

HAMPSHIRE COUNTY COUNCIL

Draft Decision Report

Decision Maker:	Executive Lead Member for Adult Social Care and Public Health
Date:	8 February 2024
Title:	HCC Care Older Adults Portfolio - Proposed Service Changes
Report From:	Graham Allen, Director of Adults', Health, and Care

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Purpose of this Report

1. The purpose of this report is to seek approval from the Executive Lead Member for Adult Social Care and Public Health on the recommendations relating to HCC Care service changes to the Older Adults residential and nursing homes portfolio as set out in paragraph 13 (a-l) of this report.
2. At their July 2023 meeting, Cabinet approved in principle a significant investment programme (estimated at £173m) for HCC Care's Older Adults service portfolio. The proposed programme included 3 new homes and major refurbishments, and expansions to 3 existing homes. This was in support of a change in direction for the Older Adults service so that it can better meet the future needs of a growing elderly population with increasing needs including complex dementia and nursing care.
3. The proposed investment programme also included 7 proposed home closures. 2 of the proposed closures being homes that are already temporarily closed and 2 being homes that would remain open until early 2027 prior to being replaced by 2 of the 3 proposed new homes.
4. The proposed investment programme to support the new service direction, followed a review of the existing portfolio which highlighted several of the current homes, especially those providing standard residential services, are operating from buildings and layouts that are increasingly not fit for purpose and are challenging for staff to work in. The review confirmed that the homes proposed for closure, were not fully occupied, are proving increasingly unattractive to potential service users and their families, and that the work required to adapt the existing buildings so that they are fit for the future was either not possible or not viable.
5. Cabinet approved a formal public consultation specifically in relation to the proposed home closures and the proposed existing home modifications and expansions outlined in the proposed capital investment programme. Cabinet approved the public consultation requesting the outcomes to be scrutinised by

the Health and Adult Social Care (HASC) Select Committee, prior to any formal decisions being taken by the Executive Lead Member for Adult Social Care and Public Health not before February 2024.

6. The formal public consultation commenced on 4th September 2023 and concluded on 12th November 2023. It covered 10 different HCC Care homes across 4 separate proposal categories. The public consultation was overseen by a HASC Member Working Group and their work, and their support for the closure proposals was covered in the preceding item on today's agenda.
7. In summary, 724 official consultation responses were received alongside 44 unstructured written contributions. Consultation responses came from residents/their families/their representatives, from staff, from people who live close to the homes that were being consulted on, from organisations (including the NHS) and from democratically elected representatives. For 3 of the 4 proposal categories consulted on (covering 7 of the 10 homes) there was more support for the proposals than there was disagreement.
8. There was strong public disagreement for the proposed closure of 3 existing residential homes (Bishops Waltham House, Green Meadows, and Solent Mead – including the cessation of the associated Day Service) and the consultation responses in this regard were also added to in the form of submitted petitions against the individual closures. At the time of finalising this report, the County Council had also received a Deputation request in respect of the proposed Bishops Waltham House closure.
9. This report covers the main issues raised from the consultation responses and in particular the issues raised in opposition to the closures at Bishops Waltham House, Green Meadows, and Solent Mead that (at the time of producing this report) are supporting 77 residents in total. The report also provides information on a separate formal staff consultation that took place during the public consultation and outlines how residents/their families have been engaged with since the proposals were first published back in July 2023.
10. Having robustly reviewed the formal public consultation responses, considered the mitigations to the main issues raised and taken all that has been analysed and evidenced into account, the report recommends that the Executive Lead Member should support each of the proposals that were publicly consulted on, including the cessation of residential services at the 3 homes highlighted above.
11. The County Council has highly experienced staff that work across the different HCC Care sites and in our Care Management (Social Workers) service. These staff work with residents and clients across any number of settings daily, and consistently deliver high quality, sensitive care, and support. This includes regularly reassessing clients as their needs change and carefully organising and supporting the transition to new onward care arrangements as required, taking a person-centred approach.
12. The way in which the temporary closures of Copper Beaches and Cranleigh Paddock were managed in late 2021 that resulted in alternative care arrangements being organised for 39 residents, and the outstanding support given to residents who were affected in June 2023 at Westholme following a

flooding incident that required 20 residents to be moved to alternative care settings with no notice, demonstrate that those residents (and their families) impacted by the recommended changes that were consulted on, would be supported in a careful, sensitive and highly professional manner if the closure proposals are approved.

Recommendations

13. That the Executive Lead Member for Adult Social Care and Public Health approves the following recommendations:
 - a) that Copper Beeches residential care home in Andover should be permanently closed with immediate effect.
 - b) that Cranleigh Paddock residential care home in Lyndhurst should be permanently closed with immediate effect.
 - c) that Bishop's Waltham House residential care home in Bishop's Waltham should be closed within 6-12 months of the closure decision if made.
 - d) that Green Meadows residential care home in Denmead should be closed within 6-12 months of the closure decision if made.
 - e) that Solent Mead residential care home in Lymington should be closed within 6-12 months of the closure decision if made.
 - f) subject to recommendation 13e (above) being approved, that the Solent Mead Day Centre, attached to the Solent Mead residential care home, in Lymington should be closed by, or at the same time as the residential care home is closed.
 - g) that at Emsworth House residential and nursing care home in Emsworth the older more traditional residential care setting is closed (timing to be confirmed but likely to be at the end of 2025) and ultimately replaced and extended with modern capacity to meet the needs of people requiring complex dementia care and nursing care, whilst at the same time modernising the existing nursing capacity.
 - h) that at Oakridge House residential and nursing care home in Basingstoke the older more traditional residential care setting is closed (timing to be confirmed but likely to be at the end of 2025) and ultimately replaced and extended with modern capacity to meet the needs of people requiring complex dementia care and nursing care, whilst at the same time modernising the existing nursing capacity.
 - i) that at Ticehurst residential and nursing care home in Aldershot the older more traditional residential care setting is closed (timing to be confirmed but likely to be at the end of 2025) and ultimately replaced and extended with modern capacity to meet the needs of people requiring complex dementia care and nursing care, whilst at the same time modernising the existing nursing capacity.
 - j) that Malmesbury Lawn residential care home in Leigh Park (Havant) should be closed once a proposed new care home at Oak Park opens as set out in this report.

- k) that Westholme residential and nursing care home in Winchester should be closed once a proposed new care home at Cornerways (Kingsworthy near Winchester) opens, as set out in this report.
- l) that in relation to the recommended closures of the residential services at Bishops Waltham House, Green Meadows, Solent Mead, Emsworth House, Oakridge House and Ticehurst, that no further long-term residential admissions to these homes are to be agreed if the closure decisions are made.

Contextual information

- 14. The County Council aims to protect the independence, resilience, and wellbeing of older people. Wherever possible, people want to be supported to stay in their own home and strong Reablement and Domiciliary Care services enable this to happen in most cases for people aged 65 and above.
- 15. When this is not possible and more unplanned care and support is required, Extra Care housing provides an option for people to live independently in a flat within a development which has 24-hour care and support available if needed. The County Council currently commissions care in 20 Extra Care schemes (900 apartments) across Hampshire and has further schemes close to finalisation, or in development.
- 16. If an older person's needs require more significant support, then most will end up being supported in a residential or a nursing care setting. The County Council placed close to 2,000 Older Adults into residential and nursing care services in 2022/23 with 86% of clients being supported by care homes in the independent sector. In total, there are just under 300 care homes registered by the Care Quality Commission (CQC) in Hampshire to support Older Adults.
- 17. Some 3,500 Older Adults, who are the responsibility of the County Council, are currently being cared for in residential or nursing homes across Hampshire settings. The County Council's in-house HCC Care service currently supports just over 600 of these across its range of residential and nursing care homes. In total, the HCC Care service provides circa 900 beds across 15 operational sites, 3 of which focus entirely or mostly on short-term care and supporting people who are unable to go home at the point of discharge from hospital. In addition, HCC Care also has 2 other Older Adults homes (Copper Beeches and Cranleigh Paddock) that have been temporarily closed for operational reasons since the end of 2021.
- 18. A review of the HCC Care Older Adults portfolio concluded last year alongside a service strategy review which looked at both current and future service demand levels and support requirements. The latter highlighted the growing challenges for the HCC Care service in terms of increasing resident dependency and complexity and pointed to a forecast increase in the over 65 population of more than 50,000 over the next 6 years. Additionally, it confirmed (based on data from the Hampshire Joint Strategic Needs Assessment <https://www.hants.gov.uk/socialcareandhealth/publichealth/jsna> and the profile of Older Adults living in HCC Care) that Dementia cases in

Older Adults is predicted to increase by a concerning 45% by 2040, meaning at least a further 6,000 cases of Dementia for Hampshire's older population.

19. The review of the HCC Care portfolio highlighted some significant concerns about the condition of several of the homes, especially the older residential units, that have been under-invested in over past decades. Property assessments and improvement options showed that redevelopment of the sites to suitable levels and current CQC standards was either not possible or was unviable. The review demonstrated how unfit for purpose some of the buildings were and how challenging conditions were for staff to work in.
20. The review highlighted cramped conditions and poor personal space with many of the rooms requiring commodes in the absence of a toilet. Other limitations included narrow/tight corridors, poor lighting in certain homes, staff having to move furniture to perform their duties and not easily being able to support residents who require moving or assistance with personal care needs. Equipment such as hoists was limited, medicine cabinets were centralised rather than being personalised in each room and most of the homes lacked suitable storage space. Many conclusions were drawn from the review and what was very clear for the homes most in question and ultimately at the centre of the public consultation is their inability to cater for people with complex needs and how their layouts would not enable people with growing levels of dementia to be properly supported.
21. The outcomes of the portfolio review and the service strategy work, combined to enable a £173m HCC Care investment proposal to be put forward for Cabinet in July 2023 for consideration. This was on the basis that the County Council wished to remain as a key service provider in the residential and nursing care market and was supported by a financial business case that demonstrated that HCC Care, backed by the proposed investment and able to operate from fit for the future care home environments, is able to deliver nursing and complex dementia services cheaper than the cost of care in the external market. With rising volumes of people requiring complex care support into the future, this was also a very important consideration.
22. The investment proposals included the proposed building of 3 new 80-100 bed care homes and major refurbishments and expansions of 3 existing homes (Emsworth House, Oakridge House and Ticehurst) that would also see the cessation of standard residential services from the end of 2025 and would result in 80-100 bed, fit for the future homes ultimately being delivered. In all cases, the new or modernised homes would be designed to cater for Older Adults with complex needs with the capacity being used flexibly to support both nursing needs and complex dementia needs.
23. The new and modernised home designs would recognise the environmental needs of people with increasing stages of dementia. Building design and interior design are especially important for people with dementia. Improving the care environment for this group of people has a direct link to improved care standards, service delivery, improved experiences for nursing home residents, better staff experience and retention and enhanced reputation.

24. Individual rooms would be designed to meet current Building Regulations in terms of size. Bedrooms would have ensuite bathroom facilities. The new and/or modernised homes would be designed to accommodate overhead track hoists in all bedrooms, to assist with moving people who have mobility issues. In terms of communal facilities, groups of 10 residents would have shared access to lounge and dining facilities. The homes would be designed to feel homely and domestic in nature, whilst at the same time meeting appropriate guidance and regulations for complex dementia care and nursing care. In addition to the ensuite bathrooms, assisted bathrooms and shower rooms would be provided within the homes on a 1:10 resident ratio.
25. The service strategy to be able to better cater for people with complex care needs including complex dementia, was supported by Cabinet. The associated investment programme to improve and add to the HCC Care Older Adults portfolio, taking it to nearer 1,000 beds was agreed to in principle, but given that it included 7 proposed home closures and major changes to 3 existing homes the agreement in principle was subject to a formal public consultation. Cabinet also requested that the outcomes of the consultation should be publicly scrutinised by HASC and that the individual proposals that were to be consulted on (see below) should be subject to a set of decisions to be taken by the Executive Lead Member not before February 2024:
- The proposed permanent closure of two homes currently temporarily closed for operational reasons: Copper Beeches in Andover and Cranleigh Paddock in Lyndhurst.
 - The proposed closures of Bishops Waltham House in Bishops Waltham, Green Meadows in Denmead, and Solent Mead in Lymington.
NB: Linked to the proposed closure of the Solent Mead care home, but specifically consulted on, the proposed closure of the Solent Mead Day Service in Lymington.
 - The proposed refurbishment and expansion of Emsworth House in Emsworth, Oakridge House in Basingstoke and Ticehurst in Aldershot, to include the cessation of standard residential services at the 3 homes.
 - The proposed closure and relocation (to proposed new build sites located near to) Malmesbury Lawn in Leigh Park, Havant, and Westholme in Winchester.

Pre-Consultation Engagement and the Consultation Approach

26. Further to the July 2023 Cabinet meeting, the formal public consultation on the HCC Care closure proposals was planned for and took place between 4 September 2023 and 12 November 2023. It was widely promoted ahead of its commencement and throughout its 10-week period. This included a range of online and offline channels, and letters to care home residents, their relatives, and representatives, and to stakeholders such as partner organisations in the NHS and local Councils.
27. An information pack containing details of the proposals, and a consultation response form were developed in standard and EasyRead formats. These

were published on-line and made available in paper format, with other languages and formats available on request. The information pack contained important information about each of the 10 homes and the Day Service which were being consulted on. Part of the information included in the information pack has been repeated in the separate page by page summaries of the background to the proposals, alternative provision and other considerations and confirmation of the recommended closures, can be found in Appendix 1.

