

# REPORT FOR THE CORPORATE DIRECTOR OF HEALTH & COMMUNITY SERVICES

<b>Business Case for Closure of Median Road Resource Centre</b>	<b>Classification</b> Confidential	<b>List Enclosures</b> <ul style="list-style-type: none"><li>• Equality Impact Assessment</li></ul>
	<b>DATE</b> <b>2 March 2015</b>	

## 1. INTRODUCTION AND BACKGROUND

### Introduction

1.1 The purpose of this Delegated Powers Report (DPR) is to seek approval for the closure of Median Road Resource Centre.

### Background

1.2 A report was presented to Cabinet on the 22<sup>nd</sup> April 2013, entitled 'Establishing an integrated Reablement and Intermediate Care Service (RICS) for Hackney'.

1.3 Over the intervening 2 – 5 years, the Council and the CCG, the joint commissioners, duly agreed a pooled budget and specification and the Homerton designed a staffing structure that responded to the specification within the agreed budget. As part of the implementation, the Homerton led the staff consultations about the staffing structures, which led to two key areas of feedback from staff and unions in relation to 1) the amount of nursing resources in the proposed bed base and 2) the deletion of the RICS assistant's posts.

## 2. THE CASE FOR CHANGE

2.1 Since the Cabinet report in 2013 a number of things have changed over the intervening years and in particular the latter part of 2014, which have significantly impacted on the current position in relation to the original RICS model.

2.2 Median Road Resource Centre was inspected on 3<sup>rd</sup> and 4<sup>th</sup> June 2014 by Care Quality Commission (CQC). As part of the routine inspection, six standards were inspected; only one, *Care and Welfare of People who use services*, met the standard. Action was required in relation to five of the remaining standards as follows:

- *Respecting and involving people who use Services- Action needed*
- *Safeguarding people who use services from abuse-Action needed*
- *Supporting workers- Action needed*
- *Assessing and monitoring the quality of service provision-Action needed*

- *Complaints- Action needed*

This resulted in the service becoming non-compliant and potentially unsafe to operate. An immediate improvement plan was put into place to prevent this from occurring.

- 2.3 Further to the RICS consultation with staff which ran from 3rd October – 1st December 2014, analysis of the range of comments and feedback received, along with a counter-proposal from union representatives, was undertaken. As a result of these responses, particularly in relation to the bed-based provision at Median Road, a decision was made to separate out the community based elements from the bed-based service. The challenge and complexity of delivering all elements of the proposed RICS model in one single change brought about the decision to separate out the design and implementation of the bed-based element of the service and engage in a further joint review of this by Health and Social Care Commissioners and Providers.
- 2.4 Based on the above it was decided that the enhanced community based model only should be prioritised together with an implementation plan.
- 2.5 Therefore, the plans for making use of a redeveloped Median Road facility, as the centrally co-located hub for the new Reablement and Intermediate Care Service, have now changed and Median Road Resource Centre will not now be required for this function.

### **3. RATIONALE FOR THE CLOSURE OF MEDIAN ROAD**

- 3.1 The Council initially took the decision to begin to wind down usage at Median Road because partners had agreed that this would be the best location for the redesigned RICS bed-based service and would require remodelling and refurbishing. The recent decision to move to an enhanced community-based model, without beds, however, means that the Council has the opportunity to look at the future use of the property again and consider other use for the facility.
- 3.2 The improvement plan to address the CQC inspection areas of non-compliance was immediately put in place and under the leadership of the current Registered Manager and very close monitoring by the Registered Responsible Person the Assistant Director for Adult Social Care (ADASC), the action plan has been delivered. This was verbally confirmed at a recent inspection on 6<sup>th</sup> December 2014, however, a formal inspection report has not yet been received to confirm this. It has to be stressed, however, that for compliance to be maintained this would rely very heavily on the presence of the current Registered Manager for this to be the sustained position. Given this, the Registered Responsible Person (ADASC) is still of the opinion that the service is at a high risk of slipping into non-compliance and that as a result the service could quickly become unsafe to operate.
- 3.3 The Registered Responsible Person further supplemented the remedial action in relation to compliance by ceasing to admit new people into the service. There are currently only 10 people occupying beds all with discharge plans in place, which will see Median Road Resource Centre empty by the 31<sup>st</sup> March 2015. In relation to the permanent resident, every effort has been made to find a placement within Hackney and this means that we have considered all the residential care homes within Hackney, with one which has offered the resident a place within the next three weeks.

