

ADULTS AND COMMUNITIES OVERVIEW AND SCRUTINY COMMITTEE
1 SEPTEMBER 2015

SUPPORTED ACCOMMODATION FOR OLDER PEOPLE
IN LEICESTERSHIRE
CATHERINE DALLEY HOUSE ELDERLY PERSONS HOME

REPORT OF THE DIRECTOR OF ADULTS AND COMMUNITIES

Purpose of Report

1. The purpose of this report is to invite members of the Adults and Communities Overview and Scrutiny Committee to comment on the proposal to close the Catherine Dalley House Elderly Persons Home (EPH), Melton Mowbray, and to explore the options for this EPH and adjacent former Silverdale Hostel site, as part of the consultation process.

Policy Framework and Previous Decisions

2. The Care Act 2014, together with the Care and Support Statutory Guidance issued under it, sets out local authorities' obligations towards adults with needs for care and support and towards carers. Since the implementation of the Act in April 2015, the emphasis on the role of local authorities has shifted from the provision of particular services to the concept of meeting needs. In view of this change, local authorities must recognise and consider each person's specific needs and how to meet them, rather than simply consider which service they will require.
3. Under the current Medium Term Financial Strategy (MTFS), the Adults and Communities Department is required to identify savings of £16,965,000 by 2016/17, increasing to £23,115,000 by 2017/18, which includes a contribution from the NHS to protect social care as part of our Better Care Fund Partnership. Catherine Dalley House EPH is within the scope of the T1 Review of the In-House Services Project, which has an associated MTFS savings target of £150,000 in 2016/17, increasing to £250,000 in 2017/18.
4. A proposed strategy for Supported Accommodation for Older People was considered by the Cabinet on 5 March 2007. Since then it has received a number of reports on in-house residential care, including the Catherine Dalley site, details of which are given in the background of this report. In September 2012, nine of the Council's EPHs were transferred to the private sector.
5. The Cabinet approved the commencement of consultation on the potential closure of Catherine Dalley House EPH at its meeting on 16 June 2015. It was agreed that

options for the future use of the Catherine Dalley House EPH and the adjacent former Silverdale Hostel site be explored, including a feasibility study to develop a standalone extra care housing scheme on the sites.

6. Since 2007, the Cabinet has been asked to approve an option for consultation affecting Catherine Dalley House EPH on four occasions, resulting in ongoing uncertainty for residents, relatives and staff at the care home. Notwithstanding the challenging efficiency and transformation agenda, it is imperative that an agreed option is achieved.
7. Catherine Dalley House EPH requires immediate works in the region of £140,000 over the next two years. In the following two to five years the estimated works required to meet regulatory standards are in the region of an additional £175,000. Investment/maintenance costs will continue to increase due to the age and configuration of the property, which will not be viable in the medium to long term.
8. Silverdale Hostel has stood vacant for several years, at an ongoing cost to the Council. The closure of Catherine Dalley House EPH would enable the development of both sites.

Background

9. A proposed strategy for developing supported accommodation for older people in Leicestershire was set out in a detailed report to the Cabinet on 5 March 2007. The initial proposal to decommission and close two of the Authority's 10 EPHs was subsequently withdrawn. An alternative proposal to consult on the option to transfer six of the 10 homes to an independent sector provider, as going concerns, was approved by the Cabinet on 7 August 2007.
10. The consultation process lasted for three months between 8 August 2007 and 29 October 2007 and on 23 November 2007 the Cabinet approved the transfer of six out of the 10 homes to the independent sector.
11. On 20 June 2008, the Cabinet noted the outcome of the procurement exercise to sell six in-house residential care homes (elderly persons) to the independent sector as going concerns. The provisional award of a contract for the sale of those homes and the disposal of the site of the former Silverdale Hostel to a Consortium was approved.
12. The then Director of Adult Social Care and Health was authorised to enter into discussions with the Consortium, aiming to finalise the contractual and conveyancing arrangements for the transfer of the six homes. The associated partnership arrangements for the development of the new build models of accommodation, comprising high quality dementia specific residential care and extra care housing schemes to be strategically located across the County, were also to be finalised.
13. On 29 June 2009, the Cabinet was advised that the Consortium had withdrawn and the decision was made to explore further options for all 10 homes.
14. On 15 December 2009, the Cabinet considered a report regarding progress with the development of alternatives to residential care through appropriate housing provision.

The Cabinet approved the Leicestershire Extra Care Housing Strategy for 2010-2015.

