

ADULTS AND COMMUNITIES OVERVIEW AND SCRUTINY COMMITTEE
3 NOVEMBER 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 outcome of the consultation exercise in relation to 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 and the Care and Support Statutory Guidance issued under it sets out local authorities' obligations towards adults with needs for care and support and their carers. The implementation of the Act from April 2015 represents a shift from the previous duties on local authorities to provide particular services to the concept of meeting needs. This recognises that everyone's needs are different and personal to them, and that local authorities must consider how to meet each person's specific needs rather than simply considering which service they will require.
3. The Council's current Medium Term Financial Saving (MTFS) requires the Adults and Communities Department to identify savings of £16,965,000 by 2016/17 increasing to £23,115,000 by 2017/18. Catherine Dalley House EPH is within the scope of the T1 Review of In-House Services project, which has an associated MTFS 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 in 2007; since then it has received a number of reports on in-house residential care, including the Catherine Dalley site. In September 2012, nine of the Council's EPHs were transferred to the private sector, and since then the Authority has continued to explore alternative options for developing extra care in Melton and received market feedback from potential developers.
5. On 16 June 2015 the Cabinet approved the commencement of consultation on the potential closure of Catherine Dalley House EPH. It was agreed that options for the future use of Catherine Dalley House 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. A report to the Adults and Communities Overview and Scrutiny Committee Meeting held on 1 September 2015 invited Members 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. The following was resolved:
 - (a) That the report be noted;
 - (b) That it be noted that Catherine Dalley House was not purpose built and the accommodation was considered not to be fit for purpose;
 - (c) That the initial feedback from the consultation, which highlighted the good service provided by staff at Catherine Dalley House, be endorsed;
 - (d) That the intention to use the site to develop a standalone extra care housing scheme on the site be supported;
 - (e) That in the event of closure the remaining 11 residents and their carers be supported in finding appropriate alternative provision.

Background

7. This will be the fourth time since 2007 that the Cabinet has been asked to consider a report on the future of Catherine Dalley House EPH, resulting in ongoing uncertainty for residents, relatives and staff. This, together with the challenging efficiency and transformation agenda, makes it imperative that an agreed option is achieved.
8. The background to the previous consultations on the future of Catherine Dalley House is set out in the paper 'Supported Accommodation for Older People in Leicestershire Catherine Dalley House Elderly Persons Home' submitted to the Scrutiny on 1 September 2015.
9. Catherine Dalley House EPH requires immediate building works over the next two years in the region of £140,000. In the following two to five years the estimated works required are in the region of an additional £175,000 to meet regulatory standards. 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.
10. 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.

Catherine Dalley House EPH and Residential Care in Melton

11. 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 for 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.
12. Converted from a hunting lodge to a residential care home in 1957, Catherine Dalley House EPH will require significant investment in the short to medium term to ensure

that it continues to meet regulatory standards. External and internal structural repairs are required in the short and longer term to different areas of the premises, and in particular the roofs, windows, floors and ceilings require attention. The hot water and cold water cylinders need replacement.

13. Investment/maintenance costs however 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 will struggle to meet the needs and expectations of older people of the future due to the limitations of the building.
14. A desktop review of the needs of the current residents of the home indicates that independent living is not an appropriate option for them, and that their needs are now such that extra care (self-contained housing with varying levels of care and support available) is unlikely to be a suitable alternative.
15. The following table details the care home beds available for older people in the Melton area, including the increase in the period 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 |

16. In addition, a planning application by Magnum Care Limited for a 91 bed nursing home close to Melton town centre has been approved by Melton Borough Council and development work has commenced and is scheduled for completion in Autumn 2015.
17. Since August 2014, Catherine Dalley House has not accepted any long term admissions 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 short term pilot reablement scheme with Health funding through the Better Care Fund. This provided up to five older people leaving hospital at any one time an ongoing period of assessment and reablement to maximise their health and independence and enable them to return home. This pilot ended in July 2015, with 14 people having participated in it.
18. Catherine Dalley House EPH is adjacent to the former Silverdale Hostel site which has remained empty since 2008. All discussions with potential developers of extra care housing to date have identified difficulties in developing only the former

Silverdale Hostel site and the consensus is that greater benefits can be achieved in developing the two sites together.

