



# Have your say on the future of City of York Council's Elderly Persons Homes

## CONSULTATION BACKGROUND

City of York Council wants to hear your views on the findings of a recent review of the residential care homes that it provides for older people in the city, which are known as Elderly Persons Homes (EPHs).

It is widely recognised that the council's Elderly Persons Homes are well run, and that the people who live in them, as well as their friends and family, recognise the quality of the care provided to them.

However, the review has concluded that there is a need to update the range of care and accommodation available to older people to make sure that the council can continue to meet their needs in the future.

There are currently 33,000 people over the age of 65 in York, but this figure is expected to rise to 37,000 by 2015 and 40,100 by 2020. It is expected that the demand for places in residential care homes from people with dementia and specialist nursing care needs will also increase.

This increasing pressure on services for older people comes at a time when the council, like public sector organisations across the country, is facing a major reduction in the amount of funding that it receives from the government. In York, the council's funding is being cut by 28 per cent over the next four years, and 13.3 per cent of this has been cut from the grant that the council received for the current financial year.

On a more positive note, this year York has received £1.997 million from central government to invest in preventative measures such as Telecare/warden call that will help to reduce some of the pressure on health and social care services in the future. The council has worked with local NHS organisations to decide how best to spend this money on preventative services which will, in turn, ease the budget strain on longer term provision.

The long-term aims of the council and local NHS organisations are to allow as many older people as possible to enjoy their independence for longer, reducing the need for care home and hospital admissions, and to give older people a wider choice of accommodation and more opportunities to socialise.

This reflects the findings of a survey carried out by the council in 2008 in which 63 per cent of those who responded said that they would like the council to help older people to remain in their own homes for longer. An overwhelming majority recognised that, in the future, the council must focus on providing specialist care for people with dementia and those with nursing care needs.

### **The council's current care homes**

The table on the back page provides a summary of information on the council's nine Elderly Persons Homes including location, site size, and the number of beds provided.

Built in the 1960s and 1970s, these homes are now dated and do not provide the same standard of accommodation as modern care homes being built today. Only 33 of the 276 beds available have en-suite facilities, and the bedroom sizes and daytime facilities do not meet modern standards. In these homes, the council only has 57 beds for people with dementia, even though demand for them is rising rapidly and will continue to do so. Although private sector care providers also provide some beds for people with dementia in York, there is a shortage across the city as a whole.

A limited day care service is provided in six of the nine care homes, with day care service users joining with permanent residents for activities and meals. Whilst this model of day care service provides a welcome break for the people who use the service, and their carers, it is a poorer model than that found in day care facilities that are designed and operated specifically for day care.

Another important issue is that the size and design of the council's existing care homes for elderly people does not allow people with different needs to be cared for in the same home. This means that, all too often, people have to be moved from one home to another as their needs change. The council's existing homes are small, with just 31 beds each on average. Modern residential care homes tend to be much larger so that they can accommodate people with a much wider range of needs. That way, there is less chance of people having to be moved.

With the exception of the Fordlands and Haxby Hall sites, most of the sites on which the council-run Elderly Persons Homes stand are small and offer little or no scope for the buildings to be extended. However, the council owns a six-acre site at Acomb (formerly the site of Lowfield School) that is large enough for two good sized care homes and a range of other accommodation for older people.

The development of this land could create a 'Care Village', making it possible for older people to continue receiving care on the same site, even as their needs change.

Based on demographic predictions for York, it is estimated that the council will need to provide 180 care beds, providing a mixture of dementia, high dependency, and nursing care. There is also a requirement to increase the number of respite care beds from 14 to 20 to help increase the support available to carers in the city. This will bring the total number of beds required to 200.

### **Options for the future**

In order to meet the many challenges facing the council in the future, a number of different options have been put forward for consideration, comment and discussion. These are as follows:

**Option A – Take no action:** If the council fails to act, the energy and maintenance costs of the existing buildings will only increase. The kitchens, lifts and heating systems are getting older and the existing homes already require a backlog of maintenance work totalling £404,059.

Also, this option would do nothing to address the changing needs of older people and the growing pressures on these existing care homes as the percentage of York's population over the age of 65 increases each year.

**Option B – Extend and refurbish the existing homes:** The small sites and dated buildings would make it very difficult to extend and refurbish the existing care homes. It is not simply a case of adding more bedrooms, as en-suite facilities would also need to be added to the existing bedrooms. Daytime space would need to be extended and improved, and better fire systems, kitchens, lifts and heating systems installed.

The council's property services team believes that there are only two sites - Fordlands and Haxby Hall - where it would be possible to extend and refurbish the existing buildings, although it is feared that the cost of doing so could be more than the cost of demolishing them and building a new care home on the same site. There are also concerns that it may not be possible to refurbish them in a way that would meet modern day residential care home standards.

