

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Executive Member for Adult Social Care
Date:	26 July 2013
Title:	Proposals to Consult on the Closure of Four Residential Care Homes and One Day Centre
Reference:	5089
Report From:	Director of Adult Services

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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. 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. There is significant evidence of a shift in the way people want to be supported. This is in the context of shrinking resources and growing demand. Continuing to do what we have done before will not be sustainable, so Hampshire County Council needs to shift its pattern of investment to match these trends.
- 1.2. Hampshire County Council is therefore investing in models of service for older people, that allow them to remain living independently in their own homes and to exercise choice about the care and support that they receive. These models include Extra Care assisted living, telecare, re-ablement and support services for carers.
- 1.3. In October 2011 the Council's Cabinet approved a programme to develop a second phase of Extra Care assisted living across the county, utilising up to £45m of Hampshire County Council land and capital. The Council has also entered into a partnership with an independent sector consortium to provide a range of innovative telecare solutions to support people to remain living at home.
- 1.4. Overall the demand for residential care is falling. The increases in demand are for care at home and, to a lesser extent, nursing care. Older people who continue to require residential care have more complex care needs and greater expectations of their environment than in the past. Whilst Hampshire County Council has responded to this challenge through significant investment in its own services, many of the buildings were established in the 1960s and 1970s and present restrictions in the ability to provide suitable environments for the future. The investment in Extra Care and other models

of care is the next phase in transforming the services the Council provides for older people. That transformation is necessary to ensure that services meet the requirements of a future ageing population.

- 1.5. This paper sets out proposals to consult on the closure of four of the County Council's residential care homes for older people in order to be able to invest in the development of Extra Care assisted living in those areas. The four homes are Bulmer House in Petersfield, Cranleigh Paddock in Lyndhurst, Deeside in Basingstoke and Nightingale Lodge in Romsey. The proposals are for a 12 week consultation period during which the views of residents, their families, staff and stakeholders will be sought. During the consultation period, Hampshire County Council will take forward plans to develop Extra Care assisted living schemes on three of the sites currently occupied by the homes, and to reinvest the capital value of the fourth site to ensure full information is available at the Executive Member Decision Day in November.
- 1.6. It should be recognised during the consultation period, there may be a certain amount of stress and uncertainty for residents, their families and the staff who work in the homes. Hampshire County Council has significant experience of managing such consultations and closures, and dedicated, experienced staff will work to ensure that any uncertainty is minimised as far as possible.

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, as well as providing good quality residential and nursing services.
- 2.2. Within Hampshire the current over 75 population of 116,400 (based on the 2011 census information) is forecast to increase by 13% by 2017, and by over 80% by 2030. By 2017, 10% of Hampshire's population is expected to be over 75. In the last 12 months, we have also seen a significant increase in the complexity of people's care needs as evidenced by the following:
 - The percentage of clients requiring 22 or more visits a week (3 a day) increasing from 19.9% in April 2012 to 21.6% March 2013
 - The percentage of clients requiring double up care (two carers) has increased from 10.3% in April 2012 to 11.7% March 2013.
 - The percentage of clients whose needs could be met with 7 hours or less of domiciliary care a week has reduced from 63.3% in April 2012 to 61.1% in March 2013
- 2.3. Hampshire County Council is also not immune from the current significant cuts in funding for local government. The Council's overall grant funding has seen a 33% cut in Government support since 2011, and expects further cuts of around 10% each year for the next two years. It therefore has to consider carefully how it uses its resources, both revenue and capital, and focus on

those services that deliver the best outcomes and value for money. In social care, programmes such as Project Extra Care are aimed at achieving both of these aims.