Summary of activities carried out

19. Following the Cabinet's decision on 16 June 2015, the consultation took place from 23 June 2015 until 21 September 2015 and engaged residents and relatives, staff and trade unions, partner agencies, voluntary and private sector providers, members of the public, and County and Borough Councillors. A copy of the consultation document and questionnaire is attached at Appendix A.
20. The questionnaire asked for people's views on:
 - (a) The Council's assessment that closing Catherine Dalley House EPH was more cost effective than updating current facilities;
 - (b) The Council's assessment that the local care market has sufficient capacity to meet existing and future demand if Catherine Dalley House closed;
 - (c) How the Council would support Catherine Dalley House residents if the home closed;
 - (d) What additional measures could be put in place to reduce the negative impacts of any proposals;
 - (e) Support or opposition to the proposals overall;
 - (f) Alternative ideas for providing support and services to older people within the resources available.

The Consultation

21. In addition to the web based form paper questionnaires were made available. A telephone number and email address were also provided to assist with queries. Meetings were held with staff (8 July 2015) and relatives (5 August 2015). Relatives requested that residents not be included directly in the consultation as their capacity to understand is impaired, and raising the question of closure with them would upset them. This view was accepted.
22. A total of 81 responses to the consultation (70 online and 11 written) were received. All staff and relatives were invited to meetings to discuss the consultation. A total of 25 members of the 44 staff employed at Catherine Dalley House attended a meeting there on 8 July 2015, and three sets of relatives attended the meeting on 5 August 2015. A joint written response to the consultation was received from the staff at Catherine Dalley House (Appendix B), in addition to individual responses.
23. Summarised below are the profile of the responses and comments received from the online and paper questionnaires. A commentary is also provided to respond to some of the points made. A fuller summary of all feedback received is presented in Appendix C to this report.

Feedback from the consultation

24. 81 consultation responses were received and a breakdown is given below

Question 1 – In what role are you responding to this consultation?

| Type of respondent | Number | % |
|---|--------|-----|
| Current resident or family member/carer of a current resident | 11 | 14% |
| Former resident or family member/carer of a former resident | 8 | 10% |
| Individual/family member/carer considering using the home in the next 2 years | 1 | 1% |
| Leicestershire resident | 35 | 43% |
| Current member of staff | 10 | 12% |
| Former member of staff | 2 | 3% |
| Other professional/stakeholder e.g. GP, other council staff, elected member | 9 | 11% |
| Other | 5 | 6% |

Question 2 – To what extent do you agree or disagree with the Council's assessment that, instead of updating the current facilities, the most effective use of resources would be to close Catherine Dalley House?

25. Of those who indicated they either strongly disagreed or tended to disagree, the majority were relatives and staff (both past and present) from Catherine Dalley House, and Leicestershire residents.

| Response | Number | % |
|--------------------------------------|--------|-----|
| Strongly agree & tend to agree | 22 | 27% |
| Neither agree or disagree | 3 | 4% |
| Strongly disagree & tend to disagree | 54 | 67% |
| Don't know | 2 | 2% |

26. 60 comments were received in relation to this question. The main themes emerging from the views of respondents on this question are:
- Catherine Dalley House is home to the residents who live there – a transfer to alternative accommodation will lead to deterioration in health and reduce life expectancy;
 - Catherine Dalley House has an excellent reputation – it offers a very good service with skilled and experienced staff;
 - Catherine Dalley House should be retained as an asset and renovated so that it can continue to provide services;
 - Acceptance that the existing building is not ideal, but it is the quality of care that is most important;
 - Nevertheless some respondents noted that other options needed to be considered as the building is not fit for purpose.
 - There was also some support for the proposal to close Catherine Dalley House for economic reasons and in order to offer better facilities to residents.

Commentary

27. It is accepted that any transfer of residents to alternative accommodation would require great sensitivity and support; in the longer term, however, this would result in more appropriate surroundings for people with complex needs relating to age and frailty.
28. It has been acknowledged for a number of years that the Catherine Dalley House building has shortcomings as the location for a residential care service. As alternative services 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 in a reasonable condition, some of the current room sizes restrict accessibility by those with complex physical needs.
29. Catherine Dalley House requires immediate work over the next two years and significant investment in the short to medium term to meet regulatory standards – the County Council’s current financial position cannot justify such investment, given the ongoing requirement for substantial savings and efficiencies to be made.
30. Even if short term investment was forthcoming, Catherine Dalley House would struggle to meet the needs and expectations of older people in the future due to the limitations of the building.

