

## Report to the Cabinet

Meeting to be held on Thursday, 3 September 2020

### Report of the Head of Service - Policy, Information and Commissioning (Live Well and Age Well)

#### Part I

Electoral Division affected:  
Wyre Rural East;

### Bowgreave Rise Residential Care Home

(Appendices 'A' - 'C' refer)

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#### Executive Summary

As outlined in the Housing with Care and Support Strategy (2018-2025), the county council is seeking to increase the housing and care options available to Lancashire residents by developing more affordable extra care schemes for older people and supported housing apartments for younger adults with disabilities.

This report sets out the specific proposals for replacing the county council's care home, Bowgreave Rise, with a new residential care home able to meet the needs of people living with dementia and a new extra care scheme.

Bowgreave Rise is an older person's residential care home in Garstang, Wyre, which is owned by the county council and managed and operated by the Adult's Older People's Services.

This report covers the following:

- Analysis of the feedback from the recent consultation on the initial proposals for an extra care scheme in the grounds of Bowgreave Rise.
- Analysis of the estimated prevalence of dementia and current levels of care provision for people with dementia within Wyre.
- Options and recommendations in relation to the procurement, funding, delivery and operation of facilities to be provided on the Bowgreave site.

This is deemed to be a Key Decision and the provisions of Standing Order C19 have been complied with.

## **Recommendation**

Cabinet is asked to:

- (i) Note the feedback from the consultation in relation to the initial proposals for the replacement of the Bowgreave Rise care home.
- (ii) Note the data and evidence in relation to the prevalence of dementia and the current supply of care beds.
- (iii) Approve the outline proposals for the procurement, funding, delivery and operation of a separate care home and future extra care facility on the Bowgreave Rise site.

## **Background and Advice**

As outlined in the Housing with Care and Support Strategy (2018-2025), the county council is seeking to increase the housing and care options available to Lancashire residents by developing more affordable extra care schemes for older people and supported housing apartments for younger adults with disabilities.

In the context of the Strategy, the county council considered options for replacing its care home, Bowgreave Rise, in Garstang.

In January 2020, Cabinet agreed to commence an 8 week consultation process with residents, families and other key stakeholders on an initial proposal for the future of Bowgreave Rise. The consultation asked for feedback on the following proposals:

- develop an extra care scheme in the grounds of Bowgreave Rise, which once completed would replace the existing residential care home
- enable the residents of Bowgreave Rise to continue to live within the residential care home during the construction of the extra care scheme;
- demolish the care home once all residents have moved into either the extra care scheme or another appropriate setting, as determined by their needs and wishes; and
- build supported housing for people with social care needs or bungalows on the cleared site

The proposals sought to address the poor design and physical condition of the current building by developing new facilities in line with the vision of the county council.

This report provides a summary of the consultation feedback, an analysis of the prevalence of dementia and the level of current provision and a recommendation for the way forward for the Bowgreave Rise site.

## **Consultation Feedback**

The consultation in relation to the initial proposals for the Bowgreave Rise site commenced on 22 January 2020 for an 8-week period and ended on 18 March 2020.

The detailed analysis of the feedback is contained in Appendix 'A'. The key themes are summarised below.

- Half of the respondents (52%) disagreed with the proposal to build an extra care scheme in the grounds of Bowgreave Rise because they felt it will not meet care requirements. (current and future).
- Two in five (39%) agreed with the proposal, although not wholly, due to the appeal of extra care, but also because it is seen as an opportunity to increase and improve care provision in the area to meet present and future needs.
- Some respondents would like extra care provision to be in addition to, not in replacement of, the existing care provision at Bowgreave Rise.
- An underlying requirement shared by respondents throughout the survey was to ensure any development meets current and future care needs.
- Respondents had a perception that there is a high demand for dementia care in the area – both at present and in the future.
- The most frequently mentioned concern from respondents was for the best interests of existing residents on all aspects of the proposal. Respondents consistently mentioned current residents' needs, requirements, safety and wellbeing.
- There was a view from some respondents for updating and operating the existing Bowgreave Rise residential care home.

## **Number of Care Beds Available**

Amongst consultation respondents, there was the perception of a low number of care beds within the area for people living with dementia. The table in Appendix 'B' demonstrates that there are low levels of provision in Wyre compared to other areas of Lancashire with only 26 beds per 1,000 population who are over 65 years old. This is in contrast to Rossendale with the highest level of provision at 47 beds per 1000 population. The figure is based on the number of care beds which people living with dementia can access, but are not exclusively for people with dementia.

