

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Executive Member for Adult Social Care
Date:	21 September 2012
Title:	Transforming adult social care: improving outcomes for older people through modernisation of care and support
Reference:	4054
Report From:	Director of Adult Services

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1. Executive Summary

- 1.1. The purpose of this paper is to report the outcomes of the consultation on the closure of three residential care homes in Hampshire. The homes are Addenbrooke in Gosport, Thurlston House in Fleet, and Cornerways in Winchester.
- 1.2. On 25 May 2012 the Executive Member for Adult Social Care agreed proposals to open a full 12 week public consultation on the future of these homes. Extensive consultation was held from 28 May to 21 August, including consultation events for the relatives of residents, sessions with independent advocates held for residents at the homes, engagement with stakeholders, and consultation with staff. Positive feedback on the conduct of the consultation has been received from County Councillors. After 21 August all the consultation responses were analysed and a report produced which is available at <http://www3.hants.gov.uk/residential-care-consultation.htm>
- 1.3. This report sets out the recommendations for the future of these three homes.
- 1.4. The report seeks approval for the closure of the three homes, subject to suitable alternative accommodation for residents being found and their care needs being met.
- 1.5. The consideration of options is based on the needs of the current residents, the future needs of older people in Hampshire, and the availability, quality, and market capacity of alternative provision in the three areas, both now and in the future.
- 1.6. The recommendations for the closure of the homes are made on the basis that the buildings do not meet the standards of accommodation that Hampshire County Council would wish to provide, will not meet the future

needs and expectations of older people, and that the limitations of the buildings are such, that it is not possible to bring them up to these standards, whilst maintaining their economic viability.

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, in order 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. Population data from the 2011 Census, released in July 2012, shows a considerable increase since 2001 in the number of older people in Hampshire. The number of people aged over 75 increased by 22% in this period, with the numbers over 85 increasing by 31%. In the areas where the home closures have been proposed, census data shows that there were increases in the number of over 75s in the period 2001-2011 (20% in Gosport, 38% in Hart and 17% in Winchester). These figures are, however, entirely in line with the County Council's own population estimates which have formed the basis on which the Council is planning future care services. 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. 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. Those who do eventually need high levels of 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. This is borne out by occupancy rates in residential care which have reduced over a number of years. The numbers of older people that the County Council supports in nursing homes in the independent sector increased by 11.32% from March 2010 to March 2012, with those in residential care placements actually decreasing by 1.05%.
- 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 older people who do need residential or nursing care therefore have higher needs and increased expectations of their environment than in the past.

- 2.5. This process of prioritising individual choice and control has been ongoing since the reforms introduced by the Community Care Act 1990, which emphasised the role of local authorities as commissioners rather than providers of care services. Hampshire County Council is committed to ensuring there is a mixed economy of care provision across the county which offers people a wide range of choices. This includes working closely with the independent sector (which provides 75% of the residential and nursing care commissioned by the Council) to provide high quality care which meets the future needs of older people in Hampshire. There has recently been significant investment in new and refurbished care homes by independent sector providers across the county.
- 2.6. The County Council continues to be responsible for the safety of clients placed in independent sector homes and ensuring that the care provided there meets their needs. Robust processes to monitor the quality of homes and respond to any issues or concerns are in place, and the Council also works closely with providers to develop and train their workforce to ensure they provide a high standard of care. The draft Care and Support Bill¹ gives local authorities further responsibilities to oversee the care market in their areas.
- 2.7. Hampshire County Council is unusual in that, despite the Community Care Act changes, it has retained a high level of in-house services (25% of the market) compared with other local authorities. As part of this mixed economy of care, Hampshire County Council retains a commitment to investing in in-house care homes, and has responded to the challenge of meeting increased needs and expectations through significant investment in nursing care services with £60m invested in new in-house nursing homes in partnership with the NHS in 2006. These new nursing homes provide modern facilities, with large en-suite rooms with the space to seat visitors, and high quality communal and outdoor areas.
- 2.8. 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. The older buildings cannot meet higher levels of care need, often meaning that residents need to be moved to other homes if their care needs increase. In particular, since these homes were built, there has been considerable progress made in researching the best environments for supporting people with dementia. People with dementia require buildings which are simply laid out, so they are easily oriented with

