

Committee: Cabinet

APPENDIX 1

Date of meeting: 14th November 2019

Title of Report: Cumbria Care – Reshaping of Care Services

Report by: Executive Director People (Interim) – Nick Jarman

Cabinet Member: Cllr Patricia Bell – Cabinet Member for Health and Care Services

What is the Report About? (Executive Summary)

1. This report provides an update on the proposed next steps in respect of reshaping the Council's Care and support services, with specific reference to those provided in Staveley. This is part of an overall approach that links the Council's wider area planning approach with the Cumbria Care reshaping proposals and developments. Combining both approaches will ensure that the Council continues to reshape services so they are fit for the future and meet people's needs and expected demand which may be different in different locations.
2. Continuing to focus on quality services delivered by supported and motivated staff is also essential as part of the overall reshaping approach. The Council is committed to ensuring that all of its in house Care services (Cumbria Care) provide the very best quality of care and support possible to people who need to be cared for in whichever setting is appropriate to their needs. This is as part of a mixed economy of provision with the Independent sector.
3. People in Cumbria are living longer and expectations of the care and support services people would like in later life are changing. There is a continued trend of people being supported to remain as independent as possible and maintain the best possible quality of life in their own home or in purpose built accommodation that supports independent living such as Extra Care housing.
4. For those people who are no longer able to stay at home and may require specialist residential care, which includes people with dementia or complex health needs, we want to provide excellent services in modern buildings that meet people's expectations and support our staff to provide the best possible care. The Council recognises the importance of the physical environment in supporting and enhancing the quality of care provided to people who use our services.
5. Across our Residential homes reshaping has continued. Over recent years the Council has invested £18m in three state of the art 60 bed care homes; Parkview Gardens, in Barrow, The Gables in Whitehaven and Burnrigg Court in Carlisle. These homes allow for an improved level of service to be provided to residents and are designed to provide a living environment that maximises use of both the internal and external environment and ensures that the design lends itself to

enhance the support and experience for more dependent residents including those with dementia.

6. A further £1.7m has been invested in a programme of refurbishment for two existing Cumbria Care residential homes Richmond Park, Workington and Elmhurst, Ulverston. For Elmhurst the investment created six new rooms with ensuite bathrooms as well as a full refurbishment and modernisation of interiors to dementia friendly standards. Richmond Park received a similar investment to bring it up to dementia friendly standards and ensure that it can offer the environment that supports enhanced support and care.
7. In addition we are continuing to invest an additional £1.3m across all of our residential homes to ensure that staffing levels reflect the increasing levels of dependency that our residents have as well as investing in new technology to introduce electronic care records to continue to improve the quality of care for our residents. We are also investing in the physical conditions of our buildings where required to ensure they remain wind, safe and watertight. There is a significant amount of essential maintenance required across all the Councils Residential homes in respect of lift replacements, boiler replacements and general up keep costs.
8. Alongside this the organisation responsible for regulating residential care, the Care Quality Commission, continues to develop and improve its inspection standards. Our care environments must keep pace with these standards ¹and where possible exceed them. Where funding allows wider improvements linked to infection control requirements and improved outside and inside facilities for our residents are also delivered.
9. We are continuing to invest in staff development and training and are also investing in a wider health and wellbeing programme to support staff and provide advice and guidance where needed. This approach, as well as active monitoring and management, will support improvement in our sickness levels across all of our services. This all has an impact on the quality of care and the environment within which staff work and so investing in culture change activities will be beneficial for both staff and residents/ service users.
10. Within this wider context the Council has reviewed projected future demand and the need for its remaining Residential Care homes alongside reviewing the condition and maintenance requirements for those homes to identify potential further opportunities for reshaping care services. This has included the village of Staveley and The Abbey Residential Care home.

¹ CQC guidance states that for a purpose built care home single bedrooms should be a minimum size of 12m² and should also have an ensuite.