**Option C – Buy more beds from private sector care providers:** Because there is a shortage of beds for people with dementia across York as a whole (not just in the council-run homes), private sector care providers would not currently be able to provide the extra beds that the council needs.

However, there is some interest from private sector developers in building new care homes in York. One developer has already bought a site and is building a care home that is due to be completed next spring (2012). Although the council could buy more beds from new and existing private sector care providers in the future, it is thought that this option would only provide part of the overall solution.

**Option D – City of York Council funds, builds and operates three new care homes:** The council would need to find £13.4 million to build new homes on the three available sites – Fordlands, Haxby Hall, and Lowfield - over a three or four-year, phased rebuilding programme.

This is an opportunity to create new council-owned and run residential care homes that provide a much wider range of care. This approach would be supported by preventative work to help older people remain in their own homes for longer, providing an opportunity for the council and local NHS organisations to work together using the funding given to York by the government for that purpose.

**Option E – City of York Council enters a partnership with a developer/operator to fund, build and operate three new care homes:** This approach is similar to option D, but the council would enter a partnership with a developer or care home operator that would be willing to fund the project and build the homes. The cost to the council would depend on the way the partnership deal is drawn up, and discussions about the ownership of the site and the completed home would be part of any negotiations. The council's chosen partner could be; a social enterprise (an organisation where all workers are owners/members and have a say in how it operates, like the Co-op), a local authority trading company, a commercial organisation or a 'not for profit' organisation. Staff working in the council's existing care homes could transfer to the new provider.

Concept drawings of what new care homes could look like on the Fordlands, Haxby and Lowfield sites (in Options D and E) are attached at Appendix A.

All of these options - with the exception of Option A, in the short term - will impact on current EPH residents in that they will involve a move from their

current home at some point in the future. It is recognised that, until the consultation process has been completed and the Cabinet has decided how it wants the council to proceed, there will inevitably be a period of uncertainty for residents. The council is keen to reassure residents and their relatives that, whatever the conclusions, they will not receive any reduction in care. Indeed, the council fully expects the review to result in improved facilities for residents and provide a continuum of care that addresses the current situation where some residents have to move to have their care needs met.

The council recognises that moving very elderly people can be detrimental to their health and well being but there is much that can be done to reduce the impact of a move. The council has a 'Moving Homes Safely' protocol - developed with input from Age UK York and Older Citizens Advocacy York - that builds on best practice identified in NHS Guidance and recently published national research. The protocol explains how the council would ensure that any move is well planned and carefully managed, and how residents and their relatives would be involved in all aspects of the decision as to where they move.

### **The consultation process and next steps**

The council plans to consult with a wide range of people who are interested in the future of older people's accommodation in York. The consultation period will last for three months, from mid-July to mid-October. During this time the council will aim to talk to, and hear from, current residents and service users in the council's nine care homes; their family and friends; care home staff; trade unions; health colleagues; older people's groups; and many other interested parties. Opportunities for people to give feedback on the issues and options will be available through:

- A 'Have Your Say' questionnaire
- Meetings with council managers - dates of public consultation meetings can be found on the Review's page on the council's website [www.york.gov.uk/eph](http://www.york.gov.uk/eph)

The feedback from this three month consultation period will be collated and form part of a report to the council's Cabinet on 1 November. It is at that meeting that the Cabinet, having considered the consultation feedback, will decide how it wants the council to proceed.

## City of York Council's Elderly Persons Homes (EPHs)

### Summary of Key Information

EPH	Council Ward	No. of Beds	En-suite Rooms	Site Size (Acres)
Fordlands	Fulford	31	1	0.98
Grove	Guildhall	33	1	0.6
Haxby Hall	Haxby	42	7	1.08
Morrell	Clifton	29	8	0.62
Oakhaven	Holgate	27	14	0.8
Oliver	Micklegate	19	1	0.33
Willow	Guildhall	33	0	0.57
Windsor	Westfield	28	1	0.37
Woolnough	Hull Road	34	0	0.71
<b>TOTAL</b>		<b>276</b>	<b>33</b>	

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**Fordlands Site**

A concept drawing of what a 55 bed care home could look like on the current Fordlands site in Fulford.



**Haxby Site**

A concept drawing of what a 55 bed care home could look like on the current Haxby Hall site.

### Lowfield Site

A concept drawing of what a 'Care Village' could look like on the former Lowfield School site in Acomb, including:

2 x 45 bed care homes.

A 'Social Centre' for the care village and wider community.

21 x bungalows for independent living - available for purchase or rent.

