



ADULTS AND COMMUNITIES OVERVIEW AND SCRUTINY COMMITTEE
6 MARCH 2018

RECONFIGURATION OF IN-HOUSE LEARNING DISABILITY
RESIDENTIAL ACCOMMODATION

REPORT OF DIRECTOR OF ADULTS AND COMMUNITIES

Purpose of Report

1. The purpose of this report is to invite members of the Committee to comment on the consultation on the proposed closure of Hamilton Court residential care home and Smith Crescent short breaks service in Coalville, together with the reconfiguration of two units at The Trees residential care home (Ashwood and Beechwood) in Hinckley from long stay residential accommodation to a short breaks facility.

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 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. Under the current Medium Term Financial Strategy (MTFS), the Adults and Communities Department is required to identify savings of £11m by 2021. The closure and reconfiguration of these services is within the scope of the current MTFS (AC6 – Review of Direct Services) which has a savings target of £820,000 by 2021.
4. The ongoing maintenance requirement of the facilities continues to increase, with estimated costs of £80,000 required to maintain Hamilton Court and Smith Crescent over the next five years. This does not include any additional works that may be required to improve accessibility, or to meet the changing needs of service users due to the current physical constraints of both properties.
5. The utilisation of the short breaks service at Smith Crescent has declined over recent years. It is a two-storey building which also has a number of accessibility challenges which cannot be addressed cost effectively. This significantly impacts on the service's ability to maximise occupancy, and meet the needs of those eligible to receive short breaks services. The average occupancy rate for the service during 2017 was 38%.
6. The provision of current long-stay services at The Trees and Hamilton Court is not in line with the strategic direction of accommodation based services for adults, where

there is a targeted shift away from residential care to a broader range of personalised options such as supported living.

7. The Hamilton Court and Smith Crescent sites are adjacent to each other and provide an opportunity for further exploration of alternative use for adult social care accommodation which would support the objectives of the Adult Social Care Strategy 2016-2020 and Accommodation Strategy for Working Age Adults 2017-2022 previously approved by the Cabinet.
8. On 9 February 2018, the Cabinet approved a consultation exercise on the proposed closure of Hamilton Court and Smith Crescent residential care homes in Coalville and the potential reconfiguration of two units at The Trees residential care home (Ashwood and Beechwood) in Hinckley from long stay accommodation to a short breaks facility. The Cabinet also agreed the exploration of further options for the future use of the Hamilton Court and Smith Crescent sites, should they be closed, including providing accommodation for people in need of adult social care services.

Background

9. Over recent years, the adult social care services provided directly by the Council have been subject to review, initially through the 'Review of In-House Services', and more recently the 'Review of Direct Services'. The approach has been to ensure services are financially viable, maximising productivity, and focusing on providing support for eligible people with complex and multiple needs.
10. Since April 2014, the impact of these reviews has resulted in the closure of the last remaining council owned care home for older people, Catherine Dalley House in Melton (closed April 2016) and the closure of The Limes, a Community Life Choices (CLC) service in Hinckley (closed September 2015). In addition to this, the number of bases from which CLC services are provided directly by the Council has reduced from 20 to 11, of which three are co-located with residential short breaks services at Melton, Wigston and Hinckley. To date, savings of £1,500,000 have been achieved through these reviews.
11. Consideration has been given to the most effective use of corporate assets and building bases throughout the reviews. A total of £550,000 has been invested across the residential short breaks services at Melton, Wigston and Hinckley to co-locate the CLC services in these areas. The result of which contributed to the release of land at The Mount (Melton) for commercial development, and the former Millfield site (Hinckley) is in the process of being sold for proposed residential development. In addition, the co-location at Wigston enabled the Council to end the lease of a local property from which it provided a CLC service, at a revenue saving of £29,000 per annum.