11. Staveley is a unique and vibrant village that serves a wide area and is a hub for local enterprise and business. One of the main challenges the village faces is the availability of suitable homes which serve local needs and support the community's wider ambitions for future sustainability.
12. Through the area planning approach the Council has worked with the community to understand and discuss future needs for Staveley. This joined-up approach with transparent community involvement from the outset has been followed to ensure that engagement and formal consultation with all involved can inform the decision making.
13. From ongoing discussions with the community creating homes which provide a mixture of type and tenure and that allow for care needs to be supported within them, as well as local occupancy preference, are key objectives.
14. It is recognised that the community see The Abbey Residential home as an important part of the village. However the home has a registered number of beds of 28 with a current occupancy of 6. The overall trend of residential placements in South Lakeland indicates a net reduction in overall number of residential placements, alongside an increase in the number of dementia placements within nursing homes. This trend indicates that future demand expectations are unlikely to mean that full occupancy would be achieved into the future. It is also a building in need of significant investment to ensure that it remains safe, wind and watertight and that essential maintenance is completed. A further financial investment would be needed to bring it up to modern building and CQC expectations.
15. For those reasons the Council has consulted with the local community, residents and their families and staff on how the Council could support the community aspirations while reshaping the provision of care in the local area.
16. The formal consultation on the closure of The Abbey Residential home and the potential future options for reshaping care services began on 23rd September and concluded on 1 November 2019. This report details the outcome of the consultation. The Consultation document is attached at Appendix 1 and the consultation report is attached at Appendix 2.

Recommendation of the Executive Director

Recommendation 1: Cabinet give consideration to the outcome of the public consultation.

Recommendation 2 : Cabinet approve the recommendation to cease residential care provision at The Abbey in Staveley. The Abbey Residential Care home will close.

Recommendation 3: Cabinet note the continued development of options, working in partnership with the community, for reshaped care services in Staveley.

Background to the Proposals

17. The Council's Commissioning Strategy for Care and Support (2015-20) indicated that there will be a higher proportion of older people with complex needs living in Cumbria into the future. The Cumbrian population is also 'super-ageing' which means that the population of Cumbria is ageing faster than the rest of the UK population. There is a significant growth in the number of people aged over 85 and an associated rise in the number of people living with dementia, complex needs, and frailty.
18. People in Cumbria are living longer and expectations of the care and services people would like in later life are changing. There is a continued trend to people being supported to remain as independent as possible and maintain the best possible quality of life in their own home or in purpose built accommodation that supports independent living such as Extra Care housing. This changing demand and need requires Cumbria Care to be flexible and continue to reshape its care services to meet these changing needs.
19. Cumbria Care, as the Council's in house provider, delivers a number of different care services to support the People of Cumbria. This includes:
 - Residential Care for older adults (Physically frail and dementia)
 - Supported living for adults living with physical and/or learning disabilities
 - Residential care for adults living with physical and/ or learning disabilities
 - Support at homes services including reablement and 24/7 domiciliary care
 - Day opportunities for both older adults and adults living with physical and/ or learning disabilities
 - Shared lives care and support
20. Demand for reablement and home care provision is increasing. More people are requiring support at home enabling them to remain independent for longer. Cumbria Care is continuing to grow its domiciliary care services and reablement services to meet the increased demand as part of wider approach to increase capacity across Cumbria. This includes increasing the domiciliary care teams in South Lakeland.
21. For those people who are no longer able to stay at home and may require specialist care, which includes people with dementia or complex health needs, the Council wants to provide excellent services in modern buildings that meet people's expectations and allow our staff to provide the best possible care. There is increasing levels of dependency and frailty of older people now entering residential care meaning that we need to have an appropriate environment to meet their needs. Many people are requiring more complex nursing care rather than residential care and the Council is also needing to respond to those changing demands.