¹ Department of Health, Draft Care and Support Bill
<http://www.dh.gov.uk/health/2012/07/careandsupportbill/>

space to wander and easy access to outdoor space. Appropriate lighting, use of colour and texture, and the location of easily identifiable toilet facilities and communal spaces are also important, as is the space for people to have familiar items such as their own furniture with them. The narrow corridors, small rooms, and complex layouts make this impossible in some older homes.

- 2.9. With more people choosing to remain in their own homes and reductions in national funding support for adult social care, there is a need to develop alternatives to residential care and to shift the balance of resources towards the choices people are making. 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*,² 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.
- 2.10. Taking into account the context of in-house services and modern alternatives, a review was undertaken of the range of provision for older people across the county. As a result of this review, a public consultation commenced on proposals to close residential homes in Gosport, Fleet and Winchester, and proposals were put forward to extend two homes in Winchester and Basingstoke to provide additional capacity; both of these homes offer nursing care as well as residential care.

3. Addenbrooke

- 3.1. 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 10 people living there.
- 3.2. 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.
- 3.3. It has been identified that works totalling approximately £1m of planned maintenance is required to the building, including the installation of sprinklers. This represents the cyclical maintenance work required for a building of its

² Ageing well in Hampshire: Older People's Well-Being Strategy (2011) Available from: <http://www3.hants.gov.uk/bettertime/cx-olderpeoplesstrategy.htm>

age and would not address the issues with the building layout. The building is of an age and layout that does not meet modern expectations for dementia care. To remodel the building for large enough rooms to meet such expectations, would mean a significant reduction in the number of rooms, to the extent that it would cease to be economically viable to operate.

4. Thurlston House

- 4.1. 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 16 people living there.
- 4.2. 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.
- 4.3. 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. This represents the cyclical maintenance work required for a building of its age and would not address the issues with the building layout. 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. To remodel the building for large enough rooms to meet such expectations, would mean a significant reduction in the number of rooms, to the extent that it would cease to be economically viable to operate.

5. Cornerways

- 5.1. 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. Currently there are 10 people living there.
- 5.2. 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.
- 5.3. 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 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.

- 5.4. 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.
- 5.5. Works costing £1.5m have been identified to retain the residential unit. This represents the cyclical maintenance work required for a building of its age and would not address the issues with the building layout. It would not significantly improve the facilities and layout to meet the standards which will be required in the future, such as larger bedrooms with en-suites. To remodel the building for large enough rooms to meet such expectations, would mean a significant reduction in the number of rooms, to the extent that it would cease to be economically viable to operate.

6. Consultation arrangements

- 6.1. The consultation on the future of these three homes took place from 28 May 2012 to 21 August 2012. Information about the consultation proposals and the questionnaire were published on dedicated pages on *Hantsweb* (the website of Hampshire County Council), with copies also available on paper and in alternative formats. The original closing date was extended by 1 day due to technical issues with the consultation website experienced on 20 August.
- 6.2. A series of meetings took place in each of the homes with residents, those relatives who were able to attend, and staff, when the proposals were announced on 17 May. Residents were supported by the unit managers in the homes. Further meetings took place in the days following the announcement.
- 6.3. A number of consultation events were offered for the families of residents, for respite users, and users of the day service at Addenbrooke. These were 'marketplace' style events held in community venues, where families had the opportunity to meet with staff on a one-to-one basis to raise any concerns, and discuss the consultation process. Families could also talk to different people about Extra-Care, Shared Lives, independent sector and County Council alternative care homes, and the transformation programme. Carers Together, which provides independent advocacy for carers, also attended each event. Two events were held in Winchester, one in Gosport, and one in Fleet. They were well attended, with families of 23 permanent residents attending.
- 6.4. A significant amount of social worker time was allocated to the project. Social workers have met individually with many residents and their families.
- 6.5. Independent advocates were engaged to support residents to respond to the proposals, as needed or requested. Relatives were also encouraged to help the residents take part in the consultation. Some residents chose not to participate in the consultation, but all were offered this independent support to do so if they wished. 27 residents participated in this way, in one case also using an interpreter.
- 6.6. Following Mental Capacity Act assessments undertaken by social workers and independent advocates, it was found that 10 residents were not able to respond to the proposals, for example due to dementia conditions. In these

cases the advocates were able to identify a friend or family member best able to participate on the resident's behalf.

