

DECISION-MAKER:	CABINET		
SUBJECT:	THE FUTURE OF RESIDENTIAL CARE HOMES PROVIDED BY THE COUNCIL AT GLEN LEE AND HOLCROFT HOUSE		
DATE OF DECISION:	16 JULY 2019		
REPORT OF:	CABINET MEMBER FOR ADULT CARE		
<u>CONTACT DETAILS</u>			
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STATEMENT OF CONFIDENTIALITY
NOT APPLICABLE

BRIEF SUMMARY
<p>On 19 February 2019, Cabinet approved the closure of Glen Lee residential care home in principle, subject to the outcome of a formal consultation with staff at Glen Lee and Holcroft House and a further report.</p> <p>Taking into account the outcome of the staff consultation, which took place between 8 April and 27 May 2019, the full public consultation and the Council's Medium Term Financial Strategy, it is recommended that the closure of Glen Lee is approved and that its nine remaining residents are supported to move to suitable alternative placements by 30 September 2019, depending on their needs and preferences.</p> <p>Social workers and care staff will work with these residents and their families to make sure that these moves go as smoothly as possible. In line with their wishes, it is anticipated that the majority of residents will be supported to move to Holcroft House, where it is proposed the Council would continue to provide high quality care and support to older people living with dementia, their families and friends.</p>

RECOMMENDATIONS:	
(i)	To consider the outcome of the staff consultation on the future use of Glen Lee and Holcroft House residential care homes
(ii)	To re-consider Cabinet's in principle resolution to close Glen Lee and retain Council provision at Holcroft House, taking in to account the outcome of a formal staff consultation
(iii)	To approve the closure of Glen Lee residential care home, when all of the residents have been supported to move to suitable alternative placements

REASONS FOR REPORT RECOMMENDATIONS	
1	Taking into account the outcome of the full public consultation and subsequent staff consultation, the option of closing Glen Lee and retaining Holcroft House is considered to be the optimal way of delivering the Council's Medium Term Financial Strategy, as approved in February 2019.
2	Forecasts show that less residential care will be needed in the future, as more people will receive care in their own homes or in extra care housing schemes. However, retaining Holcroft House will ensure that the Council maintains an offer of provision in the local residential dementia care market.
3	Demand for adult social care is increasing, but the demand for residential care is decreasing as care is increasingly being provided in people's own homes, including in extra care housing and Shared Lives schemes.
4	People are living longer with complex health conditions and would like a choice in how their care is provided.
5	There is an over-provision of residential care placements in the local area.
6	The unit costs for in house services are higher, and therefore savings can be generated by closing one home.
7	A new proposed staff structure will help ensure the safe and efficient delivery of high-quality care and support to the residents of Holcroft House in the future and, in time, the Council will work for it to become a centre of excellence for dementia care in Southampton, providing a greater range of support to communities, alongside permanent and short-term respite care.

ALTERNATIVE OPTIONS CONSIDERED AND REJECTED	
8	The option to close both Glen Lee and Holcroft House residential care homes and to offer alternative provision within the private market was rejected after taking into account the outcome from public and staff consultations, the views of relatives of current and former residents, and the findings of a task and finish group comprising Members, Officers, staff and trade union representatives.
9	The option to keep both Glen Lee and Holcroft House open and operating as they do currently was rejected as this was not considered to be economical due to the alternative provision of suitable alternatives within the city and the surrounding area, including current and planned extra care housing schemes.
10	The option to consider an alternative care provision model, including conversion of Glen Lee in to a nursing home, was rejected as the size of the site is considered to be too small to be economically viable.

DETAIL (Including consultation carried out)	
11	Southampton City Council currently provides residential care services for older people and older people with dementia at Glen Lee, Wavell Road, Southampton, SO18 4SB and Holcroft House, Holcroft Road, Southampton, SO19 6HA.

