

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Executive Member for Adult Social Care
Date:	16 May 2011
Title:	Better Housing Solutions for Older People
Reference:	2166
Report From:	Director of Adult Services

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1. Executive Summary

- 1.1. The purpose of this report is to set out the overall strategy for meeting the future housing needs of older people and sets out proposals to consult on the closure of one of the County Council's in-house residential homes, Cherry Orchard in Andover.
- 1.2. This report seeks approval from the Executive Member for Adult Social Care, for a 13 week consultation period running from 23 May 2011 to 19 August 2011. During this period individual meetings will be held for residents, their families and carers and meetings will be held with staff, in order to obtain their responses to the proposals.
- 1.3. On 23 September 2011 a report will be presented back to the Executive Member detailing the results of the consultation and outlining the proposals for this service.

2. Contextual information

- 2.1. The way social care is provided is changing in England, with service users wanting more choice and control over their care and new services being developed to meet their individual needs.
- 2.2. Hampshire County Council has been pursuing a strategy to address the housing needs of older residents, future capacity requirements for residential and nursing care across Hampshire, and the development of realistic alternatives to residential care.
- 2.3. This paper is in line with Hampshire County Council's strategy for developing Extra-Care Housing. In September 2007 Cabinet approved the Adult Services Development of Extra-Care Housing Report. This included Hampshire County Council's strategic aim of securing through multi-agency partnerships a total of 400 units of Extra-Care Housing over five years (2008-2013). This target is

now set to be exceeded with 240 units of new-build Extra Care due to be delivered by Spring 2012 and 429 units of enhanced Extra Care to be commissioned by end of April 2012 bringing it to a total of 669 units. This includes two schemes in Andover, both of which are now open.

- 2.4. Population projections for the over 65yrs show the percentage growth in Hampshire to be significantly above that for England. This growth is significant as Hampshire has an above average 75+ years population who make up 37% the total social care client base. The table below shows the projected increase in the older population for Test Valley. It shows an increase in both the number of people over 65 and 85 and also an increase in these age groups as a proportion of the population.

Test Valley projected population	2015	2020	2025	2030
Population aged 65 and over	24,700	27,700	30,900	34,800
<i>Population aged 65 and over as a % of the total pop'</i>	<i>20.95%</i>	<i>22.72%</i>	<i>24.50%</i>	<i>26.79%</i>
Population aged 85 and over	3,400	4,300	5,400	7,000
<i>Population aged 85 and over as a % of the total pop'</i>	<i>2.88%</i>	<i>3.53%</i>	<i>4.28%</i>	<i>5.39%</i>

source@ Protecting Older People Population Information System

- 2.5. To meet the challenges of an ageing population it is vital that Older People's Services are sustainable, cost effective and offer people choice and control. More older people are choosing to be cared for at home, rather than go into residential care. The roll-out of personalisation and the introduction of personal budgets is helping to drive this trend. This is borne out by occupancy rates in nursing and residential care which are reducing over a number of years. Placements into older peoples care homes in the independent sector reduced by 1.44% from 08/09 to 09/10, whilst in Domiciliary Care the number of Community Care clients increased by 6% over the same period.
- 2.6. Therefore with more people choosing to remain in their own homes, there is a need to develop alternatives to residential care and to shift the balance of investment towards alternatives. This includes community based services such as Community Response teams (CRT), Hampshire Integrated Community Equipment Service, support for carers, Shared Lives Scheme and Extra-Care Housing. These services provide better outcomes and actively promote independence and choice. Adult Services currently supports 197 older people at home in Test Valley North, of whom 100 are over 85.
- 2.7. Adult Services operates 23 nursing and residential homes for older people across Hampshire. This represents a total of 1220 beds offering a mixture of permanent placements, respite placements and re-ablement services for people discharged from hospital.
- 2.8. Given the reduced need for residential care Adult Services has reviewed its current provision of in-house residential care, and now proposes to consult on the closure of Cherry Orchard residential home in Andover. This proposal has been made in the light of the alternative provision that is available in locally, local provision which has been enhanced by the recent opening of Lion Oak Court Extra-Care Housing scheme.