- 6.7. Paper copies of the consultation were sent to the families of all residents, and respite users. A number of stakeholder groups were also contacted by letter, including Age Concern Hampshire, local GPs, the Chairs of the Clinical Commissioning Groups, Southern Health NHS Foundation Trust, and Solent NHS Trust. Meetings of the Hampshire Association of Older People's Forum, and local older people's stakeholder groups, were attended. The views of stakeholders were taken into account as part of the consultation.
- 6.8. Briefings were sent to all County Councillors, and to local MPs and district councillors. Face to face briefings were offered to County Councillors in the areas local to the three homes, and regular updates were provided on progress with the consultation. Local councillors were also invited to the consultation events for families.
- 6.9. The consultation was publicised to the general public via the press.
- 6.10. Extensive consultation also took place with staff, including briefings. The trade unions were also consulted, and were involved in supporting staff during the consultation period.
- 6.11. Responses to the consultation were also accepted via letters to the Executive Member for Adult Social Care, officers within Adult Services, and the Chief Executive.

7. Responses to the consultation

- 7.1. In total there were 95 written responses to the consultation via the paper or online questionnaires, plus 18 items of correspondence via letter or email. 4% were from residents, 41% from relatives, 29% from the local community, 19% from members of voluntary/community groups, and 7% were from others (these were all from staff members). In addition qualitative responses were received from residents which have also informed the analysis of the consultation. The majority of residents responded via the advocates who submitted separate reports containing their responses (see 6.5 above). Stakeholders who responded included Hart District Council, Hampshire Local Involvement Network (LINK), Hampshire Association of Older People's Forums, and Gosport Older Persons Forum.
- 7.2. The greatest number of responses related to Cornerways (45%), with 21% from Thurlston House and 13% from Addenbrooke. The remaining 21% were general responses about the overall process. The majority of correspondence also related to Cornerways.
- 7.3. The majority of respondents (58%) thought that it is important that Hampshire County Council provides Extra-Care as an option for people wherever possible.
- 7.4. In answer to a further question, only 24% thought that Extra-Care provides a good alternative to traditional residential care. The responses relating to Thurlston House were much more positive, with 50% seeing Extra-Care as a good alternative, and many of those from Addenbrooke were unsure (55%).

Most respondents associated with Cornerways (73%) did not see Extra-Care as a good alternative to residential care. Some respondents pointed out that although Extra-Care will be an alternative for older people in future, it will not necessarily be an option for current residents. This has been taken into account when considering the alternative options for current residents (see section 10).

