

Decision Maker: Executive

Date: 20th May 2015

Decision Type: Non-Urgent Executive Key

Title: LONG TERM CARE FOR OLDER PEOPLE - EXTRA CARE HOUSING SUPPLY AND DEMAND

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Ward: (Farnborough and Crofton Ward)

- 1.1 In February 2015 Executive received a report advising that the level of voids in extra care housing remained high (as at the end of December 2014 there were 35 voids), placing further pressure on the adult social care budget. At the same time, Affinity Sutton, which owns 3 of the extra care housing scheme buildings, had been considering the future viability of the buildings in terms of their maintenance programme, and had identified Lubbock House as not being viable in the long term due to its condition. The report sought agreement to commence consultation with staff on the decommissioning of Lubbock House as an extra care housing scheme for older people alongside the consultation by Affinity Sutton with tenants.
- 1.2 Executive agreed to the commencement of consultation with staff, trade unions and other staff representatives regarding the decommissioning of Lubbock House as an extra care housing scheme for older people and noted that a further report would be presented to Members on the outcome of the consultations for a final decision on the decommissioning.
- 1.3 This report sets out the results of the consultation with staff and service users and requests the Executive to agree to the closure of Lubbock House when all of the existing service users have moved to the alternative accommodation identified for them.

1. RECOMMENDATION

The Executive is asked to agree to the closure of Lubbock House at the point at which all of the existing service users have moved to the alternative accommodation identified for them.

Corporate Policy

1. Policy Status: Existing Policy:
 2. BBB Priority : Supporting independence for older people
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Financial

1. Cost of proposal: Current running cost of Lubbock House £393k (£313k net of income); estimated saving in 2015/16 £150k. One off cost during closure programme; maximum estimated cost = £122k
 2. Ongoing costs: N/A
 3. Budget head/performance centre: Extra care housing 829**** Older people 824***3785
 4. Total current budget for this head: £393k
 5. Source of funding: Care Services revenue budget
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Staff

1. Number of staff (current and additional): 13 staff (8.3 permanent FTEs) based at Lubbock House). In addition 25 casual bank carers are utilised across all four in house extra care housing schemes.
 2. If from existing staff resources, number of staff hours:
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Legal

1. Legal Requirement: Statutory Requirement: Although extra care housing is not itself statutory, it is one method by which the Council fulfils its statutory responsibilities to adults who meet eligibility criteria for care services
 2. Call-in: Applicable:
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Customer Impact

1. There are currently 301 units of extra care housing in the borough including Lubbock House
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Ward Councillor Views

1. Have Ward Councillors been asked for comments? Yes
2. Summary of Ward Councillors comments: Ward Councillors were consulted on the original report. No objections were received

3. COMMENTARY

Background to extra care housing

- 3.1 The Council's strategy for long term care for older people is to support independence by moving away from a reliance on residential care towards a new mix of services, marked by a greater emphasis on services to support independent living at home. Since 2004 reports to Members have highlighted the potential of extra care housing for older people as an alternative to residential care.
- 3.2 The Council agreed its strategy for the development of additional units of extra care housing in 2007. At that time there were 186 units of social rented extra care housing in the borough, to which the Council had nomination rights. Five of the schemes were owned and run by Broomleigh Housing Association (now Affinity Sutton) and one by Kelsey Housing Association (now A2 Dominion). Within the schemes service users hold a tenancy with the housing association, with care being provided by the Council (either directly or via an external provider).
- 3.3 In recent years nominations to extra care housing units in the borough have been predominantly for older people, both physically frail and people with dementia, with high dependency levels who might previously have been assessed as needing residential care. Based on this experience, and the experience of other local authorities, suitably designed and staffed extra care housing was considered to be a viable alternative to residential care.
- 3.4 As a result of the report in 2007 the Portfolio Holder endorsed a formal strategy for extra care housing as an alternative to residential care for older people. Estimates at that time were that this would mean approximately 140 older people moving into extra care housing by 2020 who would otherwise have moved into residential care (in addition to the 180 plus people in existing extra care schemes in the borough who were not factored in to the future projections for residential and nursing places). In order to achieve this it was agreed to seek prospective development partners with a view to the majority of new provision being available by 2012.
- 3.5 Since 2007, two of the original extra care housing schemes have closed (Denton Court in Petts Wood and Cranbrook Court in Penge). Subsequently the Council secured three new extra care housing developments leaving a net gain in the new schemes of 115 units compared to the target of 140 new units. Current provision is shown in the table below and is amongst the highest level of provision in London Boroughs:

