



Report of the Director of Adult Social Services

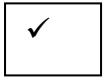
Executive Board

Date: 4 March 2009

Subject: **Brooksbank : Completion of the Residential Care Strategy 2001**

Electoral Wards Affected:

Temple Newsam



Ward Members consulted
(referred to in report)

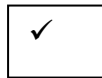
Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In



Not Eligible for Call In

(Details contained in the report)



1.0 Executive Summary

This report provides an update of progress to complete the Older People's Long-term strategy and to seek specific approvals in respect of Brooksbank following external assessments of the building as life expired.

1.1 Purpose of the Report

2.1 The purpose of this report is to provide an update on progress on the strategy for Local Authority provision of long term care for older people. Specific approvals are also requested in respect of Brooksbank Home for Older People.

3.0 Background

3.1 In December 2001 Executive Board approved the refurbishment and upgrading of Local Authority Homes for Older People or their replacement with Extra-Care Housing through partnership with Registered Social Landlords (Housing Associations). This strategy, agreed by Members, would ensure that all the Homes for Older People would either meet the new environmental standards required by the Department of Health deadline of 2007 or be replaced by extra care housing schemes. Executive Board received progress reports in March 2002, July 2003, October 2004, September 2005 and May 2007.

- 3.2 Four homes were identified as suitable for upgrading and these were refurbished to meet the Commission for Social Care's (CSC) standards. These homes are Westholme in Farnley and Wortley, Home Lea House in Rothwell, Knowle Manor in Morley South and Manorfield House in Horsforth.
- 3.3 Members approved the replacement of five homes with extra care housing either on the existing site or on a nearby suitable site. These developments were to be undertaken by partner Housing Associations. The five homes were Eastholme in Cross Gates and Whinmoor, Moorhaven in Alwoodley, Butterfield Manor in Burmantofts and Richmond Hill, Greenlands in Guiseley and Rawdon and Hemingway House in City and Hunslet.
- 3.4 Eastholme has been replaced with an extra care scheme on a nearby site developed in partnership with Anchor Trust for which Anchor Trust received Housing Corporation grant. The scheme, called Woodview, provides a mixture of one and two bedroom flats and a small number of bungalows for social rent.
- 3.5 Moorhaven has been replaced with an extra care scheme on a nearby site developed in partnership with Methodist Homes for which Methodist Homes received Housing Corporation grant. This scheme, called Yew Tree Court, provides a mixture of one and two bedroom flats for social rent with one wing (Rosewood) reserved for older people with dementia. In addition, Methodist Homes invested £1m to provide a dementia day centre (Bay Tree Resource Centre) for North East Leeds.
- 3.6 Butterfield Manor has been replaced with an extra care scheme on a nearby site developed in partnership with Anchor Trust funded by a grant from the Department of Health. This scheme, called Hampton Crescent, provides a mixture of one and two bedroom flats for social rent.
- 3.7 Greenlands is being replaced with an extra care scheme on the same site developed in partnership with Anchor Trust funded by Anchor Trust with 62 units of which 46 are for sale and 16 for social rent. The scheme provides a mixture of one and two bedroom flats and it will be operational by August 2009.
- 3.8 Hemingway House will be replaced by an extra care scheme on the same site developed in partnership with Methodist Homes following a joint successful bid to the Department of Health for a grant of £1,845k. The scheme should be operational by October 2010 with 45 units (15 for social rent, 15 for shared ownership and 15 for sale) with an inter-faith and dementia focus.
- 3.9 Brooksbank in Temple Newsam is the final home that failed to meet the CSC environmental standards. The plans for this establishment are detailed in Section 4.0 of this report.
- 3.10 All the completed schemes, in order to be successful, have required approvals under the less than best considerations for the land to be made available to the Housing Associations on long leases at a peppercorn rate. These agreements have been secured in partnership with Legal Services and Asset Management.
- 3.11 For each completed scheme, Adult Social Care has provided revenue funding for the provision of the assessed care and support to the tenants on a 24/7 basis as required. Both the in-house Community Support Service and commissioned domiciliary care companies are providing this care and support.