22. The council recognises the importance of the physical environment to support and enhance the quality of care provided to people who use our services.
23. Within this wider context the Council has reviewed expected future demand and need for its remaining Residential Care homes alongside reviewing the condition and maintenance requirements for those homes to identify potential further opportunities for reshaping care services. This has been alongside the Councils wider area planning approach. This has included the village of Staveley and as part of the review of all services in the community The Abbey Residential Care home.
24. Staveley is a village with a population of 2,114 (ONS 2016) located between Kendal and Windermere in the Lake District National Park (also a World Heritage Site). It serves a wide area and is a hub for local enterprise and business. One of the main challenges the village faces is the availability of suitable homes to serve local needs and support the community's wider ambitions for future sustainability.
25. An Area Planning project was initiated by the Council in January 2018 and approved by South Lakeland Local Committee. This approach has involved the local community, service providers and external partners investigating options for housing and service provision. This has included discussions with the Parish Council and involvement in their approach to identifying future aspirations known as The conversation. Both officers and Elected Members have been involved in this process and attended the first feedback session that was held in Staveley on the 1st November.
26. The area planning discussions incorporated consideration of the future use of The Abbey Residential Care home and options to develop the site to reshape care provision and/or housing options that would meet the needs of the local community now and into the future.
27. As part of the area planning process the question of the future viability of The Abbey Residential Care home has been discussed. It is recognised that the Abbey Residential Home is a valuable asset to the local community and has been for many years. It has an excellent staff team and quality of care is rated as Good by the regulatory authority the Care Quality Commission (CQC).
28. However the building is now quite dated. The council has invested over £0.100m in the home over the last three years to ensure it remains safe and in an acceptable condition but there are significant ongoing maintenance requirements. From January 2016 the home has not been accepting new residents due to a number of safety concerns in different parts of the building. This included fire safety requirements following a CQC inspection which resulted in additional protective work being undertaken and damages to the roof in October 2017 which required significant leaks to be fixed and residents being moved within the home prior to the maintenance work being completed. It is estimated that to continue to keep the home safe, wind and watertight would

require £0.450m of essential maintenance work in the short term. This doesn't include any costs for refurbishment or upgrading the home.

29. Few rooms have en-suite facilities and over the years the building has been altered and extended to increase its size. This has created narrow corridors, steps and isolated areas such that it does not meet the new building requirements of the CQC. Given these requirements it would be complex and potential cost prohibitive to try to convert this existing home to ensure that it could provide the type of environment that residents need and deserve, particularly those with dementia.
30. Staveley reflects the national and Cumbria-wide trend of reducing demand for residential places and it is doubtful The Abbey would ever reach its full capacity of 28 residents. The reduced number of residents (there were 7 residents at the beginning of September which has now reduced to 6 following one resident being assessed as requiring nursing care) means that the range of support and social interaction that residents should have access to is limited within the existing home. It is recognised that referrals were stopped for a period of time but it is unlikely, based on the number of care packages that the local community receive at this time that the full 28 beds within The Abbey would be occupied in the future.
31. The above factors combine to challenge the operational and financial viability of The Abbey as a residential care home in its existing state. For those reasons the Council is consulting on closure of The Abbey and potential options for reshaping Care services in Staveley.
32. The consultation involves current staff, service users, families and carers, together with local residents, the Parish Council, community organisations and external support agencies including local health professionals. Discussions were held with staff at The Abbey in January 2019 following approval by South Lakeland Local Committee to support an area planning review of Staveley.
33. In June 2019 the Council held a community drop in session in Staveley to share the understanding of the local need and demand for elderly care in the context of trends outlined in the report elsewhere. The council discussed alternative ways to provide care and support and discussed initial thoughts about future provision. The community responded with a view that they greatly valued the care home and the excellent care provided by the staff. In further discussion it was highlighted that most people wanted to live independently for longer within their own community.
34. Part of the reshaping and area planning approach has been to look at alternative means for delivering care to meet community needs. The range of care options that the council supports locally, and which could form part of a local solution, are summarised below. Residential care is only one form of care which the council supports in the local area. Increasingly people receive care at home with a consequent reduction in demand for residential places. Home care and

reablement services are available and provided in the Staveley area when needed.

