

CABINET	AGENDA ITEM No. 5
10 JULY 2012	PUBLIC REPORT

Cabinet Member(s) responsible:	Councillor Fitzgerald, Cabinet Member for Adult Social Care	
Contact Officer(s):	Terry Rich, Executive Director Adult Social Care Tim Bishop, Assistant Director Strategic Commissioning Adult Social Care	Tel. 01733 748444 01733 748422

OLDER PEOPLE'S ACCOMMODATION STRATEGY - 2012

R E C O M M E N D A T I O N S	
FROM : Executive Director of Adult Social Care	Deadline date : N/A
<ol style="list-style-type: none"> 1. That Cabinet approves the refreshed Peterborough Older People's Accommodation Strategy (as attached at Appendix 1) and; 2. Authorise consultation with residents and families, and appropriate staff, on the proposed closure of the two care homes: Greenwood House and Welland House. 	

1. ORIGIN OF REPORT

- 1.1 This report is submitted to Cabinet following a review of the Strategy for Older People's Accommodation and Housing Related Support Services for Peterborough (2007).
- 1.2 The original strategy was agreed by Cabinet in June 2007 and a further report recommending next steps was approved by the Cabinet in February 2010. That report outlined the closure plans for three care homes, the development of extra care housing and identified that services at Greenwood House and Welland House would need to be provided elsewhere in due course.

2. PURPOSE AND REASON FOR REPORT

- 2.1 The purpose of this report is to seek approval from Cabinet for the attached Peterborough Older People's Accommodation Strategy 2012 and for Cabinet to agree adoption of the strategy and consequent consultation on the proposed closure of the two care homes: Greenwood House and Welland House.
- 2.2 This report is for Cabinet to consider under its Terms of Reference No. 3.2.4, to promote the Council's corporate and key strategies and Peterborough's Community Strategy and approve strategies and cross-cutting programmes not included within the Council's major policy and budget framework.

3. TIMESCALE

Is this a Major Policy Item/Statutory Plan?	NO
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4. PETERBOROUGH OLDER PEOPLE'S ACCOMMODATION STRATEGY

4.1 In 2007, Cabinet adopted the Strategy for Older People's Accommodation and Housing Related Support which approved the development of a range of services to help people to remain in their own homes for as long as possible, to develop extra care housing as a high quality option for people needing higher levels of care and support, and to ensure appropriate specialist services are in place to meet local needs.

4.2 Since that time the Council has continued to commission Extra Care Housing, with The Spinney in Eye opening in April 2011. We now have over 230 Extra Care places in Peterborough with plans for more.

4.3 The refreshed strategy reviews the previous plans and updates them. It outlines the Council's plans for the accommodation needs of older people in Peterborough who require support from social care to live their lives. It builds on the 2007 strategy when people told us as part of that consultation:

"Over 90% (of people) confirmed their wish to remain at home and be supported to do so, through the provision of aids and home adaptations wherever possible. Over 90% identified extra-care or supported housing as their preferred option if remaining in their current home became too difficult. At the same time, the vast majority recognized the continuing need for care home provision for the minority with particularly high levels of dependency/complex needs." (page 16, 2007 strategy).

4.4 The Peterborough Older People's Accommodation Strategy 2012 is a brief and informative document that updates the 2007 strategy taking forward the plans and actions that were agreed at that time. It is entirely consistent with the plans and actions identified and agreed in 2007, but updates the context and refreshes the actions now needed. The updated strategy acknowledges the move of Adult Social Care back to the Council and the changed economic circumstances in which we now live and work.

4.5 The centre of the strategy is the Council's Adult Social Care vision for people in Peterborough:

- Promote and support people to maintain their independence
- Deliver a personalised approach to care
- Empower people to engage with their communities and have fulfilled lives

4.6 The Purpose of the Strategy:

- To understand the progress in the development of Peterborough's accommodation options;
- To provide clear direction and targets for future housing developers;
- To improve opportunities for people to live in suitable accommodation based on their current and potential future needs;
- To ensure people are able to access stable life long accommodation with their own tenancy, part ownership or full ownership;
- To promote choice;
- To promote care at home and avoid admissions to hospital or long-term residential care; and
- To ensure choice and a stable environment at end of life care.

