

By: Oliver Mills, Managing Director, Kent Adult Social Services

To: Graham Gibbens, Cabinet Member, Adult Social Services

Subject: **OUTCOME OF THE FORMAL CONSULTATION ON THE CLOSURE OF BOWLES LODGE REGISTERED CARE CENTRE, HAWKHURST**

Classification: Unrestricted

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Summary: This report considers the proposal to close Bowles Lodge and develop extra care housing on the site and summarises the responses to the consultation. The report asks the Cabinet Member to approve the proposal to close Bowles Lodge and replace with extra care housing.

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## 1. Background

(1) Kent County Council (KCC) is modernising the way older people are supported and cared for in the county.

(2) On Monday 14 June 2010, Kent County Council's Cabinet agreed for Kent Adult Social Services (KASS) to begin a formal consultation on the future of its Older Person's Service Provision. From Monday 21 June 2010, KASS officers met with staff, service users, relatives, trades unions and other key stakeholders to talk about the proposals.

(3) The full consultation covered 11 of the 16 homes owned and managed by KASS.

### The main drivers for the full consultation are:

- **More people are living longer and living with dementia. People rightly expect more choice in care.**
- **High quality care is a continuing priority. Dignity in care is crucial and more people want care at home.**
- **Residential care should be in high quality buildings. Some KCC buildings have reached the end of their useful life and don't meet expectations or standards for new builds.**
- **Good quality care can be commissioned for less money. The private and voluntary sector is set up to care for more people.**

(4) The considerations and options evaluated to determine the proposals for each home included:

- a) The range of alternative local services for older people
- b) The opportunity for developments with partners in the local area

- c) The condition of the buildings and likely capital expenditure required to maintain services
- d) The appropriateness of the design of the buildings for the services delivered and required
- e) The need to release money that is tied in to services that could be used to deliver equivalent services to more people

(5) The proposals combined across Kent will generate savings of £1m in 2011/12 and £1.2m in 2012/13.

(6) This report covers Bowles Lodge in Hawkhurst. The proposal in the consultation is for the home to be closed, demolished and the site used to build extra care housing.

(7) The proposed extra care housing scheme is part of a project led by Kent County Council in partnership with five district councils to develop a minimum of 228 units of additional social housing, including 201 extra care housing apartments for older people with smaller blocks for people with mental health problems and younger adults. In 2008, the partnership successfully bid to the Homes and Communities Agency for the funding and the money is still available following the Comprehensive Spending Review in October 2010. Tunbridge Wells Borough Council have identified that this type of development would fit with the local housing strategy and that a need for this type of housing has been demonstrated. The proposed scheme will have at least 20 one bedroom flats and 20 two bedroom flats with a range of communal facilities for the tenants to use and also for the wider community to access. These facilities could include a shop, restaurant, gym, hairdressers and activity room.

(8) Extra care housing is a national model. It is recognised as making a valuable contribution in offering choice for older people who are considering care in later life. It is offered as a choice to those who previously would have only had the option of residential care. Individuals will have tenant status in their own home with their own front door and at the same time will have access to care staff 24 hours a day in an environment that has been built to meet the needs of people with a range of disabilities. KASS will commission the care contract separately, which will make sure that care staff will be on site 24 hours a day and that individuals have tailored care packages that respond to what their assessment says they need. The two bedroom apartments could accommodate a couple that would have been separated previously if one needed residential care. This would allow separate sleeping arrangements if necessary and would allow a couple to stay together longer and retain caring roles – with access to support if needed.

(9) Bowles Lodge is a detached 35-bed unit built in 1978. It offers residential, respite and day care to a maximum capacity of 18 people each day, six days a week. It is freehold and has no known restrictive covenants. It was purpose-built in a residential area in All Saints Road, Hawkhurst. The accommodation is on one level. There are staff call points and television points in all bedrooms. There are telephone points in some bedrooms and at other places around the home. There is a large garden to the rear of the building and car parking to the front.

(10) The building would not meet the national minimum standards of the Care Standards Act 2000 as regulated by the Care Quality Commission if it were to be built today. There is, however, protection against these standards being applied for as long as significant structural improvements are not required. The building will, very soon because of its age, require considerable investment to maintain services, meet future needs and

expectations. The roof on the building will require replacing if the service is to continue. The quote received is in the region of £280,000. KASS is currently undertaking some emergency remedial work. The builders have confirmed the remaining mono-pitched roof areas all have mortar joints that have failed and are therefore allowing some water penetration but are not yet unstable.

(11) The unit cost (gross) based on 100% occupancy for one bed was £583.53 per week for 09/10. The unit cost (gross) based on 100% occupancy in the day centre was £36.08 per day for 09/10. The annual gross expenditure for 09/10 is £1,064,900 for residential and £169,400 for day care - totalling **£1,234,400**

(12) There are 20 permanent residents and five long term respite residents currently living in Bowles Lodge. The service offered 29 frail permanent places and six frail respite places. In 2009/10, the building ran at 92% of its residential capacity making the actual unit cost £633.14 and the day care at 68% of its capacity making the actual unit cost £53.05.

(13) The maximum charge for individuals accessing the beds in the units is currently capped at £407.92 per week. Everyone that accesses residential and respite services is financially assessed for a contribution towards their care in line with the Charging for Residential Accommodation Guide (CRAG). This means that individuals who have savings of more than £23,250 are charged £407.92 per week and anyone with less than £23,250 is assessed against their means to determine their level of payment. A snapshot undertaken in the summer of 2010 indicated at that time there were 51 people living in the in house residential services being charged £407.92 per week.

