

READING BOROUGH COUNCIL

REPORT BY DIRECTOR OF EDUCATION, ADULT AND CHILDREN'S SERVICES

TO:	ADULT SOCIAL CARE, CHILDREN'S SERVICES AND EDUCATION COMMITTEE		
DATE:	7 NOVEMBER 2013	AGENDA ITEM:	7
TITLE:	OLDER PEOPLE'S HOUSING AND ACCOMMODATION: DEVELOPMENT OPTIONS		
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SERVICE:	ADULT CARE	WARDS:	BOROUGHWIDE
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1. PURPOSE AND SUMMARY OF REPORT

- 1.1 This report updates the committee on the formerly Arthur Clark Care Home and the Albert Road Day Centre in Caversham. It also recommends the committee agrees proposals about the future of this site and the site formerly used as the Alice Burrows Care Home in Southcote.
- 1.2 Extra Care Housing is a modern place to enjoy retirement. It offers older people a home of their own, with support on hand. Extra Care Housing is 'care ready' housing: by choosing an extra care home, residents can enjoy an active and independent life in a home which they can be confident is likely to remain suitable for them throughout their later years while their neighbours who need it can have support needs met at quite an intensive level.
- 1.3 Feasibility studies suggest up to 70 Extra Care flats could be developed across two sites and up to (36) new nursing care bed spaces. This would mark a significant contribution in the availability of this type of accommodation for older people in Reading. This report sets out the case for supporting the development of Extra Care Housing and nursing accommodation on both the Arthur Clark/Albert Road site and also on a site in Southcote previously used to provide the Alice Burrows care home. In both cases, this includes shared facilities and facilities for day activities that will be available for other older people living outside the development. This would improve older people's opportunities for accessing day activities in their neighbourhood.

1.4 The key benefits of developing these sites as Extra Care Housing with nursing and day facilities are:

- It will provide an alternative to residential care with 24 hour flexible care and support on site - suitable for most frail elderly people and some older people with dementia who might otherwise be moved into residential care (usually not their preferred option).
- It will provide an alternative setting for delivering reablement support, and respite care - in both cases giving people the option to try out an alternative to the possibility of residential care in the future.
- Residents will enjoy accommodation in self-contained flats designed to facilitate independent living, with a mix of tenures to create more balanced communities.
- Accommodation will be future proofed and flexibly designed to meet current and anticipated future needs, e.g. the inclusion of wet rooms, electric scooter stores, full wheelchair accessibility throughout and lifts.
- Additional facilities on site able to support a range of social, recreational and day activity opportunities, e.g. a restaurant, fitness suite and communal areas to host group activities. These facilities would be made available to the local community offering very local, neighbourhood day opportunities.
- An increase in nursing beds available in Reading, with the additional advantage that at the former Alice Burrows site an innovative approach could mean that residents in the extra care site in Southcote would be able to move to nursing care should they need it while remaining in the same development

1.5 The report asks this committee to recommend to Policy Committee that these sites are declared surplus to operational requirements and that a partner is sought to develop these sites as Extra Care housing, with nursing and day activities. The exact format of the plans would be subject to the proposals brought forward by the providers. If this is agreed it represents a way of finding partners to deliver a substantial investment in the long term future of older people's services in Reading

1.6 Finally the report advises the committee of a successful community right to bid application for the Arthur Clark/Albert Road site.

## **2. RECOMMENDED ACTION**

**That the Adult Social Care, Children's Services and Education Committee:**

**2.1 Confirms its commitment to the development of Extra Care Housing and Day Services at the Arthur Clark/Albert Road site and at the Alice Burrows site;**

**2.2 Recognises the community benefit of Extra Care Housing development for older people, nursing accommodation and facilities for day activities**

therefore supports the release of the two sites for these purposes;

- 2.3 Recommends that Policy Committee declares the Arthur Clark/Albert Road and Alice Burrows sites surplus to operational requirements and that Policy Committee agrees with this committee that a partner is sought to develop the sites be used for Extra Care, nursing care and day activity facilities for older people as detailed in the report; and
- 2.4 Notes the successful application to list the Arthur Clark/Albert Road premises as an asset of Community Value, in accordance with the provisions of the Localism Act 2011.

