



**Report to:** East Glasgow CHCP Committee

**Report from:** Lorna Dunipace

**Date:** 28<sup>th</sup> January 2008

**Subject:** Closure of Eskdale Residential Home

**Paper No:** Paper 1 12

## **1. Purpose**

- 1.1 To brief Committee on the closure of Eskdale Care Home and the future plans for existing residents, staff and carers.

## **2. Background**

- 2.1 A report is going to the Executive Committee on Friday about the reprovisioning of local authority care homes . Copy of the report is attached in Appendix 1.
- 2.2 As part of a wider plan to replace the current 16 Local Authority Care Homes by new build Care Homes, providing 600 places. The report includes a recommendation to close Eskdale in East CHCP by 16<sup>th</sup> May 2008.

## **3. Plans for Residents**

- 3.1 Meetings were held with residents on Monday 21<sup>st</sup> January to advise them of the proposal, this has been followed up by letter to residents and carers
- 3.2 Residents and their Carer will be supported by a Care Manager during the closure process. Where there is no carer/relative (as is case for 15 residents at Eskdale) we will arrange for additional support from Advocacy Services. The Care Managers job is to review and assess the residents' level of needs, identify an appropriate level of care and then assist the resident to choose a new care home.
- 3.2 Everything will be done to assist residents to move to a Home of their choice, but if a place is not available by 16<sup>th</sup> May, the resident will be helped to move to an interim choice of care home.
- 3.3 There are currently 39 permanent residents at Eskdale out of 47 places. In addition to this, there are also a number of people who go to Eskdale for regular respite.
- 3.4 The current vacancy position is that there are 15 residential vacancies in Care Homes in East CHCP, including 10 in Local Authority Care Homes. There are also 28 Enhanced Residential Care, two places in 24 hour Supported Living Services and over 50 places in Nursing Homes.

#### **4. Plans for staff**

- 4.1 Senior managers met with staff on duty at the home on Monday 21<sup>st</sup> to advise them of the proposal, a further larger meeting with staff is planned for Thursday 23<sup>rd</sup> at Eskdale.
- 4.2 There are currently 31 staff at Eskdale. There are sufficient vacancies for all grades of staff except the Manager within Local authority Care Homes to offer staff alternative employment within the Council. While there are currently only 10 permanent vacancies in East, there are further staff vacancies due to arise in the next three months which will increase the numbers of staff who can be offered jobs locally.
- 4.3 A full personnel plan is being developed and each member of staff, as well as being briefed by managers, will be given an individual meeting with personnel to discuss choices and options.
- 4.4 Senior managers met with staff on duty at the home on Monday 21<sup>st</sup> to advise them of the proposal, a further larger meeting with staff is planned for Thursday 24<sup>th</sup> at Eskdale.
- 4.5 Cleaning and Catering staff are employed by DACS who have confirmed that they have sufficient vacancies to redeploy all these staff.

#### **6. Recommendation**

Committee is asked to:

- i) Note the contents of the Report
- ii) To Invite the Director and Head of Health and Community Care to report back to Committee on progress at a later date.



## Appendix 1

**Glasgow City Council**

**Executive Committee**

**Date: 25 January 2008**

**Report by Executive Member for Social Care**

**Contact: David Crawford**

**Ext: 287 8853**

### ***FUTURE OF LOCAL AUTHORITY CARE HOMES***

#### **Purpose of Report:**

To seek Executive Committee approval for proposals to re-configure the Council's Older People Care Home Services over the period 2009-14.

#### **Recommendations:**

Committee is asked to:

- (i) Acknowledge that existing local authority care home stock does not meet Care Commission standards or future aspirations of service users and the Council.

- (ii) Approve the development of 5 new care homes and 4 new day care facilities.
- (iii) Approve the proposed closure of the Eskdale care home by 16 May 2008.
- (iv) Agree that the Council adopt a coherent corporate approach to this re-configuration programme, involving DRS, DACS, Finance and Legal Services, to include identification of appropriate sites in each of the 5 CHCP areas.
- (v) Approve in principle the estimated capital funding of £71.2 million, including £8.1 million Council funding.
- (vi) Note the need for consultation around the detailed proposals with care home residents, day care service users, carers, staff, trade unions and partner agencies.
- (vii) Instruct the Service Director of Social Work to report back on further detailed proposals in due course.