(14) KASS has a guide price for the independent sector and can buy services in the Tunbridge Wells district for £342.85 per week for standard residential care.

(15) The Care Quality Commission (CQC), in its last inspection (2009) rated the service as 'good'. There was positive feedback about the services from both the inspectors and the service users. The report commented that residents enjoy living in a clean and comfortable environment, although they may benefit from minor repair and they are protected by a safe environment, although the covering of two exposed radiators would enhance this.

(16) South West Kent commissioning managers recognise that Bowles Lodge offers important day care, residential and respite services. These will need to be provided through the independent sector.

(17) The original site for the proposed extra care scheme was an area in Cranbrook called Longfield. The site search through KCC found that Longfield was a suitable site based on size and ownership. An application was then submitted from the community for village green status which subsequently blighted the land and it could no longer be considered for the extra care development. A further site search was carried out and based on the necessary criteria, along with the future use of Bowles Lodge being considered, it was agreed to progress the extra care scheme at the Bowles Lodge site as the only suitable site within the area. Hawkhurst and the Tunbridge Wells district will benefit from affordable extra care housing providing security of services for older people for at least the next 30 years.

## 2. Consultation Process

(1) The county council has a duty to undertake formal consultation on any proposed changes to services. The procedure for consultation on modernisation/variation or closure of establishments in KASS was followed as below:

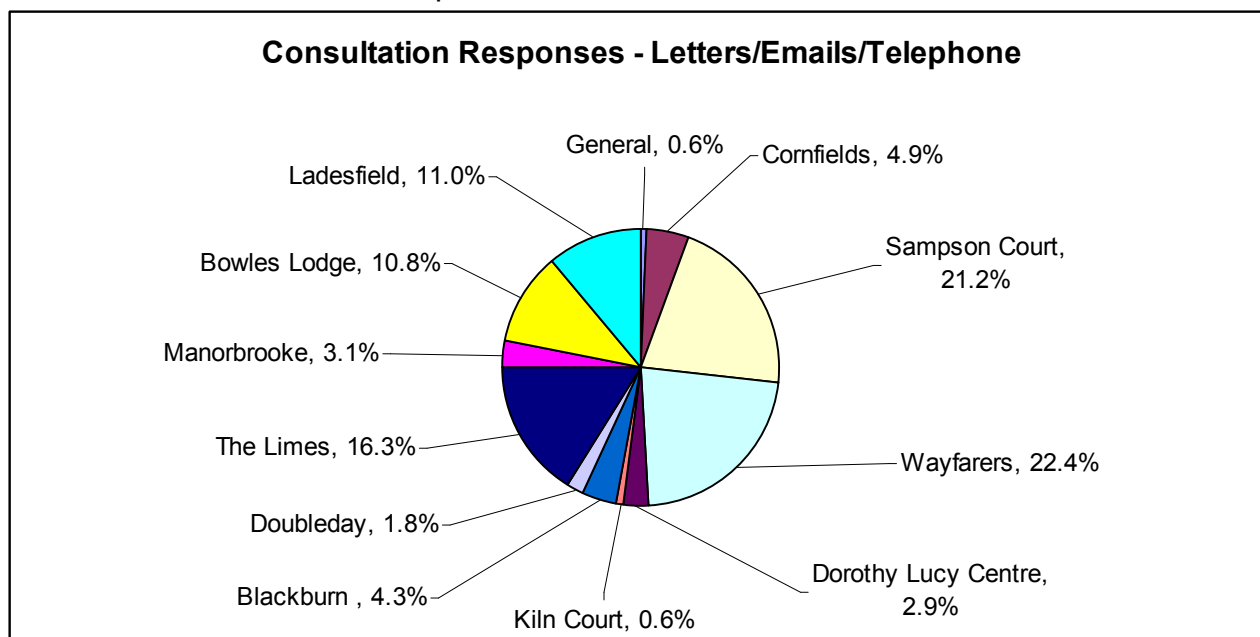
Process	Date Action Completed
Obtained agreement in principle from the Cabinet member for Adult Social Services.	14 June 2010
<p>Cabinet member chaired a meeting to discuss the proposals. Information packs were sent to those who were invited and who attended:</p> <p style="padding-left: 40px;">The Chairman of the Adult Social Services Policy Overview Committee (ASSPOSC)</p> <p style="padding-left: 40px;">Vice Chairman</p> <p style="padding-left: 40px;">Opposition spokesman</p> <p style="padding-left: 40px;">Local KCC member(s)</p> <p style="padding-left: 40px;">Elected members</p> <p style="padding-left: 40px;">Responsible member of KCC adult social services Strategic Management Team</p> <p style="padding-left: 40px;">Heads of Services (updated to reflect new title)</p> <p style="padding-left: 40px;">Area Personnel Manager</p>	<p>10 June 2010</p> <p>10 June 2010</p> <p>10 June 2010</p> <p>23 June 2010</p> <p>14 June 2010</p> <p>10 June 2010</p> <p>14 June 2010</p> <p>14 June 2010</p>
<p>Stakeholders were informed in writing and invited to comment: -</p> <p style="padding-left: 40px;">Users, relatives and carers</p> <p style="padding-left: 40px;">Head of Service</p> <p style="padding-left: 40px;">Staff</p> <p style="padding-left: 40px;">Trades Unions</p> <p style="padding-left: 40px;">Local KCC member(s)</p> <p style="padding-left: 40px;">District Council</p> <p style="padding-left: 40px;">Parish/Town Council</p> <p style="padding-left: 40px;">Relevant NHS bodies</p> <p style="padding-left: 40px;">Any other relevant person or organisation and the Local MP</p>	<p>Letter sent 14 June 2010. Consultation period ended 1 November 2010 (19 weeks from 21 June 2010).</p> <p>Summary of meetings and correspondence received as a result of the consultation</p> <p>Informed MP and answered questions – a visit was undertaken on 24 September and a meeting held on 8 October 2010</p> <p>Held individual meetings and group meetings with local councillors, county councillors, MPs</p>
Directorate issued a Press Release	The press officer responded to 49 enquiries from the press across the county for all proposals during the consultation period.

