

**EXECUTIVE**

**DATE:** 18<sup>TH</sup> OCTOBER 2004

**SUBJECT:** STRATEGY FOR THE FUTURE LIVING NEEDS OF LUTON'S OLDER PEOPLE

**REPORT BY:** HEAD OF COMMUNITY CARE

**CONTACT OFFICER:** SUSAN HARRISON 547700

**IMPLICATIONS:**

LEGAL	✓	STAFFING	✓
EQUALITIES	✓	COMMUNITY SAFETY	
FINANCIAL	✓	RISKS	✓

OTHER

**CONSULTATIONS:**

COUNCILLORS CONSULTED	✓	SCRUTINY COMMITTEE CONSULTED	✓
STAKEHOLDERS CONSULTED		OTHER	

WARDS AFFECTED: ALL

LEAD EXECUTIVE MEMBER(S): COUNCILLORS J. DAVIES AND R. DAVIES

**RECOMMENDATION(S)**

- Executive is asked to agree the draft Strategy for the Future Living Needs of Luton's Older People and the recommendations of the strategy outlined below and instruct officers to return with detailed, costed implementation options.

**REPORT****Background**

- In relation to Luton's Older People, the Council's strategic aim is to strengthen and develop the range of community-based health, social care and housing services so that older people and their carers can be enabled to live independently in their own homes for as long as they choose to.
- The draft Strategy for the Future Living Needs Luton's Older People is an important driver for achieving the Council's Public Service Agreement target to increase the numbers of older people who live independently in their own homes.

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4. Social Services & Housing have prioritised work to develop a Strategy for the Future Living Needs of Older People in Luton as a consequence of needing to take forward developments to address the issues arising from the non-compliance with minimum National Care Standards of three council-run residential care homes for Older People – Sherd Lodge, Farley and Warden Hill.
5. The draft Strategy for the Future Living Needs of Older People is the first of a series of service strategies, which will result in a comprehensive Older People's Strategy for Luton. It is underpinned by a vision of community living that achieves the following outcomes for older people
  - **Living longer and healthier lives** – including protection from abuse and exploitation.
  - **Better quality of life, enhanced lifestyles** – better access to leisure, social activities and lifelong learning.
  - **Further opportunities for employment** – more older people having the opportunity to work or having access to other income-generating opportunities.
  - **Reduced poverty** – elimination of poverty in old age and greater financial independence.
  - **More independence and interdependence** – relationships based on reciprocity rather than dependence.
  - **Better informed** – increased access to information and advice so that older people can take action for themselves.
  - **More involved** in decision making – fully able to influence the development of key policy areas including the governance, implementation and shaping of services and to exercise their democratic rights as citizens of their communities.
  - **Greater control and autonomy** – more choice and control over the services provided to them.
  - **No discrimination** – Ageism, stereotyping and other types of discrimination against older people confronted and stopped.<sup>i</sup>
6. The draft Strategy document appended draws on development and consultation work that has been underway in Luton Social Services & Housing for a number of years. The documents that record this work are summarised in s 4.7 of the draft Strategy document.
7. In particular the draft Strategy draws on the Council's Social Inclusion Scrutiny Committee's review of the council's care of the elderly and its consultation and fact-finding activity.
8. The draft Strategy recommends
  - (i) In view of the government's strong encouragement to develop extra-care sheltered housing and the wishes and views of many older people in Luton, the Council should pursue a strategy of developing extra-care sheltered housing and establish a different balance between residential care and extra-care sheltered housing. Options for this balance will be the subject of a future detailed paper with costed implementation plans for consideration by Social Inclusion Scrutiny and the Executive in November 2004.
  - (ii) In broad outline, implementation proposals could scope the de-commissioning of Sherd Lodge, Farley and Warden Hill and the commissioning of two extra-

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care sheltered housing schemes with 60 bed spaces each, and one new 60 bed council-run residential care scheme.