- 3.4 Furthermore, there is a need to refurbish Median Road if it is to maintain its CQC compliance and registration but, as it was due to be used for a different purpose to that for which is currently registered, it would not be value for money to invest money into a facility when it was due to have been changed in its nature.
- 3.5 Given that no new referrals are being made to the Median Road Resource Centre for intermediate or interim beds and that those currently placed at the Centre are leaving, the number of beds occupied are now only 11 within one wing of the three floor building, leaving this service non-viable and at a high risk of non-compliance within its registered status.
- 3.6 The Registered Responsible Person advises the DASS (Director of Adult Social Services) that the service should close due to:
- 3.6.1 Given the current position of the service, with low numbers and no requirement for its functions going forward, that it is at a very high risk of slipping back into non-compliance in relation to the CQC standards for operating a care home and that, as a result, the service would quickly become unsafe to operate.
- 3.6.2 The change in direction of the RICS model moving to a community based model and not requiring the bed based service going forward for intermediate care, means that the service as provided no longer contributes to the joint vision for RICS.
- 3.6.3 The new arrangements for Interim Care provision align more closely with our Promoting Independence Strategy.
- 3.6.4 The future plans being considered for Median Road Resource Centre, is to potentially convert it into a residential unit; as this is where LBH Commissioners have identified that there is a demand for this provision in Hackney. There is also an option for the Median Road Resource Centre to be used as a temporary accommodation facility in the medium term while this is explored, in order that it will not be standing as an idle building (when we have 2000 households in temporary accommodation, the majority of which are now starting to be placed out of borough).

#### **4. POLICY BACKGROUND**

- 4.1 The Cabinet Report of 22<sup>nd</sup> April 2013 sets out the future design and delivery of RICS.

#### **5. RECOMMENDATIONS**

The Corporate Director of Health and Community Service is recommended to approve:

- (i) The closure of Median Road Resource Centre as a site for the provision of interim and intermediate care services with effect from 31<sup>st</sup> March 2015.
- (ii) Deregistration with the Care Quality Commission(CQC).

- (iii) Launch of the consultation with staff regarding the impact on their employment as a result of closure on 2<sup>nd</sup> March 2015

## **6. RELATED CHANGES**

### **6.1 RICS**

6.1.1 Commissioners have agreed to the Providers' proposal, that the outcomes required from reablement and intermediate care can be achieved by an enhanced community care service. Therefore, no bed-based provision will be required at Median Road Resource Centre as previously planned.

### **6.2. Interim Beds**

6.2.1 Commissioners explained that interim care was separate from the consultation about the RICS model, therefore, a separate strategy has been designed regarding taking interim beds going forward. This was also set out in the original Cabinet report of April 2013.

6.2.2 The Council is committed to local provision of care that promotes people's independence. Interim care in a residential setting can often lead to people becoming dependent on institutional care provision and therefore unable to return back to the community. To mitigate this the Council is aiming to re-provide interim care into the Housing with Care and Extracare services by March 2015. The number of units will be up to 10 units in Housing with Care. It is, however, considered that there will be need for up to 20 units of Housing with Care with interim care provision, over time, so this will be developed over the coming months.

6.2.3 Benefits of this approach are identified as:

- For service users - it means that while people recuperate and wait for their long term housing or care solution, they are maintaining or regaining the independence that they had prior to being admitted to hospital in a domestic setting. Care on site will be available that will focus on enablement and this care can be supplemented by the night support service or assistive technology, where appropriate. Also, service users will have a direct experience of Housing with Care which may prompt them to choose this as their long term solution that would support an individual's strengths and independent living.
- For families - they will be able to see the person they care about in a domestic setting and this means that they will remain committed to sorting a long term solution.
- For staff - this will provide an opportunity for staff from Median Road to be redeployed; training will also be provided for all employees (existing and transferees) of the schemes that will be selected for interim care thereby giving them new opportunities.

### **6.3 Intermediate Care – Bed Based Provision**

6.3.1 Due to the changes in the Commissioning Strategy for RICS, the revised RICS model is an enhanced community based service. As lead provider it was planned that the Homerton would take responsibility for the current ground floor at Median Road Resource Centre offering intermediate care provision as a transition period until everything was in place for the ground

floor to be fully refurbished. The CQC advisor for the Homerton advised their senior managers that this facility was not fit for purpose as an intermediate care provision in its current state so they were not prepared to run it without capital investment even as a temporary measure.