3. Cherry Orchard, Andover

- 3.1. Cherry Orchard is a 43 bed residential care home in Andover providing support to older people with physical frailty. It largely supports service users with a lower dependency levels. Currently there are 19 long stay service users living there, three of whom fund their own care. Additionally, it has focussed on rehabilitating people either back home or on to some form of sheltered housing, including the newly-developed Extra-Care. It has also provided a local respite resource, and currently only admits new service users for respite periods.
- 3.2. There is no day care provision attached to this home.
- 3.3. The building was built in the 1970s for people with much lower dependency needs and was not designed to take service users with higher dependencies. The bedrooms are very small which means it is difficult to provide access for moving and handling equipment to enable care staff to assist service users in their rooms. Access to bedrooms for those in wheelchairs is also a major issue with restrictive access. The layout of the building with long narrow corridors also presents difficulties for those with mobility problems. Toilet facilities are particularly difficult to access and would require extensive modernisation.
- 3.4. This proposal has been informed by a recent consideration of the fitness for purpose of Hampshire County Council's residential care homes. Cherry Orchard was identified as not being able to meet current and future needs. With increasing frailty, both physical and mental, of older people who use this service, the size of the bedrooms and access throughout the home are key factors, particularly in relation to care staff using equipment such as hoists. The current building does not lend itself to such requirements and furthermore presents restrictions as to the ability to provide suitable environments for dementia care. In particular the layout of the building is not suitable and it would require extensive changes to lighting, internal security etc.
- 3.5. Whilst the building meets registration requirements for an existing service, it would not meet requirements of a newly registered home when measured against the Health & Social Care Act 2008 (Regulated Activities) Regulations 2010 and the Care Quality Commission (Registration) Regulations 2009. Different standards are applied to existing and new residential homes by the Care Quality Commission (CQC). Whilst Cherry Orchard's registration is not under threat, it falls short of the modern standards for residential care.
- 3.6. Three years ago following a fire safety risk assessment, the building was considered to pose a number of fire safety risks. As a result of this work was undertaken, including fire safety work and a redecorations programme. However, one of the implications of the fire safety risk assessment is that a number of rooms cannot be used for residents, thus reducing its capacity.
- 3.7. The home has been operating under capacity for sometime now, and demand generally has been low due to the inability to support service users with high dependency needs.

3.8. The costs of major re-modelling are estimated to be in excess of £1.7m; this cost does not include modernising rooms so that there are larger bedrooms with en-suite facilities.

Option Appraisal:

3.9. Four options have been considered:

- a) To continue to operate Cherry Orchard in its current form;
- b) To undertake a full re-modelling of the building;
- c) To consult on closing the home over time as the number of residents reduce;
- d) To consult on closing the home within a defined timeline.

3.10. Continuing to operate the home in its current form is not thought to be a feasible option. It would be difficult to maintain appropriate occupancy levels due to its unsuitability for people with higher levels of care needs, who are a high proportion of those now placed in residential care. It would also be increasingly difficult to meet the changing needs of its existing residents, which is likely to require some of them to be moved to be able to meet their increasing needs. It is likely to leave the home with low and diminishing levels of occupancy. This would affect the ability to maintain a homely, active and welcoming atmosphere, and the cost effectiveness of the unit.

3.11. A preliminary review of the re-modelling option suggested a significant cost to the major re-modelling required, in excess of £1.7m. The changes necessary are likely to require a further reduction in the number of rooms in what is already a relatively small home. A decision to invest at this level would need to be based on a clear demonstration of demand. However, there is already sufficient supply of care in residential, Extra-Care and at home services in Andover to meet the needs that Cherry Orchard could meet. It is therefore not considered a cost effective option.

3.12. Consultation on closure carried out over time as residents leave has been considered but is not considered a viable option. This option is likely to take several years. It would be increasingly difficult to maintain an appropriate atmosphere and activity programme in the home as the number of residents diminished. There needs to be a minimum number of staff on duty to support a diminishing number of people, which would significantly increase the unit costs of care. This would not be a preferred option for these reasons.