12	Despite an increasing older person's population – increased by 12% between 2014 and 2018, and due to increase further – the council's use of residential care settings has reduced during that same period from 416 in March 2014 to 330 in September 2018 (21% reduction). The trend is even more marked over an eight-year period from 2011 to 2018 – 27% reduction. At the same time however, demand for nursing care has been increasing, reflecting a change in how need is met, as residential settings provide care for only the most complex of clients.
13	A full public consultation was undertaken from October 2018 to January 2019 and a staff consultation took place between 8 April 2019 and 27 May 2019. Both consultations were undertaken in line with agreed protocols, guidance and best practice. The public consultation presented five options and recommended that the preferred option was to close both homes on 31 March 2020.
14	After taking account of all of the representations from the public consultation (summarised in the consultation report, attached in the Members' Room Document), Cabinet made an in principle decision to close Glen Lee and maintain Council provision at Holcroft House. The staff consultation focused on this option and the proposed staff structure for Holcroft House.
15	Holcroft House needs minimal investment to maintain the unit at the current service provision.
16	It is not financially viable to continue with both homes, and there is no statutory requirement for the Council to provide residential care, but to ensure there is adequate provision. There is an over provision of residential homes for people living with dementia in the city or on its boundary. Therefore, the option to keep both homes at the current level of investment has been rejected.
17	Social care reviews and risk assessments of the current residents of both homes have been completed. This includes reviewing all of the residents at Glen Lee. Their wellbeing is being monitored through the staff at Glen Lee and any concerns reported to the Registered Manager are referred on to other health professionals if deemed appropriate. At the time of the in principle Cabinet decision in February 2019 there were 12 permanent residents at Glen Lee, but this number has now reduced to nine. Seven require residential placements, two require nursing placements. Three people moved to nursing care because of an increase in the complexity of their needs which could no longer be supported and two have passed away.
18	These nine remaining permanent residents at Glen Lee would be supported to move to either Holcroft House, another suitable residential alternative or to a suitable nursing placement, following a review of their needs and taking into account the wishes of the individual, wherever appropriate, their relatives and the views of independent advocates, where they are involved. There are sufficient places at Holcroft House available should all of the residents at Glen Lee wish to move there. A transition plan will be put in place for each resident, which would be sensitive to the needs of residents at Glen Lee and Holcroft House. It is anticipated that all residents will be supported to move to their new placement by 30 September 2019.
19	The Council would ensure that residents will not have to pay any more for their placement than they would have done had Glen Lee remained open.

20	A statutory staff consultation was carried out and staff within both homes were asked to consider and comment on the model going forward, the structure of the new service and the grades of posts. Staff have actively participated in consultation meetings, 1:1s and have also provided comments to a consultation feedback box.
21	A summary of the changes made as a result of staff feedback received during the consultation are attached at Appendix 1. Specific concerns were raised regarding a proposed generic role, which would have been available to support the service where needed, for example to cover sickness absence. Following consultation, it has been agreed to embed these posts within the structure. This addresses the issues around contracts raised during the consultation process.
22	The shift patterns were altered from the original proposal to take in to account the availability of public transport at the start and end of shifts. When the handover times were amended to address concerns, the consultation was extended by two weeks to allow further consideration by staff.
23	We are working with affected staff to ensure they secure a role within Holcroft House, are successfully redeployed or, where they wish, to exit the Council through a process of voluntary redundancy.
24	A special Joint Consultative Group (JCG) was formed to oversee the staff consultation and implementation of the proposals, including the new structure at Holcroft House. This is chaired by the Chief Operations Officer and is attended by Officers and trade union representatives.
25	Developing the vision of Holcroft House as a centre of excellence for dementia care in Southampton, providing a greater range of support to communities, alongside permanent and short term respite care, forms part of the work programme for the new 'Making Social Care Work' Partnership Board, which met for the first time on 4 July 2019.
26	As at 24 June 2019, at Holcroft House, there are 21 permanent residents, five people who are receiving short-term respite and seven vacancies. At Glen Lee, there are nine permanent residents (two residents are currently awaiting nursing placements, as their needs have increased), five respite and there are 19 vacancies.

RESOURCE IMPLICATIONS

Capital/Revenue

27	Financial modelling has been undertaken to ascertain the financial implications of the future care arrangements set out in this report. The modelling has been based on expected future demand for the relevant types of care.
28	Taking into account the cost of re-provision of care, closing both homes was estimated to save the Council £1.3M, closing Glen Lee is estimated to save £917,000 per year and closing Holcroft House is estimated to save £413,000 per year. A saving of £917,000 a year is included in the Council's Medium Term Financial Strategy.

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Figure 1 below sets out the basis for the savings calculation. The proposal is expected to achieve the savings identified in the Medium Term Financial Strategy, approved by the Council in February 2019. In order to help ensure the financial sustainability of Holcroft House, the annual budget has been increased by £348,205, which allows for a more resilient staff structure and will support future development of the service. There is also a one year risk contingency of £100k to support the transition to the new structure. Budget monitoring will take place on a monthly basis.

Figure 1: Financial costings

	2019/20
Holcroft House Budget	1,479,179
Glen Lee Budget	1,365,364
Total Residential Homes Budget	2,844,543
Holcroft House Proposed New Budget	1,827,384
Risk Contingency	100,159
Total Holcroft House Proposed New Structure	1,927,543
20/21 Residential Units Savings (following council budget setting)	917,000

The budget set in previous years did not take in to account the full staffing costs of managing the homes, and although there was a budget of £107,000 to cover agency staff for holidays and sickness absence, this was insufficient. The new structure and budget address these issues.

The overspend across both homes in 2018/19 was £665,000 (£298,000 at Holcroft House, £367,000 at Glen Lee), the majority of which (£607,000) was made up of staffing related costs.

Property/Other

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The future of the building and site at Glen Lee will be determined should the decision for it to close be confirmed by Cabinet.

LEGAL IMPLICATIONS

Statutory power to undertake proposals in the report:

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Southampton City Council has a statutory responsibility to accommodate people assessed as requiring residential care services. There is a duty to make sure all care home provision that the Council places residents in meets the residents assessed needs, has appropriate safeguarding measures and that effective contract management is in place.

