

HAMPSHIRE COUNTY COUNCIL**Decision Report**

Decision Maker:	Executive Member for Adult Social Care
Date:	25 May 2012
Title:	Transforming adult social care: improving outcomes for older people through modernisation of care and support
Reference:	3772
Report From:	Director of Adult Services

Contact name: Jessica Hutchinson

Tel: 01962 847966

Email: jessica.hutchinson@hants.gov.uk

1. Executive Summary

- 1.1. The national vision for adult social care is for services to be delivered in a way that is more personalised, and sustainable for the future. This implies a strong focus on choice and control for individual service users to reflect the new and different expectations and needs of older people.
- 1.2. Older people are now often choosing to remain as independent as possible in a home of their own, requiring a more personalised approach to care and support. Hampshire County Council's Cabinet has endorsed this in many ways, including investment in alternatives to traditional models of care. In October 2011 Cabinet approved significant capital investment in a second phase of Extra-Care Housing across the County.
- 1.3. This paper seeks to review the impact of the increase in capacity for alternative models of care such as four new Extra Care developments and care at home which is leading to a decrease in demand for traditional residential care. It therefore sets out proposals to consult on the closure of three of the County Council's residential care homes for older people where the building presents difficulties, and details arrangements for a 12 week consultation period during which the views of residents, their families, staff and stakeholders will be sought.
- 1.4. Following a review of alternative care and housing solutions in these areas, proposals are also presented to build additional capacity in two of the County Council's nursing homes, as demand for modern nursing care and specialist dementia care provision continues to increase.

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. Hampshire County Council aims to build resilient communities which enable a culture of participation, so that people can look outwards to their communities for support, and to develop cost effective care solutions which are sustainable for the future. In line with the ambitions of the Health and Social Care Act 2012, delivering new ways of working and new services will be done in partnership with the new Clinical Commissioning Groups.
- 2.2. The over 75 population of Hampshire is forecast to increase by 13% from 118,842 to 134,049 over the period 2011 – 2017. By 2017, 10% of Hampshire's population is expected to be over 75, and in areas such as the New Forest this will be as high as 15%. By 2030 the over 75 population will have grown by 85%. Countywide, those over 85 are expected to increase from 38,062 to 46,507 (22%) in the same period.
- 2.3. In order 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 remain independent and be cared for at home, rather than go into residential care. This is borne out by occupancy rates in residential care which have reduced over a number of years. Placements into older people's nursing homes in the independent sector increased by only 4.04% from 08/09 to 10/11, with residential care placements actually decreasing by 1.44%. In comparison, in Domiciliary Care the number of Community Care clients increased by 9.88% over the same period.
- 2.4. The roll-out of personalisation is helping to drive this trend: in 2010 Hampshire County Council introduced self-directed support. Service users are supported to identify their needs, and, in agreement with the Council, decide what kind of support they receive. Service users know how much they have to spend on their care in the form of a personal budget, and, where appropriate, they can arrange and pay for care services themselves using a direct payment. This has meant that people have increased expectations of the services they receive and can direct their own services to meet their own priorities. Older people are therefore increasingly choosing to be supported at home, which means they can stay within their own communities, couples can remain together, and they can retain financial independence. Those who do eventually need intense care and support consequently have much higher requirements for these services, for example of the physical environment (en-suite rooms etc) and often require nursing rather than residential care.
- 2.5. Older people therefore have higher needs and increased expectations of their environment than in the past. Hampshire County Council has responded to this challenge through significant investment in its own nursing care services with £60m invested in new nursing homes in partnership with the NHS in 2006. The Council has also significantly invested in the upgrade of other older residential homes. However many of these buildings were established in the

1960s and 1970s and several present restrictions as to the ability to provide suitable environments for the future.

- 2.6. With more people choosing to remain in their own homes, there is therefore a need to develop alternatives to residential care and to shift the balance of investment towards those alternatives. This includes community based services such as Community Response teams (CRT), Hampshire Integrated Community Equipment Service, support for carers, telecare, Shared Lives Scheme and Extra-Care Housing. These services provide better outcomes and actively promote independence and choice. The County Council also recognises the importance of services which promote the well-being of older people and help them stay active and independent for longer: the older people's well-being strategy, *Ageing Well in Hampshire*,¹ was developed in consultation with older people and includes an action plan to address the priorities identified by older people, including access to information; feeling safe at home; and being able to participate in activities in the community.