4.7 The Desired outcomes of the Strategy:

- Older People are provided with the right information in the right way to enable them to make real choices about their housing and accommodation;
- There is a range of appropriate accommodation available;

- The market is responsive and provides good quality accommodation at realistic and competitive prices; and
- People are supported to live where they want and to make choices which are right for them.

4.8 The Strategy sets out information about:

- Peterborough;
- Adult Social Care Commissioning;
- Current Housing Choices;
- The costs of support;
- What is needed in the future;
- Future plans; and
- Knowing we are making a difference (performance management).

4.9 It is important that Cabinet notes the demographic projections set out in the strategy, which specifically include:

- a growth in the population aged 85 and over between 2008 and 2012 of some 400 people;
- a significant growth in the numbers of older people in Peterborough over the next 10-15 years (data from the Joint Strategic Needs Assessment); and
- The number of people with dementia living in Peterborough increasing by just under 200 from 2010 to 2015 and by another 260 by 2020. (Dementia UK Report, Alzheimer's Society, 2007)

5. IMPLEMENTATION OF THE STRATEGY

5.1 Modern expectations of provision in care homes are set out in the Care Quality Commission's (CQC) standards for people who need residential care as follows:

- Designed and adapted so that people can move around and be as independent as possible in activities of daily living, and meet the appropriate requirements of the Disability Discrimination Act 1995
- Have sufficient toilets, and where necessary bathroom and bathing facilities, that take into account people's diverse needs and promote their privacy, dignity and independence
- That individual rooms are of a size and shape that supports their lifestyle, care, treatment and support needs and enables access for care, treatment and support and equipment.

5.2 In order to meet these standards the Council is continuing to work with partners to commission Extra Care Housing, for example Cross Keys will be on site in Stanground later in the summer to begin work on a new Extra Care home which will provide just under 80 new Extra Care units and a full range of modern facilities.

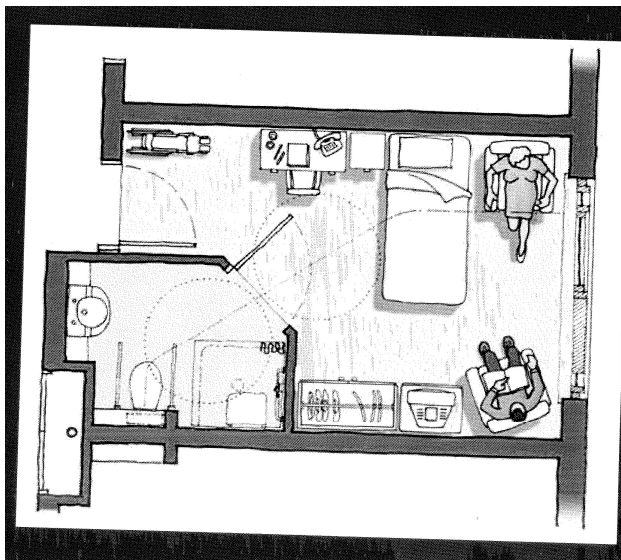
5.3 The Council will continue to commission from the independent sector and ensure good quality services in line with the CQC standards are available in Peterborough, taking into account the wishes of the residents and their families.

5.4 There is good provision within the independent sector in Peterborough, which meets the CQC standards. For example, owners of such homes have given descriptions of their facilities as follows:

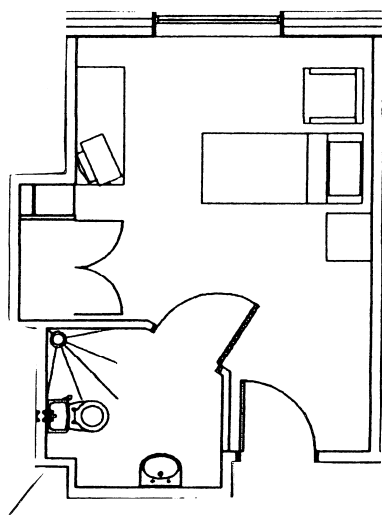
'... provides a range of rooms all of which exceed the government's guideline on space and all 86 rooms are equipped with en-suite walk-in showers, WC's and flat screen TV's.'