### 3. BACKGROUND

- 3.1 The 2011 Census showed that Reading's population of people in the 60-74 age group has increased by 8% since the 2001 Census, although there has been a slight decrease in the 75+ age group. The Council is committed to ensuring that the services and support which are put in place for Reading's elderly population need to reflect the growth in that population which is predicted to continue as well as also reflect best practice and the changing expectations of elderly people and their relatives.
- 3.2 Although people are more likely to have care needs as they get older, older people have a wide range of needs. Their needs may also increase and decrease, for example an older person may require intensive but short-term support after an illness or injury and then far fewer support services later. There is also growing recognition of the need to offer support for people with dementia, which is more prevalent amongst the older population. Reading is committed to working towards being a dementia friendly community. Over the past few decades, the Centre for Policy on Ageing reports an increase in the number of care homes which provide nursing care (for people needing higher levels of care, and where there is always a qualified nurse on duty). However, residential care without nursing is in decline.
- 3.3 Reforms in Adult Social Care at a national level since the 1990s in particular have led to a large expansion of care at home. It is increasingly seen as important by residents and by regulators to help people to live at home with the clear expectation that services are developed to maximise independence and minimise the number of people in institutional settings. Being supported 'at home' rather than 'in a home' is the clear preference of most older people, including those with dementia. For many older people, this can be achieved by adapting the home they have lived in for some years and being supported there. However, for others moving to a new home is more appropriate for example if a property is unsuitable for adaptations, too large to manage, or too distant from other services.

- 3.4 Extra Care Housing (ECH) can play a key role in improving quality of life for older people who wish to remain in their own homes and neighbourhoods, but require access to support services. ECH is purpose built accommodation in which varying amounts of care and support can be offered, and where some services and facilities are shared. A number of different formats and designs may be chosen, but the defining characteristics of ECH are as follows:
- It is first and foremost a type of housing. It is a person's individual home, and not a care home or hospital.
  - The accommodation is specially built or adapted to ensure that residents will be able to have care and support needs met in that accommodation.
  - Access to care and support is available 24 hours per day, either on site or by call.
- 3.5 ECH is 'care ready' so by choosing an extra care home, people can have current support needs met at quite an intensive level or enjoy a more active and independent life whilst settling into a home which is likely to remain suitable for them throughout their later years. Research into people's reasons for choosing ECH has shown that the appeal of this sort of accommodation for older people includes:
- Having their own front door;
  - Being able to keep a sense of independence, or rebuild those skills;
  - Flexible care based on individual need - which can increase or diminish as circumstances change;
  - Accessible buildings with technology in place that make independent living possible for longer as abilities may decline; and
  - Being part of a community of older people with different levels of need, including older people outside the scheme who are encouraged to use the shared facilities.
- 3.6 In 2008, Reading Borough Council made a policy commitment to developing ECH across the Borough. A feasibility study carried out to inform a decision on this issue identified limited opportunities expected to arise for sites of sufficient size and in suitable locations for ECH development, but noted that the Council has the option of disposing of its own sites to realise the financial, qualitative and performance benefits of developing ECH as an alternative to residential care. Cabinet subsequently resolved that delivery of ECH on the Council's own sites will be considered where sites are viable and suitably located.
- 3.7 With the increasing focus on neighbourhood services for older people to complement the more traditional day care offer, the development of ECH can also contribute to meeting the needs of the older people in the wider community. The majority of older people do not live in specialist accommodation, and will never need to, but could still benefit from services and activities based in Extra Care schemes.