3. In-house residential and nursing care for older people

- 3.1. Hampshire County Council currently provides in-house nursing and residential care for older people, with 12 residential homes, 3 nursing homes, and 7 co-located nursing/residential homes across Hampshire (see Appendix 1 for a map). In-house provision forms 25% of the residential/nursing care that Hampshire County Council provides: the majority is commissioned from independent sector providers. This is an unusual situation, compared with many local authorities, which have much lower levels of in-house provision. Hampshire County Council is in a strong position to modernise, improve and make its in-house services sustainable for the future.
- 3.2. The in-house residential care homes were built when the majority of residents had lower levels of need. Current service users tend to have higher levels of dependency, as people are living longer, and are choosing to be supported at home for longer. Access throughout these homes is poor as corridors are long and narrow which presents difficulties for people using mobility aids or wheelchairs. The older homes have small bedrooms unsuitable for the moving and handling equipment such as hoists needed for people with mobility needs. Bedrooms are also lacking the en-suite facilities and space for visitors that people now expect. It is not surprising that demand for these residential homes is reducing over time.
- 3.3. The current residential care provision also presents restrictions as to the ability to provide suitable environments for dementia care. People with dementia require buildings which are simply laid out, so they are easily oriented with space to wander and easy access to gardens. Narrow corridors and complex layouts make this impossible in some of our residential homes.

¹ Ageing well in Hampshire: Older People's Well-Being Strategy (2011) Available from: <http://www3.hants.gov.uk/bettertime/cx-olderpeoplesstrategy.htm>

3.4. Hampshire County Council invested heavily in its in-house care homes in 2006, building 3 new nursing homes, and extending and refurbishing 7 of its residential homes to provide nursing beds so that they can better meet the needs of people who have higher levels of dependency.

4. Modern alternatives

Extra-Care Housing

4.1. Extra-Care Housing schemes are similar to sheltered housing, but provide flexible 24 hour care and support on site in accordance with a resident's assessed care needs. For further information about Extra-Care Housing see Appendix 2.

4.2. Since 2007 partner organisations have built four new build Extra-Care Housing schemes (240 units) across Hampshire and 250 units of sheltered housing have been brought up to Extra-Care standards. Appendix 3 shows the locations of the new-build schemes, and further information is given in Table 1 below:

Table 1:

Scheme	Location	Units	Tenure
Lion Oak Court	Andover	52	All rented
Juniper Court	Gosport	50	All rented
Campbell Place	Fleet	74	All rented
Newman Court	Basingstoke	64	30 shared ownership 34 rented

4.3. Demand for all four of these schemes has exceeded capacity, including for the shared ownership units at Newman Court, where a significant number were sold before the scheme opened. Whilst it is too early to undertake a detailed comparative analysis of their effectiveness in increasing independence and reducing moves into more institutional environments, early indications are that they are able to meet the care needs of clients with very high care needs (in excess of 30 hours a week), and are delivering care to all clients in a flexible way, varying it as required, in a way that would prove much more challenging outside such a development. The levels of care need of the people moving into these Extra-Care schemes is being monitored, to inform the future development of the schemes. It is planned that, in future, clients who would have formerly moved into residential care will be able to take up the option of Extra-Care.

4.4. Beyond meeting the care needs of individuals living within the schemes, the schemes are beginning to impact positively on the wider community. In

particular the provision of on site catering facilities has proved popular with family and friends. Once the initial move in has been completed, residents' groups have been established to determine both how facilities can be best used by scheme residents, and how they can be fully utilised by the wider local communities.

- 4.5. In October 2011, Cabinet approved £45m 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. Developments will include rented, shared ownership and fully purchased leasehold units. Plans for Extra-Care Phase 2 are in their early stages and are currently focussed on developing strategic partnerships, identifying potential sites for development, working on the population projections which will inform future demand for Extra-Care Housing, and developing the legal frameworks required for delivery.
- 4.6. Progress is already being made on two new-build developments. Following a market-test exercise, the procurement process has commenced to develop a health and wellbeing campus including Extra-Care at Oak Park site in Havant, in partnership with NHS Hampshire. Hampshire County Council is also working with First Wessex and Eastleigh Borough Council on the redevelopment of Surrey Court, an existing sheltered housing scheme in Eastleigh, into a purpose built Extra-Care scheme. Opportunities for a new-build scheme in Winchester city centre are also being explored, with a number of options being discussed with Winchester City Council. The programme will also stimulate the market by encouraging developers to invest in Extra-Care schemes for those able to fully fund their housing and care needs.