- 2.4. 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. Since 2008/09 the number of older people requiring permanent nursing care has increased by 10%. The overall number of people in a residential care at any one time has reduced by 4% over the last 2 years. In comparison the number of people receiving personal domiciliary care and support work has increased by 13% between 2008/09 and 2012/13, with the complexity of care packages increasing.
- 2.5. In 2010 Hampshire County Council introduced self-directed support. This is helping to drive the reduction in residential care. 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.
- 2.6. Hampshire County Council is investing in reablement, enabling people to return home from hospital, rather than going into residential care. Older people are 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 residential care consequently have much higher levels of need than formerly and also have much higher expectations of these services, for example of the physical environment e.g. en-suite rooms and the choices available to them e.g. activities and meals.
- 2.7. With more people choosing to remain in their own homes, there is a need to invest in and develop alternatives to residential care and to shift the balance of investment towards these alternatives. This includes services such as Extra Care assisted living as well as community-based services such as reablement from hospital, Community Response teams (CRT), Hampshire Integrated Community Equipment Service, support for carers and telecare. These services provide better outcomes, actively promote independence and choice and offer better value for money. 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

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

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.

- 2.8. This paper therefore sets out one of our responses to the challenges of increasing demand, changing expectations and reduced resources. The shift of resources from residential homes to Extra Care assisted living can make a significant contribution to all three.

3. In-House Residential and Nursing Care for Older People

- 3.1. Hampshire County Council currently provides some in-house nursing and residential care for older people, with 9 residential homes, 3 nursing homes, and 7 co-located nursing/residential homes across Hampshire. In-house provision forms 12% of the residential/nursing care that Hampshire County Council provides with the majority commissioned from independent sector providers. This is in the context of an over-supply of residential care in the county, both in terms of falling occupancy rates and predicted future needs.
- 3.2. The in-house residential care homes were built in the 1960s and 1970s 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. The size of the bedrooms and access throughout the homes present particular difficulties, particularly in relation to care staff using equipment such as hoists, and access by residents using wheelchairs, zimmer frames or mobility scooters. The buildings do not lend themselves to such requirements and their design makes it increasingly difficult to maintain privacy and dignity for some residents and the bedrooms lack the facilities that many people now expect to see as standard, such as en-suite bathrooms.
- 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 difficult in some of our residential homes.
- 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 could better meet the needs of people who have higher levels of dependency. In January 2013 permission was granted by the Executive Member for Policy and Resources to build extensions to two of these homes. The extension to Oakridge House in Basingstoke will create a 10 bed specialist nursing wing for people with dementia, as well as extensive refurbishment to the communal areas; the extension to Westholme in Winchester will create an additional 6 nursing beds.
- 3.5. Following the completion of Phase 1 of the new-build Extra Care assisted living programme and the extensions to Oakridge and Westholme, a review has been undertaken of the range of provision for older people across the county, and the suitability of a number of sites for the development of Extra

Care assisted living. As a result of this review, a number of areas have been identified where current in-house capacity could be redeveloped or reinvested for new Extra Care assisted living schemes. The four areas identified are Basingstoke, Lyndhurst, Petersfield and Romsey.

- 3.6. Within Lyndhurst, Petersfield and Romsey site searches and evaluation have identified the sites of the current residential homes as the optimum development opportunities in those areas. Initial feasibility studies have been carried out on the sites and have identified the potential to develop Extra Care schemes on them. In the case of Basingstoke, an alternative site has been identified to re-provide capacity. The capital receipt from the sale of this land would be included to support that development.
- 3.7. Bulmer House (Petersfield), Cranleigh Paddock (Lyndhurst), Deeside (Basingstoke) and Nightingale Lodge (Romsey) all have significant issues, relating to the fabric of the buildings, which prevent them from being suitable for meeting the needs of older people in the future. It would require a minimum capital investment of around £6m to continue to run them in the future (for example installing sprinklers, replacing boilers and windows, upgrading toilet facilities). Even if such investment occurred the buildings would not meet the needs of future clients given their design.
- 3.8. In order to fully upgrade the buildings to meet modern standards, an investment in excess of £10m would be required. This would involve increasing bedroom size to at least 14m², and for all bedrooms to be provided with en-suite toilet and shower facilities and ceiling hoists. This would see a considerable reduction in the number of bedrooms in each home. This reduction in the number of bedrooms would have a significant impact upon the financial viability of running the homes.
- 3.9. It is therefore proposed that formal consultation is undertaken on the proposal to close the following residential homes: Bulmer House in Petersfield, Cranleigh Paddock in Lyndhurst, Deeside in Basingstoke, and Nightingale Lodge in Romsey. During the proposed consultation period, detailed site assessments will be carried out for the development of Extra Care schemes, on the sites of Bulmer House, Cranleigh Paddock and Nightingale Lodge; initial surveys have already identified these sites as likely to be suitable for such developments. These will be carried out in such a way that they are as unobtrusive as possible, in order to minimise any impact on the residents. No decision will be made until the Executive Member decision day in November.
- 3.10. The care management team will work with current residents of Bulmer House, Cranleigh Paddock and Nightingale Lodge, as well as their families, to identify if they would wish to move into the Extra Care schemes that are proposed for these sites, if the decision is made to take forward the proposals. This would form part of the care assessments, designed to identify the best outcomes for the residents, that would be carried out during the consultation period.
- 3.11. Further detail about the proposals for each location is provided in sections 6 to 9 below.