Scheme	Number of units	Landlord	Tenure	Care provider	Opening date
Apsley Court St Mary Cray	26	A2 Dominion	Social rented	In house Direct Care Service	Pre 2007
Durham House Shortlands	30	Affinity Sutton	Social rented	In house Direct Care Service	Pre 2007
Lubbock House Orpington	30	Affinity Sutton	Social rented	In house Direct Care Service	Pre 2007
Norton Court Beckenham	45	Affinity Sutton	Social rented	In house Direct Care Service	Pre 2007
Crown Meadow Court Bromley Common	60	Hanover Housing Associatio n	Social rented	Mears Care	2011
Regency Court Bromley Common	60	Hanover Housing Associatio n	Social rented	Sanctuary Care	2012
Sutherland House	50	Hanover Housing	Social rented	Sanctuary Care	2013

Penge		Associatio n			
Total	301				

3.6 The strategy assumed that by 2013/14 there would be 140 new units of extra care, with a consequent reduction in the number of people in residential care to 218. Potential savings were calculated on the basis of the reduced costs to the Council of supporting someone with high level care needs in extra care rather than residential care. Even allowing for the slightly lower number of new units (115 rather than 140), substantial savings have been achieved through the increase in extra care provision.

Current position

3.7 The report in October 2013 highlighted that the number of people going into residential care homes remained higher than anticipated and that there were a significant number of voids (14 at that time) in the schemes overall. Within the new schemes vacant flats attract costs for both rent/ service charge (after a period of 28 days) and staff costs. In the older schemes, although the Council is not liable for void rents, staffing costs are still borne if there are vacant flats. Coupled with other factors, this position resulted in a projected overspend for the full year 2013/14 of £285k in the extra care budget.

3.8 The 2013 report advised Members that officers would continue to work to establish whether future demographics and anticipated demands on service supported any further extra care developments.

3.9 In the intervening period voids across all of the extra care housing schemes have remained high and as at the end of December 2014 there were 35 voids.

3.10 In order to sustain maximum utilisation of the extra care units it would be necessary for there to be an average of 16 agreed nominations per month to extra care. From December 2012 to August 2014 the actual average number of agreed nominations per month has been 8. In 2013/14 there was an average of 34 voids per week across all 7 schemes; between April and August 2014 there has been an average of 38 voids per week. This position presents a continuing financial risk in terms of payment for staffing and rent/ service charges for voids and is not sustainable.

3.11 Officers have therefore given consideration to reducing the number of extra care units to better reflect current and predicted future demand. Given the void averages a reduction of around 30 units would appear to be the optimum number as this would reduce the void risk whilst still allowing for some variation in demand. Two of the older schemes, Durham House in Shortlands and Lubbock House in Orpington, each provide 30 units. Both properties are owned by Affinity Sutton who are currently considering options for the future of all of their supported housing in the borough. As part of this exercise Affinity Sutton have considered the potential future investment required to maintain their properties to an acceptable standard and have identified Lubbock House as requiring significant investment in the fabric of the building which renders Lubbock House unviable to maintain in the long term. Staff at Lubbock House have continually highlighted maintenance problems for a number of years which have not been satisfactorily resolved.

3.12 There are currently 8 voids at Lubbock House with only 19 tenants in residence (plus 3 flats that are used as temporary "step down" flats and so are also treated as vacant).

3.15 The Council has worked previously with Affinity Sutton to decommission two extra care housing schemes, successfully assisting approximately 90 people to move to accommodation

in other extra care housing schemes. The process is carefully managed jointly by the Council and Affinity Sutton, with Affinity Sutton carrying out the required consultation with tenants and the Council's care management team carrying out reviews of tenants' care needs to ensure that the scheme they move to can appropriately meet their needs. The Council would continue to provide a high standard of service throughout any closure period. No one living at the scheme would be left to make their own arrangements.

- 3.16 In February 2015 in light of the information above Executive agreed to the commencement of consultation with staff, trade unions and other staff representatives regarding the decommissioning of Lubbock House as an extra care housing scheme for older people and noted that a further report would be presented to Members on the outcome of the consultations for a final decision on the decommissioning. The consultation process required the existing voids in the other 6 extra care schemes to be held vacant pending a final decision (34 vacancies as at May 2015). This incurs costs in the short term as set out in Section 5.