Shared Lives

- 4.7. Shared Lives (formerly known as Adult Placement) supports service users in the carer's own home, in a family setting with some similarities to foster care in Children's Services. It can be an alternative to respite care or longer term residential care. Shared Lives is an increasingly popular choice for service users with a learning disability, but it is equally an option for older people and those with physical disabilities. Hampshire County Council has recently expanded the availability of this service. For more information about Shared Lives see Appendix 4.

Supporting people at home and telecare

- 4.8. As older people are increasingly choosing to be cared for in their own home, the Council is investing in a range of services to support them to continue living safely and independently at home for as long as possible. Telecare is a combination of wireless alarms and sensors which are monitored 24 hours a day, via a home phone line. Telecare helps improve confidence, minimise risks and also provide peace of mind to carers and families. The most well known telecare equipment is the pendant alarm, but there are many other sensors that can be used, including fall detectors, bed sensors, and smoke

detectors, which can be tailored to an individual's needs. The Council is currently investing in telecare to widen access to this technology to more people.

- 4.9. The County Council provides a range of other services to support people to continue living at home. These include providing specialised equipment through the occupational therapy team, and support to help people to make adaptations to their home. Hampshire County Council recognises the vital role played by carers, and supports them with advice, training, local support groups, and the provision of respite care. People leaving hospital are offered an intensive period of re-ablement intended to help them regain their independence and confidence in living at home. Re-ablement helps people to avoid moving in to long-term residential care through promotion of independence, often following a period in hospital, and has contributed to a reduction in demand for residential care.

Independent sector

- 4.10. There is a large market of independent sector residential and nursing care within Hampshire, ranging from smaller, family-owned care homes, to homes run by larger providers. 75% of the residential and nursing care that Hampshire County Council provides is currently commissioned from the independent sector.
- 4.11. There has been considerable capital investment in independent sector care homes in Hampshire in recent years, with a significant number of redevelopments and refurbishments, as well as the development of new-build homes. Newly built or refurbished homes meet the modern building standards set out by the Care Quality Commission, and meet the expectations of future clients in terms of the environment and choice offered to residents. There are many independent sector homes in Hampshire suited to those with higher care needs including dementia.
- 4.12. Hampshire County Council also works closely with independent sector providers to develop and train their workforce (through the Partnership in Care Training programme), and employs specialist staff to support care homes to provide high quality services.

5. Proposals for change

- 5.1. Taking into account the context of in-house services and modern alternatives, a review has been undertaken of the range of provision for older people across the county. Extra-Care Housing has been found to be providing significant capacity within the local market, offering older people a real alternative to residential care, and investment has been made in extending the modern alternative provision in terms of widening access to solutions for care at home and expanding the Shared Lives service.
- 5.2. As a result of this review, four areas have been identified where current in-house capacity could be realigned to the current and future needs and preferences of older people. These four areas are Gosport, Fleet, Winchester and Basingstoke.