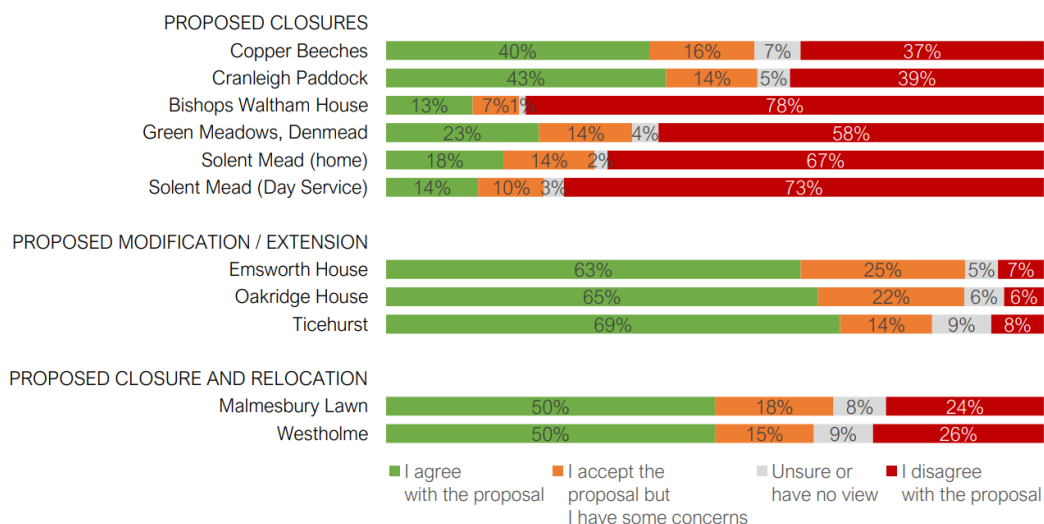
28. Engagement events were held in the homes affected (except for Copper Beeches and Cranleigh Paddock that are temporarily closed). These sessions included pre-consultation events (from the day of publication of the Cabinet report – 10 July 2023) and individual and group meetings during the formal consultation period. This enabled those who may be directly impacted, their families and staff (see staff consultation section later in the report), to learn more about the proposals and to discuss the proposed changes in more detail with HCC Care senior management, with Registered Managers of the homes and the Day Service and with Care Management/Social Worker staff.
29. Take up of engagement sessions with senior HCC Care staff and Care Management staff by residents and their families was particularly strong for the 3 residential homes (Bishops Waltham House, Green Meadows, and Solent Mead – including Day Service users) that are most at threat of imminent closure. The sessions proved invaluable, helping concerns and issues to be openly expressed and enabling the already strong understanding of resident and family needs, to be strengthened further.
30. Officers also worked with and supported the cross party HASC Working Group that was established at the end of July, on request from Cabinet, to oversee and scrutinise the consultation process. This included advising the Working Group of the approach being taken to the consultation, regularly informing them of progress, organising visits to different forms of HCC Care homes to help bring to life the drivers behind the overall proposals and to demonstrate the high quality of care that HCC Care provides. Members were also informed and assured by the regular promotion of the consultation throughout the 10-week period.
31. A key element of the consultation approach was to ensure that Advocacy support was also provided and regularly offered to residents and Day Service users throughout the consultation period to help them to participate in the consultation. MS Teams and telephone appointments were also offered (and accepted) to people who preferred that form of engagement.

The Consultation Response

32. The formal consultation responses including multiple comments from those who responded, were captured, and summarised by the Corporate Insight and Engagement service and their report has been included with today's agenda pack. The report confirms 724 separate responses were received via the official response form with respondents on average commenting on more than 2 of the closure proposals. Of the official responses received, 675 were from individuals, 13 officially on behalf of an organisation, group, or business, and

16 responded as Democratically Elected Representatives. The remaining 20 respondents did not indicate their status.

33. From the above information, approximately 98% of the consultation responses fell into the following respondent groups:
- residents, their families, others with a connection (32%),
 - staff (or volunteers), either working at the homes covered by the consultation, or who work, or have worked for the Directorate (13%),
 - people who live near to the homes covered by the consultation (24%),
 - people and/or organisations, such as the NHS, with an interest in the proposals (28%).
34. In addition to the official responses, a further 44 ‘unstructured responses’ were received through letters and email correspondence and informal feedback was also captured by HCC Care senior staff from meetings they held with 50 residents from a range of homes and Day Service users. This engagement was in addition to private meetings with residents/their families, and meetings they had with staff, which were separate to the formal staff consultation meetings recorded by Human Resources. The information gathered from the unofficial sources complemented the issues raised and generated from the official routes.
35. The headline themes from the consultation responses including a range of supportive comments in support of the proposals, concerns and impacts and other key considerations/points raised are shown in Appendix 2 and are covered off in the consultation mitigations section of the report from paragraph 57. The headline results from the consultation responses, which positively demonstrate greater support than disagreement for 3 of the 4 proposal categories consulted on, are shown in the table below.



NB: Many of the 724 respondents shared their views on more than one proposal.

The 4 Consultation Proposal Categories

36. The public consultation was formed based on the different proposals being broken down into the 4 main category areas listed in paragraph 25. The summary position for each of these category areas is commented on in the following paragraphs.

CATEGORY 1 - The proposed permanent closure of two residential homes currently temporarily closed for operational reasons: Copper Beeches and Cranleigh Paddock.

37. Positively, nearly 60% of respondents (56% and 57%) respectively for **Copper Beeches** and **Cranleigh Paddock** agreed with the closure proposals or accepted the proposals, albeit with some concerns. Disagreement with the proposals was recorded at 37% and 39% respectively and in total, just under 100 of the 724 respondents commented specifically on the 2 closure proposals.
38. 2/3rds of those who responded were from the group of 'other interest individuals' which included organisations and democratically elected representatives. Former staff who worked at the homes strongly supported the closure proposals.
39. These two sites have been closed for operational reasons since the end of 2021. In the lead up to the temporary closures, 39 residents were supported to move either to alternative HCC Care provision, or to care homes in the independent sector.
40. The main concerns that were raised were about the future use of the sites, that the size of the proposed new homes is too large and that there is inadequate capacity or appropriate capacity for future needs and worries about an over reliance on the independent sector. A small range of comments were also received, these included references to the future use of the sites and in the case of the Cranleigh Paddock site, New Forest District Council openly stated a desire to work with the County Council on the options for its future use.
41. The points above were not unique to this proposal category as evidenced in the updates provided below for the other category areas. The key points raised here and below, are addressed in the next section of this report.

CATEGORY 2 - The proposed closure of three residential homes at Bishops Waltham House, Solent Mead (including the Day Service), and Green Meadows within 6-12 months of the closure decision, if made (timings to be confirmed) for service and financial reasons.

42. This consultation category secured the highest level of interest which was not a surprise given that 3 existing residential homes were being proposed for closure and that if the closure is agreed to by Executive Lead Member, then the closures would take place within 6-12 months of the formal decision.

43. Some 78% of respondents in respect of **Bishops Waltham House** disagreed with the proposed closure. The Bishops Waltham House proposal also attracted the highest number of responses with 334 of the 724 respondents submitting a response in relation to the home. Opposition to the proposals was especially high from residents/their families (96%) and from people who live near to the home (94%). On the flip side 60% of current and/or former staff or volunteers who have worked at the home and responded, agreed with the closure proposal, or accepted it, but with some concerns. The level of response from this group was around 1/3rd of the level for the other 2 respondent areas.
44. The most frequently mentioned concerns included the loss of a highly valued community service, the inadequate capacity of appropriate services for local needs, that closure would be unsettling or traumatic for residents who would have to leave the home and the adverse impact on relatives including the need to travel further. A significant number of individual comments were also made including from those who strongly value having a community facility in their village and from those who expressed concerns about the HCC Care service strategy and the size of the proposed new and/or modernised homes that are part of the proposed investment programme plans.
45. In respect of **Green Meadows**, 58% of the 166 respondents disagreed with the proposed closure. Interestingly, of the 4 different groups of respondents listed in paragraph 33, the level of agreement or acceptance with some concerns was higher than the level of disagreement in terms of the responses from staff, from people living close to the home and from other interested parties. That said, 85% of the 73 residents/their families that responded, disagreed with the closure proposal.
46. In line with the responses received in respect of Bishops Waltham House, the most frequently mentioned concerns included the loss of a highly valued community service, that closure would be unsettling or traumatic for residents who would have to leave the home and the adverse impact on relatives including the need to travel further. A range of individual comments were also received, including from those who strongly value having a community facility and from those who questioned the service strategy and the size of the proposed new and/or modernised homes.
47. In respect of **Solent Mead**, 67% of the 231 respondents disagreed with the proposed closure. Like the Bishops Waltham response, the strongest disagreement came from those living close to the home (95% of 37 respondents) whilst 71% of current or former staff (or volunteers) agreed with the closure proposal or accepted it but with some concerns.
48. Again, very much in line with the responses received in respect of Bishops Waltham House and Green Meadows, the most frequently mentioned concerns included the loss of a highly valued community service, less local care choice and an over reliance on the independent sector, that closure would be unsettling or traumatic for residents who would have to leave the home and the adverse impact on relatives including the need to travel further.

49. A range of individual comments were also received, including many from those who strongly value having a community facility and who want the proposed new build for the yet unidentified New Forest location, to be focused on Lymington. Some respondents questioned the service strategy and the size of the proposed new and/or modernised homes.
50. Lastly in this section is the responses received in relation to the proposed closure of the Solent Mead Day Service. It needs stating that despite the strong disagreement for the cessation of the service (73% of the 204 responses), if the Solent Mead residential service is agreed to be closed, then the Day Service would not be able to continue.
51. Again, there were different views expressed with agreement from current and/or former staff and Day Service volunteers but strong disagreement from service users/their relatives and from people living close to the service or those with an interest in the closure proposal - 105 of the overall 204 respondents. Similar issues were raised when the comments were analysed but concerns were also expressed about the strategy being driven primarily by financial considerations.

CATEGORY 3 - The proposed cessation of residential services at Emsworth House, Oakridge House and Ticehurst (not before the end of 2025) as part of extensive modifications and expansions of the homes.

52. Positively, there was strong support for the major refurbishments and expansions of **Emsworth House, Oakridge House** and **Ticehurst** with those agreeing with the proposals at 63%, 65% and 69% and when added to those who accepted the proposals but did have some concerns these percentages increased to 88% (of 81 responses), 87% (of 77 responses) and 83% (of 77 responses). From any perspective, the responses received demonstrate overwhelming support for the refurbishment and expansion proposals.
53. A range of comments were received with the response submissions, and these praised the ambition of the proposals, including the planned efforts to ease the journey into old age and to proactively provide fit for the future facilities to support those with complex dementia needs. Some concerns consistent with those highlighted above were also registered as was the worry about the ability to access suitable alternative provision if the standard residential services are ceased.

CATEGORY 4 - The proposed closure and relocation of the residential service at Malmesbury Lawn and the residential and nursing service at Westholme, mainly for service proximity and workforce reasons, at the time both proposed new-build facilities (at Oak Park and Cornerways), become operational (not until 2027 at the earliest).

54. Like with the previous consultation category area, strong support was expressed via the formal consultation responses for the **Malmesbury Lawn** and **Westholme** closure proposals on the basis that the 2 homes would remain open until being replaced by 2 of the 3 proposed new build sites at Oak Park and at Cornerways.

55. For Malmesbury Lawn 92 responses were received with 68% in agreement or accepting of the proposal (with some concerns) and just 24% of respondents disagreeing with the proposal. In the case of Westholme, 103 responses were received, with 65% in agreement or accepting of the proposal (with some concerns) and just 26% disagreeing with the proposal. For both homes, nearly 80% of the submissions received from current or former staff (or volunteers) agreed with the replacement proposals.
56. A range of comments were made about the proposals, again mainly positive and amongst them was a point made about how the new build facilities would enable residents to be supported throughout their care journey in the same home once they are admitted. This is something that isn't currently the case in many of the homes being proposed for closure. Indeed, at the point of finalising this report, 6 nursing assessments were completed in the first week back, in January 2024, for residential residents at Green Meadows who have regressed in the past months. All 6 will now be supported to transition to alternative nursing care provision at different homes. This is something that we will be able to avoid if the proposed investment plans for the 3 new builds and the 3 refurbishments and expansions are delivered on.

The Main Issues Raised by the Consultation and the Mitigations

57. As outlined in the previous 2 sections of this report, a range of issues and concerns were raised from the consultation respondents, most notably from those responding in relation to the proposed closures of Bishops Waltham House, Green Meadows, and Solent Mead, as well as the Solent Mead Day Service. The 3 homes currently host/support 77 residents in total, whilst there are 13 individuals who use the Solent Mead Day Service. Appendix 2 summarises the concerns raised and lists other key considerations that emerged from the consultation process.
58. Not surprisingly, the main concern centred around uncertainty for residents and their families if the closure proposals are approved. This included concerns about **“what is going to happen to me”**, **“what the alternative care choices will consist of and where”**, **“will I still be visited”** and **“how might this affect me financially”**. In addition, other concerns were raised about the level of support they would receive and how the change process would work, and about the loss of relationships with other residents and with staff and loss of routine.
59. It is fully accepted that the process of moving to an alternative care home can be very unsettling and potentially traumatic and it is accepted that 1 of the current residents at Solent Mead was transferred from Cranleigh Paddock at the end of 2021 and would thus be subject to a 2nd home move within a 3-year period.
60. Prior to and during the consultation, HCC Care staff and Social Workers started to sensitively engage with residents and their families. Support was offered to understand individual and family needs and concerns. Full Social Work support would continue to be offered to each resident should the closure proposals be approved as recommended. Adults Health and Care (through

HCC Care and Care Management staff) have significant experience in supporting older people to transition to new settings. It is work that is practiced daily, especially as existing resident needs are constantly changing and, in many instances, this leads to a different care setting being required.