<p>A wide range of stakeholder meetings were held</p>	<p>Meetings with staff and union representatives held on 23 June 2010</p> <p>Stakeholder Roadshow held for Bowles Lodge on 28 October 2010</p> <p>Individual meetings with permanent residents and carers offered but not requested for those accessing Bowles Lodge</p> <p>Meeting with respite users and carers on 23 June 2010</p> <p>Meeting with day care users/carers on 23 June 2010</p> <p>West Kent Area Management Team Commissioning Board on 9 August 2010 and 11 October 2010</p> <p>Presentation at members' briefing on 26 July 2010 on proposals</p> <p>Presentation to Public Meeting requested by Cllr Roger Manning 30 July 2010</p> <p>Presentation to Local Strategic Partnership Health &amp; Older Persons sub-group 27 September 2010</p> <p>ASSPOSC Chair and Vice-Chair visit to Bowles Lodge 27 October 2010</p>
<p>Report to Cabinet Member for decision making on the closure/variation proposal.</p>	<p>This report dated 30 December 2010</p>
<p>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.</p>	<p>In addition to the extensive consultation, these matters will also be discussed at Adult Social Services Policy Overview Committee on 12 January 2011</p>
<p>Instigate any change programme</p>	<p>From January 2011.</p>

(2) The 19-week consultation period for the modernisation of our Older Person's Provision concluded on 1 November 2010. Residents, carers, staff, unions and relevant bodies have been involved with meetings and their views have been considered. Clients and their carers were consulted about the alternative options of service provision.

(3) The overall consultation prompted **490** letters and most related to specific units. A number of letters were copied to the local MP, local councillor, Councillor Gibbens and/or KCC officers. Each letter was responded to either by a standard acknowledgement or a more detailed letter, responding to any queries or inaccuracies in their statements. Of all the responses, **10.8%** related directly to Bowles Lodge.

The chart below shows the responses for all units consulted on.



(4) A petition was received, containing 1562 signatures. This prompted a debate at county council on 16 December 2010. The text from the petitioner's presentation at county council is attached at Appendix One.

(5) KCC developed a questionnaire as an additional method for people to contribute to the consultation. This questionnaire was available either by responding directly on line, downloading from the website or through a hardcopy with postage paid.

(6) A website was established by the lead campaigner at [www.bowleslodgestays.blogspot.com](http://www.bowleslodgestays.blogspot.com).

### 3. Alternative/Replacement Services

(1) The proposal is for Bowles Lodge to be demolished and the site to be used for extra care housing. Private Finance Initiative (PFI) will be used for funding the housing. The project is complex with many partners. The project timetable assumes that contract and financial formalities would be completed in October 2011, at which point the site would be handed over and the contractor would secure the site. However, because of the particular circumstances relating to Bowles Lodge and the replacement services it is proposed that Bowles Lodge may remain open up to January 2012. Staff and service users would move out by that date at the very latest. Should the re-provision plans progress more quickly and suitable alternatives be in place Bowles Lodge could be closed

sooner. There could be a period of time where Bowles Lodge stands empty while financial and contract matters are concluded prior to the demolition. The extra care housing would be open to accept tenants in September 2013, assuming the January 2012 deadline is met.

**Residential:**

(2) South West Kent commissioners recognise that the services provided at Bowles Lodge are important and would need to be re-provided. Every individual accessing Bowles Lodge will have a full reassessment of their needs and will be supported in finding alternative services:

(3) There are currently 20 permanent residents in Bowles Lodge and five people who are long term respite. A desktop exercise has been undertaken to identify peoples needs based on their current care plan and it is anticipated that the following provision would be required based on the 25 individuals. This shows that 12 individuals may need accommodation locally (Hawkhurst and surrounding villages).

(4) Some individuals are currently looking to move following a re-assessment of their needs. Bowles Lodge is registered for people with a general frailty.

Potential Client Relocation	Residential	OPMH Residential	Nursing	OPMH Nursing	Dual Purpose	Other
Local Area	9	1	1			1
Out of Area	4			1	1	1
Out of County	4	1				1
Vacancies 30/11/10	Residential	OPMH Residential	Nursing	OPMH Nursing	Dual Purpose	Other
Local Area under 5 mile radius	1	4				
10 mile radius	17	7	11	15		
10 mile radius from centre of Tunbridge Wells	15	29	13			

(5) Hawkhurst has two other homes within a five mile radius. One is in between Hawkhurst and Cranbrook and the other is in Ticehurst.

(6) The home in Cranbrook is 'not yet rated' by the CQC. There was a recent change of management which removes the previous rating (which was 'good'). It is being remodelled and will have some additional residential beds available in the near future. Planning permission is being sought to extend the existing premises to offer up to 34 additional rooms. The first phase if approved will probably offer 14 new rooms and could be ready by November 2011. The current accommodation offers 30 single and 7 double rooms.

