

By: Oliver Mills Managing Director, Kent Adult Social Services

To: Graham Gibbens Cabinet Member Kent Adult Social Services

Subject: **OUTCOME OF FORMAL CONSULTATION ON
CLOSURE/VARIATION OF SERVICE USE OF LAWRENCE
HOUSE, FOLKESTONE**

Classification: Unrestricted

Summary: This report considers the impact of developing an integrated Health and Social care service for people with dementia in Shepway and the implications on the future of Lawrence House Registered Care Centre. The report asks for Member approval to proceed with the closure of Lawrence House Registered Care Centre.

Background

1. (1) The Adult Services Directorate is engaged in a process which will modernise the way it carries out its responsibilities in order to improve the service outcomes for the people of Kent. This is in partnership with health colleagues in the Primary Care Trusts. This work has helped re-provide services from KCC residential care homes that were no longer fit for purpose. Further work will be needed to modernise or replace the remaining Registered Care Centres to bring them to the National Minimum Standards required by the Care Standards Act 2000.

(2) At present the Kent Adult Social Services Directorate is only able to provide services from its existing Registered Care Centres because of the transitional immunity provision that was made when the provisions of the Care Standards Act came into effect in 2002. Originally this immunity was due to be withdrawn by April 2007 but the large number of care homes that were forced to close persuaded the government to reconsider and the end date was removed in late 2003. While there is no longer a fixed timeframe to achieve national minimum standards we have a responsibility to develop and improve services in the interests of service users.

(3) Lawrence House Registered Care Centre (RCC) is one of two Kent Adult Social Services (KASS) residential homes for older people in the Shepway district. It is a 1970s freehold-detached purpose built single storey building situated in the residential area of Shorncliffe. It was previously a 30 bedded Home which provided permanent and respite residential care and day care facilities. However, since September 2008, when the new Broadmeadow Registered Care Centre (RCC) opened, the number of beds, were reduced to 16 focusing on providing for older people with failing mental capacity. On the same site as Lawrence House is a stand alone 10-place day service operating 6 days per week (Monday to Saturday) for people with dementia.

(4) At present of the 16 beds available at Lawrence House there are 9 beds used by permanent residents and 7 respite beds. Occupancy so far this year has been an average of 76%.

(5) The Care Quality Commission (CQC) noted in their last inspection (2008) that consideration was being given for major refurbishment in the foreseeable future. Reference was made to the size of the bedrooms, which were considered small but adequate. CQC also noted that there were no en-suite facilities in any of the bedrooms.

(6) Shepway commissioning managers have recognised that at present health and social care services for people with dementia and other mental health needs are fragmented across the district and are in need of modernisation and rationalisation. In line with the National Dementia Strategy, commissioning managers want to move to integrated services in Shepway which include Home Treatment, Carers support, Admiral Nursing support, respite services. Ideally these services should be brought together to achieve a co-ordinated, efficient, easily accessible single point of access for the people of Shepway. Furthermore it has previously been identified Shepway had an over capacity of permanent beds in the independent sector, therefore in-house services should focus on short term/respite which was identified as a gap in provision

(7) Should the decision be taken to close Lawrence House RCC, respite and day services would be re-provided in an extension to the Broadmeadow RCC, which is also in Folkestone.

(8) There were 9 permanent residents in Lawrence House RCC but currently there are 8 as one of the residents has recently died after being admitted to hospital. A stop was put on permanent admissions pending the results of the consultation. There are 6 other care homes rated as 'good' by the CQC that provide long stay care with a total number of 189 beds available in the vicinity (2 miles) of Lawrence House RCC.

(9) Broadmeadow RCC opened in August 2008. Broadmeadow RCC is a purpose built modern 40-bedded centre for adults which is providing valuable respite (a short break for service users and their carers), intermediate care (short-term care for people who have had a fall or have been in hospital), therapeutic rehabilitation services (a programme of therapy designed to restore independence and reduce disability) and flat-lets for gaining skills to live independently.

(10) Broadmeadow RCC is currently enhancing the lives of older people and younger adults with a physical disability living within the District of Shepway and brings with it the following benefits:

- An enhanced service, which will help people with more complex medical needs
- Facilitated supported discharge from hospital to prevent delays
- The provision of a bespoke specialist therapeutic service that is not provided in the private/independent sector
- Continuation and improvement of a much valued service for the people of Folkestone

(11) The planned extension to Broadmeadow which will be of a dementia friendly design will provide an 8 bedded respite/ assessment unit (all en-suite), a 15-place day centre (which is a 50% increase on places currently offered) operating 7 days a week and an integrated health and social care service for people with dementia and their carers. This will mean that people at every stage of the illness and their carers will be able to get advice, guidance, care and support from health and social care professionals.

(12) Capital funding has been identified of £2.3M which is sufficient to cover the capital costs as currently estimated for extending Broadmeadow. The PCT have agreed to contribute and negotiations are underway regarding the amount. It would therefore be prudent to earmark the PEF2 capital receipt until such time as final costs and contributions are known.