4. Investing in Modern Alternatives Extra Care Assisted Living

- 4.1. Extra Care assisted living schemes consist of purpose-built apartments, offering a modern, safe environment, allowing people to live in a home of their own, with enhanced communal facilities and with the security of 24 hour care and support on site in accordance with their assessed care needs.
- 4.2. Since 2007, four new build Extra Care assisted living schemes, offering 240 units of accommodation have been developed across Hampshire (see table 1). Additionally, 257 units of sheltered housing across Hampshire, have had their levels of service enhanced to the standards expected in Extra Care assisted living, through multi-agency working with partner organisations. (See Appendix C).

Table 1:

Scheme	Location	Units
Lion Oak Court	Andover	52
Juniper Court	Gosport	50
Campbell Place	Fleet	74
Newman Court	Basingstoke	64

- 4.3. In October 2011, Cabinet approved Project Extra Care, a programme of capital investment to deliver further Extra Care assisted living 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. In recognition of the levels of home ownership amongst older people across the county there is a presumption that all new schemes will offer a range of tenures beyond just rental, to include shared ownership, shared equity, or outright ownership.
- 4.4. In addition to these schemes detailed in table 1 (above), Hampshire County Council has purchased land at Oak Park in Havant and is tendering for development of the site, including an Extra Care assisted living scheme.
- 4.5. A purpose built Extra Care assisted living scheme in Eastleigh, which is partly funded by Hampshire County Council, is being built on the site of a previous Sheltered Housing scheme. The first phase of this development, called Surrey Court, is due to open in January 2014, with a subsequent phase due to open early 2015.
- 4.6. Hampshire County Council is in discussion with a number of developers, and in some cases the Department of Health, regarding potential developments that have been identified in Farnborough, New Milton and Winchester. The Council is also exploring a number of opportunities with developers in

Aldershot and West of Waterlooville, and is continuing with its ambition to achieve countywide coverage within the life of the programme. See Appendix D for map showing locations.

- 4.7. The programme will also stimulate the market by encouraging developers to invest in Extra Care schemes for those people able to fully fund their housing and care needs.
- 4.8. Extra Care assisted living is proving popular and demonstrating its effectiveness, both in Hampshire and nationally. Qualitative research reports overall improved outcomes for residents in relation to health, social life, confidence, and general wellbeing. Demand for all four of the new-build schemes has exceeded capacity, and they are demonstrating that they can meet the needs of a wide range of clients including those with dementia, physical frailty and of clients with large care packages (in excess of 30 hours a week) in a flexible way, varying care as required to meet clients changing needs.
- 4.9. The levels of care need of the people moving into Hampshire's current Extra Care schemes is being monitored, with early results showing an average reduction of between 2.5 and 4.5 care hours per week required by clients with medium and high levels of need across a diverse range of clients. It also shows that clients have been able to remain independent in a home of their own until the end of their lives
- 4.10. Research undertaken at one of the Extra Care schemes in Hampshire, Juniper Court² in Gosport found that the benefits to individuals who had moved into the scheme were wide and varied. They included carers living in the scheme with partners or relatives, for whom they care, feeling that they have benefited from living in Juniper Court by being both supported and reassured that they can go out for periods and their relative will be looked after. This they reported had led to improvements in both their own wellbeing and that of the person they care for.
- 4.11. Individuals who had previously lived on their own and who had experienced difficulties before moving to Juniper Court reported that they have regained independence and dignity as they could manage much more for themselves in flats that are designed for their needs.
- 4.12. The University of Southampton has recently carried out research on the impacts of moving into Extra Care assisted living. The paper, which is due to be published shortly, focussed on a group of residents living in Campbell Place, Fleet, and commented positively on the experiences and outcomes of living in Extra Care assisted living schemes.
- 4.13. At a national level, a Department of Health-funded evaluation of 19 Extra Care assisted living schemes carried out by the PSSRU³ reports that