## 7. TIMETABLE

Milestones/ Deliverables	Target Date
Decision to close Median Road Resource Centre.	2 <sup>nd</sup> March 2015
Consultation begins with staff	2 <sup>nd</sup> March 2015
Planned Closure of Median Road Resource Centre if approved.	31 <sup>st</sup> March 2015

## 8. COMMENTS OF THE ASSISTANT DIRECTOR, FINANCE AND RESOURCE

- 8.1 This report requests approval to close Adult Social Care's Median Road Resource Centre. In 2014/15 this building has a budget of £1.771m, which includes non-controllable budget of £424k. There is a forecast overspend of £47k as at January 2014.

	Budget £000	Forecast £000	Variance £000
Staff	1,237	1,285	48
Premises	97	80	-17
Transport	2	0	-2
Supplies and Services	64	56	-9
Commissioning	14	12	-2
Overheads	424	423	-2
<b>Total Expenditure</b>	<b>1,858</b>	<b>1,876</b>	<b>18</b>
Income	-87	-58	29
<b>Net Expenditure</b>	<b>1,771</b>	<b>1,818</b>	<b>47</b>

- 8.2 The intention to this point has been for the controllable Median Road budget (i.e. £1.35m) to form part of the total LBH contribution of £2.5m towards the new Reablement and Intermediate Care (RICS) service. It was also intended that Median Road would be used in the new RICS service, however, this report outlines this is no longer the case and that the long-term plan for Median Road is to convert it into a residential care unit. This proposal would need to be considered by the Corporate Property Group when appropriate, with the existing premises budget transferring with the building.
- 8.3 The business case for RICS outlined that £1m of funding would be continue to be required to fund interim care in the borough, which would be outside RICS (and to this point has been funded by budget from those LBH functions moving into RICS). As per section 6 of this report a separate strategy for interim care is being progressed.
- 8.4 The impact of closure on the staffing complement at Median Road is addressed in a separate report.

## **9 COMMENTS FROM HUMAN RESOURCES**

9.1 The proposal is for closure of this facility; there is no proposed structure for an ongoing service at Median Road Resource Centre (MRRC) in its present form or location.

9.1.1 **Redeployment/Redundancy**  
Under the Council's Redundancy Procedure, Section 6, and Voluntary Redundancy Linked to Restructures – voluntary redundancies will be considered as part of this process.

9.1.2 The total number of employed staff at MRRC, is 40.34 FTE, this includes positions that are currently vacant.

9.2 Of these:

9.2.1 8.5 FTE have requested voluntary redundancy

9.2.2 12.11 FTE posts will transfer to interim care.

9.2.3 10.61 FTE posts are currently vacant

9.2.4 9.12 FTE's are at risk of redundancy and will go into the redeployment pool.

## **10 COMMENTS FROM LEGAL AND DEMOCRATIC SERVICES**

10.1 This report proposes the creation of an integrated Reablement and Intermediate Care Service. The Corporate Director of Health and Community Service is recommended to close the Median Road Resource Centre. This will lead to the deletion a variety of posts. All affected staff and the unions must be consulted in respect of these proposals. The Council must ensure that all attempts are made to secure alternative employment for the staff in a potential redundancy situation in accordance with the Council's organisational change procedures, staff will be consulted on the availability of suitable alternative employment within Housing in Care service. The commitment to keep staff alternatively employed will reduce the Councils liability for redundancy payments and protect the Council from legal challenge.

10.2 The Scheme of Delegation for Community Services provides for the AD Adult Social Care under the General power (CSER64) to do such other actions necessary for most effective discharge of all community care powers, duties and responsibilities. This DPR must be considered in conjunction with the Cabinet report referred to dated the 22<sup>nd</sup> April 2013. As per section 6 of this report a separate strategy for interim care is being progressed which will ensure that the Council meets its statutory duty for the provision of Reablement and Intermediate care services.

## **11 EQUALITIES IMPACT ASSESSMENT**

11.1 A preliminary Equality Impact Assessment was carried out and an action plan was developed, a revised EIA is attached as Appendix 1.

## **12 IMPLEMENTATION – NEXT STEPS**

12.1 Subject to approval of the proposal to close Median Road a business case to manage the impact on affected staff will be completed.