15. The Cabinet also agreed to consult on proposals in respect of all 10 County Council in-house residential care homes and on a standalone procurement of extra care housing and specialist dementia care for the Catherine Dalley House EPH and former Silverdale Hostel site. The consultation would include a contingency for the closure of Catherine Dalley EPH and the sale of the former Silverdale Hostel site separately in the event of a lack of market interest, or where a successful transfer could not be completed.
16. On 15 June 2010 the Cabinet approved the standalone procurement of extra care and specialist dementia care at the Catherine Dalley EPH and former Silverdale Hostel site in order to establish a flagship model of care in Melton.
17. On 26 July 2011 the Cabinet authorised the opening of competitive dialogue with bidders which reached the stage of shortlisting companies. It was subsequently agreed with the bidders that the procurement would be put 'on hold' pending transfer of nine County Council EPHs which was achieved in September 2012.
18. On 16 January 2013 the Cabinet agreed that the standalone procurement of extra care and specialist dementia care at the Catherine Dalley House EPH and the former Silverdale Hostel site be discontinued and procurement options to develop extra care further explored.
19. The County Council had identified a potential site suitable for a 60 unit extra care development on the former King Edward VII school site at Burton Road, Melton Mowbray (which was surplus and available for disposal). An outline planning application had been submitted for the former school site for residential development which included the proposed extra care facility and this was to be determined in March 2014. If the outline planning consent had been granted the County Council could have proceeded to market the whole site, including a condition for the proposed extra care provision. The successful purchaser would have been responsible for the design, development and operation of the future facility. It was anticipated that some of the units would have been available as affordable housing.
20. As a result of the market feedback from potential developers of the site, the Council decided to remove the extra care scheme from the outline planning application for the Burton Road site and re-consider its options for developing extra care in Melton in terms of a suitable and viable site. The Burton Road site is now surplus and is due to be sold with the benefit of planning permission for residential development.

Catherine Dalley House EPH and residential care in Melton

21. Catherine Dalley House EPH is registered to provide residential care for persons aged 65 and above and is located half a mile from the Melton Mowbray town centre. The maximum occupancy of the home is up to 31 people, however due to the configuration of some rooms it is only able to provide personalised support for 28 long term placements. Currently there are 11 long term residents at the home.
22. Catherine Dalley House EPH is not a purpose built residential care home. It was converted from a hunting lodge to a residential care home in 1957. The premises

were last extensively modernised and improved in 1996. This included complete redecoration, with new carpets and furnishings throughout.

23. As alternative models to residential care are developed, the complexity of needs of those accessing residential care home services continues to increase. Although the existing building is maintained to a reasonable condition, some of the current room sizes restrict accessibility by those with complex physical needs.
24. Catherine Dalley House EPH will require significant investment in the short to medium term to ensure it continues to meet regulatory standards. In the short and longer term external and internal structural repairs to different areas of the premises are required, including the roofs, windows, floors and ceilings. The hot and cold water cylinders need replacement.
25. Investment/maintenance costs will continue to increase due to the age and configuration of the property which will not be viable in the medium to long term. Catherine Dalley House EPH will struggle to meet the needs and expectations of older people of the future due to the limitations of the building.
26. Catherine Dalley House EPH remains the last older person's residential care home managed in-house with the remainder of the residential care services commissioned from the independent sector.
27. The following table details the breakdown of the care home beds for older people in the Melton area, including an increase in capacity since 2010:

Care Homes (older people) in Melton

	Residential and Nursing Care Homes Beds excluding Catherine Dalley House		Total Number of Residential and Nursing Care Homes Beds
	Registered for Dementia	Not Registered for Dementia	
Melton District - 2010	213	61	274
Melton District - 2014	231	86	317
Leicestershire Countywide - 2014	3274	733	4007

28. A planning application by Magnum Care Limited for a 91 bed nursing home close to Melton town centre has recently been approved by the Borough Council. The proposed facility is designed for older people, specialising in palliative and dementia care as regulated by the Care Quality Commission. Services offered would fall into four categories – residential care, nursing care, day care and continuing healthcare. The service would work closely with local councils and hospitals and offer free NHS care provisions under contract, local authority funded placements and private placements.

29. Long term admissions have not been accepted at Catherine Dalley House EPH since August 2014 and the number of permanent residents has fallen to 11. In recent months the home has focussed on providing short term support to meet home care capacity issues and a pilot reablement scheme funded through Better Care Together, to provide up to five older people leaving hospital an ongoing period of assessment and support to maximise their health and independence to enable their return home. This pilot scheme has now come to a natural end. The service is now working with commissioners on providing a small number of planned and unplanned short term/respite care placements.
30. The former Silverdale Hostel site has remained empty since 2008. All discussions with potential developers of extra care housing in the past have identified difficulties in developing only part of the site. It is believed that greater benefits can be achieved in developing the Catherine Dalley and former Silverdale site together.