- 7.5. Only 26% thought Hampshire County Council should consider closing a care home if the current building may not enable them to meet the future care needs of the residents and more suitable options are available locally. 24% agreed with the stated reasons for proposing closure of the homes. Again, the agreement with the proposals for closure and reasons for them, was much greater at Thurlston House and Addenbrooke.
- 7.6. There was strong support for providing local alternatives should the home close: 94% felt that it was very or quite important to find alternative accommodation in the same town/locality. People commented that it is important to stay in touch with familiar localities and maintain links with family and communities. Some concerns were raised about the ability of older people, particularly those with dementia, to adapt to a move. This concern was also reflected in feedback from residents themselves, though some – particularly at Thurlston House – were keen to move closer to relatives. These considerations have been taken into account when considering alternative accommodation for current and future residents (see section 10).
- 7.7. Many respondents, particularly those related to Cornerways, expressed the view that money should be spent on refurbishing or modernising the home. In some cases respondents queried why the building had not been mentioned by the Care Quality Commission (CQC) during inspections. This is because the remit of the CQC includes checking that the service provides standards of care and support that meets people's needs, but does not include inspection of or comment on the building per se.
- 7.8. The Cornerways group of relatives requested that senior managers attend a relatives' meeting to answer questions on the consultation on closure. They raised issues about what they saw as the biased nature of the consultation questionnaire. They were reassured that other responses not limited to the consultation questionnaire would be fully considered. They also felt that issues raised with the quality of the environment at Cornerways were misplaced and that Cornerways would be somewhere their relatives would like to stay if they required residential care in the future. They did not accept that demand was decreasing for this type of care and felt that the consultation on closure was a political decision. They had some concerns around the quality of care in independent sector homes. They were reassured that the Council had just as much responsibility to ensure quality of care for an individual placed in the independent sector as they had in their own in-house homes.
- 7.9. Several families (particularly at Cornerways) expressed concern early on in the process that residents should have access to advocacy and the chance to express their views. This was planned, and was put in place during the

consultation period (see 6.5 above). However some residents chose not to take part in this way.

- 7.10. The view was also expressed that the Council should not be closing residential homes in order to make savings. This is not the case; the revenue saved from the proposed closures will be re-invested in staffing to support the expansion and improvement of in-house residential and nursing care at Westholme and Oakridge (section 14.1), as well as to pay for reprovisions of the care for the current residents. Some expressed the view that the homes should be kept open while the existing residents are still there, and maintained that the facilities are adequate for the needs of the current residents, particularly those with dementia, though it was acknowledged that in future older people would require more modern environments and en-suite facilities. This was particularly the case in relation to Cornerways, where it was also suggested that the care home should remain open until a new site is found for the day service.
- 7.11. There were many positive comments about the staff and the high quality of care they provide in all three homes. The importance of the wellbeing of the residents was highlighted, and it was pointed out that this does not relate solely to the building, but to the friendly atmosphere, activities, food, and individual attention from the staff.
- 7.12. Particularly in relation to Addenbrooke, there was a concern that other homes in the area would not provide the same level of quality and care provided currently at Addenbrooke. Some respondents from Cornerways also raised concerns about the availability and quality of alternative care, particularly for those who do not have dementia, and also commented that some alternative homes also do not have en-suite facilities or large rooms.
- 7.13. The correspondence regarding Thurlston House was of a different character, and included praise for the support offered by the project social worker, and responses from Hart District Council and individual councillors concerned about the capacity in the care market in Hart and the future of the Thurlston House site should the home close. Hart District Council was keen to see further investment in Extra-Care in Hart. Further information regarding provision in Fleet is provided in section 10.
- 7.14. The responses from stakeholders expressed concern about the provision of reablement and respite in the county, and that current residents at the homes would be offered local alternatives to minimise disruption for residents. Should the decision be made to close the homes, then respite and reablement capacity will be fully reprovided (see section 12).
- 7.15. A report was received from the independent advocates who worked with residents in each home. At Cornerways and Thurlston House residents were pleased with the quality of care and felt that the homes met their needs. Residents commented positively on the food, the staff, the activities on offer, the cleanliness of the environment, and the company of other residents. There was some concern about the future of the staff. Many residents expressed negative views about moving home (though some were reluctantly accepting), and some felt concerned about the process of moving, and

whether they would like the new home. For some residents it was identified as important to them that they move with their friendship group, or to be nearer to family. These preferences will be taken into account if the decision is made to close the home.