The Trees and Hamilton Court

12. The Trees site comprises of four buildings - Lilac, Laburnum, Cedarwood and Beechwood/Ashwood. In December 2017, the Cabinet approved the conversion of Lilac and Laburnum short breaks buildings into supported accommodation for individuals who have a learning disability or autism and whose behaviour required specific services. These changes support the Accommodation Strategy for Working Age Adults 2017-2022, which in part aims to guide, co-ordinate and facilitate the

Department's contribution to developing different types of supported accommodation for working age adults.

13. The Beechwood and Ashwood units are a purpose built single storey home and provide care on a long term basis for up to nine adults who have been diagnosed as having learning disabilities, mental health conditions, and physical disabilities. There are currently seven residents who each have access to communal space and living quarters.
14. Hamilton Court is a registered care service offering accommodation and support for up to seven adults who have a learning disability. There are currently four residents. The accommodation is offered over two floors. There is a communal lounge, dining area and conservatory on the ground floor along with two bedrooms, with the remaining bedrooms and offices situated on the first floor – there is no lift within the service, therefore bedrooms on the first floor can only be accessed via stairs.
15. There has been a significant decrease in the number of admissions to long stay residential accommodation in Leicestershire over the last three to four years for adults aged 18-64 years. The strategy to develop alternatives to residential care has impacted on the in-house residential services at Hamilton Court and The Trees. The last new admission across both services was in October 2013. This trend is expected to continue in line with the Department's strategic direction and National Government targets to reduce admissions to long term care for adults between 18 and 64.
16. Despite the challenges associated with the design and layout of the buildings, latest Care Quality Commission (CQC) inspections (July 2016 for Hamilton Court and October 2017 for The Trees) rated the services as being 'Good'.
17. The Trees (Ashwood and Beechwood) in Hinckley and Hamilton Court in Coalville remain the last residential care homes managed in-house. All other residential care services are commissioned from the independent sector.
18. In terms of alternative provision, the following table sets out the full range of residential provision in the affected areas. This includes the total number of care homes registered to provide residential care for all client groups, and the number of these that focus their services to support people aged 18-64 with a learning disability - the figures below do not include any existing Council owned facilities. The overall impact of these proposals would be minimal on the availability of residential care in Leicestershire.

Area	Total number of care homes (beds)	Total number of care homes for adults aged 18-64 registered for learning disabilities (beds)
North West Leicestershire	21 (593)	6 (108)
Hinckley and Bosworth	24 (707)	7 (74)
Leicestershire*	166 (4,638)	31 (412)

*excludes all Council owned facilities

Smith Crescent Short Breaks Services

19. Smith Crescent is a short breaks service which provides care and support for up to six people with learning disabilities or autism at any one time. The service currently supports 29-30 people when they require the service. The accommodation is offered over two floors. There is a communal lounge, dining area and conservatory on the ground floor along with three bedrooms, and the remaining bedrooms are on the first floor. The latest CQC inspection in January 2017 rated the service as being 'Good'.
20. The difficulties and limitations of providing support for people with complex and multiple needs using facilities that are not specifically designed for people with disabilities continues to be challenging. As individual needs and their complexity increase so will the challenges faced by those responsible for providing the care. The average occupancy for the six bedded short breaks unit at Smith Crescent during 2017 was 38%. This is partly due to the physical layout of the building and accessibility of first floor bedrooms, and can also be attributed to the age and condition of the facilities which is unlikely to meet the expectations of people requiring accommodation based short breaks.
21. The Department operates four sites providing accommodation based short breaks across Leicestershire. The table below shows the number of individuals making use of the services, capacity and occupancy for 2017.

Short Breaks Service	Number of individuals accessing service	Number of beds	Average occupancy (Jan-Dec 17)
Smith Crescent (Coalville)	28	6	38%
The Trees (Hinckley)	47	4*	70%
Melton Short Breaks	43	5	75%
Carlton Drive (Wigston)	53	6	74%

* Reduced from nine beds to four in November 2017 – decommissioned occupancy not included.