Proposal

31. As a result of the investment required to maintain the home in the medium to long term, it is proposed to close Catherine Dalley House EPH and support residents to access suitable alternative accommodation. Subject to Cabinet approval and following the period of consultation referred to above, it is expected that the home would close at the end of March 2016. This timescale would allow for a carefully planned transition of remaining long term residents to alternative placements.
32. The Council will work with and support existing residents to access a suitable alternative placement and will ensure that no individual is financially disadvantaged.
33. Options for the future use of the Catherine Dalley House EPH and adjacent former Silverdale Hostel site in Melton would be explored, including a feasibility study to develop a preferred option of a standalone extra care housing scheme on the site.

Consultation

34. The public consultation exercise on the proposed closure of Catherine Dalley House EPH commenced on 23 June 2015 for a period of 90 days so that the views of the people who may be affected can inform the Cabinet in the final stages of the decision-making process. The consultation has followed the guidance set out in the Council's consultation principles, ensuring that it reaches all relevant stakeholders in appropriate formats and is open and transparent in the use of information. The consultation will be informed by the findings of the Equalities and Human Rights Impact Assessment (EHRIA) screening and the results included and considered in the final EHRIA report.
35. The consultation has adopted the following research methodology:-
 - (i) An online questionnaire open and available to the general public of Leicestershire on the Council's website. This has included targeted promotion of the consultation through the local media (especially in the Melton area), to ensure those most affected by the proposals have an opportunity to have their say;

- (ii) Separate consultation meetings for the current residents and/or their family members/carers and current staff working at Catherine Dalley House EPH have taken place on 8 July and 5 August 2015. These have been organised and promoted through individual invitation letters. Advocacy support is available, as required, to ensure that current residents are enabled to participate.
36. To date 59 completed questionnaires have been received; 51 online and eight paper copies.
37. Up-to-date feedback indicates: 31% strongly agree or tend to agree with the proposals and 62% strongly disagree or tend to disagree (the remaining 7% neither agree nor disagree or don't know). The key points are as follows:-
- (i) Catherine Dalley House offers a very good service and should be kept open;
 - (ii) Catherine Dalley House staff are very good and professional in their approach;
 - (iii) Catherine Dalley House is a real home to the residents;
 - (iv) Other care homes in the area are not as good as Catherine Dalley House; there are not enough vacancies to rehouse Catherine Dalley House residents;
 - (v) It would be disruptive to residents to move – they should be allowed to move as a group if possible and given the support of existing carers;
 - (vi) Residents should not have to pay more for any accommodation they move to.
38. There is an acceptance that the building in its current state requires improvement, although a number of responses say that this is outweighed by the excellent service provided.
39. The consultation ends on 21 September 2015. The outcomes of the consultation will be reported back to the Adults and Communities Overview and Scrutiny Committee at its meeting on 3 November 2015 prior to being reported to the Cabinet on 18 November 2015 for a final decision.

Resources Implications

40. There would be a potential saving of £145,000 per annum by closing Catherine Dalley House EPH, which will contribute to the Council's MTFS savings requirement, primarily T1 Review of the In House Services. These savings are calculated from reduced employment and property running costs offset by the costs of re-provisioning the service from the independent sector. The investment required for closure is £296,000. The main cost is estimated redundancy costs (£180,000), followed by staff support and maintenance (£60,000) with property disposal costs making up the balance. Costs are estimate at this stage, but can be accommodated in existing revenue budget and reserve provisions.. The ongoing savings and avoided maintenance costs justify this investment.
41. The Director of Corporate Resources and County Solicitor have been consulted on the contents of this report.

Conclusion

42. The investment required for the ongoing maintenance of Catherine Dalley House EPH will continue to increase and alternative options for developing the site have been considered and explored for a number of years now. The closure of Catherine

Dalley House would enable the site, as well as the former Silverdale Hostel site to become available for development, providing more options and opportunities for developers, including the preferred development of a standalone extra care housing scheme on the sites.