'Our bedrooms are all furnished to a high standard and each one has colour coordinated soft furnishings, all selected by our experienced interior designer. Each room has en-suite facilities, a remote controlled television, 24-hour call system, telephone points, thermostatic radiators and smoke detectors, as well as views onto the beautiful gardens.'

5.5 A typical room plan for a modern residential care home is shown below:



5.6 Details taken from plans for a new build private care home in Peterborough show that the room size is approximately 25 m² as shown below on the plan, and this does not include the en suite facilities:

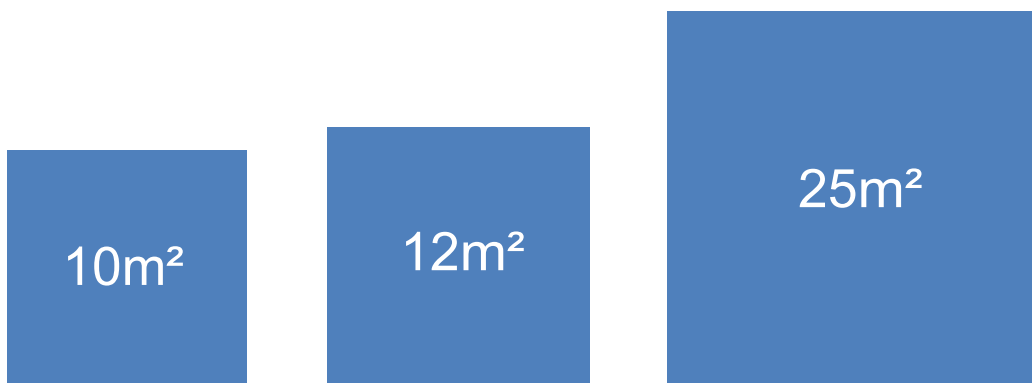


5.7 For this particular new build, the owner points out that particular attention has been paid to issues such as:

- The large bay window at waist height for optimum viewing ability;
- The resident chair located next to the window to allow natural light for reading;
- The bed position which allows the resident when in/on the bed to have views both out of the window and out of their door if this is open, it also allows staff to have a glancing view in without having to intrude;
- The circulation around the bed, particularly for wheelchair access;

- The built in double wardrobe which prevent the risk of a standing object, it allows a lot more room and, being double, gives the resident far more capacity to store;
- The en – suite door angle should always open away from the resident and not into the resident;
- The built in fridge which allows either the resident or visitors to store items such as milk, cold drinks, snacks

5.8 The diagram below shows comparative room sizes:



5.9.1 The Council wishes to ensure that there is a Peterborough standard and that all new build homes exceed the minimum CQC standard room size of 12m² (excluding en-suite), provide en-suite facilities and also meeting the amenity space requirement of at least 4.1m² per resident to provide the kind of spaces needed for activities such as:

- Physical activity and keep fit
- Cooking classes
- Reminiscence work
- Watching films
- Space to wander in a safe environment for people with dementia
- Safe outdoor space for all residents, including for people with dementia

6. GREENWOOD HOUSE AND WELLAND HOUSE

6.1 Greenwood has 38 beds and 18 day care places. There are four permanent residents, 12 beds used as interim beds and 22 people per week (at different times) using the day care facilities. During the last 12 months the use of interim beds has been approximately 90%. Seventy four staff are employed at Greenwood of which 68 are residential staff and six are day care staff.

6.2 Welland has 48 beds and 24 day care places. There are 29 permanent residents and 47 people using day care per week (at different times). Ninety three staff are employed at Welland of which 85 are residential staff and eight are day care staff.

6.3 The homes are also used for respite care by about 80 people. On an annual basis this accounts for about 550 weeks of respite care.

