

Equality Impact Assessment



Name of project/proposal

Outcome of the consultation of the proposed closure of four residential care homes and one day centre

Contact name

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Department

Adult Services

Intended publication date

14 Nov 2013

Purpose for project/proposal

With more people choosing to remain in their own homes, there is a need to invest in and develop alternatives to residential care and to shift the balance of investment towards those alternatives. This includes services such as Extra Care housing as well as community-based services such as reablement from hospital, Community Response teams (CRT), Hampshire Integrated Community Equipment Service, support for carers and telecare.

In October 2011, Cabinet approved Project Extra Care, a £45m programme of capital investment to deliver further Extra Care housing across the county over an 8 year period, with the aim that Extra Care will become a viable alternative to residential care for older people across Hampshire.

On 26 July 2013, the Executive Member for Adult Social Care granted permission to consult on the closure of 4 older persons' residential homes: Cranleigh Paddock (Lyndhurst), Bulmer House (Petersfield), Deeside (Basingstoke) and Nightingale Lodge (Romsey), as well as Cranleigh Paddock Day Centre. A full Equality Impact Assessment (EIA) was carried out to help inform the decision to consult on these proposals. The main issues identified in this were around age, disability and gender. The actions identified during the assessment focussed on introducing dedicated care management resource as well as advocacy services into the 4 homes and day centre to support the residents, their families and other users of the services.

A twelve week public consultation started on 29 July 2013 and finished on 18 October 2013, however the consultation website was kept open until 22 October and responses received up until then were considered. Within Lyndhurst, Petersfield and Romsey site searches and evaluation identified the sites of the current residential homes as the optimum development opportunities for Extra Care housing in those areas. Initial feasibility studies were carried out on the sites and identified the potential to develop Extra Care schemes on them. In the case of Basingstoke, alternative sites have been identified to develop Extra Care, but the capital receipt from the sale of the land at Deeside would be required to support such a development

Consultation

Has a consultation been carried out?

Yes

Following assessment of the results of the consultation, the Director for Adult Services is recommending that Cranleigh Paddock remain open, although its Day Centre close, whilst Bulmer House, Deeside and Nightingale Lodge residential care homes are closed, subject to suitable alternative accommodation for residents being found and their care needs being met.

The final decision on this will be taken by the Cabinet of Hampshire County Council on 9 December 2013.

Should the decision be taken to close the homes, the staff will be offered voluntary redundancy. A staff consultation ran alongside the public consultation on the home closures and a separate EIA has been carried out on the impacts of these proposals on staff.

Statutory considerations

Impact

Age	High
Disability	High
Sexual orientation	Low
Race	Low
Religion and belief	Low
Gender reassignment	Low
Sex	Medium
Marriage and civil partnership	Medium
Pregnancy and maternity	None

Other policy considerations

Poverty	Low
Rurality	Low
Other factors	Nothing selected

Geographical impact

Basingstoke & Deane East Hampshire New Forest Test

Have you identified any medium or high impact?*

Valley

Yes

No

Equality statement

Detailed Assessment

Age:

Specific Issues:

This will affect older people.

Older people might find it difficult to adapt to change and might find change worrying.

Concerns have been raised during the consultation that moving older people may result in their lives being shortened.

Actions:

The average age of the residents in the four homes is (81 years Bulmer House, 85 years Cranleigh paddock, 85 years Deeside and 88 years Nightingale Lodge). Since the start of the consultation process dedicated care management resource (social workers) have been working in each of the homes to support the residents and their families through this period, including carrying out care assessments with individuals.

It is acknowledged that moving frail older people does have risks, it has been proved that these can be minimised, and if managed properly that there is no significant risk posed to them by moving.

In August 2011 the University of Birmingham's Health Services Management Centre published a report entitled *An Evaluation of the Modernisation of Older People's Services in Birmingham – final report*. The report examines the impact of the closure of Birmingham City Council's 14 care homes and linked day centres on the residents of those homes and the people using the day centres.

The key findings collected one month and one year after resettlement showed that for most people the process did not have a negative effect on their lives. The majority of respondents suggested they felt valued and were happy with the control they had over their life at all stages of the study.

Contained within the report are a series of recommendations based on the experiences in Birmingham for other authorities carrying out similar processes; which Hampshire County Council is following.

- *Preparation and strategy:* Having a clear strategy and policy that could be easily articulated to stakeholder groups was seen as important.
- *Engagement and involvement:* Involving key stakeholders, such as service users and their families, upfront in initial decisions about services is important to success. Anxiety and stress is often increased when service users are facing a perceived loss or change to services, and it is important that people feel able to influence what happens to them during resettlement, even if they cannot influence the original decision to close a service.
- *Implementation and operational capacity:* Giving service users adequate assessment is crucial to making sure new services are effective. A key strength of the Birmingham process was a dedicated group of assessors with time and space to carry out detailed assessments, get to know people well, work closely with care staff and provide information and reassurance.