Background Papers

- Report to the Cabinet 25 June 2002 – Future Provision of In-house Residential Care Homes for Older People;
[http://politics.leics.gov.uk/Published/C00000135/M00000742/AI00004449/\\$CFutureProvisionInHouseResidentialHomesreport.doc.pdf](http://politics.leics.gov.uk/Published/C00000135/M00000742/AI00004449/$CFutureProvisionInHouseResidentialHomesreport.doc.pdf)
- Report to the Cabinet 3 September 2002 – Future Provision of In-house Residential Homes for Older People;
[http://politics.leics.gov.uk/Published/C00000135/M00000764/AI00004793/\\$CABEPH3902.doc.pdf](http://politics.leics.gov.uk/Published/C00000135/M00000764/AI00004793/$CABEPH3902.doc.pdf)
- Report to the Cabinet dated 5 March 2007 – Development of Supported Accommodation for Older People;
[http://politics.leics.gov.uk/Published/C00000135/M00001535/AI00015726/\\$SupportedAccommodationforOlderPeople.doc.pdf](http://politics.leics.gov.uk/Published/C00000135/M00001535/AI00015726/$SupportedAccommodationforOlderPeople.doc.pdf)
- Report to the Cabinet dated 7 August 2007 – Supported Accommodation for Older People in Leicestershire;
[http://politics.leics.gov.uk/Published/C00000135/M00001936/AI00016960/\\$BSupportedAccommodation070807.doc.pdf](http://politics.leics.gov.uk/Published/C00000135/M00001936/AI00016960/$BSupportedAccommodation070807.doc.pdf)
- Report to the Cabinet dated 23 November 2007 – Supported Accommodation for Older People in Leicestershire – Outcome of Consultation;
[http://politics.leics.gov.uk/Published/C00000135/M00001973/AI00017849/\\$ItemCSupportedAccommodation.doc.pdf](http://politics.leics.gov.uk/Published/C00000135/M00001973/AI00017849/$ItemCSupportedAccommodation.doc.pdf)
- Report to the County Council 5 December 2007– Supported Accommodation for Older People in Leicestershire;
[http://politics.leics.gov.uk/Published/C00000134/M00001929/AI00018111/\\$ReporttoCabinetSupportedAccommodationforOlderPeople.doc.pdf](http://politics.leics.gov.uk/Published/C00000134/M00001929/AI00018111/$ReporttoCabinetSupportedAccommodationforOlderPeople.doc.pdf)
- Report to the Cabinet 3 March 2008– Supported Accommodation for Older People in Leicestershire – Decision to Proceed to Tender;
[http://politics.leics.gov.uk/Published/C00000135/M00002082/AI00018987/\\$NSupportedAccommodationforOlderPeopleFINAL.doc.pdf](http://politics.leics.gov.uk/Published/C00000135/M00002082/AI00018987/$NSupportedAccommodationforOlderPeopleFINAL.doc.pdf)
- Report to the Cabinet 20 June 2008 – Supported Accommodation for Older People in Leicestershire – Provisional Award of Contract;
<http://politics.leics.gov.uk/ieListDocuments.aspx?CId=135&MId=2097&Ver=4>
- Report to the Cabinet – 29 June 2009 – Supported Accommodation for Older People in Leicestershire – Provisional Award of Contract;
[http://politics.leics.gov.uk/Published/C00000135/M00002314/AI00022662/\\$JSupportedAccommodationforOlderPeopleinLeics.doc.pdf](http://politics.leics.gov.uk/Published/C00000135/M00002314/AI00022662/$JSupportedAccommodationforOlderPeopleinLeics.doc.pdf)
- Report to the Cabinet – 16 June 2015 - Supported Accommodation for Older People in Leicestershire – Catherine Dalley House Elderly Persons Home
[http://politics.leics.gov.uk/Published/C00000135/M00004228/AI00043915/\\$516JuneSuppAccomforOlderPeopleinLeicsCatherineDalleyEPH3.docxA.ps.pdf](http://politics.leics.gov.uk/Published/C00000135/M00004228/AI00043915/$516JuneSuppAccomforOlderPeopleinLeicsCatherineDalleyEPH3.docxA.ps.pdf)

Circulation under the Local Issues Alert Procedure

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List of Appendices

Appendix A – Equality and Human Rights Impact Assessment

Relevant Impact Assessments

Equalities and Human Rights implications

43. Councils have statutory duties to have due regard for the need to promote equality as part of the Public Sector Equality Duty and also to be compliant with the Human Rights Act 1998.
44. The Council is required to embark upon a process of consultation regarding any service review proposals and take relevant feedback into consideration before reaching any decision regarding re-design/alternative provision. Proper consultation, which should be undertaken at a time when proposals are still at a formative stage, is an essential pre-requisite to a lawful decision to deliver these services in a different manner.
45. An EHRIA has been completed and is attached as Appendix A to this report for it to be considered as part of the decision making process. Further impact assessments will be completed dependant on the issues arising from the proposed consultation.