61. Where appropriate an individual's family would be involved in the transfer process to help support the affected resident. Factors such as proximity to family and other regular visitors, a person's links with community groups such as churches or lunch groups would also be considered. If someone expressed a desire to move to the same home as a friend or other family member, currently living in the same residential home, this would be explored. The process would be managed in a sensitive and person-centred way by highly experienced, professionally astute, and caring staff.
62. Information regarding alternative provision for the 3 homes referenced in paragraph 57 and for Emsworth House, Oakridge House and Ticehurst (the other 3 homes where it is proposed that standard residential care is ceased) is shown in Appendix 3. This shows a plentiful supply of CQC rated good or above alternative provision existing within 10 miles of the homes or services that are recommended to close. The information in Appendix 3 shows details of how many of the alternative homes HCC has current long-term placements with (49 residential homes in the case of Bishops Waltham House) and shows the number of other homes that HCC has worked with in the recent past.
63. The information gathered provides strong assurance that not only is there is vibrant independent sector operating close to the homes in question, but also that they are rated good or better and are businesses (care homes) that work with and are happy to support local authority clients. The recent approval of a new Care Home framework by the Executive Lead Member is intended to further strengthen the relationship the Adults' Health and Care Directorate has with the independent sector.
64. HCC Care holds a good volume of high-quality information about each of the 77 residents it hosts/supports at Bishops Waltham House at Green Meadows and at Solent Mead and this has been strengthened through the sessions held with residents and their families over the past 6 months or so. It demonstrates the desire to have deep knowledge about each resident and an unrelenting commitment to keep learning and to ensure that resident and/or family concerns or issues are constantly understood.
65. This extends to information regarding the number of self-funders (9 of the current 77 residents and none at Solent Mead) and from the information shown in Appendix 3 and from recent external commissioning activity, there is a confidence that alternative provision can be secured at competitive prices. It is also the case that for those residents who make a partial contribution to their weekly care costs, they will be financially unaffected by a move to alternative provision within the independent sector.
66. In terms of the concerns about whether residents would still be visited if they are required to move to an alternative home, and issues of accessibility for family and friends, information is held by each of potentially affected homes in this regard. Of the 77 residents that were being hosted as we entered the

Christmas period, 15 of them are never visited and a further 7 are visited very infrequently – every 2-3 months at best. Of the 55 residents who are visited regularly, or more frequently, at least 49 are visited by family and/or friends who drive to Bishops Waltham House, Green Meadows, or Solent Mead. From this information, visits, and access to alternative provision, should be very much in line with what currently occurs.

67. As already referenced, the HCC Care Older Adults service area is a very dynamic environment. At the time the Cabinet report was published back in July 2023, Bishops Waltham House, Green Meadows, and Solent Mead had a combined occupancy of 95 residents and as stated numerous times in this report, the occupancy as we headed into Christmas had reduced to 77. Part of the reduction will be explained by a drop off in admissions since the Cabinet report was published, but what the table below highlights is that 18 of the 95 residents who were at the homes in July, are no longer there or have moved on. This will be for different reasons including a change in needs, family choice, or regrettably end of life.

Home	Total Beds	Occupancy July 2023	Occupancy Dec 2023
Bishops Waltham House	35	27	26
Green Meadows	42	39	29
Solent Mead	35	29	22
Total	112	95 (85%)	77 (69%)

68. The above table helps to highlight the under-occupancy (<85%) that has been a feature of service performance at the 3 homes over the recent past, and this was part of the consideration in the development of the portfolio proposals. It shows occupancy levels reducing to less than 70% over the past 5 months and it should be noted that 2 of the 26 residents at Bishops Waltham House have been admitted in this recent period as temporary, short-term admissions, pending their long-term care needs being established and organised.
69. Continuing the ‘dynamic nature of care provision’ theme, some 31 of the existing 77 residents at the 3 homes, are due to be reassessed by the end of this quarter mainly due to deterioration/increased needs that will likely result in most needing to move on to more appropriate care settings. This includes the 6 residents at Green Meadows who were referenced in paragraph 56 as having confirmed nursing needs following reassessments in the first week of 2024. The remaining reassessments will confirm in several cases, necessary moves to nursing homes and in a smaller number of cases, moves to homes that are better able to support people with complex dementia needs, The nature of long-term care provision is that some of the remaining 46 residents are also likely to regress during 2024 and they too will be reassessed as appropriate in a timely manner.

70. Accepting that if the decision is taken to close the Solent Mead care home, that this would mean the cessation of the Solent Mead Day Service, the public consultation, as highlighted earlier, also specifically sought views for this service area. Whilst there was strong public opposition to the closure of the Day Service, the operational facts are that the service currently operates just 3 days of the week, and in total, supports 13 service users.
71. Positively, alternative Day Service provision exists in New Milton and in Dibden. Age Concern run Day Services in the two locations and have spare places at both sites. Additionally, HCC Care operates a Younger Adults Day Service in New Milton, and this has the flexibility and the space to support a minimum of 3 Older Adults. HCC Care operates a Day Service in Andover that supports both Younger and Older Adults and thus has experience of delivering services that cater for the different needs of adults of all ages.
72. The above paragraphs respond to the main 'uncertainty' concerns that emerged from consultation responses from residents and their families and friends/representatives. Further, they help to demonstrate the mitigations and the dynamic nature of residential and nursing care provision. They also provide assurance and evidence that for both HCC Care senior management and Care Management (Social Workers), not only do they possess the necessary skills, professionalism, caring qualities, and experience to sensitively plan and execute moves to alternative care home provision, but their knowledge of the residents that will be most affected by the proposed closures if they are approved, is thorough.
73. Aside from the fact that re-assessments and moves are tasks that are carried out daily in response to the regular changing needs of residents and/or delivering on family requests for moves, HCC Care staff and Care Management staff successfully and sensitively transitioned 39 residents from Copper Beeches and Cranleigh Paddock over a 3-month period, when the 2 homes were closed for operational resilience reasons in November 2021.
74. More recently, staff from HCC Care presided over the safe temporary moves of 20 residents from Westholme who needed to be evacuated urgently following a sprinkler incident that led to the flooding of rooms across 2 floors. Whilst different in nature and temporary, the moves were expertly handled and, in some cases, those who were moved, requested to stay permanently in their new (temporary) accommodation.

Other Issues/Key Considerations Arising from the Consultation

75. Amongst other concerns that regularly featured, especially from those living near to the homes covered by the consultation, **was the worry about the loss of well-respected/treasured community assets**, a desire for the sites to continue to provide forms of public service, whether alternative ownership could carry on providing care services and comments from respondents who did not want to see the sites sold for private housing or flats.
76. In response to these points, possible future alternative uses have not yet been considered. The internal (officer) focus has been on promoting the consultation, understanding it, and preparing for the HASC scrutiny and then

the Executive Lead Member decision. To be considering future use of the sites ahead of the proposal decisions being taken would be seen by some, as pre-empting the decision and has rightly been avoided.

77. It is also the case that the business case for the investment programme is NOT reliant on the selling of the sites proposed for closure. This means 'the door would be open' for meaningful future engagement with all interested parties, including New Forest District Council in the case of both Cranleigh Paddock and Solent Mead, should the closure proposals be approved. This could also include third party interest in some form of continued care home operation albeit it would not be possible for a new site owner to secure re-registration with CQC, without extensive modification.
78. Concerns were voiced from residents/their families, from people living close to the sites, and from other interested parties regarding the loss of Solent Mead and the impact this would have on Lymington. Arguments were made for the yet to be identified new site to be prioritised for the Lymington area. At this stage, all options remain open in regard the future location of the 3rd new home in the New Forest area and the site search will be included as part of the planned engagement with New Forest District Council.
79. In terms of the responses received from 'others with an interest in the proposals' concerns were raised about **the ability of HCC Care to attract the additional professional staff** that would be required to support a bigger operation that is more geared to higher need clients. In the challenging recruitment and retention environment in respect of Health and Social Care, the concerns raised are very topical and relevant.
80. Pleasingly, HCC Care has had its best recruitment and retention year in 2023 despite the well-versed workforce challenges. Permanent staffing levels are at an all-time high and the gains made in the past year are equivalent to reducing vacant hours by more than 150 full time equivalent staff. A range of initiatives, including internally led nurse conversion arrangements have led to the success that has been achieved. With the first of the investment projects not set to be completed until the first half of 2027, there is high confidence (not adversely impacted by the recent changes announced by Government in respect of the Legal Migration Rules for Family and Work Visa) that staffing levels will be where they need to be, especially as HCC Care will be seeking to recruit staff to modern, fit for the future homes.
81. Another common issue that emerged from the consultation responses was in the form of respondents challenging the service strategy and in particular raising concerns that future **care homes of 80 or more beds will be too big** and result in people being cared for in institutions and that 'homely atmosphere's' will be lost.
82. The response to this point is two-fold. Firstly, and as touched on in paragraph 24 within the 'context section', the investment proposals are based on developing homes for the future that enable residents to benefit from their own facilities and their own staff groups and very much feel like they are part of a home within a home. In a typical 80 bed home, the layout will be over two floors with each floor being split into 2 sections or areas of 20 residents each

that are each supported by a visible nursing station. Lounges, eating areas and communal spaces will be dedicated to smaller groups of residents as will assisted bathrooms and shower rooms (separate to individual ensembles that will be a feature of every resident room) and will be provided on a 1:10 ratio.

83. The other factor behind the minimum 80 bed care home proposal, is the efficiency but also the resilience of the staff operating model. 80 bed homes will enable economies of scale to be secured in terms of overall staffing costs and ratios, as well as enabling specialist staffing positions to be more secured and thus consistently available to the home on a 24/7 basis. In turn, this will ensure that residents will be cared for in an optimum fashion at all times.
84. Questions were raised about **why some sites are planned to close ahead of the proposed investment sites being developed**. The fact remains that the 3 homes proposed for closure (Bishops Waltham House, Green Meadows, and Solent Mead) are not viable to remain operating and would require significant repair and maintenance expenditure over the coming years to ensure the homes are safe to operate in. Such expenditure cannot be justified given that it would run to many millions of pounds and would not address the attractiveness of the home or increase the bed numbers to improve viability. It is also the case that the proposed new or substantially upgraded homes are planned to cater for people with complex care needs including nursing or complex dementia.
85. Amongst other comments received through the consultation were questions about the **value for money of the investment proposal**, whether the proposals should be more ambitious given the forecast volumes of older people who will require help and support into the future, whether the proposals will result in an over-reliance on the independent sector and whether the proposals are being driven by the desire to secure financial savings.
86. The investment programme is backed by a robust and complex financial business case that includes several variables and compares the proposed investment with a withdrawal of the HCC Care service and a future reliance on the independent sector. The cost of the proposed investment is indeed eye-watering, but it should be born in mind that without investing in new facilities and/or refurbishing and modernising existing facilities, the current 900 beds that the service operates from would reduce annually. So, in short, the proposed investment not only helps to avoid this situation, but it also adds at least 10% more service capacity than HCC Care currently operates to.
87. The business case suggests that if the proposed investments are delivered, then the costs that the Directorate will be exposed to in the future will be less than they would be if the Council looked to rely solely on independent sector provision. This is better regarded as future cost avoidance as opposed to planning to secure financial savings and is especially welcome as the excess costs being incurred year on year for Children's and Adults' Social Care is having a significant impact on the Council's finances. The forecast future revenue cost exposure also covers the costs of the investment borrowing.

88. In the current financial and operating climate, the investment proposals are generally regarded as significant and very ambitious. Should the investment programme be implemented then 6 major development projects averaging just short of £30m each will be being progressed alongside each other, and over consecutive years, placing a heavy burden on the construction sector in Hampshire. To go further, would add any number of unnecessary risks to the County Council and to the private sector.
89. The investment plans, if implemented, will mean a sustainable future for HCC Care and the ability to support up to 1,000 people at any point in time, in largely fit for the future homes across Hampshire. We will continue to rely on the independent sector for circa 80% of annual residential and nursing requirements and this appears to be a sensible and logical balance to try to go forward with. The investment proposals are designed to allow HCC Care to continue to have strong market presence and to avoid the County Council from being over reliant on the independent sector over future decades.

Staff Consultation

90. In addition to the formal public consultation process, a separate formal HR consultation process was also organised to ensure the management team engaged formally with the staff most affected by the proposals in the Cabinet report.
91. Several all-staff meetings were arranged to ensure as many staff as possible were told in person about the proposals in the Cabinet report just before it was available online, and further staff briefings took place immediately after the Cabinet decision but prior to the formal HR consultation process beginning on the 4 September 2023, the same day as the formal public consultation commenced. Meetings were also held with Trade Unions during this pre consultation period.
92. Staff (and Trade Unions) were briefed on 4 September 2023, marking the start of the 10-week formal HR consultation process which covered staff at Bishops Waltham House, Green Meadows, and Solent Mead (including the Day Service). Additionally, staff who previously worked at Cranleigh Paddock and Copper Beeches (the 2 homes that have been temporarily closed since November 2021) were also covered by the formal HR consultation.
93. As part of the briefing staff were informed that there would be no compulsory redundancies if the portfolio proposals are approved and then implemented, but that a voluntary redundancy 'window' would open early in the HR consultation period. Although, in overall terms, the HCC Care service does have many vacant positions, the location of the homes with vacant posts does not necessarily make redeployment for those most affected by the proposals, a practical option. This was a leading factor in the decision to offer voluntary redundancy. That said, it was made very clear to staff that the service will strive to retain as many staff as possible and that voluntary redundancy will only be agreed if there is no realistic prospect that the member of staff could be redeployed.

94. During the HR consultation period, a series of meetings with individual members of staff took place with a representative from HCC Care Services' senior management team and senior HR colleagues to ensure everyone had an opportunity to talk about the proposals and the potential impact of a decision to close any or all the homes. The level of engagement was unprecedented, with meetings being proactively arranged to ensure as many staff as possible had an opportunity to talk to senior managers about the proposals and were able to access HR advice, including voluntary redundancy and pension estimates.
95. As anticipated (and hoped) most staff indicated a preference to continue working for HCC, so the meetings provided a valuable opportunity to discuss the sort of roles, hours of work and location to help the management team prepare for the future should the overall portfolio proposals ultimately be approved. They also facilitated discussions about working in different roles, for example Case Managers in the local community social work teams, and thus gathered intelligence that would not have been possible without face-to-face discussions.
96. A total of 153 staff (97%) had at least one meeting, and in many cases, more than one, to discuss personal circumstances in detail. If staff were unavailable, because they were on long term sick leave or maternity leave, phone calls were arranged to ensure they were not disadvantaged because of their absence. A few staff did not want to meet, in the main because they are only contracted to work for a small number of hours and not wanting to discuss redeployment. In other cases, some staff were due to move to other roles or indeed to retire.
97. Regular meetings were arranged with the Trade Unions, on average once every two to three weeks, throughout the consultation period. Overall, the Trade Unions reported a surprisingly low number of enquiries from their members. They have reported that the level of engagement with staff, the principle of voluntary redundancies only and the offer of a second EVR window post if the Executive Lead Member approves the proposals, have reduced some of the anxiety and stress for staff.
98. The voluntary redundancy window referenced above, was opened on 25 September and was due to close on 5 November, but it was extended for another week until 12 November, because there had been some delays with some of the requested pension estimates. Additionally, it was confirmed there would be a second opportunity to apply for voluntary redundancy (10 February to 18 February 2024) if the Executive Lead Member approved the proposals at her February Decision meeting. This is intended to help those staff who either wanted more time to consider their position or did not feel able to commit until a formal decision is made.
99. To date 50 applications for voluntary redundancy have been received. This equates to 32% of the total staff potentially impacted by the home closure proposals. It is likely this number will increase if the second VR window is opened should the Executive Lead Member approval the closure proposals. In summary, currently 108 staff are wanting to continue working for HCC Care

and are thus seeking redeployment. This equates to 68% of the overall impacted workforce.