- 5.3. In Gosport and Fleet, there are two in-house residential homes which are in close proximity to the new-build Extra-Care schemes in those locations. It is therefore proposed that formal consultation is undertaken on the proposal to close the following residential homes: Addenbrooke in Gosport and Thurlston House in Fleet.
- 5.4. Addenbrooke and Thurlston House both have significant issues which prevent them from being suitable for meeting the needs of older people in the future (see 3.2 and 3.3 above). It would require significant capital investment (in excess of £3m) to continue to run them in future (for example installing sprinklers, replacing boilers and windows, upgrading toilet facilities). Even if such investment occurred such buildings would not be viable for the future due to particular design factors such as the size of each bedroom.
- 5.5. The 40-bed in-house residential care home in Winchester (Cornerways) has been operating under capacity for some time, and demand generally has been low due to the inability to take service users with complex needs, and the fact that a number of rooms cannot be used for residents due to fire safety requirements. Indeed, Cornerways exemplifies the difficulties of operating homes that were designed in the 1970s for a different level of need.
- 5.6. In view of this, it is proposed that formal consultation take place on the closure of Cornerways in Winchester. As it has been identified that there is a need for additional modern affordable residential care in the Winchester area, it is proposed that extra capacity of 6 new beds together with new associated facilities, and the modernisation of 2 existing bedrooms, is created in Westholme via a new extension. This is one of the Council's own joint residential and nursing services, located nearby in Winchester. The extra capacity and new improvements will all be to a current modern building specification which is fully accessible and suitable for people with high needs.
- 5.7. In Winchester, work is being undertaken with Winchester City Council to upgrade some existing sheltered housing schemes to become Enhanced Extra-Care schemes, and sites are also being identified to develop new-build Extra-Care schemes.
- 5.8. In Basingstoke, Hampshire County Council runs Deeside, an older-style but newly refurbished residential home, and Oakridge, which provides both nursing and residential care. It is proposed that extra capacity of 9 new beds is built at Oakridge, together with the modernisation of 1 bedroom, via a new extension to the existing building. This will provide extra capacity within the Basingstoke area, and will be particularly suitable for people with dementia, with modern rooms located on the ground floor.
- 5.9. The extensions at Westholme and Oakridge would provide increased affordable care in these areas which will meet the needs of future clients. In the mean time 9 of the existing beds at Westholme have been reserved. These beds would give current residents of Cornerways a choice of high quality alternative care nearby, if proposals are taken forward.
- 5.10. If proposals following the consultation are taken forward, service users with higher levels of dependency would have access to a choice of alternative provision including provision in nearby in-house alternatives. These would

include the new rooms at Oakridge and Westholme, and existing provision at Deeside, Ticehurst, or other in-house homes. Other options would include Shared Lives, Extra-Care, and independent sector homes.

- 5.11. Further detail about the proposals for each location is provided in sections 7 to 10 of this report.

6. Day care

- 6.1. Hampshire County Council also provides day care for older people both in-house and from other providers. There are two day centres attached to the residential homes addressed in this paper, at Addenbrooke and Cornerways. The proposal is that if the decision is made to close the homes after consultation, that the day services should move to alternative venues. The details are set out below in relation to each unit.

7. Gosport

- 7.1. Addenbrooke is a 33 bed residential care home in Gosport providing support to older people in four separate units. The home specialises in looking after people with dementia. Currently there are 15 people living there.
- 7.2. The building was built in 1973 for people with much lower dependency needs and was not designed to take service users with complex needs. 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.
- 7.3. It has been identified that works totalling approximately £1m are required to the building, including the installation of sprinklers. Even if this work were carried out, the building is of an age and layout that does not meet modern expectations for dementia care.
- 7.4. There is considerable alternative provision for older people in the Gosport area, including Juniper Court new-build Extra-Care scheme which has 50 units and opened in April 2011.
- 7.5. There are 21 independent sector residential and nursing homes in Gosport providing a total of 682 beds. Of these homes 10 residential homes and 2 nursing homes provide specialist dementia care with 317 beds in total and are currently commissioned regularly by Adult Services. There are currently 17 vacancies in these homes.
- 7.6. A further 80 bed independent-sector new-build home called Parker Meadows is due to open in summer 2012, situated in Fareham on the main road into Gosport. The environment is designed to a high specification taking into account the needs of people with dementia and complex needs. Gracewell Healthcare will provide both nursing and residential care and will also provide a dementia speciality on this site. 10 beds at Parker Meadows have been reserved. These beds would give current residents of Addenbrooke a choice of high quality alternative care nearby if proposals are taken forward.

- 7.7. The Lutman day centre is also situated on the Addenbrooke site. Hampshire County Council has a contract with Age Concern Hampshire to run this day service, which expires on 31 August 2012. The day service is currently used by 13 individuals. Should proposals be taken forward it is suggested that these day service clients be offered a range of alternatives. There will be no reduction in the amount of service offered to people as a result of these proposed changes.
- 7.8. Age Concern Hampshire is also contracted to run another day service in Gosport, approximately 1 mile from the Lutman day centre where there is capacity. Discussions will take place with Age Concern Hampshire, in order to ensure that this is one of a range of appropriate day care options, should the decision be taken to close Addenbrooke.
- 7.9. It is proposed to undertake a 12 week public consultation on the closure of Addenbrooke care home and attached day service. Should proposals be taken forward it is suggested that the residents and relatives be offered a range of suitable alternatives. Care managers and social workers would work closely with residents and their families to develop individual plans. The results will be presented to the Executive Member on 21 September. Should the decision be taken to close the home, it is likely that the home could be closed in Autumn 2012; however the home would not close until satisfactory alternative accommodation is found for all of the current residents.