6.4 Whilst offering appropriate standards of care and meeting residents needs, the two remaining 'in house' residential care services offer poor standards of accommodation, including:

- Limited private space that restricts the amount of personal furniture and belongings a resident can furnish their room with;

- Small bedrooms (room sizes which vary from 8-10m² and 16m² for shared rooms) which do not meet new building standards, and make moving someone who needs assistance difficult as many of the rooms will only allow for a bed against one of the walls;
 - The small bedrooms also make the use of a hoist where necessary, difficult;
 - Greenwood having no en-suite facilities and people using commodes in their room;
 - Welland only having four en-suite room in a home that is registered for 48 people;
 - Communal spaces which are limited and do not afford adequate space for wandering safely;
 - Outdoor spaces which are not contained and not part of the home eg. many newer built homes have internal courtyards or special patio and terrace areas where people can wander or sit; and,
 - Out of date buildings that require significant upkeep and maintenance due to their age.
- 6.5 Staff and managers at Greenwood House and Welland House have had to provide care in a challenging environment for some time. This has led to issues being raised by CQC about quality of service provided in the past, although these issues have all now been addressed.
- 6.6 The Council has considered how the physical make up of these two homes might be improved, and has looked at remodelling and rebuilding as options. Current standards for new build residential care require a minimum of 12m² for single rooms (significantly larger than the present room sizes which vary from 8-10m² and 16m² for shared rooms) but if remodelling or rebuilding the Council would want to ensure that rooms exceeded this minimum standard.
- 6.7 Initial calculations using the Davis Langdon Mini Cost Model – Nursing Homes tool as a guide indicates that the rebuild costs for the two homes would be circa £2.2m, just for the build costs, with additional costs of demolition and fitting out with items such as beds, furniture and equipment.
- 6.8 Comparing the facilities that are currently available in Greenwood House and Welland House with what the independent sector in Peterborough can currently offer, leads to the conclusion that the Strategy demands that the Council achieves a better outcome for people who need residential care. There are facilities readily available which provide an environment where the physical and emotional wellbeing of residents is better served than is currently possible in these two homes.
- 6.9 The Council could consider remodelling and rebuilding the two homes, however the cost of doing so is significant, and there is no need to do so at present, because there is currently sufficient provision of an appropriate standard elsewhere. It should be noted that remodelling or rebuilding would result in residents having to move out of the homes during the works, so this is not an option that would prevent any disruption for residents. It remains possible that in the longer term, additional very specialist residential services for people whose needs cannot be met in extra care housing or standard residential care might become necessary, but there is sufficient provision for the short to medium term, and this will be kept under review.
- 6.10 Having considered all the options available, Cabinet is asked to authorise consultation with residents and families, and appropriate staff on the proposed closure of the two care homes.

7. CONSULTATION

- 7.1 If the recommendation to consult on the proposed closure is approved the Council will consult with all the people who use the homes: permanent residents; day care users; interim care users and respite users and with their families, family carers and independent advocates. It will also ensure that specialist social work staff are available to advise and

assist with any questions and concerns on a one to one basis. Specialist advocates will also be made available to support people.

7.2 After appropriate consultation, if the decision is to close the homes, the Council will:

7.2.1 work individually with each person using residential care to ensure they are able to move to a service which meets their needs, at no additional cost to them;

7.2.2 work individually with each person using day care services to offer them a range of choices that meet their needs;

7.2.3 offer the opportunity for any resident or day care user who wishes to do so to move together in a group or with a friend;

7.2.4 extend the respite and interim care beds currently commissioned from the independent sector and increase the numbers already commissioned to offer wider choice of home, and location;

7.2.5 consult fully with all staff, in a way that meets statutory requirements and also supports staff through this period of uncertainty. This consultation will include all staff currently employed in older people's day care services (26 people), not just the 14 staff employed on the combined sites providing a stand alone day care service, as they will need to be treated as a single group. Adult social care managers supported by HR colleagues will run this consultation process and support staff through it;

7.3 While there is limited national guidance on covering changes to residential care, these recommendations take into account recent ADASS guidance and Social Care Association guidance, and the significant case law covering changes to residential services. In line with guidance and case law the Council will ensure that due process is followed in relation to:

- Consultation and engagement;
- Review and risk assessment of each individual resident's circumstances and needs;
- Compliance with the Mental Capacity Act to ensure those without capacity to make their own decisions are properly supported, that decisions are made in their best interests and that their rights are protected;
- Choice of where to move to (every permanent resident affected will have a guaranteed place at no extra cost);
- A sensitive approach taking account of how difficult change and moving home can be, particularly for older people; and
- Appropriate communication and information to those affected and to stakeholders.