Consultation and Equalities

100. It is for the Executive Member as decision maker to have due regard to the need to: Eliminate discrimination, harassment, victimisation, and any other conduct prohibited under the Equality Act and advance equality of opportunity and foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
101. Equalities Impact Assessments have been carried out to determine the impacts of these recommendations on both residents of the homes, users of the day service at Solent Mead and staff that would be affected should they be approved. The full EIA for both residents and service users and for staff can be found at the end of this report, with the key potential impacts detailed below.

Equalities Impact Assessment (residents and service users)

102. An Equalities Impact Assessment has been carried out on the proposals contained in this report, in relation to their potential impact on both the residents of the homes involved and the users of the day service. In completing it, a range of concerns expressed during the public consultation have been considered, in particular relating to age and disability.
103. Approximately 350 individuals live in the 8 homes that would be impacted by these proposals (remembering that 2 other homes that are set to be affected, are temporarily closed, and thus have no current residents), of these 75% are over 80 years old. In addition, 13 service users have been identified in respect of the Solent Mead Day Service that is also proposed to be closed as part of the overall proposals. Of these 13 service users 54% (7) are over 80 years old.
104. It has been identified that there will be a medium negative impact on current residents and current day service users, in relation to the protected characteristic of age, within homes or services that are proposed to either close or be remodelled to the extent that relocation of current residents would be necessary.
105. Some impacts on the grounds of age were reflected as a concern in the consultation responses. The consultation analysis highlighted concerns that it could be unsettling or traumatic for older residents to move from their current homes.
106. To mitigate impacts, should the decision be made to close the homes, HCC Care and Care Management (Social Workers) have the necessary skills and expertise to handle the closure process sensitively and work with residents, service-users, and their families to find suitable alternatives for each of the current residents and service-users. For current users of Solent Mead Day Service, they would be supported to find alternative Day Service opportunities.

107. It is also recognised that the proposals outline future investment in specialist care for older people in Hampshire, particularly those requiring complex dementia and nursing care which would be a positive impact for future cohorts of residents.
108. Approximately 96% of the current HCC Care residents have a disability and in terms of day service users the disability level is 54%. Most residents have multiple chronic conditions, including mobility issues, dementia, and sensory loss. It has therefore been identified that there would be a medium negative impact on current residents, in relation to the protected characteristic of disability, within homes that are proposed to either close or be remodelled to the extent that relocation of current residents would be necessary.
109. Concerns were raised during the public consultation about the impacts on people with dementia, particularly in relation to the proposed new homes and the proposed extensions to existing homes. To mitigate this, the homes would be designed to feel homely and domestic in nature, whilst at the same time meeting appropriate guidance and regulations for complex dementia care and nursing care. In terms of communal facilities, groups of 10 residents would have shared access to lounge and dining facilities. In addition to the ensuite bathrooms, assisted bathrooms and shower rooms would be provided within the homes on a 1:10 resident ratio.
110. It is also recognised that the proposals outline future investment in specialist dementia provision which would be a positive impact for the future cohorts of residents– and in particular those with complex dementia. The proposal would place Hampshire in a strong position to meet the needs of residents with complex dementia which is expected to become the fastest growing service area in the next 5-10 years.

Equalities Impact Assessment (Staff)

111. An Equalities Impact Assessment has been carried out on the proposals contained in this report, in relation to their potential impact on the staff working in the homes involved. The assessment found that there were neutral impacts on all protected characteristics, except for race where the staff impact was assessed as negative / medium.
112. Our data confirms that 10% of staff who work for Hampshire County Council identify as being from ethnic minority communities, 86% white and 3% prefer not to say. Within HCC Care, 43% of the HCC Care (Older Persons) workforce identify themselves as BME, 54% White and 2% prefer not to say. Any staff reductions would be achieved voluntarily and given the profile of the BME workforce any decisions to support voluntary redundancy would be assessed in the context of this profile to ensure there would be no unintended negative or disproportionate impact on staff from ethnic minority communities.

Climate Change Impact Assessment

113. A Climate Change Impact Assessment is not applicable to this decision report as it relates to the HCC Care service changes to the Older Adults residential and nursing homes portfolio following a formal public consultation and is therefore strategic in nature. The individual investment project proposals recommended within this report will be subject to individual project appraisals which will cover climate change impact assessment requirements.
114. Hampshire County Council utilises two decision-making tools to assess the carbon emissions and resilience impacts of its projects and decisions. These tools provide a clear, robust, and transparent way of assessing how projects, policies and initiatives contribute towards the County Council's climate change targets of being carbon neutral and resilient to the impacts of a 2°C temperature rise by 2050. This process ensures that climate change considerations are built into everything the Authority does.

Conclusions

115. This report details the outcomes from the 10-week formal public consultation that considered different HCC Care home closure and service cessation proposals that are an integral part of a proposed £173m investment programme in the HCC Care Older Adults service portfolio that was considered by Cabinet in July 2023.
116. The investment programme resulted from a review of the existing Older Adults service portfolio which highlighted several of the current homes, especially those providing standard residential services, are operating from buildings and layouts that are increasingly not fit for purpose and are challenging for staff to work in. It also was influenced by the development of a future service strategy that, in the context of material growth forecasts for older people generally and for increases in complex dementia levels, is aimed at HCC Care being better able to meet the needs of older persons with complex care needs, including complex dementia.
117. The background to the investment programme and what is proposed to result from it has been explained in the report. In summary, the HCC Care Older Adults service would have a more sustainable future if the programme were implemented. It would be able to operate with approximately 1000 beds (100 more than now) and importantly from fit for the future homes. By maintaining a strong market presence, the County Council would be less susceptible to prices in the independent sector, especially complex care prices with the investment programme business case demonstrating that HCC Care is able to deliver complex care services at rates cheaper than the County Council can buy care for in the independent sector.
118. Cabinet approved the investment programme in principle in July 2023, but subject to a formal public consultation, public scrutiny of the consultation outcomes by HASC and a subsequent set of decisions by the Executive Lead Member. Should the consultation proposals be approved, and the proposed investment programme be implemented, the HCC Care service would be

better positioned to meet increased service demand both in terms of the expected continued increase in the elderly population (over 65's set to increase by more than 50,000 in the next 6 years) and in terms of being able to support more people with complex dementia – a condition that is forecast to see a 45% increase for the elderly population by 2040.

119. As outlined, the investment programme combines 3 new builds, and major refurbishments and expansions to 3 existing homes (Emsworth House, Oakridge House and Ticehurst) that would also include the cessation of standard residential services at the sites. The investment programme also includes 7 proposed closures of residential homes. 2 of the homes proposed for closure (Copper Beeches and Cranleigh Paddock) are currently temporarily closed and 2 of the homes (Malmesbury Lawn and Westholme) would continue to operate until being replaced by 2 of the 3 proposed new builds in the first half of 2027. It was agreed that the public consultation would thus be focused on the 10 homes affected by the investment programme proposals, divided purposely into 4 consultation categories. It also included consultation on the Day Service at Solent Mead given that the home is included in the closure proposals.
120. The 10-week public consultation was relentlessly advertised and promoted prior to its commencement and throughout it being live. This resulted in 724 separate responses being received from residents/their families/friends, from staff, from people living near the sites and from other interested parties including organisations and democratically elected representatives. For 3 of the 4 consultation categories (covering 7 proposed home or service closures) there was greater support than there was disagreement for the proposals.
121. For the remaining consultation category, there was strong public disagreement for the proposed closures of residential services at Bishops Waltham House, Green Meadows, and Solent Mead. The consultation disagreement by the public was further supported by petitions against the proposed closures – two of which have been submitted at the time of finalising this report. Existing and/or former staff or volunteers who responded to the consultation, were supportive of the proposals.
122. The main issues that emerged from the consultation responses and the mitigations have been outlined in detail in this report. Uncertainty for those affected was not surprisingly the biggest issue that came through the consultation and through the informal discussions held with residents and their families by HCC Care staff and by Care Management staff prior to, during and since the consultation period. The concerns included the availability and the proximity of suitable alternative provision, of the levels of support that would be available to residents and their families, the likely financial consequences for those that contribute to, or fully fund the care that they receive, and the potential for reduced visiting by families and friends who might struggle to access alternative homes.
123. These points and many more have been addressed in the report. Strong levels of good quality and price competitive alternative provision exists within 10 miles of the homes proposed for closure and the report confirmed that in

almost all cases, family and friends visit their loved ones by car. It is accepted that the prospect of having to move to an alternative care home, for some residents and for their families will be unsettling and concerning. The report outlined the vast experience that HCC Care staff and Care Management staff have in dealing sensitively and professionally with resident changing needs and confirmed just how dynamic the residential and nursing care arena is, with reassessments and onward moves being very much part of the daily workload. The report also highlighted the extent of understanding that staff have of existing residents, their needs, and of issues and concerns of family and friends.

124. It is very much the case that residents who are supported in HCC Care residential settings do regress over time and in many cases, re-assessments confirm that nursing care or complex dementia services are required to enable the increasing needs of residents to be appropriately catered for. An example was quoted about 6 such assessments that were completed in the first week of 2024, on residents who are currently supported at Green Meadows. In each case, alternative onward care arrangements will be pursued in a sensitive and person-centred manner so that the best outcomes for each resident can be secured.
125. The report highlighted how, beyond every day changing needs, that HCC Care staff and Care Management staff have the experience and knowledge from recent events of successfully managing and completing moves for residents to alternative care settings, again carefully controlled and sensitive to the needs and concerns of each individual resident and to their families. The experiences of the Copper Beeches and Cranleigh Paddock temporary closures at the end of 2021 involving 39 residents being moved to alternative care home settings, and the more recent transfer of 20 residents from Westholme following the flooding of rooms in the summer of 2023 were referenced.
126. In addition to the potential impacts for residents and their families, it is also acknowledged that there would also be impacts for HCC Care staff who work at the different homes if the closure proposals are approved. The report outlined the extensive engagement that took place with staff as part of a formal HR led, staff consultation process. This process, which confirmed that there would be no compulsory redundancies resulting from the proposed programme, ran alongside but separate to, the formal public consultation process and positively, engagement was secured with 97% of the 150+ staff that are most impacted by the change proposals.
127. Nearly 70% of the staff expressed a preference to remain employed with HCC Care if the closure proposals are approved, with 50 applications being received for voluntary redundancy consideration, recognising that redeployment is not always suitable for every individual member of staff. The voluntary redundancy process is consistent with major change programmes that may impact on staff groups. Staff who did apply are aware that their applications will not be decided upon until after the Executive Lead Member 8 February decision day.

128. Having robustly reviewed the formal public consultation responses, considered the mitigations to the main issues raised and taken all that has been analysed and evidenced into account, the report recommends that the Executive Lead Member should support each of the proposals that were publicly consulted on, including the cessation of residential services at the homes (Bishops Waltham House, Green Meadows, and Solent Mead) for which there was public disagreement to the proposals consulted on.
129. The recommendations also support the cessation of the Day Service at Solent Mead which clearly cannot continue if it is agreed that the Solent Mead residential home should close. In respect of the 13 current users of the Solent Mead Day Service, the report did evidence alternative provision in New Milton and Dibden led by HCC Care and/or Age Concern for which available capacity has been confirmed.

APPENDIX 1

Copper Beeches Residential Care Home

Copper Beeches is a 36-bed residential care home for Older Adults in Andover. It was built in 1975. It was temporarily closed in November 2021 for operational reasons.

The footprint and layout of the building do not lend themselves to being modernised to meet the standards required to support the needs of people requiring nursing care and complex dementia care as outlined in the strategy for HCC Care.

The typical bedroom size at Copper Beeches does not meet current bed and Buildings Regulation access requirements, although they were in line with standards at the time it was built. Current Building Regulations set out minimum space standards for accommodation used; to comply with this requirement, a minimum room size of 14m² is required. A room of this size also enables the bed to be accommodated with sufficient space for a carer to stand on each side, to assist the resident. The typical room size at Copper Beeches is 10m².

Consideration was given to remodelling and extending Copper Beeches, but this isn't being proposed as the work required to adapt the existing buildings to provide bedrooms that meet current space standards with ensuite bathrooms was financially unviable. The loss of adjacent bedrooms to provide ensuite facilities, would reduce the overall number of residents that could be accommodated in the home to an unviable level.

A desktop review by structural engineers has indicated that such work would reduce the number of bedrooms from 36 to 21.

The site could not meet the requirement to accommodate a minimum of 80 bedrooms aligning with the HCC Care Home viability model and strategy for future investment.

Should the decision be taken to permanently close Copper Beeches. As of December 2023, within a 10-mile radius of Copper Beeches there are 6 residential care homes that are rated 'Good' or above by the Care Quality Commission (CQC) and that HCC commissions care with. In addition, there are 12 nursing homes or dual nursing and residential care homes, that HCC commissions care with, rated 'Good' or above by the CQC within the 10-mile radius. It is therefore considered that there is sufficient accommodation in the local area to meet the needs of older people, both currently and in the future.

Having thoroughly analysed the public consultation responses which support the proposals in respect of Copper Beeches and considering the above, it is recommended that the residential care home is permanently closed with immediate effect.

Cranleigh Paddock Residential Care Home

Cranleigh Paddock is a 32-bed residential care home for Older Adults in Lyndhurst. It was built in 1980. It was temporarily closed in November 2021 for operational reasons.

The footprint and layout of the building do not lend themselves to being modernised to meet the standards required to support the needs of people requiring nursing care and complex dementia care as outlined in the strategy for HCC Care.

The typical bedroom size at Cranleigh Paddock does not meet current bed and Buildings Regulation access requirements, although they were in line with standards at the time it was built. Current Building Regulations set out minimum space standards for accommodation used; to comply with this requirement, a minimum room size of 14m² is required. A room of this size also enables the bed to be accommodated with sufficient space for a carer to stand on each side, to assist the resident. The typical room size at Cranleigh Paddock is 10m².