- 7.16. As a number of residents at Addenbrooke were assessed as not having the capacity to take part in the consultation, the advocate worked primarily with the relatives of the residents, who had responded to the consultation on behalf of their relative. The advocate was satisfied that the best interests of the residents had been taken into account by the relatives in their responses, and concluded that although none of the residents had been planning to move prior to the announcement of the proposals, their future needs had been taken into account, and relatives had been actively seeking alternative future care, involving the residents in decisions such as choosing a room in a new care home.
- 7.17. There were a number of suggestions from relatives about the support they would want in place if the decision is made to close the home. This included a single point of contact; advice on other options; time to identify a suitable option before having to move; assistance with the costs of moving; independent advice; a suitable local alternative; help with the physical moving process; advice about the financial implications of moving; assistance with visiting alternatives. All these proposals would be put in place should the decision be made to close the homes (see section 9).
- 7.18. The full report on the consultation is available from <http://www3.hants.gov.uk/residential-care-consultation.htm> The department has taken into account all responses received in making its recommendations and planning the potential closure process, and further consideration of the suggestions made by respondents is given in section 8 below.

8. Other options considered and rejected

- 8.1. As a result of issues raised during the consultation, consideration was given to refurbishing the homes,, but it was concluded that it would not be possible to carry out building work which would be adequate to make the buildings sustainable for the future. It would cost a considerable amount just to carry out works which would be necessary to carry on running these buildings (such as replacing windows, boilers, and electrical works). Even if this work were carried out, along with refurbishment and redecoration of rooms and communal areas, because of their design and layout, with small rooms and narrow corridors, this investment would still not provide environments suitable for meeting the needs of people in the future.
- 8.2. It would require complete rebuilding of the homes to bring them up to the standard required. This would mean closing the home and moving the residents out during the building works. The number of rooms would have to be significantly reduced to remodel the building to accommodate wider corridors and larger rooms with en-suite facilities. This would result in there being too few beds to ensure the operational viability of the homes. It was concluded that investing in new models of care to help support people in a

home of their own for as long as possible, and also investing in modern nursing homes, would be a better use of resources.

- 8.3. Moreover, even if the substantial amount which would be required were invested in remodelling and refurbishing these homes to meet modern standards, the review of the care market in these areas has indicated that this residential home capacity would not be required. There is sufficient care home capacity in Gosport and Winchester. In Fleet the requirement is for further nursing care, and not residential care (see section 10).
- 8.4. A further suggestion was that the homes should remain open while the current residents remained there. This option was considered, but was not considered viable because experience has shown that it becomes difficult to maintain the level of care and respond to future care needs when the number of residents falls too low, particularly in relation to maintaining an activity programme and a suitable atmosphere, as well as retaining staff and ensuring vacancies are available for them in other homes when the home did eventually close. Past experience has shown that once a decision to close is made, the majority of residents wish to move fairly quickly. There would, however, be no fixed timescale for the closure process, which would be dependent on suitable alternatives being available for each of the current residents.

9. Re-provision for current residents

- 9.1. Social workers have been allocated specifically to work alongside the residents of these homes to support them through the consultation period. As part of the consultation process, all residents have had an opportunity with their relatives to have meetings with social worker (supported by staff from the home) to discuss alternative accommodation options.
- 9.2. Individual discussions with relatives and residents have enabled a full understanding of people's preferences for their future care, enabling the project team to reserve beds in the appropriate in-house and independent sector homes, and establish that the quality of potential alternatives is high.
- 9.3. Some residents have chosen to move home during the consultation period, in most cases where their needs are higher and they have chosen to move to a home which provides nursing care.
- 9.4. It is recognised that the closure of a home and the consequential move can be distressing. Having managed a number of home closures over the years, both in-house and when independent sector homes have closed down, we have good experience of handling this sensitively. It is our experience that, if handled correctly, the distress can be minimised and is outweighed by the improved outcomes achieved by moving to a more appropriate environment. It is often the case that older people need to move homes when their care needs increase, meaning that they may need to move from residential to nursing care, so social workers are used to managing this process and providing high quality intensive support to people who need to move.
- 9.5. If the decision to close is made, social workers will carry out full care assessments for all residents. These will generate an up-to-date person-

centred support plan for each resident. They will help to ensure that residents, their families and the social work staff, are fully informed of their care needs when residents come to make decisions on future accommodation, should the home close.