- (iii) A suggested model for Extra-Care Sheltered Housing for Luton is appended at Appendix 1 of the Draft Strategy document.
- (iv) Before any decision is taken on the future of our existing care homes there will be a full assessment of the residents' individual needs and full consultation with residents, their relatives and staff. The following principles should be built into proposals for consideration and consultation
  - Maximising the opportunities for staff and residents to move as a group
  - Avoiding as far as possible the need for any individual resident to move more than once, unless they choose to or unless individuals have new care or nursing needs which mean that they need more intensive or specialist care.
- (v) In view of national trends and the aspirations of local older people, the proposals for extra-care sheltered housing should include provision that is available for renting, for leasing and for shared ownership.
- (vi) Residential care should remain an option for people with additional needs. Therefore the Council in partnership with health will ensure that steps are taken to secure an adequate supply of registered care home places (including care homes with nursing) which will continue to be needed by people who require higher levels of care, particularly people with mental health problems and dementia.
- (vii) Within the development of proposals for new extra-care sheltered housing and new council-run residential care, Council officers will undertake further detailed work to scope the best way of meeting the specialist needs of older people and people with dementia, older people from black and ethnic minorities and providing respite care.
- (viii) Council officers will scope the extent of refurbishment and modernisation required at the Mount, the Laurels and Westlea and present options for future consideration.
- (ix) All the implementation options will be supported by the Council reviewing
  - Sheltered housing as part of the stock options appraisal exercise
  - Day services for older people, in partnership with health
  - Home care commissioning strategy

### **LEGAL IMPLICATIONS**

9. The strategy has been developed with the aim of enabling the Council to meet its statutory duties under Community Care legislation in ways that will most appropriately meet the future needs of older people.

### **EQUALITIES IMPLICATIONS**

10. The draft Strategy recognises the needs within Luton's Black and Ethnic Minority Communities and recommends that Council officers should undertake further

detailed work to scope the best way of meeting the specialist needs older people from black and ethnic minorities.

### **FINANCIAL IMPLICATIONS**

11. This strategy implies major developments for future models of service and, as such, is likely to involve significant revenue and capital investment and disinvestment by the Council and its partners. When setting a major service strategy like this, which determines the approach to the service for a number of years, members should also consider its potential impact on the financial strategy. Current financial projections over the medium term show a widening budget gap and the Council's medium term financial plan requires significant savings from modernisation of service delivery. Since social services budgets are approximately 40% of the overall non-schools budget, it is anticipated that every major aspect of social services will make a significant contribution towards these savings. As implementation options are explored more fully, there will need to be detailed financial appraisal running alongside to ensure that the Council's major objective, to maintain a balanced budget, is not compromised. A whole "basket" of funding streams and options are expected to require exploration, including leveraging in revenue and capital resources through partnership, sales of property, and Government funding, and timing changes in use of property to minimise residual costs. Agreed by the Finance Manager on 20<sup>th</sup> September 2004.

### **STAFFING IMPLICATIONS**

12. The implementation of this strategy will have significant implications for staff both in terms of the preferred service model for the future and in respect of the need to address the issues concerning the homes which do not comply with minimum national standards.
13. Full consultation with staff will be maintained and any changes will be introduced in line with agreed Council policies and procedures.

### **RISK IMPLICATIONS**

14. Sherd Lodge, Farley and Warden Hill do not meet minimum National Care Standards for residential care for Older People. The Council is under increasing regulatory pressure from the Commission for Social Care Inspection to address this. If the issues are not addressed, residents will continue to live in accommodation that does not meet modern standards, and the Council risks regulatory intervention from the Commission for Social Care Inspection, including potential de-registration.

### **COUNCILLORS CONSULTATIONS**

15. The Executive portfolio holder for Community Care has been consulted in detail.

### **SCRUTINY COMMITTEE CONSULTATIONS**

16. The Draft Strategy will be considered by Social Inclusion Scrutiny Committee at its meeting on 23 September 2004.

### **OPTIONS**

17. The Executive has the option to agree the draft Strategy for the Future Living Needs of Luton's Older People and the recommendations of the Strategy outlined below or to instruct that further work should be undertaken to provide alternative options.

### **APPENDIX**

18. Draft Strategy for the Future Living Needs of Luton's Older People

### **BACKGROUND PAPERS**

19. Relevant background papers are referenced in the Draft Strategy document.

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<sup>i</sup> Principles developed by the Association of Directors of Social Services and the Local Government Association built on the United Nation's *Principles for Older People*. *All Our Tomorrows, Inverting the triangle of care*: A joint discussion document on the future of services for older people, LGA/ADSS, October 2003, p 9.