Consideration was given to remodelling and extending Cranleigh Paddock, but this isn't being proposed as the work required to adapt the existing buildings to provide bedrooms that meet current space standards with ensuite bathrooms was financially unviable. The loss of adjacent bedrooms to provide ensuite facilities, would reduce the overall number of residents that could be accommodated in the home to an unviable level.

A desktop review by structural engineers has indicated that such work would reduce the number of bedrooms from 32 to 18.

The site could not meet the requirement to accommodate a minimum of 80 bedrooms aligning with the HCC Care Home viability model and strategy for future investment.

As of December 2023, within a 10-mile radius of Cranleigh Paddock there are 55 residential care homes that are rated 'Good' or above by the Care Quality Commission (CQC) and that HCC commissions care with. In addition, there are 42 nursing homes or dual nursing and residential care homes, that HCC commissions care with, rated 'Good' or above by the CQC within the 10-mile radius.

Having thoroughly analysed the public consultation responses which support the proposals in respect of Cranleigh Paddock and considering the above, it is recommended that the residential care home is permanently closed with immediate effect.

Bishop's Waltham House Residential Care Home

Bishop's Waltham House is a 32-bed residential care home for Older Adults in Bishop's Waltham. It was built in 1980. The footprint and layout of the building do not lend themselves to being modernised to meet the environmental standards required to support the needs of people requiring nursing care and complex dementia care.

The typical bedroom size at Bishop's Waltham House does not meet current bed and Buildings Regulation access requirements, although they were in line with standards at the time it was built. Current Building Regulations set out minimum space standards for accommodation used; to comply with this requirement, a minimum room size of 14m² is required. A room of this size also enables the bed to be accommodated with sufficient space for a carer to stand on each side, to assist the resident. The typical room size at Bishop's Waltham House is 9m².

Consideration was given to remodelling and extending Bishop's Waltham House, but this isn't being proposed as the work required to adapt the existing buildings to provide bedrooms that meet current space standards with ensuite bathrooms was financially unviable. The loss of adjacent bedrooms to provide ensuite facilities, would reduce the overall number of residents that could be accommodated in the home to an unviable level.

A desktop review by structural engineers has indicated that such work would reduce the number of bedrooms from 32 to 24.

The site could not meet the requirement to accommodate a minimum of 80 bedrooms aligning with the HCC Care Home viability model and strategy for future investment.

As of December 2023, within a 10-mile radius of Bishop's Waltham House there are 61 residential care homes that are rated 'Good' or above by the Care Quality Commission (CQC). In addition, there are 12 nursing homes or dual nursing and residential care homes rated 'Good' or above by the CQC within the 10-mile radius. It is therefore considered that there is sufficient accommodation in the local area to meet the needs of both current residents and older people in the future.

Having thoroughly analysed the public consultation responses and considered the mitigations in respect of Bishops Waltham House and considering the above, it is recommended that the residential care home is approved for closure and that the closure is completed within 6-12 months of the closure decision if made.

Green Meadows Residential Care Home

Green Meadows is a 42-bed residential care home for Older Adults in Denmead. It was built in 1969. The footprint and layout of the building do not lend itself to being modernised to meet the standards required to support the needs of people requiring nursing care and complex dementia care.

The typical bedroom size at Green Meadows does not meet current bed and Buildings Regulation access requirements, although they were in line with standards at the time it was built. Current Building Regulations set out minimum space standards for accommodation used; to comply with this requirement, a minimum room size of 14m² is required. A room of this size also enables the bed to be accommodated with sufficient space for a carer to stand on each side, to assist the resident. The typical room size at Green Meadows is 10m².

Consideration was given to remodelling and extending Green Meadows but this isn't being proposed as the work required to adapt the existing buildings to provide bedrooms that meet current space standards with ensuite bathrooms was financially unviable. The loss of adjacent bedrooms to provide ensuite facilities, would reduce the overall number of residents that could be accommodated in the home to an unviable level.

A desktop review by structural engineers has indicated that such work would reduce the number of bedrooms from 42 to 20.

The site could not meet the requirement to accommodate a minimum of 80 bedrooms aligning with the HCC Care Home viability model and strategy for future investment.

As of December 2023, within a 10-mile radius of Green Meadows there are 65 residential care homes that are rated 'Good' or above by the Care Quality Commission (CQC). In addition, there are 9 nursing homes or dual nursing and residential care homes rated 'Good' or above by the CQC within the 10-mile radius. It is therefore considered that there is sufficient accommodation in the local area to meet the needs of both current residents and older people in the future.

Having thoroughly analysed the public consultation responses and considered the mitigations, in respect of Green Meadows and considering the above, it is recommended that the residential care home is approved for closure and that the closure is completed within 6-12 months of the closure decision if made.

Solent Mead Residential Care Home

Solent Mead is a 35-bed residential care home for Older Adults in Lymington. It was built in 1968. The footprint and layout of the building do not lend themselves to being modernised to meet the standards required to support the needs of people requiring nursing care and complex dementia care as outlined in the strategy for HCC Care.

The typical bedroom size at Solent Mead does not meet current bed and Buildings Regulation access requirements, although they were in line with standards at the time it was built. Current Building Regulations set out minimum space standards for accommodation used; to comply with this requirement, a minimum room size of 14m² is required. A room of this size also enables the bed to be accommodated with sufficient space for a carer to stand on each side, to assist the resident. The typical room size at Solent Mead is 10m².

Consideration was given to remodelling and extending Solent Mead but this isn't being proposed as the work required to adapt the existing buildings to provide bedrooms that meet current space standards with ensuite bathrooms was financially unviable. The loss of adjacent bedrooms to provide ensuite facilities, would reduce the overall number of residents that could be accommodated in the home to an unviable level.

A desktop review by structural engineers has indicated that such work would reduce the number of bedrooms from 35 to 19.

The site could not meet the requirement to accommodate a minimum of 80 bedrooms aligning with the HCC Care Home viability model and strategy for future investment.

As of December 2023, within a 10-mile radius of Solent Mead there are 32 residential care homes that are rated 'Good' or above by the Care Quality Commission (CQC). In addition, there are 21 nursing homes or dual nursing and residential care homes rated 'Good' or above by the CQC within the 10-mile radius. It is therefore considered that there is sufficient accommodation in the local area to meet the needs of both current residents and older people in the future.

Having thoroughly analysed the public consultation responses and considered the mitigations, in respect of Solent Mead and considering the above, it is recommended that the residential care home is approved for closure and that the closure is completed within 6-12 months of the closure decision if made.

Solent Mead Day Service

Solent Mead Day Service offers day services to (Older Adults) people aged 65 and over. The Day Service is operated from the same building as Solent Mead residential care home. Were the decision be made to close the residential care home at Solent Mead, then it would not be possible or viable to maintain the day service in its current location.

Hampshire County Council currently commissions places at 2 Day Services for Older Adults in the New Forest; these are Gore Grange in New Milton and The Horrill Centre in Dibden (Hythe). In both cases, the Day Services referenced are run by Age Concern Hampshire.

In addition, HCC Care operates a Day Service in New Milton primarily for Younger Adults but does have up to 3 places currently available and able to be accessed by Older Adults. HCC Care combines Day Services provision for Younger and Older Adults in Andover and thus has experience of serving the differing needs of people of all ages.

Should the decision be taken to close the Solent Mead Residential service and thus the Day Service, then people who currently use the service (13 presently) would be sensitively supported to find alternative Day Service opportunities.

Having thoroughly analysed the public consultation responses and considered the mitigations in respect of the Solent Mead Day Service and considering the above and the recommended closure of the Solent Mead residential care home, it is recommended that the Solent Mead Day Service is approved for closure and should be closed by, or at the same time as the residential care home is closed.

Emsworth House

Emsworth House, in Emsworth, is a care home for Older Adults, offering 24 residential beds and 48 nursing beds. It was originally built in 1963 but modernised and extended in 2005 to allow it to provide nursing care. Recent work, including site visits, has concluded that the proposals could result in Emsworth House offering 100 beds for complex dementia and/or nursing care. The proposals include the cessation and removal of the standard residential service prior to the planned development of the site.

The proposed modernisation and extension is predicated on being able to continue to provide nursing services through the construction period. This work would require careful planning to ensure that the work can be carried out safely and with minimal disruption to the existing nursing residents. The new blocks would be planned to be constructed as detached buildings with covered or enclosed links to connect them to the retained accommodation to make their construction as easy as possible.

Should the decision be made to upgrade and refurbish Emsworth House, then it is expected that this work would start at the end of 2025 or early 2026. It is planned that the residential service at Emsworth House will continue to operate until the end of 2025.

Having thoroughly analysed the public consultation responses which support the proposals in respect of Emsworth House and considering the above, it is recommended that the existing residential service is closed (timing to be confirmed but likely to be at the end of 2025) ultimately replaced and extended with modern capacity to meet the needs of people requiring complex dementia care and nursing care, whilst at the same time modernising the existing nursing capacity.

Oakridge House Residential and Nursing Home

Oakridge House, in Basingstoke, is a care home for Older Adults, offering 34 residential beds and 57 nursing beds. It was originally built in 1969 but modernised and extended to allow it to provide nursing care in 2010 and then again in 2014.

Recent work, including site visits, has concluded that the proposals could result in Oakridge House offering 88 new and/or modernised beds for complex dementia and/or nursing care. The proposals include the cessation and removal of the standard residential service prior to the planned development of the site.

The proposed modernisation and extension is predicated on being able to continue to provide nursing services through the construction period. This work would require careful planning to ensure that the work can be carried out safely and with minimal disruption to the existing nursing residents. The new blocks would be planned to be constructed as detached buildings with covered or enclosed links to connect them to the retained accommodation to make their construction as easy as possible.

Should the decision be made to upgrade and refurbish Oakridge House, then it is expected that this work would start at the end of 2025 or early 2026. It is planned that the residential service at Oakridge House will continue to operate until the end of 2025.

Having thoroughly analysed the public consultation responses which support the proposals in respect of Oakridge House and considering the above, it is recommended that the existing residential service is closed (timing to be confirmed but likely to be at the end of 2025) ultimately replaced and extended with modern capacity to meet the needs of people requiring complex dementia care and nursing care, whilst at the same time modernising the existing nursing capacity.

Ticehurst Residential and Nursing Care Home

Ticehurst, in Aldershot, is a care home for Older Adults, offering 36 residential beds and 48 nursing beds. It was originally built in 1973 but modernised and extended to allow it to provide nursing care in 2005.

Recent work, including site visits, has concluded that the proposals could result in Ticehurst offering 100 beds for complex dementia and/or nursing care. The proposals include the cessation and removal of the standard residential service prior to the planned development of the site.

The proposed modernisation and extension is predicated on being able to continue to provide nursing services through the construction period. This work would require careful planning to ensure that the work can be carried out safely and with minimal disruption to the existing nursing residents. The new blocks would be planned to be constructed as detached buildings with covered or enclosed links to connect them to the retained accommodation to make their construction as easy as possible.

Should the decision be made to upgrade and refurbish Ticehurst, then it is expected that this work would start at the end of 2025 or early 2026. It is planned that the residential service at Ticehurst will continue to operate until the end of 2025.

Having thoroughly analysed the public consultation responses which support the proposals in respect of Ticehurst and considering the above, it is recommended that the existing residential service is closed (timing to be confirmed but likely to be at the end of 2025) ultimately replaced and extended with modern capacity to meet the needs of people requiring complex dementia care and nursing care, whilst at the same time modernising the existing nursing capacity.

Malmesbury Lawn Residential Care Home

Malmesbury Lawn is a 33-bed residential care home for Older Adults. It was built in 1973.

The footprint and layout of the building do not lend itself to being modernised to meet the standards required to support the needs of people requiring nursing care and complex dementia care as outlined in the strategy for HCC Care.

The County Council is proposing to develop a new 100 bed care home at Oak Park near Havant. This would provide a flexible mix of nursing and complex residential dementia care. This proposed development is approximately 2 miles from Malmesbury Lawn, a residential care home run by Hampshire County Council in Leigh Park Havant. The proposed Oak Park development is anticipated to be completed no earlier than the beginning of 2027.

The typical bedroom size at Malmesbury Lawn is 16m² which meets current Building Regulations. The bedroom sizes are partly the result of some bedrooms being knocked through to form 1 bedroom out of 2 rooms. Whilst this has resulted in overall larger floor area, the existing bedroom widths remain restricted.

Consideration was given to remodelling and extending Malmesbury Lawn but this isn't being proposed as the work required to adapt the existing buildings to provide bedrooms that meet current space standards with ensuite bathrooms was financially unviable. The loss of adjacent bedrooms to provide ensuite facilities, would reduce the overall number of residents that could be accommodated in the home to an unviable level.

A desktop review by structural engineers has indicated that such work would reduce the number of bedrooms from 33 to 24.

The site could not meet the requirement to accommodate a minimum of 80 bedrooms aligning with the HCC Care Home viability model and strategy for future investment.

Should the decision be made to close Malmesbury Lawn on the completion of the new care home at Oak Park (planned for early 2027), then the residents of Malmesbury Lawn would be supported to move to the new home that will be designed to meet the needs of clients with complex dementia.

Having thoroughly analysed the public consultation responses that support the proposals in respect of Malmesbury Lawn and considering the above, it is recommended that the residential care home in Leigh Park (Havant) should be closed once a proposed new care home at Oak Park opens as set out in this report.

Westholme Residential and Nursing Care Home

Westholme is a care home for Older Adults, offering 34 residential beds and 40 nursing beds. It was originally built in 1965 but extended in 2005 to allow it to provide nursing care. The footprint and layout of the building do not lend itself to being modernised and expanded in the same way that is proposed on the sites at Emsworth House, Oakridge House and Ticehurst.

The County Council is proposing to develop a new, minimum 80 bed care home at Cornerways (Kingsworthy) near Winchester. This would provide a flexible mix of nursing and complex residential dementia care.

This proposed development is located approximately 2.5 miles from Westholme, a residential and nursing care home run by Hampshire County Council in Winchester. It is estimated that the new development at Cornerways would be completed no earlier than the beginning of 2027.

The typical bedroom size within the residential care building at Westholme, does not meet current bed and Buildings Regulation access requirements, although they were in line with standards at the time it was built. Current Building Regulations set out minimum space standards for accommodation used; to comply with this requirement, a minimum room size of 14m² is required. A room of this size also enables the bed to be accommodated with sufficient space for a carer to stand on each side, to assist the resident. The typical room size within this part of the home is 10m².