- 9.6. The social workers are currently working with residents, their relatives and staff to identify friendship groups amongst the residents. These would be used to help ensure that wherever possible and appropriate, residents will be able to move with other members of their friendship groups, should the need arise. Sufficient capacity has been identified in the local area, such that we are confident that we could offer a choice of homes and the opportunity for friends to stay together.
- 9.7. Arrangements would be made to ensure that residents would be fully supported if they were to move to alternative accommodation. Staff from the home would assist residents in their moves if required to do so by relatives or residents, and would be encouraged to visit after each move to ensure that the residents are settling in and their needs are fully understood.
- 9.8. Details of alternative provision are provided in section 10. Vacancies have been reserved in a number of homes to ensure there is sufficient capacity to accommodate people in the homes of their choice should the decision be to close the homes.
- 9.9. Should the decision be made to close the homes, there would be no fixed timescale for the closure process. This would be handled sensitively, working at the pace of the residents and their families, and would be dependent on suitable alternatives being available for each of the current residents.

10. Market Capacity

- 10.1. Taken into account the population data from the 2011 Census (provided in section 2.2) there is sufficient provision in each of the three areas both for the current residents and for the increasing number of older people in the future, should the decision be made to close the three homes. For many of the current residents the most suitable alternatives are other residential or nursing homes. In terms of provision for the future, however, older people who might formerly have moved into residential care are now choosing to remain in a home of their own for longer, and often move straight into nursing care, meaning that availability of nursing care and Extra-Care Housing are the key considerations.

Gosport

- 10.2. There is sufficient 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. Juniper Court significantly adds to the provision of alternative accommodation for older people in Gosport, and is providing a real alternative to traditional residential care for many. However, as many of the current residents of Addenbrooke have high levels of care need and have lived in an institutional environment for some time, the preferred alternative for most is other residential or nursing care.

- 10.3. 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. A further 80 bed independent-sector new-build home called Parker Meadows opened in summer 2012, situated in Fareham on the main road into Gosport. Two residents whose care needs increased during the consultation period moved to the Hampshire County Council nursing home in Fareham, Hawthorne Court.
- 10.4. It is therefore considered that there is sufficient accommodation in the Gosport area to meet the needs of both current residents and older people in the future in Gosport.

Fleet

- 10.5. 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 has been explored, and this option is actively being explored by some families. However as many of the Thurlston House residents have been living in institutional residential care for some time, many are considering alternative residential care homes.
- 10.6. There are 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 provide a higher level of vacancies than was originally estimated, and Adult Services Department has reserved beds in some of these homes to meet the needs of those who wish to stay in the Fleet area should Thurlston House close.
- 10.7. However many of the residents have relatives who do not live in the immediate area and many have been looking at alternatives closer to them, such as in Alton, Basingstoke, and Surrey, which means that an extensive range of alternative homes is available.
- 10.8. 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 6 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. Other residents have expressed a preference to move to either Marfield or Oakridge, County Council homes in Alton and Basingstoke which offer both residential and nursing care.
- 10.9. Given the provision offered by Campbell Place, and higher than anticipated level of vacancies in the immediate Fleet area, it is considered that there is sufficient care provision in the Fleet area to meet the needs of current residents and older people in the future.

- 10.10. Consideration would be given to marketing the site for the development of a new nursing home as there is a need for additional provision in the area. Should the decision be made to close the home, discussions would take place with Hart District Council.