(7) The home in Ticehurst is out of Kent's area for quality monitoring. KASS has spoken to colleagues in East Sussex regarding the home which is an 18 bed residential home with some ensuite rooms, set in a couple of acres of gardens. KASS has previously

placed residents in the home and it is felt that it is warm, caring and welcoming. This home has been rated 'adequate' by CQC and would not be used unless it was able to demonstrate that it has met the performance improvement plan and is compliant with the standards.

(8) Westview Integrated Care Centre is a KCC managed home in Tenterden. This home meets the environmental standards and could be used for people who may need to move out of Bowles Lodge. Westview is 10 miles from Bowles Lodge and can be reached by car in 20 minutes.

(9) Should the proposal be agreed to close Bowles Lodge, KCC would actively engage with these homes to ensure that waiting lists could be managed and places secured for the individuals affected at Bowles Lodge (plus the additional three beds required for respite). The Project Officer would work with the individuals and their families to identify appropriate options for accommodation and also take into account any friendship groups.

(10) There are a further 17 homes within a 10 mile radius offering 626 beds. Two are rated excellent and 12 good. The 626 beds are not vacant but it is expected that suitable alternative accommodation for the remaining permanent residents can be secured. The national vacancy rate is 9%

(11) As there are 12 residents who may need alternative accommodation in Hawkhurst and surrounding area, it is recommended that the closure of the home is delayed, if necessary, up to January 2012 to enable the change programme to be delivered.

(12) Individuals will not be at a financial disadvantage through the proposals. People will be assessed and their needs recorded. Individuals and their families will be offered options to consider that meet the assessed needs of those individuals. KASS will take every reasonable step to secure appropriate alternative accommodation at the best available price.

### **Respite:**

(13) Bowles Lodge has provided regular booked respite placements which are difficult to obtain in the private sector without a block contract. Analysis of admissions in this category has been undertaken for the period 24 June 2009 to 5 July 2010 which is an admissions period of 12 months. In this time 1,291 bed days had been used amounting to 184 weeks or 3.5 beds used for 52 weeks per year.

(14) Below is a table showing the case management teams that refer people for respite at Bowles Lodge.

Ashford	1
Maidstone	7
Sevenoaks	6
Tonbridge and Malling	8
Tunbridge Wells	38



(15) Respite services will be purchased from the independent sector. It is proposed that three respite beds will be secured in the South West Kent locality for the people who use the service from within that locality. These beds will be used for planned respite

(16) Emergency respite will continue to be accessed through vacancies in the independent sector.

**Day Care:**

(17) There are 47 regular users, 10 who live with a carer and the remainder alone. At least three attend from sheltered housing and there are two couples. The majority have either a Cranbrook (18) or a Hawkhurst (15) address. Of the regular attendees, 38 travel less than five miles to the day services.

(18) Dependency levels using the in-house assessment tool are largely low (30) with only two high or very high. Planned attendance varies between 12 and 16 per day. 27 come for only one day per week, 13 for two days and five for three days. Two are listed as needing dementia care and the remainder were referred due to issues of social isolation or to promote their independence. In 12 instances the day care also provides respite to the carer.

(19) Proposed re-provision is modelled on meeting the needs of current day care services users focused on meeting the needs of people who attend due to:

- Social isolation reasons (low needs level)
- Personal care reasons (substantial needs level)
- Dementia care reasons (critical needs level)

<b>1. Social Isolation</b>	<b>How needs are proposed to be met</b>
<p><b>KCC moderate criteria</b> 35 people (approx 8 people per day)</p>	<p>Through <b>voluntary sector organisations</b> For instance, the WRVS and Age Concern would be able to provide activities groups to promote mental and physical stimulation thereby promoting independence enabling people to remain in their own homes in the community. In parallel the activities will break the cycle of isolation. These groups could be run from community locations and/or sheltered housing complexes in Cranbrook Activities such as Tai Chi, Wii, art, creative writing, photography, ICT sessions etc could be provided. A pilot in 2009 at Cranbrook provided such an initiative and was successful.</p>
<b>2. Dementia</b>	<b>How needs are proposed to be met</b>
<p><b>KCC substantial criteria</b> 10 people (approx 4 people per day)</p>	<p>Through <b>voluntary sector organisations</b> Alzheimer's Association, and/or, by the WRVS at Hawkhurst Hospital 3 days per week. Alzheimer's Association have the experience in running such groups and require a venue in the Hawkhurst area. Furthermore, WRVS are also looking to develop their service for this client group. Westview specialist dementia support day centre in Tenterden has the capacity to accommodate these requirements.</p>

3. Physically frail	How needs are proposed to be met
<b>KCC critical criteria</b> 2 people (approx 2 per day)	This could also be provided at <b>Westview</b>

(20) Discussions are underway with the strategic manager for Hawkhurst Hospital who has agreed, in principle, that KASS, working with a partner, can access the Hospital to run day support services 3 days. These discussions, along with tendering processes, can be achieved in time for the service to be running before Bowles Lodge closes.

(21) All current services users will be offered the opportunity of a personal budget with which they could develop their own individual solution to meet their day care needs.

(22) Transport is principally provided by Valley Travel using specialist minibuses through a block contract with the addition of some users on Direct Payment. Payments to Valley Travel cover 45 passengers during the week. 1 person comes in by Taxi from Paddock Wood paid for by KASS. Of these 46 people 9 are in receipt of Direct Payment for transport.

(23) It is the intention that, if needed, new day activities could also be provided at the extra care scheme when it opens in 2013.

(24) Local commissioners are confident, given the interest and the plans from the independent and statutory sector for day care, including if necessary developing day care in the extra care scheme, that both current and future needs can be met locally within the revised timescale.