8. Fleet

- 8.1. Thurlston House is a 47 bed residential care home in Fleet providing support to older people with physical frailty and dementia. Thurlston House also offers respite provision. Currently there are 23 people living there, plus one short-stay client.
- 8.2. The building was built in 1973 for people with much lower dependency needs and was not designed to take service users with higher dependencies. In common with the other homes, the size of the bedrooms and layout of the home present difficulties in access with wheelchairs and using moving and handling equipment.
- 8.3. It has been identified that works totalling approximately £2m are required to the building, including the installation of sprinklers and other fire precautions, the replacement of the boiler, and replacing windows. Even if this work were completed, the building is of an age and layout that does not meet modern expectations for providing for the needs of those with higher levels of need in the future.
- 8.4. The alternative provision for older people in the Fleet area has been considerably augmented by the Campbell Place new-build Extra-Care scheme which has 74 units and opened in autumn 2011. Potential for residents at Thurlston House to move on to Extra Care, should they wish to do so will be explored, and there are currently 2 vacant units.
- 8.5. There are also a total of 7 independent sector residential and nursing homes in Fleet providing a total of 321 beds. These include 3 residential and 3 nursing homes which are currently regularly commissioned by Adult Services.

These homes currently provide a total of 5 vacancies in the immediate vicinity. However 17 of the 23 residents have relatives who do not live in the immediate area and residents may choose to move closer to them.

- 8.6. If proposals are taken forward, decisions on the location of future care provision would be made in partnership with residents and relatives. In the event that residents choose to remain in the local area, in order to ensure adequate capacity the Council would reserve a number of beds over the next few months in a range of local homes to be used if proposals are taken forward.
- 8.7. Should proposals be taken forward it is suggested that the residents and relatives be offered a range of suitable alternatives. The nearest Hampshire County Council-run care home is Ticehurst, situated 8 miles away in Aldershot, with 38 residential beds and 48 nursing beds and 14 residential vacancies. Ticehurst in Aldershot may be a closer option for some residents' next of kin. Ticehurst could also provide nursing care for those with increasing needs, ensuring minimum disruption for such residents in the future, and avoiding the need to move twice.
- 8.8. For some residents options may include Deeside or Oakridge in Basingstoke, which are nearer to the relatives of some residents.
- 8.9. It is proposed to undertake a 12 week public consultation on the closure of Thurlston House care home. The results of the consultation will be presented to the Executive Member on 21 September, and, should the decision be taken to close the home, it is likely that the home could be closed in early 2013; however the home would not close until satisfactory alternative accommodation is found for all of the current residents.

9. Winchester

- 9.1. Cornerways is a 40 bed residential care home in Kings Worthy, Winchester, for older people with physical frailty and/or dementia. Cornerways also provides respite care. There are currently 13 permanently placed service users within the home.
- 9.2. The building was built in the 1970s for people with lower levels of dependency and not designed to take the more dependent service user admitted today. 33 bedrooms are below 9.3m² and 27 of those are less than 9m². This means it is very difficult to provide access for moving and handling equipment to enable care staff to assist service users in their rooms. The layout of the building with long corridors also presents difficulties for those with mobility problems. Toilet facilities are particularly difficult to access and would require extensive modernisation. Access to bedrooms for those in wheelchairs is also a major issue with restrictive access.
- 9.3. Several 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 some minor works were 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.