3.13. Consultation on closure in a defined timeline is the favoured option. Moving residents is not an easy option and is not considered lightly. However, this option would ensure a balance between the best option for meeting the needs of current residents and those in Andover with care needs in the future. If the closure were agreed after consultation, residents would be supported to relocate to suitable care provision in the area, of which there is sufficient supply. Hampshire has a good track record on managing home closures. Care would be taken to ensure that such provision would be able to meet their current and future needs. This option would also support the ongoing transformation of older peoples services (to increasing alternatives to residential care).

Alternative Provision:

- 3.14. Hampshire County Council provides 36 beds of residential care at Copper Beeches and 66 nursing care beds in Willow Court, both in Andover and in close proximity to Cherry Orchard. Copper Beeches has recently been the subject of significant refurbishment work.
- 3.15. Hampshire County Council has been working with Test Valley Borough Council and Synergy to provide 52 units of Extra-Care Housing at Lion Oak Court in Andover. The scheme has recently opened and provides replacement capacity for the beds lost by the potential closure of Cherry Orchard.
- 3.16. Warner Court, a 51 unit enhanced Extra Care Housing scheme for older people, is located adjacent to Cherry Orchard. This is owned and managed by Kingfisher Housing, with Hampshire County Council commissioning the domiciliary care and housing support for those residents who are eligible to receive it.
- 3.17. In addition Hampshire County Council also commissions both long term and respite care within independent sector care homes within Andover. Hampshire County Council currently commissions care in three residential homes and five nursing homes in Andover, which between them provide 452 beds of which Hampshire County Council currently commissions 118.
- 3.18. With the additional capacity now provided by Lion Oak Court, and the existing provision by Hampshire County Council and independent providers, the department is confident that the needs of older people in Andover could be met appropriately without Cherry Orchard.

4. Finance

- 4.1. The full year effect potential savings are summarised in the table below. It should be noted that these exclude any potential redundancy costs.

	Full year effect £
Cherry Orchard gross budget	(923,650)
Income foregone	275,850
Net budget	647,800
Ongoing running costs	47,000
Gross saving	600,850
<i>Net reprovisioning costs (based on current occupancy)</i>	<i>260,000-345,000</i>
Net savings	255,850-340,850

- 4.2. The current gross revenue budget for Cherry Orchard is £923,650 which after current client contributions of £275,880 leaves a net budget of £647,770. The occupancy rate was 79.1% at the end of 2009/10 and has since decreased to 63.09% in December 2010. This was due to Copper Beeches residents transferred to Cherry Orchard during the refurbishment of that home. Since their return to Copper Beeches in August staffing has been amended to address the occupancy.
- 4.3. Based on current occupancy levels, the re-provisioning cost for the remaining long stay residents would be between £260,000 and £345,000 full year effect. Ongoing costs per annum of £47,000 have been identified until the future of the premises is determined. The net savings would be between £255,850 and £340,850 depending on the cost of re-provision and excluding redundancy costs, which have been provided for elsewhere.
- 4.4. It is estimated that it would cost in excess of £1.7m to modernise Cherry Orchard to meet the standards acceptable for people with higher needs.

5. Legal Implications

- 5.1. There is a need to ensure that proper and timely consultation takes place with all interested key stakeholders. This is outlined in Sections 8 and 9 of the report.

6. Performance

- 6.1. It is expected that the proposed closure of Cherry Orchard will have limited, or no, impact on the key Adult Services performance and CQC Outcome Areas.

7. HR Implications

- 7.1. There will be HR implications given that all staffs' future employment would need to be considered. Currently there are 37 staff working at Cherry Orchard, with a significant variation in the time worked for Hampshire County Council from 1 to 20+ years with the majority living in Andover and its immediate surroundings.
- 7.2. Some staff may require some additional training in dementia care to be able to move to other Hampshire County Council care homes to ensure they have all the necessary skills to be able to meet all residents needs.
- 7.3. Following the Cabinet decision to extend voluntary redundancy provisions to appropriate staff at G grade and below, should the decision be to close Cherry Orchard, then the intention would be to offer voluntary redundancy to this staff group.