#### 4. Alternative Proposals

(1) An Evaluation Panel met on 15 November 2010 to review all alternative proposals. The panel had representation from Commissioning, Finance, Contracting and Standards, Provision and Personnel. The panel agreed that the first priority for Bowles Lodge would be for it to be used for extra care housing.

(2) There were three alternative proposals received for Bowles Lodge.

(3) Unison's feedback called on the county council to withdraw its proposals and retain its role as a direct provider of social care. This has been considered as an alternative proposal and evaluated by a panel of KASS officers. Unison reports that there is extreme difficulty identifying vacancies in independent sector homes of a satisfactory standard. It does not think specialist services should be provided in an untested market and believes KCC should remain a direct provider in order to help set high standards. The comments from Unison state that the buildings are fit for purpose and that quality of care should be considered above the fabric of the building. Unison argues that reducing council provision reduces choice and that "attrition rates for residents remain high for enforced moves". Unison argues that KCC's cost comparisons with the independent sector have not been made like-for-like and do not take into account transaction costs.

(4) The proposal from Unison is largely asking to maintain the status quo, which does not enable KCC to address the four key reasons for change and therefore is not an option that KCC can support. In response to Unisons issues, the panel made the following observations:

- KCC will retain control of the market as a key purchaser of care and standards.
- There are vacancies in homes rated 'good' or 'excellent' in the independent sector.
- The proposal for the specialist enablement beds at The Limes is for them to be provided at Gravesham Place which has previous experience of this service.
- The buildings will require the investment of significant capital funding that KCC does not have access to – and the long term future of the services could be more uncertain, possibly resulting in emergency closure rather than planned closure.
- There is no statutory duty to directly provide residential care. KCC should be directing resources to further enhance the quality monitoring and contract management responsibilities it has in commissioning services – and providing personal budgets for people who meet KASS eligibility criteria.
- It is KCCs stated long term intention to focus on undertaking a commissioning role with services provided by a plurality of independent sector providers.
- Where moves are necessary, KCC has considerable experience of carefully and successfully moving older people. Each case will be managed and supported on an individual basis to ensure their personal needs are met at an appropriate pace for the individual.
- It is acknowledged that purchasing intermediate care/enablement beds in the independent sector would require a premium above guide price however commissioners are confident they could purchase these beds in the independent sector at less than half the gross unit cost of an in-house enablement bed.

(5) **The Hawkhurst Village Society** requested that other sites be investigated and secured for the extra care scheme. The sites they requested were looked at included The Swattenden Centre, The Highways Depot, Babies Castle and again at the Longfield in Cranbrook. The result of securing an alternative site would mean, they believe, that Bowles Lodge could remain. A full investigation was undertaken and all of these were discounted as options as they did not fulfil the criteria required to provide assurance to the Government that the site is in KCC ownership, would be available at the time required and has no restrictions that could delay the progress of the PFI project.

(6) A further alternative proposal was received. This was from the leader of the **'Bowles Lodge Stays' campaign**. The full proposal is attached at Appendix Two. A summary of the key features are:

- a. To use as an enhanced respite centre supporting those moving out of hospital
- b. To retain residential services until all permanent residents no longer need the service
- c. Supplement this service using NHS partners and services to support people to move home
- d. Retain the day centre

(7) The panels response to this proposal was that the service will be used for respite when permanent beds are being vacated and with the development of the Enablement at Home service over the last year, people are now wanting more to be supported at home when they leave hospital. The local community hospital undertakes a

similar role and there would be both duplication and over supply if this proposed service was to be developed longer term at Bowles Lodge. It is recognised that families understandably do not want services to change for the permanent residents. However the proposal would not necessarily preclude people having to move if their needs changed and they required, for instance, nursing care. This proposal would mean that KCC and Tunbridge Wells Borough Council would lose its share of the PFI funding to develop extra care housing in the district. There would be no option for an alternative site to be found. The panel agreed that the priority should be to secure services for older people through extra care housing for the future and therefore this proposal was not considered viable. The Project Executive Board agreed with the panel that this proposal was not viable and should not be recommended.

## **5. Issues raised during the consultation**

### **a) Letters/Emails**

(1) Letters, emails and telephone calls were received including some directed to Oliver Mills, Managing Director for KASS, local councillors, Councillor Gibbens and from both Greg Clarke, MP and Helen Grant MP. A number of other letters were received from the local Parish Councils. Each letter was responded to.

(2) **Why did you not detail where people will go before you developed the proposal? By closing Bowles Lodge will reduce choice for people. Hawkhurst Castle and the extra care housing should be developed before any plans to close Bowles Lodge are considered.** It is anticipated that peoples needs will change from when the proposals were put together in early 2010 to when they would be delivered in 2011. To re-provide appropriately KASS needs to undertake a current review of care needs with each individual so that services can be matched against those needs and offered accordingly. This review can also include family members to ensure that all the important factors are taken in to account. If the decision is taken to close Bowles Lodge in January 2011, the home may not close until January 2012 providing sufficient time to secure suitable alternative accommodation that meets current need. Where Officers talk about choice, they mean about the range and choice of services rather than providers. With the proposed replacement of Bowles Lodge for extra care housing, there is an alternative choice of service. The funding for the extra care housing, to be built on the site of Bowles Lodge, would only be secured if the site can be vacated in the timescales.

(3) **Gyms and internet cafes are not needed for people in this age group and certainly not for people that have care needs.** Gyms and internet cafes are used for a number of reasons and will be increasingly used as new generations of older people enter these services. That said, existing tenants are using them to keep in touch with family members abroad and are learning how to use the internet for shopping deliveries etc. Individuals are accessing the gym following an induction and peoples physical strength and wellbeing is improving. People from the outside community can also access the gym.