4.0 **Brooksbank**

- 4.1 In the original strategy the intention was the development of an intermediate care centre to replace the home. In 2004 a grant of £1m was awarded by the Department of Health towards this proposal but the PCT was unable to secure the required additional funding and the scheme could not be progressed resulting in the inability to claim the D of H grant.
- 4.2 Between 2005 and 2007 further options for refurbishment / redevelopment, both on and off the present site, were explored with the PCT and the local ALMO. Despite initial optimism with all these options, all the partner organisations withdrew because they were unable to secure their necessary capital contributions.
- 4.3 In preparation for these potential developments, consultation with residents, carers and staff during 2002 and 2003 resulted in the re-assessment and re-location of all the permanent residents. Since 2004, the home has been used for temporary residents only.
- 4.4 At the time of the original report to Executive Board, Brooksbank was a 27 bed home. In August 2005 its registration was amended to 16 beds. Five of these beds are used as intermediate care beds by the PCT and the remainder are used for respite and temporary admissions, most of which are for periods of two weeks or less.
- 4.5 Recent inspections of all the Council's Homes for Older People (HOPs) have been conducted by West Yorkshire Fire and Rescue Service (WYFRS) under the Regulatory Reform (Fire Safety) Order 2005. These regulations set enhanced standards which require significant capital expenditure and, in order to ensure compliance, WYFRS issue enforcement notices. Agreed implementation plans, with capital finance identified, are in place for all HOPs with an on-going future. The enforcement notice for Brooksbank set a compliance date for 29-12-2008 with immediate capital costs of £180k unless occupation was restricted to the ground floor only (7 bedrooms). The overall occupancy level for Brooksbank was therefore reduced before this date, and is now being maintained at 7 rooms or less to ensure the Council complies with Fire and Rescue Service's requirements. This does, however, mean that the home is operating with high staffing costs, for a small number of residents.
- 4.6 The Commission for Social Care Inspection (CSCI) concluded their annual service review of Brooksbank in June 2008. Their judgement is that the home continues to provide a good service for the people who stay there with a recognition that people are only resident on a short term basis as the environment is not suitable for long term placements. CSCI has expressed serious concerns about the lack of progress in making capital improvements to the environment and / or clarifying the future of the service provided at Brooksbank. CSCI intend to conduct a key inspection by July 2009. By this next inspection, they will expect the Council to have made a decision on the future of the home or to have a capital investment plan.
- 4.7 In June 2008 exploratory discussions with officers in Environments and Neighbourhoods identified the realistic possibility of a joint development under the affordable homes strategy with a Housing Association and Aire Valley Homes which manages the adjacent sheltered housing scheme. On-going discussions continue with officers from Environments and Neighbourhoods and from City Development to explore options for this site. The outcome of these discussions will form the basis for subsequent reports to Asset Management Board, the Strategic Board for Affordable Housing and Executive Board.
- 4.8 Following the decision at Executive Board in 2001, the Chief Officer, Adult Services, consulted with local ward members about the overall strategy and the plans for Brooksbank including the requirement to cease its use for permanent residents. The Lead Member has been advised of progress at regular intervals. Ward Members have been advised of the content of this report.

5.0 Legal Issues

- 5.1 Full conversation has taken place with staff, service users, carers and residents regarding the requirements of CSCI and the future options for the building. Users of Brooksbank have been made aware that their current service usage will be continued, but will be provided from another venue. An impact assessment & risk assessment relating to the closure have been completed. Staff and their Trade Union representatives will be subject to Council's Managing Workforce Change procedures if closure of Brooksbank was agreed.
- 5.2 There is a verbal agreement with the Primary Care Trust (PCT) for the use of 5 beds as intermediate care beds. However, key representatives of the PCT have indicated that they would be willing to agree an appropriate alternative to this service should Brooksbank become unavailable.
- 5.3 The design of Brooksbank incorporates two sheltered housing flats that are part of the portfolio of Aire Valley Homes. Both sets of residents have received visits from staff in the ALMO and have expressed a willingness to accept offers of alternative accommodation.

6.0 Resource Issues

- 6.1 The 2008 / 09 budget for Adult Social Care incorporated a focus on delivering value for money so that service delivery can be maximised within the resources available. This approach will continue in the future and the proposal in respect of Brooksbank is consistent with this approach.

7.0 Recommendations

- 7.1 Executive Board is asked to note this report on the completion of the 2001 strategy.
- 7.2 Executive Board is asked to agree that Brooksbank as a building is life expired as a safe modern residential care home and to declare it surplus to the requirements of Adult Social Care.
- 7.3 Subject to agreement of recommendation 7.2, Executive Board is asked to agree for Adult Social Care to ask Asset Management Board to investigate alternative uses for the site, including its potential for an extra care scheme.

Background documents referred to in this report:

1. Report to Social Services Committee December 2001: Strategy for the Provision of Long Term Care for Older People in Leeds.
2. Report to Executive Board March 2002: Older People Care Strategy Development of Extra Care Facilities.
3. Report to Executive Board July 2003: Older People Long Term Strategy: Progress Report on the Refurbishment of Homes for Older People and the Development of Extra Care Housing.
4. Report to Executive Board October 2004: Older People's Long Term Care Strategy: Progress Report on the Refurbishment and the Development of Extra Care Housing.
5. Report to Executive Board September 2005: Older People's Long Term Care Strategy: Progress Report on the Development of Extra Care Housing.
6. Report to Executive Board May 2007: Older People's Long Term Care Strategy: Reprovision for Greenlands, Home for Older People.
7. West Yorkshire Fire and Rescue Authority: The Regulatory Reform (Fire Safety) Order 2005 Enforcement Notice for Brooksbank: June 2008
8. Commission for Social Care Inspection: Key Inspection Report: Brooksbank: June 2008.
9. Equality Impact Assessment: Brooksbank: January 2009.
10. Risk Assessment: Brooksbank: January 2009.