7.4 To fulfil its obligations set out above, the Council will ensure dedicated social workers are allocated to residents and have full discussions with them and their family, friends and advocates about the options being considered. It is possible that this process may present an opportunity for a resident to move nearer to family or to think about a care home in an alternative area if they wish to do so.

7.5 For those residents who don't have regular contact with family or friends the Council has commissioned Age UK Peterborough to allocate advocates to work with residents and ensure that their views are heard as part of the consultation.

8. FINANCIAL CONSIDERATIONS

8.1 The unit cost of in-house residential provision is significantly higher than that which can be obtained in the independent sector. Whilst both homes remain open the additional cost to the Council per month, compared to external provision, is £146,000.

- 8.2 In terms of Day Care provision the assumption is that the cost of provision in the external sector will be covered by existing budgets for Day Care in Greenwood House and Welland House.
- 8.3 If the decision is to close the two homes, there will be a significant one off cost of redundancies of staff which is expected to be in the region of £1.65m. Redundancy costs will be covered through the Council's Capacity Fund.
- 8.4 If, after consultation, the decision is to close the two homes, their availability for development will provide a potential capital receipt for the Council. The Capital Programme for Adult Social Care contains £6m which is potentially available for the provision of Extra Care and other provision in line with Older People Accommodation Strategy.

9. ANTICIPATED OUTCOMES

- 9.1 That this refreshed strategy provides a clear direction for the provision of accommodation for older people that meets the Care Quality Commission's standards.

10. REASONS FOR RECOMMENDATIONS

- 10.1 The previous strategy is now five years old and needs to be updated, taking into account modern standards and expectations of care provision for older people.
- 10.2 The Council needs to ensure people have access to good quality residential and nursing care in fit for purpose surroundings, which support staff and managers to meet people's individual personalised needs.

11. ALTERNATIVE OPTIONS CONSIDERED

- 11.1 The homes to continue to provide a residential service with no changes. This was rejected because the resident room sizes are small and do not meet modern standards, or the quality of provision that the Council wishes to provide for older people.
- 11.2 The homes to be sold as a going concern. This option has been rejected because the costs of running the homes and the improvement costs would not make them viable businesses to sell.
- 11.3 The homes be developed and improved. Significant costs would be incurred to improve the homes and it may be more cost effective to demolish and rebuild them. Initial cost modelling indicates that for the two homes, with like for like built on modern standards, the build cost alone would be circa £2.2m, with additional costs of demolition and fitting out. Given the national data and the number of rooms resulting it is unlikely this would be a cost effective option and would still require residents to leave the homes while work was undertaken.

12. IMPLICATIONS

- 12.1 Financial: Better value for money can be achieved by purchasing care home places needed within the independent sector. Given the age and condition of the in-house properties a better physical quality of accommodation can also be achieved by people being in modern homes with larger rooms and en-suite facilities.
- 12.2 Discrimination and Equality: Older people often feel discriminated against on the grounds of age (one of the protected groups within equality legislation). This strategy aims to ensure that older people have choice and access to quality accommodation.

12.3 Legal: this strategy is legally compliant and any consultation process with regards to the proposed closure of the two homes will follow good practice and available guidance.

12.4 The council will need to carefully consider the best use of the sites vacated by the two care homes. Additional extra-care provision is identified within the strategy and one of these sites might be used to provide extra care housing particularly for people with high or complex needs eg. dementia, stroke care.

13. BACKGROUND DOCUMENTS

Used to prepare this report, in accordance with the Local Government (Access to Information) Act 1985)

Older People's Accommodation and Housing Related Support Strategy 2007

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