Ward No(s) :

Citywide:

Local member(s) advised: Yes  No

consulted: Yes  No

## 1. Purpose of Report

- 1.1 To seek Executive Committee approval for proposals to re-configure the Council's Older People Care Home Services over the period 2009-14.

## 2. Background

- 2.1 The proposal to re-configure the Council's care home provision reflects a desire to ensure the best possible care for the City's older people, both the current and future generations, and is supported by a number of considerations.
- 2.2 The first relates to the need for the Council to continue as a direct provider of care home services. The evidence from elsewhere has been that where the local authority has marginal or no presence within the market place, its power as a purchaser of services is significantly diminished. In Edinburgh the resulting inflation in private care home fees prompted the Council to reverse its previous policy and re-enter the market as a provider.
- 2.3 Another imperative for re-configuration is the need to significantly invest in the quality of the Council's care home stock. The current stock is relatively old and does not meet key Care Commission standards. The biggest single issue is provision of en-suite facilities in each bedroom, which is now routinely provided by the private sector. Failure to address this disparity can be expected to result in greater numbers of older people preferring private homes and threatening the sustainability of local authority provision.
- 2.4 The Council must therefore seek to match the quality provided within the private sector. However, refreshing the existing Council stock is not an option. Not only is the cost of providing en-suite facilities prohibitive because it would require the complete internal refurbishment of existing homes, it would also lead to a reduction in the Council's capacity to influence the wider Care Home Market.
- 2.5 A third factor is a desire to improve the quality of life for care home residents by providing a 'Home for Life', in which people can remain even as their needs become more complex (unless they require permanent hospital care). Whilst currently the Council provides only residential care and people often have to move as their needs increase, the proposal here is for a broader range of provision that in future will include enhanced residential and nursing care. This has further implications for the quality of accommodation required, as well as implications for current models of staffing.

### **3. Proposed Reconfiguration of Services**

- 3.1 The overall proposal is that the Council replaces its 16 existing care homes (653 places) with 5 new build care homes that provide circa 600 places. This proposal will address each of the imperatives for change outlined above, including giving the Council appropriate influence within the care home market. It would mean that following the proposed closure of one existing care home during 2008/09 (see section 4 for details), the Council would be publicly committed to no further reduction in places prior to this wider re-configuration. This move towards a more strategic approach to the management of local authority care home provision would represent a significant shift away from the fragmented approaches that have applied in recent years.
- 3.2 The 5 home model brings a number of advantages. Consistent with the strategic direction of public sector provision within the City, it will create a locality-based hub for older people services within each of the 5 CHCPs, including day care (see para 3.3). As large scale developments, each home would be equipped and staffed to provide the desired 'Home for Life' that current homes cannot, whilst achieving significant economies of scale. At the same time residents' experience of the homes would be within self-contained 15-bedded units, designed to enhance the desired sense of homeliness and to provide support tailored to their personal needs and aspirations, whether these relate to leisure, learning or other activities.
- 3.3 Re-configuration will also create the opportunity to renew and significantly enhance day care provision. At present only six of the Council's care homes also provide day care, and of these four do not meet Care Commission minimum standards, whilst a further two do not meet desirable standards. In all cases day care is only available on week days. Under these proposals four new day care units will be built, which will operate seven days a week, delivering on a key recommendation within the Best Value Review of day care and bringing the numbers of modern day care facilities to two within each CHCP. This access to weekend day care would represent a significant investment in the quality of life of both service users and their carers.
- 3.4 A critical challenge in meeting these ambitious aspirations will be the identification of sites that are both of sufficient scale and in accessible locations for service users and their carers. The identification of sites will require corporate Council commitment and offer the opportunity for each project to contribute to the wider development and regeneration of local communities.
- 3.5 It is also important to note that work is ongoing in relation to the identification of sites for new private and/ or voluntary care home developments within the City. This work will be the subject of a separate report to Executive Committee in the near future.

### **4. Closure of Eskdale Care Home**

- 4.1 As per 3.1 above, it is proposed that one existing local authority care home be closed during 2008/09 as part of this re-configuration programme. The proposal is that the Eskdale home in the East CHCP area is closed, with a projected closure date of 16 May 2008. These timescales are in line with standard closure arrangements in the wider care home sector.