² Oona Hickson, Juniper Court Extra Care Impact Assessment Study Guinness Hermitage/Hampshire County Council May 2012

³ Improving housing with care choices for older people: an evaluation of extra care housing: Ann Netten, Robin Darton, Theresia Bäumker and Lisa Callaghan, PSSRU, 2011

outcomes for individuals were generally very positive, with most people reporting a good quality of life. The research summary comments include:

- A year after moving in most residents enjoyed a good social life, valued the social activities and events on offer, and had made new friends.
- People had a range of functional abilities on moving in and were generally less dependent than people moving into residential care, particularly with respect to cognitive impairment.
- For most of those followed-up, physical functional ability appeared to improve or remain stable over the first 18 months compared with when they moved in. Although more residents had a lower level of functioning at 30 months, more than a half had still either improved or remained stable by 30 months.

Cognitive functioning remained stable for the majority of those followed-up, but at 30 months a larger proportion had improved than had deteriorated.

Supporting People to Live at Home

- 4.14. 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. The Council is investing in telecare solutions to support people living in their own homes, entering into a strategic partnership with Argenti, a consortium of some of the UK's most experienced telecare providers, to deliver this. 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, who meet the eligibility criteria, are offered an intensive period of re-ablement intended to help them regain their independence and confidence in living at home.
- 4.15. 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 to improve confidence, minimises risks and also provides 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.

Independent Sector

- 4.16. 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. The majority of the residential and nursing care that Hampshire County Council provides is currently commissioned from the independent sector.

- 4.17. 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.
- 4.18. 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. Details of independent residential and nursing care provision can be found in The Guide to Residential Care, published by Hampshire County Council, or at www.hants.gov.uk/carechoice.

5. Day Care

- 5.1. The County Council's vision for day care is that day opportunities for older people should be more inclusive and community-focussed and should enhance both prevention and re-ablement. It is recognised that the current day care provision needs modernising to bring it in line with this vision and to meet the demand for personalised services, as well as to ensure that it meets the needs of those who have more complex needs and people with dementia. Current and future Extra Care schemes will provide an excellent opportunity to develop the community focus of day services for older people. As a result, a review is being undertaken of all current day care provision.
- 5.2. Hampshire County Council also provides day care for older people both in-house and from other providers. There are 6 in-house day services (5 of these are located on the site of an in-house residential home), and 27 commissioned day services, 1 of which is located on the site of an in-house residential home.
- 5.3. Three of the residential homes identified above have day services on site: Bulmer House (Petersfield), Cranleigh Paddock (Lyndhurst) and Nightingale Lodge (Romsey). The day services form an integral part of the buildings on two of these sites (Bulmer House and Cranleigh Paddock), and it is adjacent to the main home at Nightingale Lodge. In the case of Bulmer House Day Centre and Masters House Day Centre (Nightingale Lodge) the aim is to re-locate the services to the proposed new Extra Care scheme when developed, which may require a temporary move to a different location in the area. Alternative locations for these are being explored.
- 5.4. In the case of Cranleigh Paddock, there is sufficient supply of day services in the area to meet demand. It is therefore proposed that service users be offered a range of appropriate day care alternatives, including at a nearby centre run by an independent provider.