(4) **This is not a consultation. You have already made your decision and our views will not be considered.** This is a genuine consultation. In order to arrive at the proposals, an options appraisal exercise was undertaken against all of the homes affected under the consultation. The proposals were the 'best fit' achievable to meet the challenges that KASS is facing. It is KCC's role to develop the proposal and consult. The consultation exercise is to listen to peoples views, and possible alternative proposals that may not have been thought of, and also address the reasons behind the proposal, and to evaluate

these against all the factors facing the council. No decision has been taken. The Cabinet member will take his decision, based on all the evidence (including the reasons behind the proposal), in January 2011.

(5) **Bowles Lodge should close. This is a way of instantly saving money.** One letter was received from a member of the public making this statement and justifying their reasons.

(6) **Seven letters were received asking for a review from a multi-disciplinary team of current residents. The letter asked for a risk assessment and details at how KASS proposes to mitigate any risk of premature death.** These letters were responded to advising that as no decision had been made, it was not appropriate to undertake such a review. It was explained that once a decision has been made, the home closures protocol will be followed which includes the full Individual Needs Portrayal and would include health staff as appropriate. However, it is clear that from those messages, the families wanted to be assured of the risk mitigation given the information they received that people die following a home closure. It has already been made clear through the report the steps that would be taken if a decision is taken to close the service. KCC has considerable experience of carefully and successfully moving older people. Each case will be managed and supported on an individual basis to ensure residents personal needs are met at an appropriate pace for the individual. KASS will make sure that the home's care staff will support the moves for individuals to enable a period of settling in to ensure that the transition is seamless.

(7) **People at Bowles Lodge do not need ensuite facilities and extra care housing will not be suitable for them.** KASS recognises that current residents would prefer to retain the services as they are. However, in future people will expect private facilities in residential care. The extra care housing services will provide 24 hour care for tenants/residents in their own apartments when they need it and have additional facilities such as a gym and a shop. The care currently provided at Bowles Lodge is of a good standard, although it is increasingly difficult to carry out for people with enhanced needs in an ageing residential care home that does not meet the CQC standards. Current residents and their relatives will be given choices about appropriate alternative care home places.

There are residents currently living in Bowles Lodge who would meet the criteria and could manage in an extra care housing scheme if that choice was available for them. The extra care housing would suit older people who were looking at moving into residential care and would provide more choices to the people of Tunbridge Wells district.

(8) **Bowles Lodge provides a vital and valuable service to vulnerable people and their carers by way of respite and day care. Friendships have been made through day care. The loss of these services will be devastating to the community.** Respite services will be commissioned, initially as block contracts to make sure this vital service is retained. Longer term, there is a wider strategic review of respite beds being carried out by KASS to make sure of value for money and increased occupancy. The ultimate aim is for people to get access to the services directly following assessment. There will be alternative respite services offered to all those who currently access Bowles Lodge.

It is recognised that day care and respite are crucial services for people to maintain their independence and relationships with carers or relatives at home. Both will be essential parts of the replacement services commissioned in future.

(9) **People cannot afford services from the independent sector.** Throughout the consultation, KASS has consistently said that no one currently using the services would be put at a financial disadvantage if there are moves to alternative services and their needs remain the same.

In an extra care housing setting, people would have their own tenancy so would be required to pay rent and service charges (for the vast majority, Housing Benefit would be accessed). In addition, each person's care package would be individually assessed and a charge would be made if appropriate after means testing. This is done in the same way that KASS carries out a financial assessment for domiciliary care.

(10) **The closure will provide increased pressure, distress and worry on the residents, carers and relatives.** It is acknowledged that the change proposal has inevitably worried residents, carers and relatives. KASS has allocated a dedicated project officer to work with those individuals currently supported by services at Bowles Lodge to make sure that a consistent approach is taken. The officer will work with the individuals and report to case managers to provide an update on each individual's circumstances. The project officer has worked previously as a care manager assistant for a number of years and has experience of working closely and sensitively with people in times of uncertainty. Some relatives of service users have expressed a concern that there could be a devastating affect on individuals who move from being settled and happy. Members of KASS staff would work at the pace of the individual and their family, providing help and support to find and secure alternative accommodation that meets the individual's assessed needs. KASS has to routinely move individuals all of the time because of changes in levels of need. This could be from one home that no longer meets the needs of the individual to another (for instance if they develop dementia or have nursing needs that the first home is not registered to respond to). KASS has many years of experience in carefully and successfully helping older people to move. Each case will be managed and supported on an individual basis to ensure personal needs are met at an appropriate pace for the individual.

(11) **Why is Bowles Lodge not being refurbished with the money secured for its proposed replacement?** The PFI money can only be used for extra care housing. The money that has been secured for extra care housing is PFI funding from central government. Bids were made to provide services that were known to be needed and housing is a growth area, especially adapted housing. We know that people want to remain at home for as long as possible and extra care housing allows this. Independent sector providers are able to access money that local governments cannot and they are responding to the growing needs of residential, specialist residential and nursing provision for older people. KCC does not have access to the significant capital funding that would be needed to refurbish these services to the level that would be required by the CQC. Bowles Lodge has an imminent need to make improvements to the roof. The quote received to fully fix the roof is in the region of £280,000. This funding is not easily identifiable for the county council and even if it were the property would still not meet the standards.