- 4.2 Eskdale currently has 39 permanent residents (2 currently in hospital), with 8 vacant places. The intention is to re-locate residents in the local area as far as possible. There are currently more than 39 residential and enhanced residential vacancies within the East CHCP area, including 10 places in Local Authority Homes, and a much larger number of nursing places to accommodate people whose needs may have increased. There will be an engagement process with residents, carers, staff and trade unions around how best to manage the closure programme within these timescales.

## **5. Staffing in Care Homes**

- 5.1 Changes to the numbers and scale of the Council's care homes and anticipated improvements in models of care, such as the introduction of nursing care, will have implications for staff. The intention is that these should be positive implications, since changes to the staffing structure will create career development opportunities based around new skills and competencies. It is also important to bear in mind that these changes will take place over a number of years and that the immediate impact on staff will be minimal.
- 5.2 A workforce development plan will be prepared in conjunction with staff and their trade union representatives to oversee the necessary re-configuration of the care home workforce, with a view to maximising the opportunities and benefits for staff. Consideration will also be given to making the best use of non-care staff, including the potential development of a unified 'housekeeping' model around services such as catering and cleaning.

## **6. Capital Costs**

- 6.1 The total capital investment required to support this investment in high quality care homes has been calculated at £71.2 million. This estimate is based on a design specification which not only meets National Care Standards, but will meet our aspirations for significantly improved services to older people in the future.
- 6.2 The overall capital cost breaks down as follows:
- the estimated cost of building a new 120 place care home based on the design specification is £13,158,700
  - a further estimated £1,345,000 would be required for each new build day care facility
  - estimated capital receipts from the release of existing sites is £6.3m
  - leaving estimated capital of £64.9m required
  - from the revenue resource release by consolidating existing services, Social Work Services would be able to fund the estimated £56.75m of capital from revenue funding (see appendix 1 for detail)
  - this would leave an estimated capital requirement of £8.1m to be funded
- 6.3 Procurement of this project will be undertaken in a way which satisfies the Council's duty of Best Value.

## **7. Revenue Costs**

- 7.1 The annual revenue costs of the new care homes and day care facilities will be an estimated £15 million. This includes the provision of four, seven-day, day care facilities, which will provide a more flexible and responsive service for users and carers, and along with the provision of home care services, will allow more service

users to remain at home for longer in future. The cost of the services can be met within the existing revenue resources, whilst at the same time realising £4.2 million towards funding capital costs.

- 7.2 Whilst the Council currently purchases all of its nursing care provision from the private sector, these proposals would introduce nursing care services into our own care homes. The resulting increase in direct costs will be met through the transfer of funds from the existing budget for purchasing nursing care.

## **8. Stakeholder Involvement And Engagement**

- 8.1 Ensuring that service users, carers, partner agencies and other stakeholders are engaged in all aspects of the planning and implementation of this service re-configuration from the start will be critical to its success.
- 8.2 Although this re-configuration will result in significant improvements in the quality of lives of service users, it is acknowledged that some existing service users and their carers will be concerned about potential disruption to their lives. Whilst it is inevitable that some residents will have to move home as a consequence of this programme, every effort will be made to minimise the stress and disruption that this causes. The phased nature of the build programme over a number of years will help to ensure that the numbers affected are minimal. The 'Home for Life' aspect of the new care homes should minimise disruption in the future.
- 8.3 Engagement with users and carers will focus in particular on location, building design and specification, how care should be provided and the transition issues referred to above.
- 8.4 As per para 4.2, there is a recognition that positive engagement with staff will also be critical to the success of this service re-configuration. In addition to engaging staff and their trade union representatives on staffing models and structures, staff views and ideas will also be sought in relation to location, design, specification and transition issues.
- 8.5 Constructive engagement will also be required with a number of other stakeholders, particularly the NHS as the Council's key partner in providing an overall continuum of care to older people in the City.
- 8.6 A central element of stakeholder engagement will be the development of an effective communication strategy, including a proactive programme of internal and external briefings that reassure key stakeholders about the positive nature of this change.

## **9. Programme Implementation**

- 9.1 It is proposed that a Project Team be established to oversee all aspects of the development of the detailed planning and implementation of this re-configuration.