#### 4. THE ARTHUR CLARK / ALBERT ROAD SITE (CAVERSHAM)

- 4.1 At a meeting of the Adult Social Care, Children's Services and Education Committee on 1 July 2013, members took decisions to close the Arthur Clark Care Home, and to merge older people's day services provision into a single centre in Southcote. The Committee noted then that it believed the Arthur Clark/Albert Road site could be suitable to meet the outstanding policy commitment to provide Extra Care Housing in North Reading and to meet desire expressed in recent consultations by many of Reading's older residents to be able to access more local facilities.
- 4.2 Each resident at the Arthur Clark Care Home had a personal social care worker who worked closely with the resident and their family. Each person was offered their choice of accommodation and a plan was agreed to make the move to alternative accommodation as easy as possible. Where a resident had family members able to be involved, they were included in discussions about how to support the resident's wellbeing. As agreed by the committee the social emotional and financial impact of the move were mitigated on an individual basis. This included supporting trial visits to alternative care homes, for the resident and their family.
- 4.2 A worker visited each resident 6 weeks after their move to review their situation and address any queries or concerns. All of the former residents of the Arthur Clark Care Home are now in alternative care home accommodation in the independent sector. Some are in residential and some are in nursing care, depending on how their individual needs have changed. Following the moves, the Arthur Clark Care Home closed on Thursday 5 September 2013.
- 4.3 Again in accordance with this committee's decisions in July to merge the older people's day service, everyone attending the Albert Road Centre was offered a personal review to help manage their transition to the Phoenix Centre or to choose alternative services. A series of taster sessions and trial visits were offered over the summer to give Albert Road users and their family members or carers the opportunity to learn more about the Phoenix Centre and choose the services which were right for them, including the most appropriate transport service to get to and from Phoenix. Of the 42 former users of the Albert Road Day Centre, 41 have chosen to move across to Phoenix Day Centre. A programme of local services is being arranged for one person who chose not to transfer to Phoenix. The Albert Road Centre closed on Friday 20 September.
- 4.4 The families and staff at Arthur Clark and Albert Road worked together in supporting service users through their moves into different services even though it was a challenging situation for both relatives and staff.

## 5. THE ALICE BURROWS SITE (SOUTHCOTE)

- 5.1 The Alice Burrows care home on Dwyer Road in Southcote offered accommodation for up to 37 physically frail older people. In September 2006, Cabinet received a report showing that demand for places at Alice Burrows was in decline, with only 18 permanent residents at that time. Previously, the local primary care trust had funded over half of the bed spaces at Alice Burrows for older people needing enhanced care because of long term health conditions. However, an expansion in nursing care provision in Reading reduced demand from health commissioners for the residential care places.
- 5.2 As more and more older people chose alternative services, the low take up of places at Alice Burrows was making it unviable. The development of Extra Care Housing at Charles Clore Court in 2006 offered another alternative which proved very popular with older people. Some residents of Alice Burrows moved there when the home closed in 2007, and many more chose Charles Clore Court instead of ever living in an institutional setting.
- 5.3 The Council has explored alternative options to use the Alice Burrows site for the benefit of older people in ways which fit with modern standards and expectations. The current feasibility study shows how an innovative approach could see the site being used to meet demand for both nursing care and Extra Care Housing.

## 6. THE PROPOSAL FOR ECH AND NURSING HOME DEVELOPMENTS

- 6.1 The ACE Committee has previously (July 2013 meeting) expressed it's support for the use of Arthur Clark/Albert Road site to develop Extra Care Housing and associated community based services. Following this, a feasibility study has been commissioned (Appendix A) which indicates that a [40]-bed extra care unit could be developed on the site of Arthur Clark/Albert Road. This proposal has been prepared by architects who are market leaders in the provision of Extra Care Housing. The architects are in the process of submitting an application to Reading Borough Council Planning Department. A decision regarding planning for both sites will be taken at a later date once all plans are submitted.
- 6.2 The Extra Care proposal includes shared facilities that could also be used by other older people living locally. This would increase the options for offering day activities for older people to strengthen the already vibrant range on offer north of the river and would offer another base for day activities in the Caversham area.

- 6.3 A feasibility study has also been commissioned in relation to the site of the former Alice Burrows Care Home in Southcote. This indicates that a similar 30 unit Extra Care Housing scheme, together with [36] nursing care beds could be developed at that location (Appendix B). If these sites were developed in this way, this would be a significant improvement in provision for older people in Reading whether they had nursing care needs or want the independence plus support which ECH offers, and those looking to take part in day activities to keep active and strengthen community ties.
- 6.4 These feasibility studies give an initial view of what is possible on the site. If providers are invited to bring forward proposals they will bring their own ideas and have their own requirements. Making good use of this expertise is an advantage of working cooperatively with other providers. It should also be noted that notwithstanding the feasibility study any development would be subject to planning consent being obtained.
- 6.5 The tender process for the co partnerships with a strategic partner would be expected to take 9-12 months if Policy Committee's decision giving approval. The expected timeframe for building work to be completed would be within three years following that.
- 6.6 Either or both sites could be marketed as mixed tenure, so a percentage of the ECH units could be purchased by individuals as well as being available for social rent, subject to the successful bidder's model for extra care.