(13) This report sets out comments received following the formal consultation on the proposal to close Lawrence House RCC and to build an extension to Broadmeadow RCC. Lawrence House RCC has limited accommodation that meets CQC standards.

2. Consultation Process

Process	Date Action Completed
Obtained agreement in principle from the Cabinet Member for Adult Social Services.	15 September 2009
Cabinet Member chaired a meeting then information pack sent to those invited and attended: The Chairman of the Adult Social Services Policy Overview Committee Vice Chairman Opposition Spokesman Local KCC Member(s) Elected Members Responsible member of SMT Head of Adult Services Area Personnel Manager	24 September 2009
Stakeholders were informed in writing and invited to comment: - Users, relatives and carers Head of Service Staff Trades Unions Local KCC Member(s) District Council Parish / Town Council Relevant NHS bodies Any other relevant person or organisation and the Local MP	Letter sent 24 September 2009. Consultation period due ended on 17 December 2009 (Twelve weeks duration). Summary of Meetings and Correspondence received as a result of the consultation Informed MP and answered questions.
Directorate issued a Press Release	The Press Officer responded to one enquiry from the press during the consultation period.
A wide range of stakeholder meetings were held	Meetings with staff and union representatives held at Lawrence House on 24 & 25 September 2009

	<p>Meeting held with Broadmeadow staff on 24 September.</p> <p>Individual meetings with permanent residents and carers' on 29 September and 1 October.</p> <p>Meeting with respite users and carers on 7 October.</p> <p>Meeting with day care users/carers on 7 October.</p> <p>Presentation to EK AMT Commissioning Board on 7 October.</p> <p>Presentation at Ashford and Shepway Members briefing on 4 December on proposals.</p> <p>Presentation to Shepway District Council Community Overview Committee on 9 December.</p> <p>Site visit by Members from Shepway DC to Lawrence House on 14 December.</p>
Report to Cabinet Member for decision making on the closure / variation proposal.	This Report 30 December 2009.
The Cabinet Member or the Chairman of the Adult Services Policy Overview Committee will decide if a meeting between him / themselves, KCC Members and consultees is necessary.	Meeting with Members and the Cabinet Member, Graham Gibbens arranged for 5 January 2010.
Instigate any change programme	From February 2010.

2. (1) The twelve week consultation period on the closure of Lawrence House RCC concluded on 17 December 2009. Residents, Carers, Staff, unions and relevant bodies have been involved with meetings and their views have been considered. Clients and their Carers were consulted over the alternative options of service provision. It is hoped that the majority of staff will be redeployed keeping any redundancies to a minimum should the decision be made to close Lawrence House RCC.

Issues raised during the consultation

3. (1) The following issues were raised by those participating in the consultation process:-

a) **Permanent residents** – there were 3 broad issues raised and they were:-

- Why did the proposal not include provision for permanent residents?
- Is there adequate alternative provision within the local vicinity?
- What support would be available for permanent residents and their families in choosing an alternative placement?

Why did the proposal not include provision for permanent residents?

A decision had already been made in the change programme for services for older people in the Shepway area that in house services should provide complementary services to those provided in the independent sector and address gaps. Where there are gaps and where the expertise of in-house and the benefits of joint working are most clearly demonstrated is in the need for short stay respite and assessment beds for people with dementia in conjunction with the other services that will be available on the site.

It is understandable that families would be concerned about identifying alternative and suitable placements for their loved ones who currently live at Lawrence House and are anxious about the change. Individual meetings have been offered to each of them and held to discuss the implications of the proposals and the planning for the future.

Is there adequate alternative provision within the local vicinity?

There are 189 residential beds for people with dementia in the independent sector provision within a two mile radius of Lawrence House across 6 homes and all have a good rating with CQC. It has been highlighted by a carer that on checking only 3 vacancies existed but due to the time frame there would be the opportunity to wait for a vacancy at their chosen home during the next 12 months.

It has also been highlighted that 3 or 4 carers/representatives do not actually live in the Shepway area and so subject to their input, suitable alternative placements could be found closer to where they live.

What Support would be available for permanent residents and their families in choosing an alternative placement?

Support will be provided to all those affected to identify suitable alternative placements to best meet their needs. Case managers and the Lawrence House Staff will work closely with resident and their families to update their individual assessments, determine preferences and support them to research and identify alternatives. There will be a careful transition process put in place for each resident once a new home is found to ensure they have a smooth move. Our staff have considerable experience of successfully managing change of this nature and will work closely with the families to ensure individuals needs are met.