Consideration was given to remodelling and extending the original residential care wing of the building, but this isn't proposed as the work required to adapt the existing buildings to provide bedrooms that meet current space standards with ensuite bathrooms was financially unviable. The loss of adjacent bedrooms to provide ensuite facilities, would reduce the overall number of residents that could be accommodated in the home to an unviable level.

A desktop review by structural engineers has indicated that such work would reduce the number of residential care bedrooms from 34 to 16, resulting in the overall number of bedrooms at Westholme being reduced to 56.

Should the decision be made to close Westholme on the completion of the new care home at Cornerways (planned for early 2027), then the residents of Westholme would be supported to move to the new scheme given that the proposed new home will cater for both complex dementia and nursing needs.

Having thoroughly analysed the public consultation responses which support the proposals in respect of Westholme and considering the above, it is recommended that the residential and nursing care home in Winchester should be closed once a proposed new care home at Cornerways (Kingsworthy near Winchester) opens as set out in this report.

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APPENDIX 2

Range of comments received

Across the public consultation responses, engagement sessions and other correspondence received, a range of views, questions, impacts and concerns were expressed.

On the public consultation response form specifically:

- **90% of respondents chose to include comments on the response form**
For each proposal, respondents were invited to provide comments on their reasons for their response and to identify impacts - they were also invited to provide any additional comments or suggested alternative approaches.
- **There were 778 comments where respondents explained their response to proposals and highlighted impacts** – Most were specific to individual proposals but 6% were general comments (where people chose to comment once to cover several proposals they had responded on).
- **There were 342 further comments in the question on “other comments and suggested alternative approaches”.**

Of all the written comments received, most of them related to the proposals on home closures (Bishops Waltham House 67%, Solent Mead Home 59%, Day Service 59% and Green Meadows 45%).

Set out on the right-hand side is the spectrum of themes which arose from the comments overall.

Comments supportive of the proposals:

- Opportunities for better facilities and better care for the future
- Provides improved accommodation in modern buildings
- A clear strategy to position HCC care more strongly within the market
- A clear aim to better meet the increasing complex needs of older persons
- Existing HCC care services are highly regarded and valued
- An improved environment that will better attract and provide opportunities for staff

Concerns and impacts:

- Uncertainty
 - What is going to happen to me, when, what are my care choices?
 - Where will my home be? What will it be like? What will change?
 - How will the process be managed and what support will I receive?
 - How might this affect me financially?
- Loss of treasured home, routine, lifestyle and relationships with residents/ staff
- Less regular contact with visitors, losing contact with my community
- Access for visitors especially in rural areas and for low incomes/ non car users
- Process of change can be unsettling/ traumatic
- Loss of local employment
- Development and land use resulting from sales

Key considerations emerging from the Response Form comments

A range of issues for consideration for HCC Care were drawn from the comments and suggestions received:

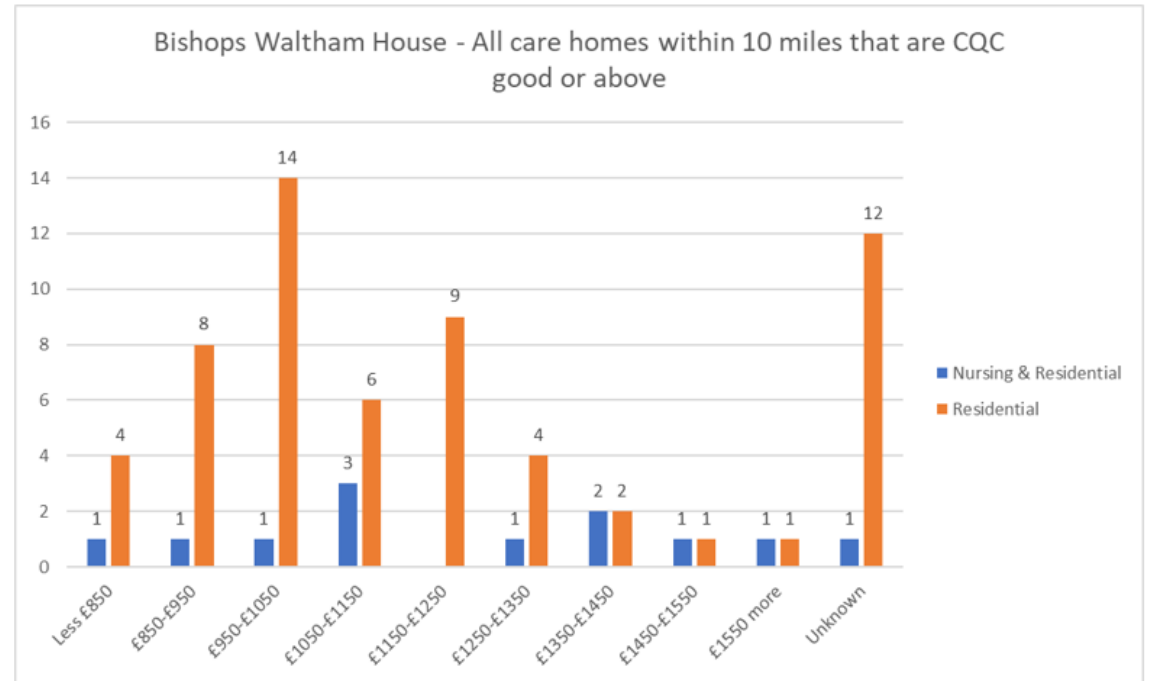
- Can new provision be available prior to homes being closed?
- Why can't some existing sites based in communities be redeveloped to achieve the same goal?
- Have we explored all options to refurbish existing facilities?
- If they cannot be refurbished or the land used for new facilities, can they be retained for other health and social care purposes?
- Are 80+ bed homes too big? Can quality of care and the creation of a "homely" atmosphere be achieved to match what many existing HCC already have?
- Can we overcome recruitment challenges to run large homes?
- Are we including provision for day services in new facilities, and could we do more to promote this service?
- Transitions between homes needs to be managed in a way that ensures a full understanding of residents' needs are transferred.
- Is this value for money for an extra 100 beds?
- Is there a risk of becoming overdependent on the private care market?
- Should we be more ambitious on the numbers we will aim to support directly given future demographics?
- Is this being done for financial savings or, conversely, is it too expensive?

APPENDIX 3

Homes within HCC Care - Bandings

Bishops Waltham House

Bandings	Nursing & Dual registered	Residential	Grand Total
Less £850	1	4	5
£850-£950	1	8	9
£950-£1050	1	14	15
£1050-£1150	3	6	9
£1150-£1250		9	9
£1250-£1350	1	4	5
£1350-£1450	2	2	4
£1450-£1550	1	1	2
£1550 more	1	1	2
Unknown	1	12	13
Grand Total	12	61	73

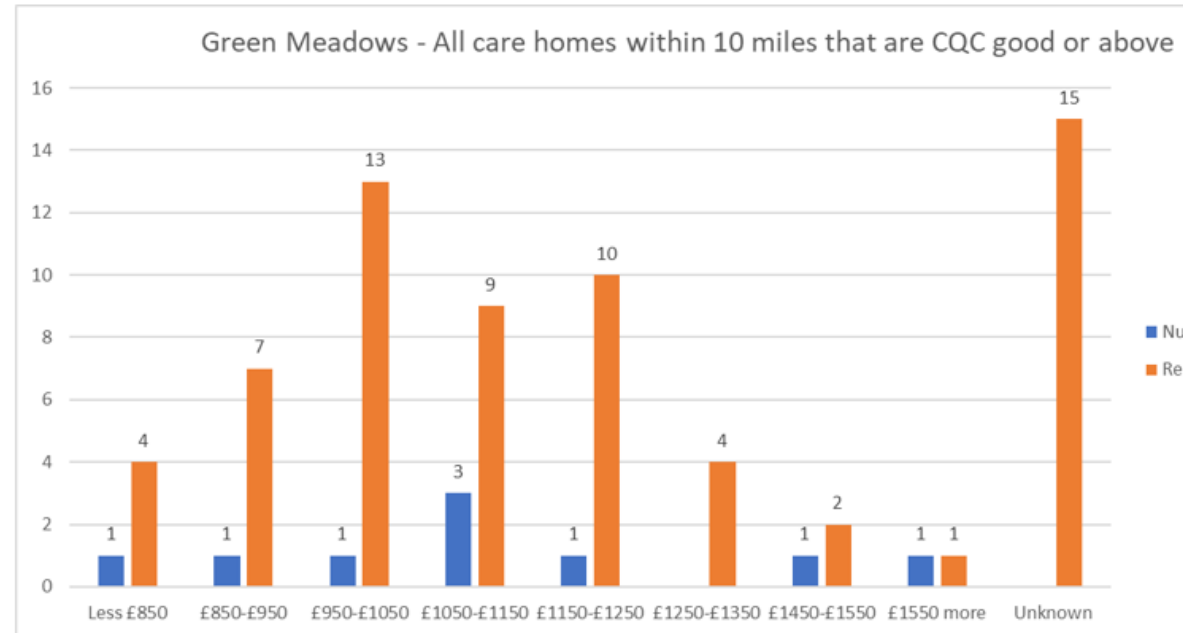


No. of homes within a 10-mile radius where the CQC is Good or above – Vacancies snapshot as at 02/01/2024 is 196.

Homes within HCC Care - Bandings

Green Meadows

Bandings	Nursing & Dual registered	Residential	Grand Total
Less £850	1	4	5
£850-£950	1	7	8
£950-£1050	1	13	14
£1050-£1150	3	9	12
£1150-£1250	1	10	11
£1250-£1350		4	4
£1450-£1550	1	2	3
£1550 more	1	1	2
Unknown		15	15
Grand Total	9	65	74

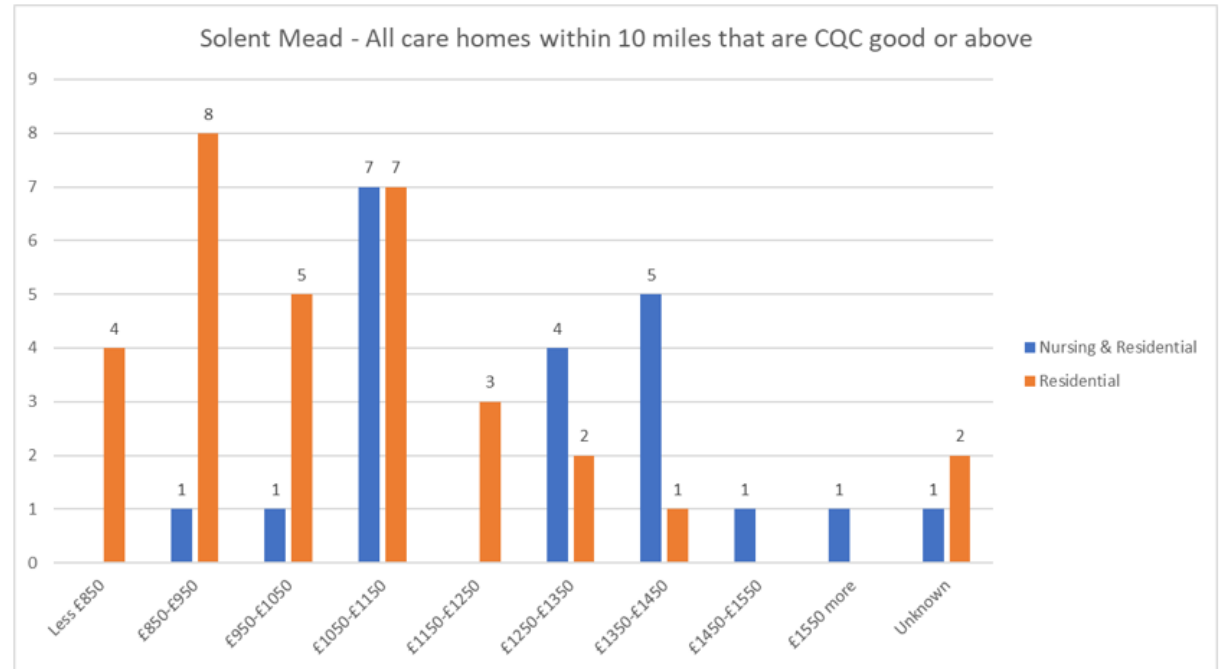


No. of homes within a 10-mile radius where the CQC is Good or above – Vacancies snapshot as at 02/01/2024 is 190.

Homes within HCC Care - Bandings

Solent Mead

Bandings	Nursing & Dual registered	Residential	Grand Total
Less £850		4	4
£850-£950	1	8	9
£950-£1050	1	5	6
£1050-£1150	7	7	14
£1150-£1250		3	3
£1250-£1350	4	2	6
£1350-£1450	5	1	6
£1450-£1550	1		1
£1550 more	1		1
Unknown	1	2	3
Grand Total	21	32	53

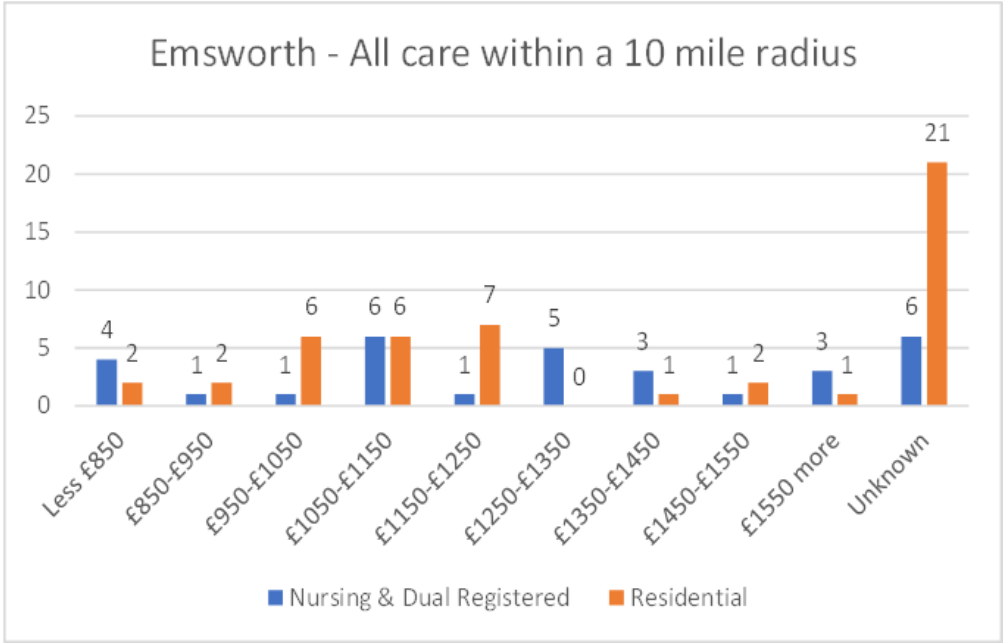


No. of homes within a 10-mile radius where the CQC is Good or above – Vacancies snapshot as at 02/01/2024 is 179.