Winchester

- 10.11. In Winchester, Hampshire County Council operates Westholme care home (2.3 miles from Cornerways), which has 37 residential beds and 30 nursing beds, and was extended and extensively refurbished in 2006. 9 beds are currently available at Westholme in case residents at Cornerways choose to move there. There are also 20 independent sector care homes within Winchester and its immediate vicinity, which provide a total of 769 beds. Hampshire County Council is currently commissioning regularly from 14 of these homes. There is significant independent sector investment in the care market within Winchester: a 56 bed new-build home specialising in dementia care opened in early May 2012, and a further established home is building a large extension which will also provide specialist dementia care, opening in autumn 2012. Beds are being reserved in some of these homes. Some relatives who live outside Winchester are considering care homes which would be closer to them.
- 10.12. However, it has been identified that there is a need for additional planned respite and high dependency dementia care in Winchester. It is therefore planned to build a small extension to Westholme residential and nursing home to address this need. Planning work is underway to build an extension at Westholme to provide additional capacity for affordable care 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 Project Appraisal for the scheme will be secured from the Building, Land and Procurement Panel in December 2013 and from the Executive Member for Policy and Resources in January 2013. Planning approval for the scheme will be sought in the autumn with an aim to commence building work in late spring 2013. It is envisaged that the new extension at Westholme would be complete and ready to occupy in spring 2014.
- 10.13. Hampshire County Council is also working 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.
- 10.14. It is considered that there is sufficient care provision in the Winchester area in the short term to accommodate the current residents of Cornerways, and that with the extension at Westholme and Extra-Care Housing that is being developed, there will be sufficient provision to meet the needs of older people in the future.

11. Day Care

- 11.1. Hampshire County Council also provides day care for older people both in-house and from other providers. It is proposed that the day service at Addenbrooke, provided by Age Concern Hampshire, will be moved to an alternative venue nearby.
- 11.2. Kings Worthy Day Centre will remain on the Cornerways site until a permanent new venue has been identified. It is hoped that this can be developed in a central Winchester location and linked to the development of a new-build Extra-Care scheme in the city. 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.

12. Respite and reablement provision

- 12.1. Currently 5 beds at Thurlston House are used for reablement or respite, and 4 beds at Cornerways are allocated for respite. If the proposals to close these homes are agreed, this respite and reablement provision will be fully reprovided. The number of reablement beds at Ticehurst in Aldershot has been increased, and the County Council is in the process of recommissioning (and increasing) the reablement beds used in the independent sector.
- 12.2. A number of other Hampshire County Council homes provide respite beds (in Andover, Romsey, New Forest, Basingstoke, Alton, Petersfield, Denmead, Bishops Waltham and Aldershot) and levels of occupancy are such that they can provide sufficient capacity to meet demand.
- 12.3. Quite small numbers of people use either Thurlston or Cornerways on a regular basis for planned respite, and it is planned to work with these people to identify suitable alternatives through the care management process. The respite users at these homes are from quite a wide area and in some cases it will be possible to provide respite more locally. Respite users were invited to take part in the consultation. Alternative options for people include our other in-house homes, independent sector homes, or Shared Lives.

13. Staff implications

- 13.1. There are currently 105 staff working in the three homes (70.8 FTE).
- 13.2. The staff provide a high standard of care for residents, and this was recognised by many respondents during the consultation period. The recommendations for closure are in no way a reflection of the care provided by staff.
- 13.3. A formal staff consultation process ran alongside the public consultation, closing on 28 August. Staff were also offered the opportunity to contribute to the public consultation if they chose. Management and HR staff offered staff meetings and opportunities to ask questions. One-to-one sessions with HR staff were offered on a drop-in basis at all the homes on a regular basis throughout the consultation period so that staff could raise any concerns and discuss their individual circumstances. To date, all staff have met with HR

representatives on at least three occasions. The trade unions were also given the opportunity to meet with staff independently.

- 13.4. If the proposals are agreed, the staff of all homes will be offered the enhanced Voluntary Redundancy package, or alternative employment. Some of the kitchen staff at Cornerways would be retained to provide a service for Kings Worthy Day Centre.
- 13.5. Alternative employment has been identified for all staff who at this stage have indicated that they wish to continue working for Hampshire County Council, so it is not anticipated that there will be any compulsory redundancies, as there are vacant roles in other Hampshire County Council care homes, including those which are being extended.
- 13.6. 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. We will also use our contacts in the care sector to identify alternative employment opportunities for staff.

14. Finance

Revenue

- 14.1. These proposals are not intended to generate an overall saving. The revenue saved from the proposed closures will be re-invested in staffing to support the expansion and improvement of in-house residential and nursing care at Westholme and Oakridge, as well as to pay for reprovisions of the care for the current residents..
- 14.2. The estimated full year effect is summarised in table 1 below.