35. There is also the option of Extra Care housing which are often self-contained flats with design features and support services to enable people to care for themselves and continue to live independently. These schemes allow access to care staff 24 hours a day to provide support to people who need it. Housing benefit is available to help people who are eligible with their rent as part of the extra care housing scheme.
36. Extra care housing is already available across South Lakeland. The current supply is 200 units with 63 available in Central lakes and 137 in Kendal and Oxenholme.
37. Demand for Extra Care homes as stated within the Councils Extra Care Housing and Supported Living Strategy 2016 – 2025 suggests a potential shortfall of 59 units of Extra Care in the “Central Lakes Housing Market Area” by 2025 (which includes Ambleside, Coniston, Hawkshead, Grasmere, Staveley and Windermere). The Council has recently committed to facilitating the development of an additional 22 units of Extra Care in Windermere.
38. Assistive technology packages are available to older people to provide additional support at home. These provide peace of mind to both those receiving care in their own home and also their family and friends who can be confident that their family member is safe and well.
39. There is already a wide range of Telecare equipment available, including Falls Detectors, Epilepsy Sensors, and Low Temperature Sensors, to help keep people safe at home. We have also successfully been trialling new technology within the county which will be made widely available. This includes: “Safe Walking”, a GPS device which enables people with dementia to keep their independence. An alert is sounded if people lose their way, and sensors and pagers alert family members if someone needs help.
40. The council has Shared Lives Cumbria - a scheme that matches adults who need support with host carers who provide them with respite, day support or long term care in the carer’s home. The council is recruiting new Shared Lives carers to provide this valuable and much-needed service in South Lakeland and across Cumbria.

Reshaping Care Services – potential options

41. The Council is of the view that if a decision to close The Abbey is taken the site currently occupied by The Abbey could support community aspirations by developing the site to deliver alternative care provision. It is clear that delivering care locally is really important to the community.

42. In previous discussions with the community including the Parish Council it was evident that suitable homes, which serve local needs and support the wider ambitions for the community's future sustainability were an identified aspiration for the area alongside supporting the need to reshape care services. Creating homes which provide a mixture of tenure and type and that allow for care needs to be supported within them was identified by the community alongside the need for a local occupancy preference.
43. The three potential options that have formed part of the consultation are:
1. Mixture of Extra Care Housing (which includes a dedicated care team onsite to provide support where needed) combined with a small 10 bed Residential Care unit.
 2. Affordable residential homes plus a number of 'care ready' Elderly Persons homes (design features to support people to live independently). There will be access to 24 hour care support when required. This could also include a potential Care Hub facility as part of the development allowing care and support staff to be located, trained and available to provide that 24 hour support. It is envisaged that the facility could be available to be used by partners and other services across the Council enabling a variety of services to be supported locally.
 3. Sale of the site for mixed provision residential homes with local occupancy (developer opportunity) with the capital income being utilised for other Council services.
44. All of these potential options have continued to be reviewed at an initial feasibility stage as the consultation has progressed. They are all subject to further site analysis, market testing and planning considerations.
45. Discussions with the community will also continue as the original proposed options are further developed and other community led proposals are developed within the community. This will be part of the wider area planning approach that is continuing and will discuss and resolve other issues that the community have raised through this process as well.
46. Further discussions and meetings with the Parish Council have taken place and more are planned as they continue to develop their future aspirations through work with Lancaster University known as The Conversation. A County Council community event is being planned for January 2020 to continue discussions with all key stakeholders and the wider community.
47. Staveley Community Land Trust have registered an application with South Lakeland District Council for The Abbey asset to be listed as an asset of community value. This decision is taken by South Lakeland District Council.

48. Once a preferred option is identified through the community discussions and the more detailed feasibility work a formal decision by Cabinet and Council may be required in the future to approve any future re-provision. If the preferred option is community led development this may not be required.

