environment but offer scope for exercise	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Maximum of two storeys high	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Sprinkler systems to reduce risk to residents should there be a fire	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q8 Is there anything else not listed above that is important to you?

The council predicts that it needs to provide 200 residential care beds. The care homes need to be of a certain size to be economical and to provide a continuum of care. The council thinks that 200 beds could be provided across three sites – a 55 bed home at Fordlands in Fulford, a 55 bed home at Haxby Hall in Haxby, and two 45 bed homes on the Lowfield ‘Care Village’ site in Acomb.

Please look at the concept drawings for these three sites at Appendix B in the Consultation Background document.

9a Do you agree or disagree that these buildings can be designed in such a way that they do not become too big and impersonal?

Strongly agree	Agree	Neither / nor	Disagree	Strongly disagree
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

9b Do you agree or disagree that these three sites would offer a reasonable geographical spread of residential care across the City?

Strongly agree	Agree	Neither / nor	Disagree	Strongly disagree
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q10 If new care homes were to be built, who would you want to actually provide **the care** within these new buildings? Please rate **all** of the options.

	Strongly agree	Agree	Neither / nor	Disagree	Strongly disagree
The council	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
A private care provider	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
A not for profit care provider	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
No preference providing the solution provides best value for money	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q11 To what extent would you support each of the options presented in the Consultation Background? Please rate all of the options.

	Strongly agree	Agree	Neither / nor	Disagree	Strongly disagree
Option A Take no action	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Option B Extend and refurbish	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Option C Purchase all or an increased proportion of beds from the private sector	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Option D The Council funds, builds & operates three new care homes	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Option E The Council enters a partnership with a developer/operator to fund, build and operate three new care homes	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q12 Are there any other feasible options which you feel the Council has not considered in the paper? If so, please provide details.

Q13 Have you any other comments that you would like to add as part of your consultation response?

About You

We want to make sure that the council is a fair and inclusive service provider. Your answers to the following questions will help us make sure that everyone's needs are considered in council policy and practice.

The information you provide is anonymous and will be kept confidential. Only council employees will process this information. Thank you for helping us continue to improve our policies and practices.

Q14 Please tick the most appropriate box from the options below:

- I live in one of the council's nine care homes
- I have a relative/friend who lives in one of the council's care homes
- I receive day care or respite care at one of the council's care homes
- I have a relative/friend who receives day care or respite care at one of the council's care homes
- I work in one of the council's care homes
- I am an interested member of the wider York public

Q15 We may wish to follow up on some of your comments and suggestions. If you would be happy to talk to us about your responses, please could you provide your name and contact details so that we can come back to you?

Name

Contact details

Gender

Male

Female

Prefer not to say

Do you identify yourself as trans?

Yes

No

Prefer not to say

Age range

16-24 years

25-34 years

35-44 years

45-54 years

55-64 years

65-74 years

75 years and over

Prefer not to say

1st Part of your Postcode(e.g. YO31 2)

Prefer not to say

Ethnic Origin

Please choose one section from A-E and then tick the appropriate box to indicate your ethnic background or please tick this box:

Prefer not to say

A. White:

British

Irish

Any other white background, please specify _____

B. Mixed Race:

White and Black Caribbean

White and Black African

White and Asian

Any other Mixed background, please specify _____

C. Asian or Asian British:

Indian

Pakistani

Bangladeshi

Any other Asian background, please specify _____

D. Black or Black British:

Caribbean

African

Any other Black background, please specify _____

E. Other Ethnic Groups:

Do you consider yourself to be disabled?

Yes

No

Prefer not to say

If you tick "Yes", please tick as many boxes below as apply:

Physical impairment

(such as using a wheelchair to get around and / or difficulty using arms, legs etc)

Sensory impairment

(such as being blind / having a serious visual impairment or being deaf / having a serious hearing impairment)

Mental health condition

(such as depression or bipolar)

Learning disability

(such as Downs syndrome or dyslexia or cognitive impairment (such as autism or one resulting from head-injury)

Long-standing illness or health

Sexual Orientation:

- Heterosexual / Straight
- Lesbian / Gay woman
- Homosexual/ Gay man
- Bisexual
- Prefer not to say

Relationship Status:

- Married
- Co-habiting
- Civil Partnership
- Single
- Other
- Prefer not to say

Please tick the appropriate box to describe your religion or belief:

- Prefer not to say
- Buddhist
- Christian
- Hindu
- Jewish
- Muslim
- Sikh
- No Religion
- Other please specify _____

Thank you for completing this questionnaire. Please return it using the FREEPOST envelope provided **by ???**

The results of all questionnaire responses and feedback from all our consultation meetings will be collated and form part of a report to the Council's Cabinet in November 2011.

A Review of City of York Council's Elderly Persons Homes

Consultation Plan

This review has a huge significance for the city and how we care for our most vulnerable older people, and we want to ensure that everyone who wants to, has the opportunity to comment on the issues and options presented within the 19 July Cabinet report.

During a three month consultation period (19 July – 19 October) the council will be writing to and, where requested or appropriate, meeting with the following interested parties to invite and hear their views on the issues and options contained with the report.

Current EPH residents	Permanent residents
	Day care service users
	Respite care service users
	Family & friends of residents and day care/respite care service users
	Other Local Authorities with residents placed in CYC EPHs
EPH staff	EPH staff – including relief staff and volunteers
	Trade Unions – Unison and GMB
Older People Representatives & Voluntary Sector Providers	Age UK York
	Alzheimer's Society
	Churches Together
	Equalities Advisory Group
	Older Citizens Advocacy York (OCAY)
	Older People's Network (OPeN)
	Older People's Partnership Board
	Older People Providers' Forum - Supporting People
	York Blind & Partially Sighted Society

	York Carers Centre
	York Carers Forum
	York CVS
	York Older People's Assembly (YOPA)
	York Racial Equality Network (YREN)
Health	Joint Commissioning Group
	Leeds Hospital Partnership Foundation Trust/Mental Health Board
	Levels of Care Group
	North Yorkshire and York Primary Care Trust
	Vale of York GP Commissioning Consortium
	York Hospital Foundation Trust
Other key stakeholders	Care Quality Commission
	CYC Care Managers
	Elected Members
	Independent Care Group – private residential care providers
	Local MPs
	Wider York public

All interested parties will have the opportunity to give feedback on the issues and options contained within the Consultation Background document via a range of mechanisms including:

- Face-to-face meetings
 - Residents
 - Day care users
 - Respite care users
 - Relatives of all residents and service users
 - Staff
 - Other interested parties
 - 4 x Public Consultation meetings to be held in Acomb, Fulford, Haxby, and central York – venues and dates to be confirmed.

- A postal questionnaire – sent to:
 - Residents
 - Day care users
 - Respite care users
 - Relatives of all residents and service users
 - Staff
 - A sample of 3,000 older people from across York

- An on-line questionnaire
 - Available on Council website for any member of the public to complete

- Ringing a dedicated voicemail account - Tel: (01904) 554359

- E-mailing a dedicated e-mail account - carehomes.consultation@york.gov.uk

- Writing to: Care Homes Consultation Feedback, City of York Council, 10/12 George Hudson Street, York, YO1 6LP.

Final report to Cabinet – Tuesday 1 November

The feedback from this three month consultation period will be collated and reported in another report which will be considered by the Council's Cabinet on 1 November. The Council will write to all stakeholders after the meeting to communicate any decisions taken by the Cabinet and to outline the next steps.