6. Bulmer House, Petersfield

- 6.1. Bulmer House is a 44 bed residential care home in Petersfield providing support to older people. Due to a lack of demand, the decision was made in October 2012 to close one wing of the building and therefore reduce the number of beds available from 44 to 33. Currently there are 27 people living there.
- 6.2. The building was built in 1976 for people with much lower dependency needs and was not designed to take people 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.
- 6.3. It has been identified that works totalling approximately £2.6m would be required to bring the building up to modern standards. It is estimated that this would result in the number of beds being reduced to 20 which is not an economic size at which to operate.
- 6.4. Alternative provision in the local area has been reviewed. Hampshire County Council commissions nursing and residential care for older people in 12 independent sector care homes in Petersfield and the surrounding area (within 5 mile radius) which includes Liss, providing a total of 401 beds.
- 6.5. An initial feasibility study has identified the potential to develop an Extra Care assisted living scheme of the desired size on the site of Bulmer House. During the proposed consultation process, detailed site planning work will be carried out to test this initial view.
- 6.6. There is currently an older person's day centre on site at Bulmer House. This service, run by Hampshire County Council, is used by 24 people. It is proposed that in the longer term, a new venue for day services is developed in the new Extra Care scheme. In the interim, it is proposed that the service is relocated to alternative accommodation in Petersfield. It is not proposed that the day service provided be reduced in any way.
- 6.7. It is proposed to undertake a 12 week public consultation on the closure of Bulmer House care home. Should recommendations be taken forward, it is proposed that the residents and relatives be offered a range of suitable alternatives. Care managers and social workers will work closely with residents and their families to develop person-centred plans to ensure that care meets their needs. The results of the consultation will be presented to the Executive Member for Adult Social Care on 27 November 2013. Should the decision be taken to close the home, it is likely that the home could be closed in Spring 2014; however the home would not close until satisfactory alternative accommodation is found for all of the current residents.

7. Cranleigh Paddock, Lyndhurst

- 7.1. Cranleigh Paddock is a 30 bed residential care home in Lyndhurst providing support to older people. Currently there are 29 people living there.
- 7.2. The building was built in 1980 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.

- 7.3. It has been identified that works totalling approximately £2.6m would be required to bring the building up to modern standards. It is estimated that this would result in the number of beds being reduced to 16 which is not an economic size at which to operate.
- 7.4. Hampshire County Council operates Forest Court Nursing Home in Calmore (7 miles from Cranleigh Paddock). Forest Court is a purpose-built home, built in 2004, providing 80 en-suite nursing beds. Should the decision be made to close Cranleigh Paddock, Forest Court would become a specialist dementia and nursing facility. It is likely that Forest Court would have the capacity to provide for current Cranleigh Paddock residents, should it be their preferred option.
- 7.5. Hampshire County Council also commissions nursing and residential care for older people in 10 independent sector care homes in Lyndhurst and the surrounding area (within 5 mile radius), which provide a total of 304 beds.
- 7.6. An initial feasibility study has identified the potential to develop an Extra Care assisted living scheme of the desired size on the site of Cranleigh Paddock. During the proposed consultation process, detailed site planning work will be carried out to test this initial view.
- 7.7. There is currently an older person's day centre on site at Cranleigh Paddock. This service, run by Hampshire County Council, is used by 15 people, with an average daily attendance of between 8 and 9 people. Should the proposals be taken forward, it is proposed that these day service clients be offered a range of alternatives, including an independent sector-run day centre less than a mile away in Lyndhurst.
- 7.8. It is proposed to undertake a 12 week public consultation on the closure of Cranleigh Paddock care home and day centre. Should recommendations be taken forward it is suggested that the residents and relatives be offered a range of suitable alternatives. Care managers and social workers will work closely with residents and their families to develop person-centred plans to ensure that care meets their needs. The results of the consultation will be presented to the Executive Member for Adult Social Care in November 2013. Should the decision be taken to close the home, it is likely that the home could be closed in Spring 2014; however the home would not close until satisfactory alternative accommodation is found for all of the current residents.