8. Engagement and Process for Consultation

- 8.1. The Executive Member is requested to agree to consult on the proposal outlined in this report. Subject to Executive Member approval, a 13 week consultation period would commence from 23 May 2011. This is judged to be an appropriate period for consultation given the number of residents, families and staff affected and the localised nature of the service.
- 8.2. It is proposed to carry out an extensive formal consultation for service users, family members and other stakeholders throughout May, June and July 2011. These will include one-to-one meetings with long stay residents and their families, briefings for respite users and other stakeholders and the gathering of views in writing and online. The consultation will be publicised on the Hampshire County Council website *Hantsweb*.
- 8.3. During this period care managers will work with the residents and their families to consider alternative care options, should the decision be made to close the home.
- 8.4. The consultation will also seek to engage local GPs in the proposals and the wider strategy for meeting the needs of older people in Andover.
- 8.5. The consultation will seek views on the closure of this residential home and the future model of residential services including the re-provision of some existing services towards developing respite services for people with complex needs, and investing in a range of alternative respite support.
- 8.6. Specific action will be taken to ensure that there is equal access and representation of views from a diverse range of socio-economic, cultural and disability needs, including those who are unable to take part in face to face events.

9. Engagement with Staff

- 9.1. As well as consulting with service users and carers, extensive consultation on the proposed changes will take place with staff and trade unions throughout the consultation period.
- 9.2. If consultation goes forward and proposals outlined in this report are agreed, this will directly impact on staff. To support staff in a redundancy situation there will be early consultation with all those affected as well as early engagement with trade unions.
- 9.3. In order to avoid redundancies the County Council's redeployment procedures will be utilised. However it would be important to note that redeployment opportunities are predicted to be low due to the broader organisational change programmes that Hampshire County Council are undertaking. It is important to acknowledge that in consulting on the future of older people's services and indeed any change of service that this may not be regarded as positive by all current service users and carers and staff and will create uncertainty which will be dealt with sensitively throughout this period.

10. Local Member Engagement

10.1. The consultation will actively engage with County Councillors, Members of Parliament and District Councillors. Member engagement at a local level will form a key part of the communications plan to support transformation. There will be active engagement with local members, offering the opportunity to have written and personal briefings on the proposed plans.

11. Recommendation

11.1. That permission to consult upon the proposals outlined in this report relating to the closure of Cherry Orchard residential care home is granted and that a further report is presented to the Executive Members September Decision Day on the outcomes of the consultation and the recommended way forward.

CORPORATE OR LEGAL INFORMATION:**Links to the Corporate Strategy**

Hampshire safer and more secure for all:	yes
Corporate Improvement plan link number (if appropriate):	
Maximising well-being:	yes
Corporate Improvement plan link number (if appropriate):	
Enhancing our quality of place:	no
Corporate Improvement plan link number (if appropriate):	

Section 100 D - Local Government Act 1972 - background documents

The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)

DocumentLocation

None

IMPACT ASSESSMENTS:

1. Equalities Impact Assessment:

The key findings from the equality impact assessment are summarised below:

- 1.1. The immediate impact of these proposals will focus on a small group of service-users based in Cherry Orchard older people's residential care home in Andover.
- 1.2. Alternative services will be available. These will not exclude anyone, who meets the eligibility criteria for these services (ie older people who meet the Adult Services eligibility criteria).
- 1.3. Older service users might find it difficult to accept new concepts, adapt to change and adapt to moving to new accommodation: this might cause upset and worries. To mitigate this, individual care assessments will be carried out with each of the current service users and dedicated care managers will work as part of the project team to ensure a smooth transition for them.
- 1.4. Given the high percentage of women who both work within the service and use the service, it needs to be noted that it may appear to disproportionately impact upon them, although they are not being targeted specifically
- 1.5. Should there be any issues relating to an individual's faith, sexuality, race etc, then appropriate guidance and training (if necessary) will be sought from the Community Development Officers.

A copy of the full Equality Impact Assessment is available online at <http://www3.hants.gov.uk/as-equality-ia-archive.htm>.

2. Impact on Crime and Disorder:

- 2.1. No significant impact on crime and disorder

3. Climate Change:

- 3.1. There are a number of issues in relation to Cherry Orchard which require significant improvement to reduce the impact on the environment and adapt to climate change.
- 3.2. The building clearly need major improvement, and from initial investigations and assessments there is a negative impact on the environment given the poor levels of insulation and inefficient equipment due to its age.