- 9.4. The home therefore has been operating under capacity for some time, and demand generally has been low due to the inability to take high needs service users.
- 9.5. The costs of major re-modelling are estimated to be in excess of £1.5m, which would not even then improve the facilities and layout to meet the standards which will be required in the future, such as larger bedrooms with en-suites.
- 9.6. A review has been undertaken of alternative provision in the Winchester area. Hampshire County Council operates Westholme care home in Winchester (2.3 miles from Cornerways), which has 37 residential beds and 30 nursing beds, and was extended and extensively refurbished in 2006. There are 19 independent sector care homes within Winchester and its immediate vicinity, which provide a total of 713 beds. There are 13 current vacancies in the 14 homes from which Hampshire County Council is currently commissioning regularly. A further 56 bed new-build home specialising in dementia care opened in early May 2012. However, it has been identified that there are issues with the amount of affordable provision in the Winchester area, and that there is limited capacity in the local independent sector for high-dependency dementia care and respite provision.
- 9.7. As it has been identified that there is a need for additional care home capacity to provide adequately for the needs of the current residents, and in future for the needs of older people with high levels of need, it is proposed that an extension is built at Westholme to provide additional capacity in Winchester. Preliminary feasibility work indicates that an extension could be added to the home that would provide additional capacity of 6 new bedrooms together with a replacement modernisation of 2 of the existing older smaller bedrooms with new facilities such as en-suite bathrooms. In addition, the extension will also provide a new sensory room and a new shared bathroom. Approval of the design and project appraisal will be sought from the Executive Member for Policy and Resources in July, and if this is agreed planning approval will be sought in the autumn with an aim to commence building work in late spring 2013.
- 9.8. No residents would be moved from Cornerways until suitable alternative arrangements could be made for them, and this would be subject to the outcome of the 12 week consultation. Should proposals be taken forward it is suggested that the residents and relatives be offered a range of alternatives including local in-house services such as Westholme, which could also offer nursing care should residents need it in the future, without having to move to a nursing home.
- 9.9. It is envisaged that the new extension at Westholme would be complete and ready to occupy in spring 2014. In the meantime 9 existing beds have been reserved at Westholme in case residents at Cornerways choose to move there sooner, and further beds can be reserved as they become vacant. Building work would be planned to cause minimum disturbance to existing residents. The Council has significant experience of successfully managing extensions to care homes.

- 9.10. The Cornerways site also includes Kings Worthy Day Centre which is attached to the home and which offers day care for people with dementia and physical frailty. The service is currently used by 45 individuals utilising 65.5 places per week. It is proposed that in the longer term day services are developed in Winchester which are linked to the development of a new-build Extra-Care scheme in the city. In the interim, it is proposed that the day service continues to be provided from its current building on the Cornerways site. It is not proposed that the day service provided be reduced in any way This would be a similar strategy to the one used in Basingstoke, where Newman Bassett day service was recently successfully relocated to Newman Court Extra-Care scheme.
- 9.11. Hampshire County Council is currently working with Winchester City Council to enhance two sheltered housing schemes up to Extra-Care standards during 2012/13. This would initially provide 44 units, rising to 54 units of accommodation. Discussions are also ongoing with Winchester City Council to identify potential sites in Winchester for the development of new build Extra-Care Housing schemes.

10. Basingstoke

- 10.1. Within Basingstoke, Hampshire County Council operates two care homes: Deeside, which is a 33 bed residential care home supporting older people who are physically frail and those with dementia; and Oakridge, an 82 bed home offering both residential care (34 beds) and nursing care (48 beds). Oakridge was extended and extensively refurbished in 2006. Deeside, which is an older style building, was recently refurbished, with an upgrade to the nurse call system, redecoration work, and enhancements to the kitchen.
- 10.2. Hampshire County Council also currently commissions nursing and residential care for older people in 5 independent sector care homes within Basingstoke, which provide a total of 208 beds. A further new-build home with 72 beds is due to open in September 2012. Newman Court, the new-build Extra-Care scheme in Basingstoke, opened in February 2012, with 64 units (of which 30 are shared equity).
- 10.3. The review of overall market capacity within the Basingstoke area has identified that there is a need for additional care home capacity to provide adequately in future for the needs of older people with high levels of need. Therefore, it is proposed that an extension is built at Oakridge to provide additional new capacity of 9 new beds in Basingstoke. Approval of the design and project appraisal will be sought from the Executive Member for Policy and Resources in July, and if this is agreed planning approval will be sought in the autumn with an aim to commence building work in late spring 2013.
- 10.4. It is envisaged that the new extension at Oakridge would be complete and ready to occupy in spring 2014. Deeside could also provide accommodation for residents of Oakridge affected by the building works needed to extend this facility. If there is a need to transfer any residents because of the building work at Oakridge this will be undertaken sensitively, involving residents, their

family members and carers, and would include familiarisation visits, supported by staff.