Impact on our existing Residents

49. If the decision was taken to close The Abbey the Council would support our existing residents of The Abbey to identify new care arrangements to meet their needs. There are 6 existing residents in The Abbey and they would be supported, alongside families, to transition our residents to their new homes as smoothly as possible. This would be with support from our adult social care teams and advocacy support is available to all families requesting such support.
50. There are a number of nursing care assessments already ongoing with existing residents due to the high dependency levels and these will progress irrespective of any decision around the future of The Abbey. It is about understanding and identifying the appropriate care support for individuals.
51. Cumbria Care has Residential Care homes in the surrounding locality of Staveley in Kendal and Windermere. Applethwaite Green is our Residential home in Windermere with 28 registered beds and with 14 vacancies. Maudes Meadow and Riverside are in Kendal and have 28 and 34 registered beds respectively and also have 13 and 10 vacancies respectively. All are CQC rated as Good. Many of our staff at The Abbey already work as a team across these homes to providing excellent care to our residents.
52. There are six Independent Residential and Nursing Care homes in South Lakeland who provide a total number of 372 registered beds. At this point in time there are 21 vacancies at these homes.
53. There are therefore immediately available vacancies within both Cumbria Care and Independent sector Residential homes within South Lakeland to accommodate all six residents.

Impact on Staffing

54. There are currently 30 posts and 18.17 FTE staff working at The Abbey who will be affected by this proposal. They have had regular informal and formal updates about the consultation and their feedback has been included in the consultation responses attached to this report.
55. Across the other residential care homes in South Lakeland there are staff vacancies and therefore we do not envisage any compulsory redundancies through implementation of these proposals. We will apply the county council's Management of Change policy when making changes that affect staff.

Consultation approach

56. The formal consultation follows ongoing community engagement and opportunities to discuss the future needs and aspirations for Staveley.
57. The formal consultation period is for six weeks and commenced on 23rd September and ended on the 1st November 2019. It included consultation on closure of The Abbey and consultation on the proposed three options for reshaping care within Staveley.
58. The Chair of Scrutiny Advisory Board met with officers in September 2019 to consider the process of the consultation and agreed with the approach being taken.
59. People First Independent Advocacy have provided professional advocacy services to all residents and families where requested throughout the period of the consultation in order to ensure that their views were gathered.

Response to consultation

60. In total 122 responses had been received from the consultation questionnaire and 97 people attended the community drop in event.
61. At the start of consultation 7 residents and their relatives were offered advocacy support. Discussions and support for residents and their families has continued throughout the period of the consultation. Advocacy support was not requested.
62. In addition a community drop in event was held on the 8th October and 97 people attended. Many completed the consultation questionnaire following the event whilst 17 people completed them on the night and six direct feedback comments were received.
63. A petition has also been included in the consultation feedback with 264 people signing the petition. The petition said:

“The council say the demand for residential care in our area has decreased significantly and they have begun a 6 week consultation for the proposed closure of The Abbey residential home.

“We believe there is demand for residential care in our area.

Please sign this petition if you too believe the village needs The Abbey and would not want to see it turned into anything other than a care facility.”

64. A large majority of those who completed the consultation questionnaire (83%) were opposed to the closure of the home with a consistent message about the importance of retaining a local service to meet local need allowing people now

and in the future to maintain social connections with local friends and family. There was a belief that demand is higher for Residential Care than presented in the consultation document.

65. There was recognition that the quality of care at The Abbey is Good and linked to that concerns around the health and wellbeing of current residents if closure is approved.
66. For the minority that supported closure this was because of the condition and suitability of the home.
67. A consistent range of reasons were given for opposition to closure as outlined in the detailed appendix 2. This included the importance of retaining a local service to meet local need, allowing people now and in the future to maintain social connections with local friends and family. Recognition that the care at the home is good and belief that demand for residential care is higher than is claimed in the consultation document, and likely to grow in future, meaning the proposal to close is misguided.
68. Another theme of the feedback was around the lack of joined up thinking with other Parish Planning activity underway in Staveley, in particular The Conversation.
69. In respect of potential future options as presented in the consultation document There was almost no support for the sale of the site for housing, several respondents stated strongly that the site should remain in public ownership or that any proceeds from a sale should be ring-fenced for Staveley. There was a strong view that the community should take a lead role in any future development.
70. Detailed response to all the feedback received through consultation can be found at appendix 2.

Options Considered and Risks Identified

71. Cabinet has the option to approve the recommendations presented earlier in the report:

Recommendation 1: Cabinet note the outcome of the public consultation.