## **Numbers of People with Dementia Living In Wyre**

Data shows that whilst around 1107 people have a recorded diagnosis of dementia, the estimated figure is 1350. The county council's Strategy "Dementia Friendly Lancashire" (2018-2023) states that the highest prevalence of dementia is estimated to be in Wyre (2.59%), Fylde (2.58%), Lancaster (2.17%) and the Ribble Valley (2.17%).

There is currently a high demand for Bowgreave Rise with a 92.6% occupancy level since April 2020 and 91.7% during 2019/2020.

### **Recommended Option**

In response to the consultation feedback and the low number of care beds that can be accessed by people with dementia in Wyre, when compared to other areas of Lancashire, the development of both a residential care home and an extra care service are now being proposed. This will address the need for residential care amongst people with later stage dementia, as well as increasing the housing and care options for the people of Wyre through the development of the extra care facility.

- Two new services would be developed on the Bowgreave Rise site: the county council would as a first phase develop, own and operate a residential care scheme and subsequently a registered housing provider would develop an extra care scheme.
- Lancashire County Council would deliver the care in the residential care home. The Care Quality Commission has rated the care in the existing home as 'Good'.
- The new registered care home would be developed first and would be located towards the rear of the site.
- Existing residents would remain in the existing care home during the period of the development.
- Once the new residential care home is completed, residents can transfer from the old care home to the new care home.
- The existing care home would then be demolished and an extra care scheme built on the front of the site, which would include the cleared area.
- The registered care scheme would have approximately 48 units.
- The residential care home would be designed and constructed under the Lancashire Regeneration Property Partnership with Eric Wright Group's Health and Care Division.
- The design and number of extra care units will be determined once a partner registered housing provider has been identified.
- The county council will work with partners including Wyre Borough Council to identify an appropriate partner registered housing provider.

Other options considered but rejected include:

- The county council becoming a registered housing provider and developing the extra care.
- Another organisation developing a combined residential care home and extra care facility and then leasing the care home to the county council.
- One combined building whereby the county council owns/operates one section and the registered provider owns the other section.

The recommended option outlined above is based on the following rationale:

- County council focussing on core business of delivering care.

- Two separate buildings enable the development to be phased. Therefore, more residential care and extra care units will be delivered than in a single combined building, thereby providing economies of scale.
- Two separate buildings would enable the effect on existing residents to be minimised as there is a greater distance between the existing building and the proposed position of new building.
- Greater pace when developing new residential care service separately as not delayed by discussions with registered housing providers.

### **Implications:**

This item has the following implications, as indicated:

### **Risk Management**

Any identified risks are set out below:

### **Financial**

A high level draft financial model has been created for the operation of a new build 48 bed care home. We have assumed occupancy levels and fees based on the current facility at Bowgreave Rise. This shows that the additional capacity in a new energy efficient building could generate a contribution towards the cost of capital of c. £200,000.

There is no provision within the current capital programme for this scheme and as a result the cost of this project will need to be funded from additional borrowing. We have a very high level cost estimate of £5.5m for the care home element of the proposals which includes the demolition of the existing care home. On the assumption that the total capital programme budget of this project is £5.5m, the cost of financing including the minimum revenue provision and interest would be in the region of £300,000.

Any material changes as the detailed design progresses affecting the capital costs of this project will impact on the contribution to or scale of capital financing and will be brought back to Cabinet for approval.

### **Legal**

Eric Wright Group has been appointed under the Lancashire Regeneration Property Partnership as the county council's procured strategic property partner. Any appointments of Eric Wright Group in respect of the development of the residential care home will be made under these arrangements.

Legal support and advice will be provided in respect of determining and implementing the contractual arrangements required for the development and operation of the extra care scheme in due course.

## **Equality and Cohesion**

S.149 of the Equality Act 2010 sets out the equality duty that public authorities must comply with. This duty requires the decision maker to have due regard to: the need to eliminate discrimination, harassment, victimisation or other lawful conduct under the Act; to advance equality of opportunity between persons who share a "protected characteristic" and those who do not share it; and to foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

An Equality Analysis is set out at Appendix 'C'.

## **Personnel**

As it is proposed that Lancashire County Council will deliver the residential care scheme, with an increase to the establishment numbers than it is currently, the staff group will transfer over to the new residential care scheme on completion. It is likely that a recruitment process will need to take place to fill any vacancies.

## **Property Asset Management**

The council would continue to be responsible for the premises related costs for Bowgreave Rise until such time as the facility is demolished and for any ongoing costs related to ownership of the land.

As a new build scheme the facility should adhere to energy efficiency and low carbon requirements which may in turn contribute to lower energy costs in the future. Whilst there may be a reduced maintenance liability in the early years of its operation consideration should be given to the ongoing lifecycle maintenance of the new facilities.

## **List of Background Papers**

Paper	Date	Contact/Tel
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None

Reason for inclusion in Part II, if appropriate

N/A