(12) **Bowles Lodge is an excellent service and the care cannot be matched. The staff are caring and the building is bright and airy and clean.** The proposals for Bowles Lodge have not been made because of the quality of the service or staff. Other services within a 10 mile radius of Bowles Lodge are of equal standard, or better, as independently inspected by CQC. Work will take place with staff, the residents and carers to secure alternatives. Staff will have an intensive programme of support should the proposals be agreed.

On 2 October, a separate consultation event was undertaken by MORI attended by 75 people who were looking at the county council's priorities. A case study was used for the future of older person's services. Feedback from the individuals was that older people's accommodation should be a priority and it was less important who provided the services as long as KCC retained a role in making sure of quality.

b) Questionnaire:

(13) A questionnaire was developed in August and distributed in September. It was designed as an additional method to generate feedback not only from key stakeholders but also members of the general public. The Questionnaire asked questions both about the proposal and what was important to people in the future should they need to access support services. There were a number of opportunities for people to enter free text in addition to answering the questions. Key areas of feedback from the Questionnaires received on the Future of Older Person's Provision were:

(14) **The proposals:**

42% of people, when asked what they thought of the proposals, answered they had mixed views with 24% responding they thought it was a bad idea and 15% that it was a good idea. In the free text field the greatest number of comments (31) acknowledged that planning for the future was a good idea with 27 people saying they were against the proposal because of the disruption to the clients. Other common comments included support for extra care housing, emphasising the importance of day care and concerns about the quality of care in the independent sector.

(15) **Should KCC run its own homes?**

59% of respondents stated that the council should continue to run its own homes with 20% disagreeing. The largest number of comments wanted to know why KCC homes cost double the price KCC can buy it in the independent sector. 22 recommended that KCC should review staff contracts and KCC processes to reduce the cost. Other comments included concerns about the quality of care in the independent sector. 8 people criticised the question as leading.

(16) **On what basis should KCC make the decision about the proposals?**

80% thought quality of care an essential factor, 75% continuity of care for the residents, and 47% felt keeping some homes in the management of KCC was essential. Fewer people thought value for money (175) and freeing up resources to care for more people (132) were essential although these issues were considered very important by 41.5% of respondents.

(17) **Thinking about the future**

When asked about their preferred choice of how they would like to receive care most people wanted to be able to live at home for as long as possible followed by a situation similar to extra care housing.

The most important issues to people considering moving into a care home were trained and friendly staff, home cooked nutritious food and being with ones partner. Other factors that were important to people were to remain a respected member of their local community treated with respect and able to exercise choice and control and the ability to have pets.

The top five things that people rated as essential or very important to them when they were older were:

1. help and support available when needed
2. a safe and secure environment
3. being able to maintain links with family, friends and local community
4. ability to remain as independent as possible with own routine and choices
5. accessibility (no steps etc)

## 6. Personnel implications

(1) Issues raised by members of staff related to redeployment opportunities, redundancies and support for staff through the consultation process. From 14 June 2010 all staff vacancies in the Registered Care Centres, learning disability provision and the Enablement service were only being offered on a temporary basis to maximise any opportunities for the redeployment of existing staff. Staff will be offered one-to-one meetings with a personnel officer and their union representative and the opportunity to receive skills training to enable them to continue their employment within Kent County Council, where possible. Redundancies, where possible, will be kept to a minimum.

(2) Special arrangements will be put in place to give members of staff an opportunity to apply for posts while continuing to support service users until the service has closed. Those who are not successfully redeployed into these posts will be offered support to help them to secure alternative employment. The Redundancy & Redeployment procedure would be followed and people will be offered Priority Consideration status once they are at risk of redundancy in order to help them find work in KCC.

(3) The staffing information for Bowles Lodge as at 23 November 2010 is as follows:

Head count	No. of contracts	No. of Permanent Contracts	No. of Temporary Contracts	No. of Fixed Term Contracts	No. of Full Time Contracts	No. of Part Time Contracts	No. of Relief Contracts	FTE
48	56	52	4	0	9	31	16	29.19

## 7. Summary

(1) The proposal for Bowles Lodge to be closed, demolished and be replaced by extra care housing is recommended. The individuals accessing the services will all receive a reassessment and be offered an alternative service at no financial disadvantage.

(2) During the consultation, the suggested date for closure for Bowles Lodge was given as September 2011 however given the further detailed analysis of current users needs and the availability of local alternative replacement services, a revised timescale is now proposed of no later than January 2012. KASS Officers are confident that the revised date will be achievable.

(3) The need for extra care housing in the Tunbridge Wells district and the ability to access PFI funding to secure modernised services for older people in Hawkhurst remains a priority for commissioners and partners.



(4) If Bowles Lodge were to remain open, it would require significant investment and any major refurbishment would probably need residents to move out while the works took place.

(5) There is alternative residential provision within the district. There are plans for increasing the numbers of local residential beds and also to develop local nursing provision and opportunities to develop further choice through day care.

(6) If the decision is taken to close Bowles Lodge, the land value of the site will be part of the PFI contract and the site will be leased to the successful contractor. In April 2011 full planning applications for the extra care housing will be submitted.

(7) A proportion of the revenue previously used for the operation of Bowles Lodge will be used for the Tunbridge Wells locality to offer more services to more older people.

(8) An initial screening as part of the Equality Impact Assessment was undertaken prior to the consultation on the modernisation proposals. This identified the need for a full Equality Impact Assessment to be undertaken on each proposal, which has now been done. The assessment confirms that the proposals can be delivered in a way that adequately takes account of the individual needs of existing residents and of other service users.