22. The independent market for residential short breaks accommodation is extremely limited within Leicestershire, with council run services providing the majority of short breaks services for adults with a learning disability aged 18-64. A number of people choose to use their short breaks/respite allocation at weekends only, which impacts on overall utilisations of the service, as there are fewer people wanting to use the service weekdays only. Improving overall occupancy rates is a key priority for the services at Hinckley, Melton and Carlton Drive, Wigston – all of these services are purpose built and are fully adapted to meet the needs of people with complex physical disabilities.

Proposals/Options

23. As a result of utilisation, demand and accessibility challenges, and subject to the outcome of consultation, it is proposed to close Hamilton Court and Smith Crescent and reconfigure The Trees (Ashwood and Beechwood units) from long-stay accommodation to residential short breaks. Prior to commencing the decommissioning/closure of services, a full review of the support needs of all

individuals affected by these proposals will be undertaken. This will consider the transitional arrangements for each individual, important friendship groups within their current service, and whether an alternative type of provision would be more appropriate to meet their needs, ie older persons care home, extra care or supported living.

24. Phase One of the proposed changes would involve the decommissioning of The Trees (Ashwood and Beechwood) as a long-stay unit, with residents being supported to access suitable alternative accommodation. It is expected that the service would close at the end of December 2018. This timescale would allow for a carefully planned transition of long term residents to alternative placements, and will ensure that no individual is financially disadvantaged by the change.
25. Phase Two would be the physical reconfiguration of the internal infrastructure of The Trees (Ashwood and Beechwood). The existing footprint of the building will be maintained, however the current nine bedded unit would be completely remodelled and refurbished to provide two four bedded units for the purpose of short breaks. The new accommodation would be accessible for people with complex and multiple needs and provide personalised and dignified support in the immediate and long term future.
26. Existing users of Smith Crescent will be supported to transition their short breaks service to the Trees, or one of the other in-house facilities at Wigston or Melton as appropriate. The overall in-house capacity for residential short breaks will reduce from 27 to 24 beds¹.
27. The implementation of Phase Three would result in the closure of Hamilton Court and Smith Crescent. Mirroring the approach of The Trees (Ashwood and Beechwood), residents would be supported to access suitable alternative accommodation. It is expected that both services would close by the end of June 2019.
28. Unlike long term residential care, the independent accommodation based short breaks sector is not well developed. To ensure the need for short breaks services can continue to be met locally, the Council wishes to retain provision of these services in the medium term and develop a range of initiatives to improve overall utilisation of the remaining short breaks services.
29. Options for the future use of Hamilton Court and adjacent Smith Crescent site in Coalville would be explored. The size and location of the sites provides an opportunity to consider the development of accommodation based services for people eligible for social care support, as opposed to disposal.

Consultation

30. An eight week public consultation exercise on the proposed closure and reconfiguration of services commenced on 19 February 2018 and closes on 15 April 2018.
31. The consultation follows 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 comprises of:

¹ Factors in the reduction from the reconfiguration of Lilac and Laburnum buildings as part of the Accommodation Strategy for Working Age Adults 2017-2022

- An online questionnaire open and available to the general public of Leicestershire published on the County Council's website. A dedicated telephone number and email address has been set up and is included in all consultation associated material;
 - There will be targeted promotion of the consultation through the local media (especially in the Coalville and Hinckley areas), to ensure those most affected by the proposals have an opportunity to have their say;
 - A number of consultation workshops especially for the current residents and/or their family members/carers and current staff working in the affected services. These are being organised and promoted through individual invitation letters. Advocacy support will be available, as required, to ensure that current residents are able to participate.
32. The launch of the consultation has been communicated directly with relatives of those individuals directly affected by the proposals, along with paper copies of the consultation documents. Discussions have also been taking place with relatives and staff from the affected services to ascertain how best to involve individuals in the consultation process, considering individual mental capacity and communication needs.
33. Consultation workshop sessions have been arranged for relatives of those individuals using the services at Hamilton Court, Smith Crescent and The Trees, in order that people have the opportunity to meet and discuss the proposals with officers, to ensure that their views and collective feedback is recorded. Separate sessions have been arranged for staff based at these services, so that their views can also be included in the consultation feedback to this Committee and the Cabinet.
34. The availability and accessibility of short breaks accommodation has influenced the development of the proposals, therefore workshop sessions have been arranged for people who use the Council's short breaks services based in Melton, Wigston and Hinckley. These will focus on the consultation proposals including their experience of the existing short breaks provision in the county.
35. As at 22 February 2018, the Council has received 35 responses, either via the online questionnaire (27) or by email/letter (8). It is too early to draw any firm conclusions from these responses although in the main they are strongly opposing the proposals.
36. Feedback from the consultation will be reported to both this Committee and Cabinet in June 2018. The Cabinet will be asked to make a decision on the future makeup of the sites. If the Cabinet decides to close and reconfigure services, it is expected that this would be completed by March 2019.