The author of the University of Birmingham report, Professor Glasby states: "*Closing homes is never something to be embarked upon lightly – but this study suggests that the risks of a major decline in quality of life can be reduced and that some positive outcomes can be achieved if the process is conducted well. This needs high levels of respect, communication and empathy, as well as plenty of time and space to follow good practice*".

During the consultation period, we have also employed independent advocacy services to ensure that the residents of the homes were able to understand the Council's proposals and the consultation process and to ensure that they were able to participate in the consultation to the best of their ability.

Should the decision be made to close the homes, the dedicated social workers would continue to work with the residents and their families to help identify suitable alternative accommodation for them. Effective person-centred transition plans would be put into place for each of the residents. Residents would be supported before, during and after their move to another residential home or care setting. This will include familiarisation visits and support from staff that the residents know. The families of the residents will be fully involved where it is appropriate. Friendship groups within the homes are being identified so that they can be taken into account should people want to move together. Adequate care management resource is available to support this.

Disability:*Specific Issues:*

A number of the residents are either physically frail or have physical disabilities.

There is a high level of people who have dementia in the homes

Actions:

With regards to people's physical disabilities as well as their dementia, detailed dependency assessments for each individual would be carried out in order that a range of suitable alternative accommodation can be identified to meet each person's specific needs.

Effective person-centred transition plans would be put into place for each of the residents. Residents would be supported before, during and after their move to another residential home or care setting. This will include familiarisation visits and support from staff that the residents know. The families of the residents will be fully involved where it is appropriate. Friendship groups within the homes are being identified so that they can be taken into account should people want to move together.

Supporting people with dementia, their families and carers is central to the work Adult Services does and over the last year supporting people with dementia is the most common reason for increasing care and support, whether that is care at home or residential or nursing care.

The extension to Oakridge House in Basingstoke will create a 10 bed specialist wing for people with dementia, as well as extensive refurbishment to the communal areas. This facility will offer accommodation for up to ten of the current residents of Deeside, whose care needs can be met there and who wish to move there.

In addition to ensuring we use evidence from research and best practice we have worked with individuals and groups of older people, including those who have dementia, and their carers to plan and develop a range of services that can best support people at the different stages of the illness. This work ranges from the development of dementia friendly communities; the funding of dementia advisors across the county and dementia café and carer support services through to complex personal support at home and provision of specialist residential and nursing care. Whilst some of the residential and nursing care is provided by County Council run services, most of this care is purchased from independent sector care homes.

Gender:*Specific Issues:*

We acknowledge that these changes will have a disproportionate impact on women. This however, is due to the fact there are more women than men living in the four homes, and using Cranleigh Paddock day centre.

Marital Status / Relationships:*Specific Issues:*

There is a requirement to ensure that these proposals do not impact upon the ability of the residents in these homes to maintain their relationships with their spouses, partners, wider family members, friends or other social connections.

Actions:

Should the decision be made to close these homes, person-centred transition plans would be put into place for each of the residents.

In developing the transition plans, every reasonable effort would be made to ensure that relationships with spouses, partners, wider family members, friends or other social connections are supported. The families of the residents would be fully involved where it is appropriate. Friendship groups within the homes are being identified so that they can be taken into account should people want to move together.

Every reasonable effort would be taken to ensure that people are able to move into new accommodation of their choice within a geographic location of their choice. No date would be set for the closure of a specific home; rather they would close at the pace of the residents moving out. We would work on an individual basis with the families

and immediate support networks of the residents to address any issues they may have regarding maintaining contact.

Details of why some groups are low and/or no impact

The proposals will mainly affect the residents of the 4 homes, who are all over 65 and physically frail. Person centred planning will ensure that the needs of people in terms of their faith, race, sexual orientation or gender identity are fully met in any alternative services. If required, appropriate guidance and training in addressing these needs will be sought from the Community Development Officers.

Conclusion

The immediate impact of these proposals would focus on small groups of service users in the residential homes and day centre affected. Alternative services would be available and would not exclude anyone who meets the eligibility criteria for these services (ie. older people who meet the Adult Services eligibility criteria).

Effective person-centred transition plans would be put into place for each of the residents. Residents would be supported before, during and after their move to another residential home or care setting. This would include familiarisation visits and support from staff that the residents know. The families of the residents would be fully involved where appropriate. Friendship groups within the homes are being identified so that they can be taken into account should people want to move together.

In order to minimise any risks associated with moving older people, Hampshire County Council would follow best practice in terms of supporting residents through use of advocacy services, effective communication, dedicated care management resource and robust person-centred planning.

Due to the high proportion of women who both work in and use these services, many of those affected would be women, and actions would be taken to mitigate any impact on this group. In terms of the service users, this would involve carrying out individual person-centred planning, and providing dedicated support from social workers within the project team.

Should there be any issues relating to an individual's faith, race, sexual orientation or gender identity, then appropriate guidance and training (if necessary) would be sought from the Community Development Officers.

Potential Mitigating Actions

Mitigating actions are detailed within the equality statement above

Date to review actions

30 May 2014

Final decision date

Final decision date due

09 Dec 2013

Decision to be made by

Executive Member