32	There was a common law expectation duty to consult on the proposals put forward. The Council carried out a 12 week detailed consultation in line with the compact agreement. Cabinet must take into account the responses given during the consultation process before making any decision.
33	The Equality Act 2010 imposes various duties on Local Authorities and in particular the duty to have due regard to its public sector equality duty when carrying out any function. In particular the duty to eliminate discrimination, harassment and victimisation and advance equality of opportunity and fostering good relations. Local Authorities also have a duty under the Human Rights Act 1998, when carrying out any function, not to act incompatibly with rights under the European Convention for the Protection of Fundamental Rights and Freedoms. In particular Article 2 The right to life shall be protected in law, Article 8, the right to respect for private and family life and Article 25 the rights of elderly to lead a life of dignity and independence and to participate in social and cultural life.
34	Local Authorities when carrying out any function must adhere to the United Nations Convention of the Rights of Person With Disabilities and in particular respect for dignity, autonomy, freedom to make own choices, equality and elimination of discrimination. The ESIA sets out how the Council has had due regard to equality, human rights and safety implications.
35	The Care Act 2014 imposes various statutory duties on Local Authorities when exercising Adult Social Care functions. This includes the duty to promote the individual's well-being and protect them from abuse and neglect, including self-neglect. There is also the duty to prevent or delay the developments of needs for care and support and the general duty to provide advice and information on care and support available.
36	Local authorities must meet all unmet eligible needs of care and support unless an exemption applies e.g. most self-funded. The Act also places various duties and responsibilities on Local Authorities to commission appropriate, efficient and effective services and encourage a wide range of service provision to ensure that people have a choice of appropriate services and an emphasis on enabling people to stay independent for as long as possible.
37	Guidance on closing a care home and European and domestic case law confirms that Local Authorities should minimise the effect of closure by carrying out risk assessments of the potential deterioration of resident's physical and mental health and also risk of fatality and put in place clear and transparent transition plans to mitigate these risks.

Other Legal Implications:

38 None

RISK MANAGEMENT IMPLICATIONS

39 Steps are being taken and will continue in order to ensure the safety and wellbeing of current residents at Glen Lee and Holcroft House during the transition to the new arrangements. Care Act Assessments and Risk Assessments will be completed on all residents within Glen Lee that will be transferred to Holcroft House or alternative provision. All residents at both

	homes will continue to be monitored for any potential risks or changes in needs. Transition plans will be implemented and reviewed before, during and post move. Residents at Holcroft House will be monitored and supported during the transition of residents from Glen Lee. Regular care reviews will be completed pre, during and post move. Currently both homes are rated as “Good” by the Care Quality Commission (CQC) and there will be a continued focus on maintaining quality during the transition period. The quality of the home is also subject to peer review by managers of other Council provided care services and the Quality Assurance Team (part of the Integrated Commissioning Unit [ICU]) also supports with advice, guidance and support. Standards are overseen by the Council’s Quality Assurance board. The development of the future service model at Holcroft House will be overseen by the Adult Social Care Improvement Board and Making Social Care Work (Partnership) Board. Continuity of Care for current residents will be supported by staff transitioning with residents from Holcroft House to Glen Lee in a managed way. If any further residents’ needs are identified, then appropriate professional assessments will be requested and actioned. The quality of assessments and reviews will be overseen by the Council’s newly appointed Principal Social Worker for Adults and the availability and suitability of residential care will continue to be overseen by the ICU.
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POLICY FRAMEWORK IMPLICATIONS	
40	This supports the council’s key outcome of supporting people in Southampton to live safe, healthy, independent lives.

KEY DECISION?	Yes
WARDS/COMMUNITIES AFFECTED:	ALL
<u>SUPPORTING DOCUMENTATION</u>	
Appendices	
1.	Staff consultation feedback
2.	Revised Equality and Safety Impact Assessment (ESIA)

Documents In Members’ Rooms

1.	Public Consultation Feedback, as considered by Cabinet on 19 February 2019
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Equality Impact Assessment

Do the implications/subject of the report require an Equality and Safety Impact Assessment (ESIA) to be carried out.	Yes
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Data Protection Impact Assessment

Do the implications/subject of the report require a Data Protection Impact Assessment (DPIA) to be carried out.	No
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Other Background Documents

Other Background documents available for inspection at:

Title of Background Paper(s)	Relevant Paragraph of the Access to Information Procedure Rules / Schedule 12A allowing document to be Exempt/Confidential (if applicable)
1.	<p data-bbox="279 365 893 622">Cabinet Paper 19 February 2019 – the revised Medium Term Financial Strategy and Budget 2019/20 to 2022/23 – available online at www.southampton.gov.uk/modernGov/ieListDocuments.aspx?CId=126&MId=3832&Ver=4</p> <p data-bbox="957 365 1165 398">Not applicable</p>