8. Deeside, Basingstoke

- 8.1. Deeside is a 33 bed residential care home in Basingstoke providing support to older people with physical frailty and/or dementia. Currently there are 29 people living there.
- 8.2. The building was built in 1965 for people with much lower dependency needs and was not designed to take service users with higher dependencies. As

with the other homes, the size of bedrooms and size and layout of corridors present particular difficulties.

- 8.3. It has been identified that works totalling approximately £2.3m are required to bring the building up to modern standards. It is estimated that this would result in the number of beds being reduced to 19 which is not an economic size at which to operate.
- 8.4. Hampshire County Council operates Oakridge care home in Basingstoke (4 miles from Deeside), which has 34 residential beds and 48 nursing beds. Hampshire County Council is currently building an extension to Oakridge to supplement the capacity in Basingstoke. This extension will provide additional capacity of 10 en-suite rooms which will form a specialist dementia-care unit, as well as an extensively refurbished communal area. This capacity would create the ability to offer current residents of Deeside the option of moving to the new wing, due for completion in Summer 2014, should they choose to do so.
- 8.5. Hampshire County Council also commissions nursing and residential care for older people in 9 independent sector care homes in Basingstoke and the surrounding area (within 5 mile radius), which provide a total of 454 beds. Newman Court, the new-build Extra Care assisted living scheme in Basingstoke, opened in February 2012, with 64 units (of which 30 are shared equity).
- 8.6. Discussions are underway in respect of opportunities for a second Extra Care development in the town, which would enhance the capacity for older people with care needs. It is proposed that the site value of Deeside be reinvested into this proposed development.
- 8.7. It is proposed to undertake a 12 week public consultation on the closure of Deeside care home. Should recommendations 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 person-centred plans to ensure that care meets their needs. The results of the consultation will be presented to the Executive Member for Adult Social Care in November 2013. Should the decision be taken to close the home, it is likely that the home could be closed in Spring 2014; however the home would not close until satisfactory alternative accommodation is found for all of the current residents.

9. Nightingale Lodge, Romsey

- 9.1. Nightingale Lodge is a 39 bed residential care home in Romsey providing support to older people. Currently there are 36 people living there.
- 9.2. 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.

- 9.3. It has been identified that works totalling approximately £2.54m would be required to bring the building up to modern standards. It is estimated that this would result in the number of beds being reduced to 20.
- 9.4. Alternative provision in the local area has been reviewed. Fleming House, another Hampshire County Council home with 25 residential and 30 nursing beds in Eastleigh (10.5 miles from Nightingale Lodge) could potentially offer an alternative choice for those who may prefer a smaller home environment.
- 9.5. Hampshire County Council commissions nursing and residential care for older people in 10 independent sector care homes in Romsey and the surrounding area (within 5 mile radius), which offer a total of 346 beds. In the villages surrounding Romsey, (between 5 and 7 miles from the centre) Hampshire County Council commissions nursing and residential care for older people in 4 independent sector care homes, which offer a total of 134 beds, and in neighbouring Chandlers Ford, the Council commissions nursing and residential care in 4 residential homes offering a total of 144 beds.
- 9.6. An initial feasibility study has identified the potential to develop an Extra Care assisted living scheme of the desired size on the site of Nightingale Lodge. During the proposed consultation process, detailed site planning work will be carried out to test this initial view.
- 9.7. Master's House is an older person's day centre on site at Nightingale Lodge. This service, run by Hampshire County Council is used by 31 people. Subject to the final site plans, it may be possible to retain Master's House during a phased redevelopment of the rest of the site. If this is not possible, then it is proposed to temporarily re-locate the day service elsewhere in the area until a new venue can be developed as part of the Extra Care assisted living scheme.
- 9.8. It is proposed to undertake a 12 week public consultation on the closure of Nightingale Lodge care home. Should recommendations be taken forward it is suggested that the residents and relatives be offered a range of suitable alternatives. Care managers and social workers will work closely with residents and their families to develop person-centred plans to ensure that care meets their needs. The results of the consultation will be presented to the Executive Member for Adult Social Care in November 2013. Should the decision be taken to close the home, it is likely that the home could be closed in Spring 2014; however the home would not close until satisfactory alternative accommodation is found for all of the current residents.