Result of consultation

Consultation with service users and families

- 3.17 Discussions have taken place with the 19 service users affected by the proposal and where relevant their families. Suitable alternative places have now been identified for all 19 service users as set out below, with some service users also expressing a second preference. Individual flats have been identified in the other extra care schemes for Lubbock House service users.

Durham House	5
Apsley Court	4
Crown Meadow Court	3
Regency Court	3
Long term care	3
General needs housing	1

- 3.18 Three service users are being assessed for long term care. Should this not be considered necessary, specific vacancies have been identified in other extra care schemes for these service users and will be held until a final decision is made in consultation with the service users and their families.
- 3.19 Should Executive agree to the closure of Lubbock House, 16 vacancies in other extra care schemes could immediately be released for nominations in the normal way. There would be a gradual move of tenants from Lubbock House to ensure a managed process during which time Lubbock House would remain appropriately staffed. It is anticipated that if agreed, moves would take place during June and July 2015, with final closure taking place once all moves are complete.

Consultation with staff

- 3.20 Formal consultation commenced with the affected staff and their representatives on 16th March. The original response date was extended by one week at the request of the staff until 22nd April. Individual members of staff have had the opportunity to discuss their position with management and Human Resources and at this stage indications are that the majority of staff can be redeployed to vacancies in the remaining in house extra care schemes.

- 3.21 One formal response has been received from the Unite union and this is attached at Appendix 1 together with the management response. Further information on the staffing implications is set out in Section 6 below.

Future use of Lubbock house

- 3.22 Should Executive agree the recommendation in this report, officers from the Council's Housing Division would discuss future alternative uses for the Lubbock House site with Affinity Sutton.

4. POLICY IMPLICATIONS

- 4.1 The proposal takes into account the Council's objective to ensure that services provide value for money.

5. FINANCIAL IMPLICATIONS

- 5.1 The cost of Lubbock House in 2014/15 was £393k (£313K net of client contributions).
- 5.2 The draft budget for adult social care for 2015/16 assumes a reduction of £150k in the cost of extra care housing. There are costs in the short term by leaving any voids vacant (details in para 5.3) but by utilising the voids in the other schemes, Lubbock House can be decommissioned and costs saved in the longer term.
- 5.3 The cost of maintaining the vacancies in other schemes comprises the cost of rent/ service charges and the cost of maintaining core staffing levels in Crown Meadow, Regency and Sutherland Courts, plus the cost of maintaining staffing levels in the in house schemes - Durham House, Apsley Court and Norton Court. The cost of the vacancies in the in house schemes was included in the 2014/15 outturn. It is estimated that the one off cost of the vacancies in 2015/16 will be a maximum of £122k depending on the date of final closure, and significantly lower if the vacancies referred to at para 3.19 of this report are released now. These costs will be met from the Social Care Capital Grant which totals £663k in 2015/16.
- 5.4 Tenants are entitled to a statutory Home Loss Payment in these circumstances which includes allowance for removal costs – this will be funded by and paid by Affinity Sutton directly to tenants.

6. STAFFING IMPLICATIONS

- 6.1 There are currently 13 staff (8.3 permanent FTEs) based at Lubbock House with vacant posts being covered by agency workers.
- 6.2 Formal consultation commenced with the affected staff and their representatives on 16th March. The original response date was extended by one week at the request of the staff until 22nd April.
- 6.3. If the recommendation to close Lubbock House is agreed the Council will endeavour to avoid or minimise redundancies by deploying staff to alternative roles in the organisation through the Council's procedures for Managing Change. Individual members of staff have had the opportunity to discuss their position with management and Human Resources and at this stage indications are that the majority of staff can be redeployed to like for like vacancies in the other three in house extra care schemes, subject to individual preferences or circumstances. Every effort will be made to work with staff to minimise the impact of the closure of Lubbock House.

- 6.4. There are 25 casual bank staff across the extra care housing service who are generally deployed to provide cover on a casual basis. They are not directly affected by the proposals hence they would not be redundant or entitled to any redundancy payment.
- 6.5 One formal response has been received from the Unite union and this is attached at Appendix 1 together with the management response.

7. LEGAL IMPLICATIONS

- 7.1 Although extra care housing is not itself statutory, it is one method by which the Council fulfils its statutory responsibilities to adults who meet eligibility criteria for care services

Non-Applicable Sections:	
Background Documents: (Access via Contact Officer)	CS13045 October 2013 Extra care housing strategy for older people – update CS1424 Executive 11 th February 2015 Long term care for older people - extra care housing supply and demand