**13. APPENDICES**

13.1. Equality Impact Assessment – Appendix 1

**14. REPORT ORIGINATING OFFICERS:**

Rob Blackstone: AD Adult Social Care, ☎ x4282


Financial Considerations: Deirdre Worrell - AD Finance ☎ x7350

HR Considerations: Manjit Dhillon - Senior HR Business Partner ☎ x 4009

Legal Considerations: Juliet Babb – Senior Lawyer ☎ x 6183

**Authorisation of Corporate Director, Health and Community Services**

**Name:** Kim Wright

**Signature:** 

**Date:** 21/3/15



**London Borough of Hackney**  
**Equality Impact Assessment Form**

**Title and purpose of this Equality Impact Assessment:**

Closure of Median Road Resource Centre (MRRC)

**Purpose of this Equality Impact Assessment:**

Assessing the impact of the closure of MRRC

**Officer Responsible:** Rob Blackstone

<b>Name:</b> Tolu Roche	<b>Ext:</b> 4630
<b>Directorate:</b> On behalf of Health and Community Services	<b>Department/Division:</b> Health and Community Living/Adult Social Care

**Assistant Director:** Rob Blackstone

**Date:** 2<sup>ND</sup> March 2015

**Comment :** Closure of Median Road Resource Centre

**1. Please summarize the service, function, policy, initiative or saving.**

The main reason for closing Median Road Resource Centre is due to the change in direction of the RICS model and the decision to move to an enhanced community based model that no longer requires the bed based service going forward for intermediate care. This means that the Median Road Resource Centre no longer contributes to our vision for RICS.

The vision is to enable the development of an integrated, more robust, effective and efficient enhanced community based Reablement and Intermediate Care Service (RICS), which delivers a locally-focused collaborative model that maximises independence and quality of life for people of all ages, whilst ensuring cost effective use of resources.

The integrated service will ensure the individual and their carers/family are at the heart of their care and support, ensuring they have access to information, advice and support to promote real choice and control, increase self-care and self-management, and enabling individuals and their carers to remain as independent as possible, for as long as possible.



Through the integration it is aimed that service users and patients experience a seamless service experience with minimised number of handovers from one team to another.

Through the integrated RICS, referral, screening, assessment, and care planning and delivery will be carried out in a coordinated way, reducing the overlaps and duplications. An enhanced staffing structure will be introduced to enable a community based RICS to operate effectively and efficiently.

## **2. Who are the main people that will be affected?**

- Service users, their families and carers
- Staff working at Median Road Resource Centre
- Therapy at Home Team
- First Response Provider Team
- First Response Duty Team

## **3. What research or consultation(s) have been carried out?**

- Staff equalities data has been collated:
  - Age: The vast majority of staff are over 40, with almost half over 50 years old.
  - Disabilities: 4 staff members are recorded as having a disability.
  - Gender: Vast majority (almost 80%) of staff members are female.
  - Ethnicity: Vast majority (80%) of staff members are of BME backgrounds.
  - Religion: Over half of staff members indicated that they are Christians, with the rest stating other faiths and beliefs, choosing not to declare, or stating that they didn't have any beliefs.
  - Sexual orientation: About 65% of staff members stated that they were heterosexual, a number chose not to declare.
- Service users: Service user were represented throughout the redesign process. Representatives were engaged in the detailed discussions about the proposed RICS model.

## **4. Equality Impacts**

### **4 (a) What positive impact could there be overall, on different equality groups, and on cohesion and good relations?**

An integrated RICS will impact positively on older people by enabling them to become more independent and reducing/preventing hospital admissions. It will also help them negotiate the service in a more informed way as the care planning will be coordinated from a single point in the service. Key worker model will provide them with increased control on their care planning.

The existing services has a very diverse workforce, but some communities in Hackney are not necessarily represented within the workforce, which impacts on the referrals.

Relocation of interim care to a Housing with Care unit, will mean that while they wait for their long term housing solution or recuperate, they are maintaining or regaining the independence that they had prior to being admitted to hospital in a domestic setting. Care

will be available that will focus on enablement. Service users will have a direct experience of Housing with Care which may prompt them to choose this as their long term solution

An enhanced community based RICS service will promote independence in people's own environment to meet intermediate care needs.

**4 (b) What negative impact could there be overall, on different equality groups, and on cohesion and good relations?**

Closure of Median Road Resource Centre will result in fewer interim beds being available in the borough in the immediate term; which may result in service being sourced outside borough. This will impact on travel times for family carers who visit. In the longer term there will be the same number/more.

If there is a clinical need for Intermediate care beds, this will be 'spot' purchased from the external market. Given that these beds will be out of borough, some service users and their carers may take exception to any additional travel time that may result from this.