Question 3 - To what extent do you agree or disagree with the Council's assessment that the local care market has sufficient capacity to meet existing and future demand if Catherine Dalley House were to close?

| Response | Number | % |
|--------------------------------------|---------------|----------|
| Strongly agree & tend to agree | 17 | 20% |
| Neither agree or disagree | 3 | 4% |
| Strongly disagree & tend to disagree | 56 | 69% |
| Don't know | 5 | 7% |

31. 52 comments were received in relation to this question. The main themes emerging from the views of respondents on this questions are:
 - (a) Given the ageing population in the Melton area, there are concerns about existing and future capacity in this area to address this;
 - (b) There is a need for a Council run home in Leicestershire;
 - (c) There is a demand for the specialised convalescent and rehabilitation care that Catherine Dalley House provides;
 - (d) There is an excellent quality of the service at Catherine Dalley House, as opposed to others in the area;
 - (e) There are insufficient residential places in Melton at affordable prices.

Commentary

32. In the event of closure of the service being agreed, the needs of all residents at Catherine Dalley House would be formally assessed – residents and their relatives will be supported to move to appropriate accommodation.

33. There are currently six residential homes in the Melton area offering care for people with a dementia condition, excluding Catherine Dalley House. All are required to conform to Care Quality Commission (CQC) standards – current vacancy levels are between 6–10 per week. This would indicate that there should be sufficient suitable provision for the current residents of Catherine Dalley House, subject to their individual needs and the CQC rating of the establishments concerned.
34. Residents would have the option to move to residential provision in another area if they wish.
35. Residential provision in Melton Mowbray will be increased by the development of a 91 bed residential and nursing home in 2016.
36. The 91 bed facility designed for older people will specialise in palliative and dementia care as regulated by the CQC. Services offered will fall into four categories: residential, nursing, day care and continuing healthcare. The service will work closely with local councils and hospitals and other NHS care provision under contract, local authority placements and private placements.

Question 4 - To what extent do you agree or disagree with the Council's proposals for how we would support existing Catherine Dalley House residents if the home were to close?

| Response | Number | % |
|--------------------------------------|---------------|----------|
| Strongly agree & tend to agree | 29 | 36% |
| Neither agree or disagree | 10 | 13% |
| Strongly disagree & tend to disagree | 31 | 39% |
| Don't know | 10 | 12% |

37. 44 comments were received in relation to this question, The main themes emerging from the views of respondents on this questions are:
 - (a) Moving to alternatives will be detrimental to residents, particularly those with dementia, and will have a significant negative impact;
 - (b) A decision to close will disproportionality disadvantage those on lower incomes.

Commentary

38. In the event of closure of Catherine Dalley House, the County Council would work with and support existing residents to access a suitable alternative placement, and ensure that no individual was financially disadvantaged by this.
39. The County Council would follow national best practice in supporting current residents to move to alternative accommodation, working with them and their families.

Question 5 - What additional measures could we put in place to reduce any negative impact of the proposals?

40. 65 comments were received in relation to this question. The main themes emerging from respondents are:
- (a) All residents and their relatives should be fully involved in choosing alternatives;
 - (b) Catherine Dalley House should remain open for existing residents; there should be a suitable (longer) transition period;
 - (c) Residents should all move together to the same home;
 - (d) Catherine Dalley House staff should be involved in residents moving to any alternative provision;
 - (e) No resident should have to pay more than they are currently paying at Catherine Dalley House.
 - (f) The County Council should invest in the home and keep it open.

Question 6 - Overall on balance, to what extent do you support or oppose the proposals?

| Response | Number | % |
|------------------------------------|---------------|----------|
| Strongly support & tend to support | 22 | 27% |
| Neither support nor oppose | 2 | 3% |
| Strongly oppose & tend to oppose | 56 | 69% |
| Don't know | 1 | 1% |

Question 7 - Do you have any alternative ideas for providing the best possible support and services for older people within the resources available?

41. 50 comments were received in relation to this question. Suggestions put forward are:
- (a) Develop an extra care/retirement village on the site;
 - (b) Build a new council-run residential care facility in the town;
 - (c) Invest/upgrade current facilities and maximise its use;
 - (d) Use Shared Lives as an alternative;

Commentary

42. Catherine Dalley House is adjacent to the former Silverdale Hostel site which has remained empty since 2008. As explained earlier in this report, discussions with potential developers regarding extra care housing have resulted in the consensus that greater benefits can be achieved in developing the two sites together which the closure of Catherine Dalley House would enable.
43. In line with the recommendations of Cabinet on the 16 June, the feasibility of an extra care development on the site has been explored. Discussions have taken place between the County Council and Melton Borough Council to consider the future use of the site. Further work will take place over the next six months to identify the

demand for extra care in Melton Borough and to determine the development and operating costs for an extra care facility.