10. Staffing implications

- 10.1. There will be staffing implications given that the future employment of all staff working within the five services will need to be considered, if the decision is made to close the homes following the consultation. Currently there are 190 staff working across the four residential homes and Cranleigh Paddock Day Centre (see table 2 below), with a significant variation in the time worked for Hampshire County Council from 1 to 20+ years.

Table 2:

Service	Number of staff	FTE
Bulmer House	45	29.8
Cranleigh Paddock	48	30.3
Deeside	43	29.97
Nightingale Lodge	50	31.75
Cranleigh Paddock Day Centre	4	3.08
TOTAL	190	124.89

- 10.2. Should the decision, following consultation, be to close the four homes and day centre, the intention would be to offer voluntary redundancy or redeployment to the staff affected. Some staff may be able to move to vacant roles in Hampshire County Council, including other care homes.
- 10.3. If recommendations 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 they have all the necessary skills to meet all the residents' needs.
- 10.4. If the proposals to go out to consultation are agreed, staff will be able to take part in a formal staff consultation process that will run during the public consultation. Sensitive and timely support will be available for staff during this period. Managers together with dedicated HR support 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.

11. Engagement and process for consultation

- 11.1. 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 29 July 2013. 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.
- 11.2. It is proposed to carry out an extensive formal consultation for service users, family members and other stakeholders throughout August, September and early October 2013. This 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. Advocacy services would also be made available to support residents during this time. Given many people take their holidays during this period, there will be a flexible approach to arranging one-to-one meetings, with events spread over both August and September to ensure that all those who wish are able to fully participate.

- 11.3. The consultation would be publicised on the Hampshire County Council website. www.hants.gov.uk/residential-care-consultation
- 11.4. During this period a dedicated team of 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 relevant home. Consultation would also take place with users of the day centres attached to Bulmer House, Cranleigh Paddock and Nightingale Lodge (Master's House).
- 11.5. The consultation would also seek to engage with local Clinical Commissioning Groups on the wider strategy for meeting the needs of older people across Hampshire.
- 11.6. The consultation would seek views on the closure of these residential homes and housing, care and support options for older people.
- 11.7. 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 larger face to face events, who will be offered individual discussions in a time, place and format which is best for them.

12. Engagement with staff

- 12.1. Extensive consultation on the proposed changes would take place with staff and trade unions throughout the consultation period.
- 12.2. If consultation goes forward and proposals to close the homes and day centre are agreed in November, 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.
- 12.3. In order to minimise 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. The Council would also try to support staff to seek alternative employment through our contacts in the care sector.

13. Local Member engagement

- 13.1. 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 overall consultation. There would be active engagement with local Members, offering the opportunity to have written and personal briefings on the proposed plans.

14. Finance

- 14.1. The full year effect potential savings, for 2014/15 onwards, are summarised in table 3 below.

Table 3:

	Gross budget (£k)	Income foregone (£k)	Gross saving (£k)	Current occupancy
Bulmer House	1,015	457	558	27
Cranleigh Paddock	893	309	584	29
Deeside	857	264.8	592	29
Nightingale Lodge	996	360.2	635	36
Total	3,761	1,391	2,369	121

- 14.2. It has been estimated that the cost of modernising the four homes would be in excess of £10m. Such modernisation would also mean that the loss of rooms, which would make it less financially viable to operate the homes.
- 14.3. Should the decision be taken to close the homes, approval would be sought to reuse 100% of any capital receipt or value in kind from the sale and / or use of these sites for the Extra Care programme. Priority will be given to developing Extra Care assisted living schemes on the sites at Bulmer House, Cranleigh Paddock and Nightingale Lodge, should they be deemed to be suitable following the detailed site assessment and planning, and to re-investing the capital receipt from the sale of the site at Deeside for the building of a new Extra Care scheme in Basingstoke.
- 14.4. It is likely that there would be additional costs involved in the proposed temporary re-location of Bulmer House and Master's House Day Centres, however every attempt will be made to use suitable alternative Hampshire County Council accommodation to minimise these.