11. Finance

11.1. These proposals are not intended to generate an overall saving, with savings from proposed closures being reinvested in the service through the expansion and improvement of in-house residential and nursing services at Westholme and Oakridge.

11.2. The estimated full year effect is summarised in table 2 below.

Table 2:

	Gross budget (£000)	Income foregone (£000)	Gross saving (£000)	Net reprovisioning costs (£000)	Net savings (£000)	Current occupancy (number of residents)
Addenbrooke	855	374	482	458	23	15
Cornerways	912	200	712	555	157	13
Thurleston House	1,022	363	659	680	(21)	23
Total	2,789	937	1,853	1,693	159	51

11.3. The net costs include the costs of moving on current residents, and takes into account the cost of alternative provision.

11.4. It should be noted that these figures exclude the one-off costs of any redundancy payments, and running costs of the building until the site is sold.

11.5. Capital funding for the extensions to Westholme and Oakridge has already been approved by Cabinet in October 2011.

11.6. Capital funding for future Extra-Care developments will be subject to the development of individual business cases.

11.7. Should the decision be taken to close the homes, 100% of the capital receipt from the sale of the sites would be used to fund the Extra-Care programme. The capital implications of the proposals are outlined in agenda item 3 (exempt). Any delay in the sale of the sites would incur ongoing maintenance and security costs, and will delay the reduction in the capital borrowing for the Extra-Care programme, and therefore impact on prudential borrowing costs.

11.8. It is not anticipated that any additional costs or savings would be incurred as a result of the proposed changes to the day service at Addenbrooke.

12. Legal implications

- 12.1. There is a requirement to ensure that proper and timely consultation takes place with all interested key stakeholders. This is outlined in Sections 16-18 of the report.
- 12.2. Local authorities have a duty under the Equality Act 2010 section 149 to have due regard to the need to: eliminate discrimination, harassment and victimisation; to advance equality of opportunity between persons who share a relevant protected characteristic and those who do not share it; and foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

13. Performance

- 13.1. It is expected that the proposals would, if agreed, have limited or no impact on key Adult Services performance indicators.

14. HR implications

- 14.1. There will be HR implications given that the future employment of all staff working within the three services will need to be considered. Currently there are 111 staff working across the three residential homes (see table 3 below), with a significant variation in the time worked for Hampshire County Council from 1 to 20+ years.

Table 3:

Service	Number of staff	Full-time equivalent (FTE)
Addenbrooke	37	25.00
Cornerways	34	24.38
Thurlston House	40	27.20
TOTAL	111	76.58

- 14.2. Should the decision be to close the three homes, the intention would be to offer voluntary redundancy to the staff affected.
- 14.3. Some staff may be able to move to vacant roles in other Hampshire County Council care homes, including those which are being extended.
- 14.4. If proposals are taken forward then staff who are continuing to work for Hampshire County Council would be offered some additional training (for example in dementia care) to ensure that they have all the necessary skills to meet all the residents' needs.
- 14.5. If the proposals outlined in this paper are agreed, staff will be able to take part in a formal staff consultation process that will run concurrently with the public consultation. Sensitive and timely support will be available for staff

during this period. Management together with HR staff will ensure staff are given every opportunity to ask questions and offer feedback throughout the process through ongoing drop-in sessions and formal consultation meetings.

15. Equalities impact assessment

15.1. A full Equalities Impact Assessment has been carried out on the proposals, which has indicated that the main impact would be on those older people living in the three homes affected. Alternative services would be available for those affected which meet their needs, and support from social workers and care managers would be put in place to help these people adapt to change. This will include detailed person-centred planning with the support of their family, to ensure alternative services meet their needs. Due to the high proportion of women who both work in and use these services, many of those affected would be women, and actions as outlined in section 14 and 17.2 will be taken to mitigate any impact on this group. For further details see Integral Appendix B.

16. Engagement and process for consultation

16.1. Permission is requested from the Executive Member to consult on the proposals outlined in this report. Subject to Executive Member approval, a 12 week consultation period would commence from 28 May 2012. 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 services.