44. Shared Lives is a scheme where people offer accommodation or care and support in their family home to people who are unable to live independently. This can mean that the person becomes a regular daytime or overnight visitor to the Shared Lives carer's household, or moves in with the Shared Lives carer. It is felt that this type of provision will not be suitable to meet the needs of the current residents of Catherine Dalley House.
45. In the event of closure of the service being agreed, options for the future use of the Catherine Dalley House EPH and adjacent former Silverdale Hostel site would be explored, including a feasibility study to develop a standalone extra care housing scheme on the site.
46. In the event of closure being agreed, staff would be supported in line with the County Council's Organisational Change Policies and Procedures.

Resources Implications

47. The financial position faced by the County Council is both serious and extremely challenging. The position has worsened since the MTFs was set, due to factors such as the introduction of the Living Wage and the pressures within the social care placement budgets. This will mean that the saving requirement of £87m within the current MTFs will need to increase significantly. This will have profound implications for services delivered by the County Council. It raises questions around affordability of non-statutory services, the level of funding that can realistically be spent on statutory services and future council tax increases.
48. There would be a potential saving of £146,000 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.
49. The investment required for closure would be £296,000. The main cost would be estimated redundancy costs (£180,000), followed by staff support and maintenance (£60,000) with property disposal costs making up the balance. Costs are estimated at this stage, but could be accommodated in existing revenue budget and reserve provisions. The ongoing savings and avoided maintenance costs would justify this investment.

Timetable for Decisions

50. The outcome of the consultation will be reported to the Cabinet on 18 November 2015, where a decision on the future of the home will be requested. The Scrutiny Committee's comments will be reported to the Cabinet at this meeting

Conclusion

51. It is acknowledged that of the 81 responses received as part of the consultation, around two thirds are opposed to the closure of Catherine Dalley House. It is clearly valued as an excellent service with caring and professional staff.
52. The investment required for the ongoing maintenance of Catherine Dalley House will continue to increase.
53. The closure of Catherine Dalley House would enable both it and the former Silverdale Hostel site to become available for development, providing a greater range of options and opportunities for developers, including the preferred potential development of a standalone extra care housing scheme on the sites.
54. There is already alternative residential provision in Melton Mowbray and this will be increased by the development of the 91 bed residential and nursing home in 2016. It is therefore judged that there is sufficient suitable provision for the current residents of Catherine Dalley House and to meet future demand. Residents and their relatives would be supported in moving to alternative provision and not be financially disadvantaged by the closure of Catherine Dalley House.
55. Closure of Catherine Dalley House would generate savings of £146,000 per annum.

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 – 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 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/$516JuneSuppAccomforOlderPeopleinLeicsCatherineDalleyEPH3.docxA.ps.pdf)
- Report to Adults and Communities Overview and Scrutiny Committee – 1 September 2015 - Supported Accommodation for Older People in Leicestershire – Catherine Dalley House Elderly Persons Home
[http://politics.leics.gov.uk/Published/C00001040/M00004273/AI00044905/\\$SupportedAccommodationforOlderPeopleinLeicsCatherineDalleyEPH.docxA.ps.pdf](http://politics.leics.gov.uk/Published/C00001040/M00004273/AI00044905/$SupportedAccommodationforOlderPeopleinLeicsCatherineDalleyEPH.docxA.ps.pdf)

Circulation under the Local Issues Alert Procedure

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List of Appendices

Appendix A – Consultation document and questionnaire
Appendix B – Staff responses - Catherine Dalley House
Appendix C – Feedback from Consultation on Catherine Dalley House
Appendix D - Equality and Human Rights Impact Assessment

Relevant Impact Assessments

Equalities and Human Rights implications

56. Councils have statutory duties to have due regard for the need to promote equality as part of the Public Sector Equality. This means that the Council must have due regard to the need to eliminate discrimination, advance equality of opportunity between persons who share a relevant protected characteristic and those who do not and foster good relations between persons who share a relevant protected characteristic and those who do not.
57. The closure of a residential care home impacts on the Human Rights of the residents and in particular Article 8 of the Human Rights Act 1998 which provides that

everyone has the right to respect for his or her private and family life, his home and his correspondence. The Council may only interfere with that right in furtherance of a legitimate aim and to the extent that is proportionate with that aim.

58. 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 is an essential pre-requisite to a lawful decision to deliver these services in a different manner. Lawful consultation must be at a time when proposals are at a formative stage.
59. An Equality and Human Rights Impact Assessment has been completed and is attached as Appendix D to this report and will need to be considered as part of a lawful decision making process.