## **10. Conclusion**

- 10.1 The summary proposals outlined in this paper represent an ambitious programme for investing in high quality care home and day care services for Glasgow's older people. These will ensure modern, fit for purpose facilities that benefit not only the current generation of older people, but also future generations.

## **11. Recommendations**

### 11.1 Executive Committee is asked to:

- (i) Acknowledge that existing local authority care home stock does not meet Care Commission standards or future aspirations of service users and the Council.
- (ii) Approve the development of 5 new care homes and 4 new day care facilities.
- (iii) Approve the proposed closure of the Eskdale care home by 16 May 2008.
- (iv) Agree that the Council adopt a coherent corporate approach to this re-configuration programme, involving DRS, DACS, Finance and Legal Services, to include identification of appropriate sites in each of the 5 CHCP areas.
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- (vii) Instruct the Service Director of Social Work to report back on further detailed proposals in due course.

				<b>Appendix 1</b>
<b>Financial Framework - Future Homes</b>				
<b>Summary</b>				
<b>Funding Requirement</b>			<b>Capital</b>	<b>Revenue</b>
Care Homes x 5			£65,793,500	£13,158,450
Day Care x 4 x 7 days per week			£5,380,000	£1,841,796
<b>Total Costs</b>			<b>£71,173,500</b>	<b>£15,000,246</b>
<b>Resource Release</b>				
<b>Sale of Sites</b>				
	Care Homes		-£6,320,000	
	Day Care		£0	
<b>Revenue Release</b>				
	Care Homes			-£18,606,169
	Day Care			-£610,183
			<b>-£6,320,000</b>	<b>-£19,216,352</b>
<b>Revenue Release</b>				
				<b>£4,216,106</b>
<b>Capital Shortfall</b>				
			<b>£64,853,500</b>	
<b>Cost of Capital to fund £56.75m from Revenue</b>				
			<b>£56,750,000</b>	<b>£4,211,439</b>
<b>Surplus</b>				
				<b>£4,667</b>
<b>Capital requirement</b>				
			<b>£8,103,500</b>	

## COMMUNITY HEALTH AND CARE PARTNERSHIPS

### EAST GLASGOW

<b>RESIDENTIAL</b>	<b>DAY CARE</b>		
<i>Eskdale</i>			
<i>Peter McEachran</i>			
<i>Fulton Lodge</i>			
<i>Loancroft</i>			
<i>Carmichael</i>			

### SOUTH EAST GLASGOW

<b>RESIDENTIAL</b>	<b>DAYCARE</b>		
<b>Windlaw</b>	S.C.O.P.E D/C		
<b>Crossmyloof</b>	Crossmyloof D/C		

### WEST GLASGOW

<b>RESIDENTIAL</b>	<b>DAYCARE</b>		
<b>Burnbank</b>	Wah Lok Jung Sam D/C		
<b>Drumry</b>	Drumry D/C		

### SOUTH WEST GLASGOW

<b>RESIDENTIAL</b>	<b>DAYCARE</b>		
<b>Merrylee Lodge</b>	Merrylee Lodge D/C		
<b>Forfar Avenue</b>	Govan Dementia D/C		
<b>Davislea</b>			

<b><u>NORTH GLASGOW</u></b>			
<b>RESIDENTIAL</b>	<b>DAYCARE</b>		
<b>Rannoch</b>			
<b>Ferguson Anderson</b>	Ferguson Anderson D/C		
<b>Springburn</b>			
<b>Balornock</b>			

## Appendix 1

### Appendix 1.1

#### Appendix 1

#### Financial Framework - Future Homes

##### Summary

##### Funding Requirement

	Capital	Revenue
Care Homes x 5	£65,793,500	£13,158,450
Day Care x 4 x 7 days per week	£5,380,000	£1,841,796
<b>Total Costs</b>	<b>£71,173,500</b>	<b>£15,000,246</b>

##### Resource Release

##### Sale of Sites

Care Homes	-£6,320,000
Day Care	£0

##### Revenue Release

Care Homes	-£18,606,169
Day Care	-£610,183
	<b>-£19,216,352</b>

##### Revenue Release

**£4,216,106**

##### Capital Shortfall

**£64,853,500**

##### Cost of Capital to fund £56.75m from Revenue

**£56,750,000**      **£4,211,439**

##### Surplus

**£4,667**

##### Capital requirement

**£8,103,500**