## **8. Recommendations**

(1) The Cabinet member is asked to **consider** the contents of this report and **agree** that Bowles Lodge should close and for the site to be used for extra care housing. Individuals will be assisted to access alternative services in the independent sector at a timescale to suit the individual with an ultimate end date of January 2012. Should the recommendation not be agreed, the future of Bowles Lodge will need to be revisited and a further consultation period would be required on any revised proposal.

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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
- Closure/Variation Policy for the closure/variation in the service use of a Social Services Establishment
- A Vision for Adult Social Care: Capable Communities and Active Citizens
- Think Local, Act Personal: Next Steps for Transforming Adult Social Care
- Locality Commissioning Strategy

### Text from Petitioners to County Council

#### Bowles Lodge

Save Bowles Lodge is an important campaign for the residents and staff who provide the only KCC elderly care service in the Royal Tunbridge Wells area.

It is located in the village of Hawkhurst and provides day care, residential and respite services for the local community.

Bowles Lodge helps local services and businesses as well as providing local jobs. The campaign around Bowles Lodge have highlighted the need for this service by the local rural community who have demonstrated their views by signing the UNISON petition.

We urge Kent County Council to keep Bowles Lodge in-house as a means to maintain a local service which has high standards of care and a good and well respected training protocol. UNISON is committed to campaigning for services to remain within the local authority's control with its management to maintain a service to local residents and keep jobs.

UNISON

### Alternative Proposal submitted by 'Bowles Lodge Stays' Campaign

"By far the SAFEST option is to let the current permanent residents to carry on living at Bowles Lodge until their death. The proposal is for the service to be turned into an **Enhanced Advanced Respite Centre that could attract Beacon Status** and a centre of excellence. This is a great opportunity to tap directly into the money announced in last week's Spending Review for adult social care that seeks to tackle the, quite frankly, ludicrous battles that have taken place over the years between the NHS and local authorities about who pays for what and whether a person's needs are purely social or medical. In truth the edges have always been and always will be blurred. I welcome the Government's approach. Partnership with the NHS in this Centre will challenge the main current purpose of respite care – giving family, friends and carers a much needed break.

Here are the key points behind my rationale and criteria:

- Elderly people who are admitted to hospital for an acute reason are then often transferred to convalesce and recover in cottage hospitals. These will be the type of temporary resident in this Centre. It means they can be discharged earlier from cottage hospitals providing they are free of contagious infections.
- The approach at cottage hospitals such as Sevenoaks and Hawkhurst is to have multidisciplinary teams working with patients to assist in their healing, recuperation and to build sufficient strength for them to return to independent or semi-independent living (at home with/without carers or in Extra Care accommodation).
- Hospital beds in acute hospitals are extremely expensive and beds in cottage hospitals are expensive.
- The Enhanced Respite Centre will take people that are infection free and provide a programme of activities with the prime purpose of assisting them to live independent and semi-independent lives.
- It will also take people that are considered to be at risk of an acute admission to hospital such as a sequence of falls. This proactive approach could save

thousands of pounds and enable them to return home stronger with the intervention of the falls team and other staff.

- Carers, friends and family could also be invited to attend group classes (particularly falls prevention exercises) at the Centre which encourages participation and mutual support as progress can be celebrated.
- The partnership between the NHS and Kent County Council is crucial though I propose that even this be widened to form a comprehensive and cohesive multi-disciplinary/multi-dimensional approach.
- Many of the existing care staff team have all the skills necessary to assist in helping people with their social needs.
- This team should be supplemented by the expertise of a falls team (one of the biggest factors for re-admission to hospital) which could be two people – a physiotherapist and an occupational therapist. This would also encourage increased physical movement, build weak muscles and sense of well being.
- They would work with each resident and help them back into living in their own accommodation.
- Existing district nurse provision may be sufficient or could be stepped up due to the higher demands of the anticipated resident group.
- I propose a team of volunteers be recruited who can spend time getting to know and befriend residents and people there for enhanced respite – particularly those who have a history of social isolation and feel like they have little control of their destinies and those whose relatives live more than 25 miles away which is likely as the centre would be a Kent-wide resource.
- The current social, educational and physical activities, much of which is funded by donation, through the dedicated Friends of Bowles Lodge, will continue.

The Day Centre should be retained as it becomes an integral part of the Centre. People that are suitable for living independently can attend every day to ease the transition. This may require a few reserved places.

There are challenges having people with different needs in the same home but, so long as no-one is admitted with a contagious infection then I think this can be managed. As the current permanent resident population decreases through death, which has already been reduced by 15% in three months) then the Centre can be exclusively for enhanced respite.

I believe this proposal is the safest option for my mother and the other permanent residents at Bowles Lodge and that it gives Kent County Council an opportunity to enhance its reputation in the UK by creating an enhanced facility that Hawkhurst and the rest of Kent tax payers will be proud of and may need soon or in the future.

I appreciate that retaining Bowles Lodge and gradually transforming its function will be logistically challenging and that another site will need to be found if the full PFI Extra Care project is to proceed. Elderly people that would normally be placed in Kent County Council's residential homes for the elderly and are unsuitable for Extra Care can be placed by block or spot contracts in the independent sector.

I have consulted the Care Quality Commission whether this gradual shift in use from permanent care to enhanced respite care would mean that the existing provision of non en-suite facilities at Bowles Lodge would be a problem with the new rules and they said no so long as there are toilet facilities within a short distance of bedrooms and lounges which is the case.

With an increasing aging population Kent is adopting a good approach by providing a range of options such as Extra Care. The Enhanced Respite Centre widens that range and facilitates independence thus preventing the need for permanent residential care or extremely expensive nursing care.”