Homes within HCC Care - Bandings

Emsworth House

Bandings	Nursing & Dual Registered	Residential	Grand Total
Less £850	4	2	6
£850-£950	1	2	3
£950-£1050	1	6	7
£1050-£1150	6	6	12
£1150-£1250	1	7	8
£1250-£1350	5	0	5
£1350-£1450	3	1	4
£1450-£1550	1	2	3
£1550 more	3	1	4
Unknown	6	21	27
Grand Total	31	48	79

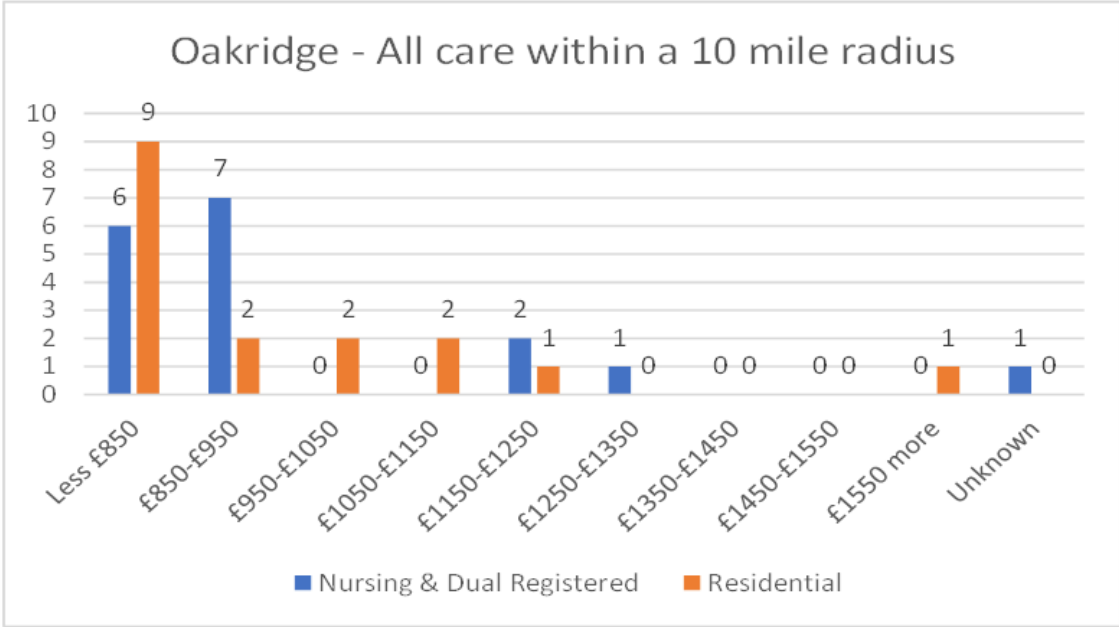


No. of homes within a 10-mile radius where the CQC is Good or above –
Vacancies snapshot as at 02/01/2024 is 100.

Homes within HCC Care - Bandings

Oakridge House

Bandings	Nursing & Dual Registered	Residential	Grand Total
Less £850	6	9	15
£850-£950	7	2	9
£950-£1050	0	2	2
£1050-£1150	0	2	2
£1150-£1250	2	1	3
£1250-£1350	1	0	1
£1350-£1450	0	0	0
£1450-£1550	0	0	0
£1550 more	0	1	1
Unknown	1	0	1
Grand Total	17	17	34

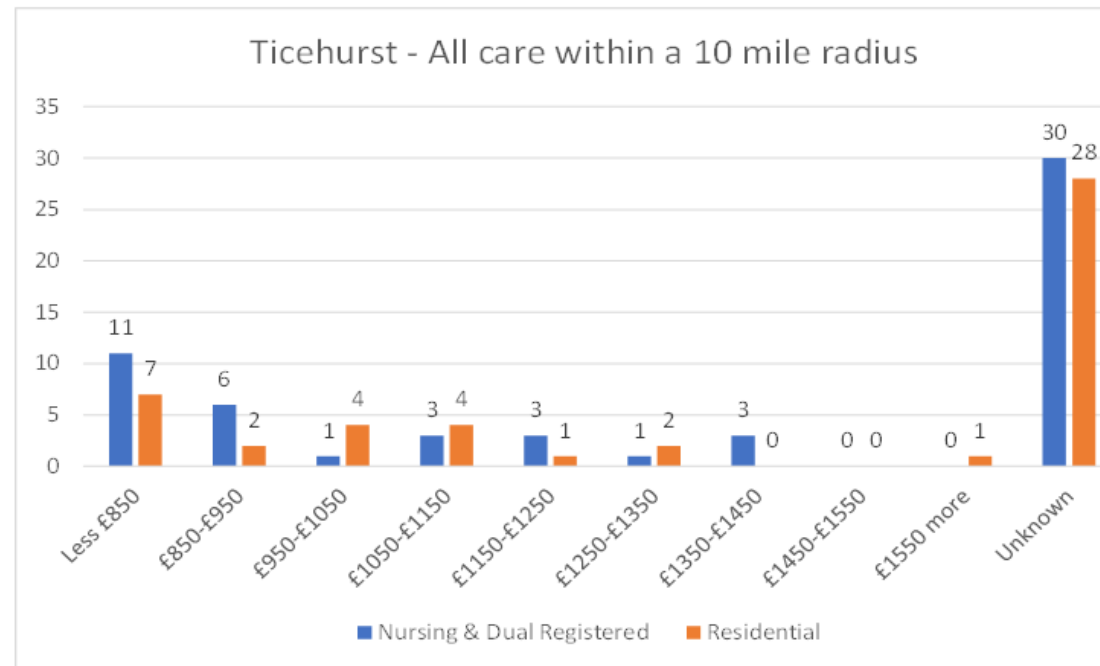


No. of homes within a 10-mile radius where the CQC is Good or above –
Vacancies snapshot as at 02/01/2024 is 132.

Homes within HCC Care - Bandings

Ticehurst

Bandings	Nursing & Dual Registered	Residential	Grand Total
Less £850	11	7	18
£850-£950	6	2	8
£950-£1050	1	4	5
£1050-£1150	3	4	7
£1150-£1250	3	1	4
£1250-£1350	1	2	3
£1350-£1450	3	0	3
£1450-£1550	0	0	0
£1550 more	0	1	1
Unknown	30	28	58
Grand Total	58	49	107



No. of homes within a 10-mile radius where the CQC is Good or above – Vacancies snapshot as at 02/01/2024 is 200.

REQUIRED CORPORATE AND LEGAL INFORMATION:

Links to the Strategic Plan

Hampshire maintains strong and sustainable economic growth and prosperity:	Yes
People in Hampshire live safe, healthy and independent lives:	Yes
People in Hampshire enjoy a rich and diverse environment:	No
People in Hampshire enjoy being part of strong, inclusive communities:	Yes

Other Significant Links

Links to previous Member decisions:	
<u>Title</u> HCC Care Service and Capital Strategy 2023-07-18 HCC Care Service and Capital Strategy Cabinet report	<u>Date</u> 18 July 2023
Direct links to specific legislation or Government Directives	
<u>Title</u>	<u>Date</u>

Section 100 D - Local Government Act 1972 - background documents	
<p>The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)</p>	
<u>Document</u>	<u>Location</u>
None	

EQUALITIES IMPACT ASSESSMENT:

1. Equality Duty

The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited by or under the Act with regard to the protected characteristics as set out in section 4 of the Act (age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation);
- Advance equality of opportunity between persons who share a relevant protected characteristic within section 149(7) of the Act (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic within section 149(7) of the Act (see above) and persons who do not share it.

Due regard in this context involves having due regard in particular to:

- The need to remove or minimise disadvantages suffered by persons sharing a relevant protected characteristic that are connected to that characteristic;
- Take steps to meet the needs of persons sharing a relevant protected characteristic that are different from the needs of persons who do not share it;
- Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

2. Equalities Impact Assessment:

Equalities Impact Assessments have been carried out to determine the impacts of these recommendations on both residents of the homes, users of the day service at Solent Mead and staff that would be affected should they be approved.

Residents / Service Users Equalities Impact Assessment

Service Affected: HCC Care – Older Persons

Service Description

HCC Care currently operates 15 older persons care homes with 900 beds, consisting of long-term and short-term provision. This includes 4 residential homes, 4 nursing homes (3 of which are exclusively or predominantly being used to support the short-term needs of patients being discharged from hospitals) and 7 joint residential and nursing homes for older people. Additionally, 2 further residential homes (Cranleigh Paddock in Lyndhurst and Copper Beeches in Andover) have been temporarily closed since November 2021. As well as

providing residential and nursing care for older people, HCC Care also provides day services, respite services, including a crisis service, and a small number of residential places for adults under 65 years old with learning disabilities.

Annually, the County Council's Adults' Health and Care directorate helps to place between 1,600 and 1,700 older people into a range of care homes across Hampshire with the vast majority (80%) accessing independent sector homes. In terms of capacity within the care home market, the overall vacancy rate across the whole market in Summer 2023 was approximately 11%.

Service Change

The proposed changes follow the County Council's review of its Care Strategy to establish how its own residential care and nursing homes could be made fit to meet current and future demand whilst ensuring the financial sustainability of the service.

- a) that Copper Beeches residential care home in Andover should be permanently closed with immediate effect.
- b) that Cranleigh Paddock residential care home in Lyndhurst should be permanently closed with immediate effect.
- c) that Bishop's Waltham House residential care home in Bishop's Waltham should be closed within 6-12 months of the closure decision if made.
- d) that Green Meadows residential care home in Denmead should be closed within 6-12 months of the closure decision if made.
- e) that Solent Mead residential care home in Lymington should be closed within 6-12 months of the closure decision if made.
- f) subject to recommendation 13e (above) being approved, that the Solent Mead Day Centre, attached to the Solent Mead residential care home, in Lymington should be closed by, or at the same time as the residential care home is closed.
- g) that at Emsworth House residential and nursing care home in Emsworth the older more traditional residential care setting is closed (timing to be confirmed but likely to be at the end of 2025) and ultimately replaced and extended with modern capacity to meet the needs of people requiring complex dementia care and nursing care, whilst at the same time modernising the existing nursing capacity.
- h) that at Oakridge House residential and nursing care home in Basingstoke the older more traditional residential care setting is closed (timing to be confirmed but likely to be at the end of 2025) and ultimately replaced and extended with modern capacity to meet the needs of people requiring complex dementia care and nursing care, whilst at the same time modernising the existing nursing capacity.
- i) that at Ticehurst residential and nursing care home in Aldershot the older more traditional residential care setting is closed (timing to be confirmed but likely to be at the end of 2025) and ultimately replaced and extended with

modern capacity to meet the needs of people requiring complex dementia care and nursing care, whilst at the same time modernising the existing nursing capacity.

- j) that Malmesbury Lawn residential care home in Leigh Park (Havant) should be closed once a proposed new care home at Oak Park opens as set out in this report.
- k) that Westholme residential and nursing care home in Winchester should be closed once a proposed new care home at Cornerways (Kingsworthy near Winchester) opens, as set out in this report.
- l) that in relation to the recommended closures of the residential services at Bishops Waltham House, Green Meadows, Solent Mead, Emsworth House, Oakridge House and Ticehurst, that no further long-term residential admissions to these homes are to be agreed if the closure decisions are made.

Additional Information

As noted, the purpose of this EIA is to support the Executive Member decision making process. This EIA is linked to a previous EIA *445-HCC Care Service and Capital Strategy* which supported the Cabinet decision making to proceed with the consultation. The information contained in this EIA has been reviewed to reflect additional information from the consultation.

Within this EIA, the assessment of impact and risk has been primarily focused on the short to medium term impacts on current residents. A longer-term assessment, focused on future residents, would highlight primarily positive impacts, particularly in terms of age and disability.

Overview Statement Engagement/Consultation

A full public consultation was undertaken between 4 September 2023 and 11.59 pm 12 November 2023. Responses received were analysed and considered. Information about the consultation proposals, an information pack with copies in easy read and the response form were published on a dedicated consultation page on Hampshire County Council's website. Copies in other languages and formats were made available on request.

The consultation was widely promoted via a range of online and offline channels. Letters were sent to care home residents, their relatives and representatives, along with stakeholders such as partner organisations in the NHS and local councils.

Several engagement events were also undertaken with those directly impacted, service users, their families, HCC Care staff and other staff as appropriate.

Impact Assessment:

Age

Public Impact

Negative - Medium

Decision Rationale

Approximately 350 individuals live in the 8 homes (remembering that 2 other homes that are set to be affected, are temporarily closed, and thus have no current residents), that would be impacted by these proposals, of these 75% are over 80 years old. In addition, 13 service users have been identified in respect of the Solent Mead Day Service that is also proposed to be closed as part of the overall proposals. Of these 13 service users 54% (7) are over 80 years old.

It is recognised that spouses and partners may also be older adults who could struggle to travel to an alternative care facility to visit if it was further in distance.

Some impacts on the grounds of age were reflected as a concern in the consultation responses. The consultation analysis highlighted concerns that it could be unsettling or traumatic for older residents to leave their current homes and communities and that this could lead to deterioration of their health and wellbeing.

It has therefore been identified that there will be a medium negative impact on current residents within homes that are proposed to either close or be remodelled to the extent that relocation of current residents would be necessary.

While there are negative impacts identified for existing residents on the grounds of age due to the requirement for relocation or having to remain on site while works are ongoing which may negatively impact their experience within the home, it is also recognised that there would be strong positive impacts for the future cohort of residents on which the proposals are based. Future residents would have access to improved, modern facilities which would better meet their needs.