Table 1:

	Gross budget (£000)	Income foregone (£000)	Gross saving (£000)	Net reprovisioning costs (£000)	Net budget for reinvestment in Westholme / Oakridge (£000)	Current occupancy (number of residents)
Addenbrooke	855	374	482	458	23	10
Cornerways	912	200	712	555	157	10
Thurlston House	1,022	363	659	680	(21)	16
Total	2,789	937	1,853	1,693	159	36

- 14.3. The net costs include the costs of moving on current residents, and takes into account the cost of alternative provision. There will be a period of double running costs as current residents move to alternative provision.

- 14.4. It should be noted that these figures exclude the one-off costs of any voluntary redundancy payments, and de-commissioning costs of the buildings.
- 14.5. 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.

Capital

- 14.6. Capital funding for the extensions to Westholme and Oakridge has already been approved in principle by Cabinet in October 2011 and will be formally approved in January 2013 when the Executive Member for Policy and Resources approves the proposed composite Project Appraisals for the extension projects.
- 14.7. Capital funding for future Extra-Care developments will be subject to the development of individual business cases.
- 14.8. Should the decision be taken to close the homes, it is proposed that 100% of the capital receipt from the sale of the sites would be used to fund the Extra-Care programme, subject to approval from the Executive Member for Policy and Resources. 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.

15. Legal implications

- 15.1. 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.

16. Performance

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

17. Equalities impact assessment

- 17.1. 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 currently living in the three homes affected. All these people are physically frail and some have dementia. The feedback from the consultation indicated that concerns related to the ability of these older people to adapt to change. There was no feedback relating to the other protected characteristics.
- 17.2. 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. The consultation process enabled the identification of residents' needs for alternative care, including, for example, the specific needs of people whose first language is not English.

- 17.3. Due to the high proportion of women who both work in and use these services, many of those affected would be women. The actions outlined above and in section 9 will be put in place to mitigate the impact on the residents. The actions as set out in sections 13.5 and 13.6 will be taken to mitigate the impact on the staff group. For further details see Integral Appendix B.

18. Recommendations

- 18.1. That permission is granted by the Executive Member to close Addenbrooke residential care home in Gosport, subject to suitable alternative accommodation for residents being found and their care needs met.
- 18.2. That permission is granted by the Executive Member to reprove the Lutman day centre from the Addenbrooke site to a nearby alternative site.
- 18.3. That permission is granted by the Executive Member to close Cornerways residential care home in Kings Worthy Winchester, subject to suitable alternative accommodation for residents being found and their care needs met.
- 18.4. That the Executive Member agrees that Kings Worthy Day Centre remain open until a new permanent location in Winchester can be developed.
- 18.5. That permission is granted by the Executive Member to close Thurlston House residential care home in Fleet, subject to suitable alternative accommodation for residents being found and their care needs met.
- 18.6. That the Executive Member recognises the significant contribution made by the staff at these homes, and therefore supports efforts to redeploy those that choose this option and to offer Voluntary Redundancy terms to those who do not.
- 18.7. That the Executive Member agrees that permission be sought from the Executive Member for Policy and Resources to reinvest 100% of the net proceeds from the sale of the three homes to contribute towards the capital funding identified to support Project Extra-Care.

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
Transforming adult social care: improving outcomes for older people through modernisation of care and support	3772	25 May 2012
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>
Residential Care for Older People in Hampshire: Responses to the Consultation (Executive Summary)	EII Court West, The Castle, Winchester http://www3.hants.gov.uk/residential-care-consultation.htm

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. These service users are older people who are also disabled.
- 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 social workers would work as part of the project team to ensure a smooth transition for them. The consultation process enabled the early identification of residents' needs for alternative care, including, for example, the specific needs of people whose first language is not English.
- 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 sections 13.5 and 13.6 will be taken to mitigate any impact on these groups.
- 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.
- 1.6. Feedback from the consultation indicated that people had concerns about the ability of the residents to adapt to change. No other issues relating to the protected characteristics were identified.

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.