In addition, there will no further permanent admissions to Lawrence House, but they will continue to accept referrals for those needing respite services.

b) **Transition arrangements** – Some families were concerned that there may be a gap in respite and day services. Assurances have been given that Lawrence House will not close until the Centre of Excellence at Broadmeadow has been built and is ready for occupation. All those who access the respite service and day centre at Lawrence House will be supported by case management staff and provider staff to transfer to the new service at Broadmeadow and it is planned this will take place in February/March 2011.

c) **Planning approval** – Officers had been concerned about meeting agreed deadlines regarding capital spend. To ensure that planned timeframes could be achieved, a planning application was submitted on 9 November and the tendering process commenced in December. However, there will be no decision regarding awarding the contract until after the outcome of key decision is known and KASS would accept any financial risks incurred as a result.

d) **Catchment area** – Clarification was sought by Social Services commissioners as to the catchment area for the new integrated dementia service at Broadmeadow. It was confirmed it would be predominantly for those people with dementia and their carers within Shepway and the surrounding areas.

e) **Centre of Excellence for Dementia** – Shepway Council members enquired as to whether other such schemes were being planned in other parts of the county. The Broadmeadow proposal is the only new integrated development for dementia being planned as part of in-house provision across the county. The design has incorporated best practice features as recommended through latest research from Stirling University Dementia Service to ensure a dementia friendly environment for those who access the services. As an integrated service there will be close working with both health and social care to ensure a more co-ordinated and responsive service from a single location.

f) **Integration with primary care** – A Shepway GP surgery representing six general practitioners acknowledged the benefit in concentrating the service in one area, however was concerned there was no mention of integration including primary care in the proposal. They consider general practice has a key role in providing services for people with dementia and their carers as well as signposting. They would welcome the opportunity to effectively develop integrated dementia services in Shepway through their practice based commissioning groups.

g) **Providing new service at Lawrence House** – Some stakeholders asked why Lawrence House could not be refurbished to provide the new services planned for the Broadmeadow site. It was explained that if Lawrence House were to be refurbished this would mean the closure and where possible relocation of existing services elsewhere. It would also have meant a period of considerable disruption for all users and staff over what would be a minimum of 12 months. The opportunity to develop the new service at the Broadmeadow location means that for respite and day care users and many staff there can be a seamless transition from one service to another.

In addition, the option of refurbishing Lawrence House has been excluded partly on grounds of the cost required to make a fully modernised service in an ageing building. The other main reason is that the long term revenue costs of a small stand alone facility would be prohibitively expensive. The inclusion of such a service within a pre-existing facility (Broadmeadow) makes the revenue costs less onerous.

h) **Future of Lawrence House** –. A number of stakeholders enquired on plans for the future use of the Lawrence House building and land. It was confirmed the site would be sold and the capital receipt earmarked for the Broadmeadow development until the final costings are known.

3. (2) **Personnel and Training implications**

a) The issues arising out of the consultation on staffing related to the following key themes of redeployment, redundancies and on-going support through the staff consultation process.

b) Staff consultation included meetings with staff and trade union representatives at Lawrence House and given the inextricable links for the development and changes on the site of the existing unit, staff at Broadmeadow. Although the majority of the Broadmeadow staff will not be directly affected by this proposal, dual contracts with Lawrence House are held by a few staff. It was also deemed essential as part of this process to appraise Broadmeadow staff on the possible impending changes to their site.

c) All appropriate vacancies across Ashford, Folkestone and Dover are only being recruited to on a temporary arrangement to maximize redeployment opportunities for those who will not transfer to the proposed new service. For this group of staff, redeployment options will be enhanced by the opportunity to attend skills training to retain them within the KASS workforce. The overall aim will be to keep redundancies to a minimum for this staff group.

d) In order to ease concerns amongst the current Lawrence House workforce, the staffing complement for the new service will be identified and recruited to at the earliest opportunity, subject to approval being given to proceed by Members. In the first instance arrangements for ring fencing of Lawrence House staff for these posts will be put in place.

e) Accepting that these appointments will be made some way in advance of the proposed new service commencing, those staff who will have applied for these posts, will continue to work out of Lawrence House. In early discussions with staff and the trade unions during the consultation process this proposed approach was welcomed.

f) Given the changes and new skills required for Lawrence House staff to move into the new service, a clearly defined on-going specialist training programme will be designed and delivered prior to staff moving into the new roles at the new location.

g) As with all redeployment situations, the trade unions will be actively encouraged to be involved in all staff meetings during this process and in one to one meetings as required with members of Lawrence House staff.

h) An initial customer impact assessment has been completed and we are satisfied that, if the proposed service change is put into effect it should not disadvantage any particular disability or minority groups.

Conclusion

4. (1) The principle underpinning the proposal for integrated dementia services between health and social services has been well received by a wide range of stakeholders during this consultation process. However, anxieties have been expressed about the loss of Lawrence House if it is to close and impending changes that will be made to improve the services for people with dementia and their carers.

(2) Understandably the greatest anxieties and apprehension were expressed by 3 families/ representatives of the 9 (now 8) long term residents. We are confident given both the choice of independent sector homes and the length of time that we have available in 2010 to make alternative placements for individuals that we can achieve positive and appropriate outcomes for each of the remaining residents.

Recommendation

5. (1) As detailed in this report, the Cabinet Member for Adult Social Services is asked to approve the closure of Lawrence House Registered Care Centre.

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Background Documents

- Government White Paper 'Our Health, Our Care, Our Say' – January 2006
- National Dementia Strategy – February 2009
- Active Lives for Adults 2006-2016
- SMT report by Janet Hughes and Margaret Howard on 'Modernisation of in-house Dementia Services in Shepway' – September 2009
- Closure/Variation Policy for the closure/variation in the service use of a Social Services Establishment.