## **7. COMMUNITY RIGHT TO BID**

- 7.1 The Head of Development has approved an application by Caversham Care Community Group (CCCG) to include the Arthur Clark Care Home and Albert Road Day Centre as assets of Community Value under the provisions of the Localism Act 2011.
- 7.2 If a decision is taken by the owner (RBC) to dispose of the Asset of Community Value, then CCCG which nominated the asset will be contacted to see whether it wishes to bid.
- 7.3 In the event that CCCG, or any other properly constituted group, notifies the Council within 6 weeks that it wishes to make a bid then the owner of the site is unable to dispose of the site for a period of 6 months from the initial notification. However that does not prevent the owner advertising the site and considering bids during that period.

## 8. CONTRIBUTION TO STRATEGIC AIMS

8.1 Supporting the development of ECH and nursing care accommodation across the Arthur Clark/Albert Road and Alice Burrows sites would represent a long term contribution to the Council's priorities for Adult Social Care, in particular continuing to protect and develop services for vulnerable people in need, as well as making sure good preventative services are available in Reading, and developing an on-going programme of service change and improvement.

8.2 Key service benefits are likely to include:

- An alternative to residential care with 24 hour flexible care and support on site - suitable for most frail elderly people and some older people with dementia who might otherwise be moved into residential care (usually not their preferred option).
- An alternative to residential settings for delivering reablement support, and respite care - in both cases giving people the option to try out an alternative to the possibility of residential care in the future.
- Accommodation in self-contained flats designed to facilitate independent living, with a mix of tenures to create more balanced communities.
- Future proofed and flexibly designed accommodation to meet current and anticipated future needs, e.g. the inclusion of wet rooms, electric scooter stores, full wheelchair accessibility throughout and lifts.
- Additional facilities on site able to support a range of social, recreational and day care opportunities, e.g. a restaurant, fitness suite and communal areas to host group activities. These facilities could be made available to the local community offering very local, neighbourhood day opportunities.

## 9. COMMUNITY INVOLVEMENT

9.1 National research and local consultations indicate that most older people favour independent living with timely support over dependency in institutional care settings. ECH can deliver an alternative to care home placement, offering greater dignity, independence and choice at a lower cost. However, for older people with the highest support needs, nursing care will continue to be needed; some older people will continue to choose residential care over care at home, although this demand is in decline.

9.2 A consultation from March to June 2013 showed that many older people in Reading have a strong preference for co-ordinated localised day activities in preference to centralised services.

9.3 Once proposals are developed in readiness for planning applications to develop the Arthur Clark/Albert Road and/or Alice Burrows site, a full public consultation will be undertaken.



## **10. LEGAL IMPLICATIONS**

- 10.1 Under the provisions of the Localism Act, the Community Group which made the Right to Bid application will need to be given the chance to bid for the site even if that group's proposals are at variance with this Committee's preferences.

## **11. EQUALITY IMPACTS**

- 11.1 Members are under a legal duty to comply with the public sector equality duties set out in the Equality Act 2010. In order to comply with these duties, Members must seek to prevent discrimination, and protect and promote the interests of 'protected' groups.
- 11.2 The proposal to develop Extra Care Housing to include day activities for residents and the wider community would broaden the range of services available to older people. If combined with additional nursing care provision, an even wider spectrum of needs would be catered for. This has the potential to improve equality of opportunity for groups which are under-represented in the take-up of services for older people at the moment. These are principally older people from minority ethnic backgrounds and older men. The personalisation of the support available through Extra Care Housing offers opportunities to improve equality of opportunity for all residents.
- 11.3 As detailed proposals are developed, full equality analyses will be prepared, so that Members can give conscious and open minded consideration to the impact of the equality duty before taking further decisions. These will be informed by the outcome of public consultation as described above, and other community involvement to help the Council to understand and address the issues relevant to its obligations as a public body under the Equality Act.

## **12. FINANCIAL IMPLICATIONS**

- 12.1 At this stage there are no direct financial implications. However Policy Committee will need to evaluate each of the bids when they are returned. This will have to include evaluating not only any Capital received (or foregone) but also the saving in future revenue costs as a result of development of new services.

## **SUPPORTING PAPERS**

- Appendix A: Feasibility study for Arthur Clark/Albert Road site  
Appendix B: Feasibility study for Alice Burrows site