Mitigation/Actions

It is recommended that two homes would close immediately – Copper Beeches (Andover) and Cranleigh Paddock (Lyndhurst) and that three homes would close within 6-12 months - Solent Mead (Lymington) which includes Solent Mead Day Service, Bishops Waltham House (Bishops Waltham), Green Meadows, (Denmead). It is also proposed that Westholme (Winchester) and Malmesbury Lawn (Havant) would close following completion of the replacement sites and no earlier than the beginning of 2027. Residents would be relocated to the new homes, should this be their preference.

Residents and service users, and their relatives at Bishops Waltham, Green Meadows and Solent Mead (including the Day Service), proposed for closure within 6-12 months, they have had the opportunity to look at potential alternative accommodation to ensure that they have time to make informed decisions. For

current users of Solent Mead Day Service, they would be supported to find alternative Day Service opportunities.

If the decision to close is made, social workers would carry out Care Act assessments for all residents. These would generate an up-to-date person-centred support plan for each resident. They would help to ensure that residents, their families and the social work staff, are fully informed of their care needs when residents, and their families, come to make decisions on future accommodation. In relation to the recommended closures of the residential services at Bishops Waltham House, Green Meadows, Solent Mead, Emsworth House, Oakridge House and Ticehurst, that no further long-term residential admissions to these homes would be agreed.

The County Council has begun conversations with individuals, their families and carers to explore options that would work best for them to limit the impact of any proposed moves. All residents would be supported to make informed decisions together with their families. Advocacy would be offered and provided, as appropriate, to enable and support the individual's voice within the decision-making process.

To mitigate impacts, should the decision be made to close the homes, HCC Care and Care Management (Social Workers) have the necessary skills and expertise to handle the closure process sensitively and work with residents, service-users and their families to find suitable alternatives for each of the current residents and service-users.

It is proposed that three homes undergo extensions and modifications on the existing sites which would start at the end of 2025 or early 2026. It is anticipated that work would be scheduled to allow nursing services to remain open to minimise and mitigate any disruption for the nursing element. It is proposed that residents within the residential element would move to alternative homes by the end of 2025, having been re-assessed with up-to-date, person-centred support plans to help identify more appropriate care settings. The nature of long-term care provision is that some of the remaining current residents are also likely to regress during 2024 and would be reassessed in a timely manner.

There would be a robust communications and engagement plan to ensure that all affected, including residents and their families, are aware of any changes that may impact them. This plan would be reflective of different needs and information would be appropriately and effectively targeted.

It is also recognised that the proposals outline future investment in specialist care for older people in Hampshire, particularly those requiring complex dementia and nursing care which would be a positive impact for future cohorts of residents.

Disability

Public Impact

Negative - Medium

Decision Rationale

Approximately 96% of the current HCC Care residents have a disability and in terms of day service users the disability level is 54%. Most residents have multiple chronic conditions, including mobility issues, dementia, and sensory loss.

A concern raised within the consultation was about the size of the proposed care homes being too large and the number of residents, changes in facilities, routines and staff could be confusing for residents especially those living with dementia. An additional concern was that the changes could impact on the ability of staff to spot irregular behaviours and early signs of medical conditions.

Mitigation/Actions

If the decision to close is made, to ensure that the impacts on individuals with disabilities are minimised, social workers would carry out Care Act assessments for all residents. These will generate an up-to-date person-centred support plan for each resident. They would help to ensure that residents, their families and the social work staff, are fully informed of their care needs when residents come to make decisions on future accommodation. For current users of Solent Mead Day Service, they would be supported to find alternative Day Service opportunities.

The County Council has begun conversations with individuals, their families and carers to explore options that would work best for them to limit the impact of any proposed moves. All residents would be supported to make informed decisions together with their families. Advocacy would be offered and provided, as appropriate, to enable and support the individual's voice within the decision-making process.

Should a move be required, full support would be provided to ensure all care and support needs could be met in the agreed service. Where possible, individuals would be supported to move to alternative HCC care services as they would be more familiar and enable a smoother transition.

Concerns were raised during the public consultation about the impacts on people with dementia, particularly in relation to the proposed new homes and the proposed extensions to existing homes. To mitigate this, the homes would be designed to feel homely and domestic in nature, whilst at the same time meeting appropriate guidance and regulations for complex dementia care and nursing care. In terms of communal facilities, groups of 10 residents would have shared access to lounge and dining facilities. In addition to the ensuite bathrooms, assisted bathrooms and shower rooms would be provided within the homes on a 1:10 resident ratio.

Residents, currently residing in Malmesbury Lawn and Westholme would be supported to relocate to the new homes in Oak Park (near Havant) and

Cornerways (Kingsworthy) respectively, when completed, should they wish to. This would ensure residents would have the same community of residents and staff team which would make the transition easier.

It is also recognised that the proposals outline future investment in specialist complex dementia provision which would be a positive impact for the future cohorts of residents— and in particular those with complex dementia. The proposal would place Hampshire in a strong position to meet the needs of residents with complex dementia which is expected to become the fastest growing service area in the next 5-10 years. The proposed modern, fit for the future designs recognise that all residential homes house people with varying levels of need including with increasing stages of dementia. Building design and interior design would need to reflect this as they are especially important for people with complex dementia.

Marriage & Civil Partnership

Public Impact

Negative - Low

Decision Rationale

Approximately 16% of current residents are married, and it is recognised that should a move of care facility be required there is a potential for a negative impact on those residents should the travel requirements for spouses increase.

This was reflected in the concerns raised about proposals in the consultation that a change in location of a care facility could result in a loss of proximity to spouse/partner and a reduction in frequency of visits especially where the spouse/partner does not have use of a car and/or has difficulty in accessing public transport.

Mitigation/Actions

The County Council has begun conversations with individuals, their families and carers to explore options that would work best for them to limit the impact of any proposed moves.

If the decision to close is made, to ensure that the impacts on individuals who are married are minimised, social workers would carry out Care Act assessments for all residents. These will generate an up-to-date person-centred support plan for each resident. They would help to ensure that residents, their families and the social work staff, are fully informed of their care needs when residents come to make decisions on future accommodation, alongside the support of care management such as distance from spouse/partner home and/or access to public transport. For current users of Solent Mead Day Service, they would be supported to find alternative Day Service opportunities.

Poverty

Public Impact

Neutral

Decision Rationale

Some concerns were raised about proposals in the consultation that a change in location of a care facility could result in an increase in cost of travel related to longer distances.

Another concern raised was that there was less local choice and more reliance on the private sector. Some care home residents were concerned about how the proposals might impact them financially.

Mitigation/Actions

The County Council has begun conversations with individuals, their families and carers to explore options that would work best for them to ensure that individual concerns are handled. Queries regarding finances will also be supported by specialist in-house advisors.

Residents of the homes and users of the Day Service are protected by law on care charging, the County Council will continue to carry financial assessments to work out how much, if anything, individuals will need to pay towards the cost of their care. The amount that an individual will need to contribute towards the cost of their care will not change, regardless of them being moved to a potentially more expensive care home in the private sector or a more expensive Day Service.

Rurality

Public Impact

Neutral

Decision Rationale

Bishops Waltham House and Green Meadows are in more rural areas, however it is recognised that residents and visiting relatives and friends in any of the identified homes could be impacted by potentially longer travel times for traveling to an alternative care facility.

This was reflected in concerns raised in the consultation responses which included the need to travel further because of relocation of care provision, lack of access to public transport especially in rural areas and if family and friends do not have use of a car.

Mitigation/Actions

The County Council has begun conversations with individuals, their families and carers to explore options that would work best for them to limit the impact of any proposed moves.

A full care assessment would be undertaken with support of family members and carers to ensure consideration is given to a choice of care homes to identify care provision that best suits the individual's care and support needs alongside the support of care management such as distance from family and friends. In addition, the proposed location of all sites within Hampshire has been carefully considered to ensure an improved geographical split/coverage, which would mean that residents should continue to have choice over location, allowing them to be easily visited by relatives and friends. Public transport accessibility will also be factored into decision making to ensure affordable and sustainable travel.

It is noted that the two most rural homes are proposed to be closed within 6-12 months, however the planned new and redeveloped homes have been carefully planned to ensure a good geographical spread across the county.

Staff Equalities Impact Assessment

Equality Considerations

A 10-week HR consultation process ran concurrently with the public consultation (4 September to 12 November 2023) with staff at Bishops Waltham House, Green Meadows, Solent Mead (including Solent Mead Day Service), Cranleigh Paddock, Copper Beeches and the Trade Unions.

One-to-one meetings took place with a representative from HCC Care Services' senior management team and senior HR colleagues to ensure all staff had an opportunity to talk about the proposals in the Cabinet report and the potential impact of a decision to close any or all the homes. A total of 153 staff (97%) had at least one meeting, in some cases more than one, to discuss their personal circumstances in detail. Staff unavailable because they were on long term sick leave or maternity leave received a phone call, as well as the letters and the consultation slides.

Age

Staff Impact

Neutral

Decision Rationale

Staff - HR data recorded on SAP confirms that 39% of staff who work for Hampshire County Council are aged between 25 and 44, 51% between 45 and 64 and 5% are aged 65 or over. Within HCC Care the age profile of the workforce is typically older with 33% aged between 25 and 44, 58% between 45 and 64 and 4% aged 65 and over.

The proposals should not have a negative impact. HCC's redundancy policy potentially provides early access to pension benefits if employees are aged 55 and over and an active member of the LGPS. This means that the scheme provides those staff with additional benefits to mitigate the impact of any job losses.

Disability

Staff Impact

Neutral

Decision Rationale

Staff - HR data recorded on SAP confirms that 8% of the Hampshire County Council (HCC) workforce are recorded as having (or previously had) a disability and 92% are recorded as not informed/unknown. The profile in HCC Care Services – Older Persons indicates that the numbers of staff who are recorded as having (or had) a disability is 3%, so significantly lower than the HCC figure. Therefore, the percentage recorded as not informed or unknown is higher, 97%.

This suggests that HCC Care staff with a disability are less likely to be impacted when compared to the HCC workforce, however, this is more likely to reflect an under-reporting issue. The Directorate has sent several reminders to staff about the importance of updating their personal information on the HR system. Further targeted reminders will be sent to the staff in HCC Care Services specifically.

The proposals should not have a negative impact. Staff reductions would be achieved voluntarily and would take account of an individual's health and wellbeing including the need to make reasonable adjustments.

Gender Re-assignment

Staff Impact

Neutral

Decision Rationale

Staff - assessed as Neutral as relevant data is unavailable at this current time and there is no indication of a disproportionate impact on this protected characteristic.

Pregnancy and Maternity

Staff Impact

Neutral

Decision Rationale

Staff - There was regular communication with staff who were not at work to ensure they were fully involved in the staff consultation process. No colleagues who are pregnant or on maternity leave would be selected for redundancy because of their pregnancy or maternity/adoption leave,

The impact is assessed as neutral because the current legislative framework ensures that staff who are pregnant and/or are on maternity leave have additional protection from an employment law perspective, specifically the Protection from Redundancy (Pregnancy and Family Leave) Act 2023. All employees have been made aware of their rights and additional contact would be made to allay concerns/answer questions.

Race**Staff Impact**

Negative / Medium

Decision Rationale

Staff - HR data recorded on SAP confirms that 10% of staff who work for Hampshire County Council (HCC) identify as being from ethnic minority communities, 86% white and 3% prefer not to say. Staff in HCC Care Services Older Persons account for 4% of the overall 10% of HCC staff, so represent a significant proportion of the ethnic minority workforce across the Council. Within HCC Care itself, 43% of the HCC Care – Older Persons workforce identify themselves as BME, 54% White and 2% prefer not to say.

Mitigations/Actions

Staff - Any staff reductions would be achieved voluntarily and given the profile of the BME workforce any decisions to support voluntary redundancy would be assessed in the context of this profile to ensure there is no unintended negative or disproportionate impact on staff from ethnic minority communities.

Religion or Belief**Staff Impact**

Neutral

Decision Rationale

Staff - HR data recorded on SAP confirms that within Hampshire County Council 29% of staff are Christians, 1% Buddhist, 1% Hindu, 1% Muslim, 3% prefer not to say, 2% are recorded as “other religion” and 64% have no religion or belief recorded. Within HCC Care Services - Older Persons 37% of the workforce are Christians, 3% are Buddhist, 3% are Hindu, 2% are Muslim, 1% are recorded as “other religion” and 53% have no religion or belief recorded. The impact is assessed as neutral because there is no expectation that the proposals, their impact and the mitigations proposed would negatively impact this profile.

Sex**Staff Impact**

Neutral

Decision Rationale

Staff - HR data recorded on SAP confirms that 76% of the Hampshire County Council workforce are recorded as female and 24% as male. The workforce profile in HCC Care Services – Older Persons is broadly similar with 79% female and 21% male. The impact is assessed as neutral because there is no expectation that the proposals, their impact and the mitigations proposed would negatively impact this profile.

Sexual Orientation

Staff Impact

Neutral

Decision Rationale

Staff - assessed as Neutral as relevant data is unavailable at this current time and there is no indication of a disproportionate impact on this protected characteristic.

Marriage and Civil Partnership

Staff Impact

Neutral

Decision Rationale

Staff - assessed as Neutral as relevant data is unavailable at this current time and there is no indication of a disproportionate impact on this protected characteristic.

Poverty

Staff Impact

Neutral

Decision Rationale

Staff – the impact is assessed as neutral because the relevant data is unavailable at the current time and there is no indication of a disproportionate impact on this protected characteristic. Salaries in HCC are at or above the National Living Wage and any potential job changes would not affect salary levels. In the unlikely event that an employee was redeployed to a lower graded post the employee would be protected given HCC's pay protection policy. Specifically, they would either remain on their previous salary for a period of 2 year's or a grade above the redeployed role if there is a difference of more than one grade. Those leaving on redundancy terms would only do so voluntarily.

Rurality

Staff Impact

Neutral

Decision Rationale

Staff - assessed as neutral because although the location of some of the homes is within rural communities not all the staff live in the area. If travel to another location is required, this has been considered in the 1:1 HR consultation meetings to ensure individual circumstances are considered when determining the outcome of the voluntary redundancy or redeployment process. If staff are required to travel, additional mileage would be reimbursed in accordance with HCC's relocation mileage policy.