16.2. It is proposed to carry out an extensive formal consultation for service users, family members and other stakeholders throughout June and July 2012. These would 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 would be publicised on the Hampshire County Council website *Hantsweb*.

16.3. During this period care managers and social workers would work with the residents and their families to consider alternative care options, should the decision be made to close the home. Consultation would also take place with users of the day services attached to Addenbrooke.

16.4. The consultation would also seek to engage with key partners within the Clinical Commissioning Groups on the specific proposals, and on the wider strategy for meeting the needs of older people across Hampshire.

16.5. The consultation would seek views on the closure of these residential homes and the future model of residential services.

16.6. Specific action would be taken to ensure that there is equal access and representation of views from a diverse range of people with different socio-economic, cultural and disability needs, including those who are unable to take part in face to face events, who will be offered individual discussions in a time, place and format which is best for them.

17. Engagement with staff

- 17.1. As well as consulting with service users and families, extensive consultation on the proposed changes will take place with staff and trade unions throughout the consultation period.
- 17.2. If consultation goes forward and proposals outlined in this report are agreed, this would directly impact on staff. To support staff in a redundancy situation there would be early consultation with all those affected as well as early engagement with trade unions.
- 17.3. In order to avoid redundancies the County Council's redeployment procedures would be utilised, and the Council would strive to ensure suitable alternative posts across the range of services it provides. We would also try to support staff to seek alternative employment through our contacts in the care sector.
- 17.4. 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 families and staff and would create uncertainty which would be dealt with sensitively throughout this period.

18. Local Member engagement

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

19. Future direction

- 19.1. Following consultation as outlined in sections 16-18 above, a paper will be presented to the Executive Member for Adult Social Care Decision Day on 21 September 2012 which reports on the findings of the consultation, and recommends future action.

20. Recommendations

- 20.1. That permission is granted to consult on the proposal to close Addenbrooke residential care home in Gosport.
- 20.2. That permission is granted to explore the reprovision of the Lutman day centre on the Addenbrooke site.
- 20.3. That permission is granted to consult on the proposal to close Cornerways residential care home in Kings Worthy Winchester.
- 20.4. That permission is granted to consult on the proposal to close Thurlston House residential care home in Fleet.

- 20.5. That a further report be presented to the Executive Member for Adult Social Care Decision Day on 21 September on the outcomes of the consultation and the recommended course of action.

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):	

Other Significant Links

Links to previous Member decisions:		
<u>Title</u>	<u>Reference</u>	<u>Date</u>
Development of Extra Care Sheltered Housing		24 September 2007
Better Housing Solutions for Older People Cherry Orchard residential home, Andover	2166 3004	16 May 2011 23 September 2011
Modernisation of Adult Social Care: Project Extra-Care	3175	24 October 2011
Direct links to specific legislation or Government Directives		
<u>Title</u>		<u>Date</u>

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.)

<u>Document</u>	<u>Location</u>
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 would focus on small groups of service users in the three residential homes affected.
- 1.2. Alternative services would be available. These would 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 would be carried out with each of the current service users and dedicated care managers would work as part of the project team to ensure a smooth transition for them.
- 1.4. Due to the high proportion of women who both work in and use these services, many of those affected would be women, and actions as outlined in section 14 and 17.2 will be taken to mitigate any impact on this group.
- 1.5. Should there be any issues relating to an individual's faith, sexuality, race etc, then appropriate guidance and training (if necessary) would 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. There will be no significant impact on crime and disorder.

3. Climate Change:

- a) How does what is being proposed impact on our carbon footprint / energy consumption?

There are a number of issues in relation to the three residential homes which have a negative impact on the environment given the poor levels of insulation and inefficient equipment due to the age of the buildings. All new Extra-Care Housing developments have been built to meet as a minimum all current building, environmental, insulation and climate change standards.

- b) How does what is being proposed consider the need to adapt to climate change, and be resilient to its longer term impacts?

The proposals include providing for the long-term needs of the older population of Hampshire with appropriate housing to meet their needs and with on-site support that will enable them to adapt to the effects of climate change, such as extremes of temperature or the effects of extreme weather events.

Appendices

Appendix 1 In-house residential and nursing homes

Appendix 2 Extra-Care Housing

Appendix 3 New-build Extra-Care Housing

Appendix 4 Shared Lives

Agenda item 3 Capital (Confidential Appendix)