15. Legal implications

- 15.1. There is a requirement to ensure that proper and timely consultation takes place with all interested key stakeholders. This is outlined in sections 11, 12 and 13 of this report.
- 15.2. 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.

16. Equalities impact assessment

- 16.1. A full Equalities Impact Assessment has been carried out on the proposals to consult which has indicated that the main impact would be on those older people living in the four homes affected. Alternative services would be

available for those affected which meet their needs. During the consultation, support from social workers, care managers and advocacy services would be put in place to help these people adapt to any potential change. This will include detailed person-centred planning with the support of their family, to ensure alternative services meet their needs.

- 16.2. Due to the high proportion of women who both work in and use these services, many of those affected would be women, although they are not being targeted specifically. If the decision was made to close the homes following the consultation, residents would be supported to move onto a home of their choice; staff will be supported to relocate within the Council where appropriate. For further details see Integral Appendix B.

17. Future direction

- 17.1. Following consultation as outlined in sections 11-13 above, a paper will be presented to the Executive Member for Adult Social Care Decision Day on 27 November 2013 which will detail the findings of the consultation, and recommend future action.

18. Recommendations

- 18.1. That permission is granted to consult on the proposal to close Bulmer House residential care home in Petersfield with a view to the proposed redevelopment of the site for Extra Care assisted living.
- 18.2. That permission is granted to consult on the proposal to close Cranleigh Paddock residential care home and older people's day centre in Lyndhurst with a view to the proposed redevelopment of the site for Extra Care assisted living.
- 18.3. That permission is granted to consult on the proposal to close Deeside residential care home in Basingstoke and to seek to recycle the site value to support an Extra Care assisted living development elsewhere in Basingstoke.
- 18.4. That permission is granted to consult on the proposal to close Nightingale Lodge residential care home in Romsey with a view to the proposed redevelopment of the site for Extra Care assisted living.
- 18.5. That a further report be presented to the Executive Member for Adult Social Care Decision Day in November 2013 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
Transforming adult social care: improving outcomes for older people through modernisation of care and support	4054	21 September 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>
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 four residential homes and the three day centres affected.
- 1.2. Alternative services would be available. These would not exclude anyone who meets the eligibility criteria for these services (i.e. 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. To mitigate this, individual care assessments would be carried out with each of the current service users. Support from social workers, care managers and advocacy services would be put in place to help these people adapt to change 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 sections 10 and 16 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:

www.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 four 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 assisted living 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.

Sheltered Housing Schemes Enhanced to Extra Care

By 1 July 2013, 457 places in existing sheltered housing schemes will have their level of service enhanced to extra care. They are:

Scheme	Location	Capacity	Open Date
Abbey Court	Basingstoke	51	September 2011
Warner Court	Andover	39	January 2012
Barfields	Lymington	52	August 2012
Gore Grange	New Milton	37	August 2012
Winifrid House	Totton	26	August 2012
Place Court	Aldershot	53	April 2013
St Johns	Farnborough	40	April 2013
Rowan Court	Chandlers Ford	21	June 2013
Fernhill Court	Chandlers Ford	27	June 2013
Laburnhan Court	Hedge End	56	June 2013
Danemark House	Winchester	35	July 2013
Matilda House	Winchester	20	July 2013

Phase One New-Build Extra Care Schemes

Scheme	Location	Capacity	Open Date
Lion Oak Court	Andover	52	January 2011
Juniper Court	Gosport	50	March 2011
Campbell Place	Fleet	74	August 2011
Newman Court	Basingstoke	64	February 2012

Hampshire County Council Existing and Potential Sites Relating to Extra Care