Recommendation 2: Cabinet approve the recommendation to cease residential care provision at The Abbey in Staveley. The Abbey Residential Care home will close.

Recommendation 3: Cabinet note the continued development of options, working in partnership with the community, for reshaped care services in Staveley.

Cabinet note the continued development of options, working in partnership with the community, for reshaped care services in Staveley.

72. Alternatively Cabinet can decide to not approve the recommendation and opt to continue to provide residential care provision at The Abbey in Staveley.

Financial – What Resources will be needed and how will it be Funded?

73. If the option to cease residential care provision at The Abbey is taken this will generate gross revenue savings of £0.879m.
74. The saving assumes that all the staff at The Abbey are employed in alternative Cumbria Care settings where there are staff vacancies, which will avoid the need for compulsory redundancy and potential redundancy costs. Staffing levels at other Cumbria care residential homes have been increased to support increased occupancy at those homes funded from the Cumbria Care Investment Fund. From a cost perspective there is an assumption that residents at The Abbey choose to move to alternative Cumbria Care homes. If any residents move to placements in Independent Provider settings there will be an additional cost to the authority.
75. Closure of The Abbey would also remove future anticipated maintenance costs needed to keep the home safe, wind and watertight of £0.450m.
76. Further work is required to quantify the revenue and capital implications of each of the proposed options for reshaping care services in Staveley if The Abbey is closed.

Legal Aspects – What needs to be considered?

77. There is a clear legal expectation that when services are significantly changed or altered that a public consultation process must be carried out. The legal principles established for consultation which includes consideration of closure of a care home requires that:
- Consultation must be undertaken at a time when proposals are at a formative stage;
 - The consultation must include sufficient reasons for particular proposals to allow those consulted to give intelligent consideration and intelligent response;
 - Adequate time must be given for this purpose;
 - The product of consultation must be conscientiously taken into account when ultimate decisions are taken;
 - It is important that any proposal is in a form which can be readily understood and responded to by the consultees and the proposals must contain sufficient information about the reasons for the proposals.
78. Details of how the consultation has been conducted are contained in this report and appear to satisfy the principles set out above. Cabinet must take into account the outcome of the consultation when reaching its final decision.

79. The Care Act 2014 imposes market shaping duties upon the council. The statutory guidance provides that local authorities are required to ensure that there are sufficient, quality services available in the area and that these services are sustainable. Members should consider this when making a decision.
80. The council has an equality duty under s149 Equality Act 2010 to ensure that the needs of protected groups are not disproportionately affected. An Equality Impact Assessment has been undertaken and is provided with this report. Cabinet should have regard to that assessment when reaching its final decision.

Health and Safety Aspects – What needs to be considered?

81. Continuing to retain The Abbey could, over time, pose risk to the fulfilment of the council’s duties under the Health and Social Care Act 2008 (Regulated Activities) Regulations 2014 and associated Health and Safety legislation. The morale of the workforce may be affected through continuing to work in environments that prohibit the delivery of high quality care and support.

Council Plan Priority – How do the Proposals Contribute to the Delivery of the Council’s Stated Outcomes?

82. The proposals support the delivery of the Council Plan 2018-2022 outcomes the Council wants to achieve agreed by Council in February 2019, which are:

People in Cumbria are healthy and safe
 Places in Cumbria are well- connected and thriving

What is the Impact of the Decision on Health Inequalities and Equality and Diversity Issues?

83. An Equality Impact Assessment has been undertaken as part of the consultation process and to ensure that all potential concerns or issues have been supported appropriately.

Appendices and Background Documents

Appendix 1 – Consultation document
 Appendix 2 –Consultation Feedback report

Key Facts

Electoral Division(s): Staveley.

Executive Decision	Key Decision Included in Forward Plan	Exempt from call-in	Exemption agreed by scrutiny chair	Considered by scrutiny, if so detail below	Environmental or sustainability assessment undertaken?	Equality impact assessment undertaken?

Approved by the relevant Cabinet Member/s on 18TH October

Previous relevant Council or Executive decisions

None

Consideration by Overview & Scrutiny

Background Papers

Report Author

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