Resource Implications

37. There would be a potential saving of £100,000 per annum by closing Hamilton Court and Smith Crescent and reconfiguring The Trees (Ashwood and Beechwood units) which will contribute to AC6 Review of Direct Services MTFS savings target. Savings of £390,000 have already been delivered against this target, with other initiatives to deliver the balance of £330,000 remaining on track to be delivered in 2018/19. This saving is calculated from the expected reduced in-house employee running costs offset by the costs of re-provisioning from the independent sector. A Business Change Manager has been recruited on a fixed term basis to oversee and co-

ordinate the programme of activity. This is being funded via departmental reserves at a cost of £60,000 per annum.

38. The closure and subsequent sale of Hamilton Court and Smith Crescent sites would achieve a capital receipt in the region of £520,000. The reconfiguration and refurbishment of Ashwood and Beechwood long stay units at The Trees to provide short breaks is expected to cost approximately £390,000 which would be funded through the sale of Hamilton Court and Smith Crescent sites. Should these sites be used for alternative use by the County Council, eg supported living accommodation, alternative funding arrangements would need to be sought for the reconfiguration of The Trees.
39. The Director of Corporate Resources and the Director of Law and Governance have been consulted on the content of this report.

Timetable for Decisions

40. The eight week consultation closes on 15 April 2018.
41. A further report will be submitted to both this Committee and the Cabinet in June 2018 regarding the outcome of the consultation and the proposed way forward.

Background Papers

Report to the Cabinet – 5 February 2016 - Adult Social Care Strategy 2016-2020
<http://politics.leics.gov.uk/ieListDocuments.aspx?CId=135&MID=4599#A146650>

Report to the Cabinet – 10 March 2017 - Accommodation Strategy for Working Age Adults 2017-2022
<http://politics.leics.gov.uk/ieListDocuments.aspx?CId=135&MID=4859#A150923>

Report to the Cabinet – 9 February 2018 – Reconfiguration of in-house learning disability residential accommodation – <http://bit.ly/2EME056>

Circulation under the Local Issues Alert Procedure*

42. The Cabinet report dated 9 February 2018 was circulated to all Members of the County Council via the Members' News in Brief service.

Officers to Contact*

Jon Wilson
 Director of Adults and Communities
 Adults and Communities Department
 Tel: 0116 305 7454
 Email: jon.wilson@leics.gov.uk

Heather Pick
 Assistant Director (Care Pathway – East)
 Adults and Communities Department
 Tel: 0116 305 7456
 Email: heather.pick@leics.gov.uk

List of Appendices*

Appendix – Equality and Human Rights Impact Assessment

Relevant Impact Assessments**Equality and Human Rights Implications***

43. Councils have a statutory duty 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. This means that when making any decision about the future of the provision in due course, the Cabinet must have due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations between people who share a protected characteristic and those who do not. Advancing equality includes removing or minimising disadvantages suffered by people due to their protected characteristics, taking steps to meet the needs of people from protected groups where these are different from the needs of other people and encouraging people from protected groups to participate in public life or in other activities where their participation is disproportionately low.
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 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.
45. An EHRIA screening has been completed and is attached as the appendix to the report in order for it to be considered as part of the decision making process. The screening has indicated a neutral impact at this time with the condition that a new EHRIA is produced following the consultation to support any planned change.