



# Equality Analysis Toolkit

**Bowgreave Rise**

For Decision Making Items

September 2020

## **Question 1 - What is the nature of and are the key components of the proposal being presented?**

### **August 2020**

In response to consultation, the proposal has now been amended to include the development of a new residential care home, which is in addition to the extra care scheme. Current residents would remain in the existing care home during the period of construction and then transfer to the new care home.

### **January 2020**

The proposal is to seek approval for a consultation to begin on the proposal to develop an Extra Care Scheme facility in the grounds of Bowgreave Rise, which once completed would replace the existing residential care home.

## **Question 2 - Scope of the Proposal**

Is the proposal likely to affect people across the county in a similar way or are specific areas likely to be affected – e.g. are a set number of branches/sites to be affected?

### **August 2020**

Cabinet is recommended 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 separate care home and extra care

facilities on the Bowgreave Rise site.

The new proposal now includes the development of a replacement residential care home which is in addition to the proposal to develop the extra care scheme

### **January 2020**

Bowgreave Rise is an older person's residential care home in Garstang owned by the County Council and managed and operated by Adult Services.

The proposal is

- to seek approval for a consultation to begin on the proposal to develop an Extra Care scheme facility in the grounds of Bowgreave Rise, which once completed would replace the existing residential care home.
- To seek approval for consultation to begin from 22 January 2020 for an 8 week period
- To endorse the outline timetable for bringing a further report back to Cabinet for final decision in May 2020.
- This Equality Analysis will be updated to reflect the findings of the consultation and the updated version will form part of the documentation presented to Cabinet Members as part of their considerations.

The primary impact will be on the residents of Bowgreave Rise (including those people who move into the home during the next few years whilst the build is being completed) all of whom are older people and some of whom are also disabled or suffer ill health – age and disability protected characteristics. The closure will also impact on relatives and friends of residents and also on staff at Bowgreave Rise – most of whom are likely to be women.

### Question 3 – Protected Characteristics Potentially Affected

Could the proposal have a particular impact on any group of individuals sharing protected characteristics under the Equality Act 2010, namely:

- Age
- Disability including Deaf people
- Gender reassignment
- Pregnancy and maternity
- Race/ethnicity/nationality
- Religion or belief
- Sex/gender
- Sexual orientation
- Marriage or Civil Partnership Status

And what information is available about these groups in the County's population or as service users/customers?

#### August 2020

By amending the proposal to include the development of a new care home all residents who currently live in the residential care home would be able to move to the new care home unless their needs change. This means that there is a consistency in terms of staff and other residents.

#### January 2020

Any decision to close Bowgreave Rise will impact on current residents and those resident at the time of any closure who are older people (age protected characteristic) and some of whom are disabled people (disability protected characteristic). For some this may be mitigated by the building of the Extra Care Scheme facility in the grounds, but at this stage it is not clear how many people would be able or would wish to use that facility.

#### Resident breakdown as of 16<sup>th</sup> December 2019

##### Bowgreave Rise

Number of Residents	Gender		Type of Resident	-	Ethnicity
	Male	Female			
			Dementia	Rehab	White British

	65-69				<1 year	12	
<b>Age Group</b>	70-74			<b>Length of residency</b>	1 year < 2 years	4	
	75-79		2		2 years < 3 years	5	
	80-84		8		3 years < 4 years	5	
	85-89		10		4 years < 5 years		
	90-94		5		5 years < 6 years	1	
	95-99		4		6 years < 7 years		
	100-104		1		7 years < 8 years	3	
	Sub Total				8 years < 9 years		
	<b>Total Number of Residents</b>	<b>30</b>			9 years < 10 years		
			10 years < 11 years				
			11 years < 12 years				
			12 years < 13 years				
			18 years				
			<b>TOTAL</b>			30	

All residents have some form of disability/health conditions including; dementia, depression, frailty, heart disease, heart bypass, hypertension, stroke, kidney disease, cataracts, immobility, COPD, osteoarthritis, angina, memory problems, glaucoma, polymyalgia, age related macular degeneration, diabetes.

## Question 4 – Engagement/Consultation

How have people/groups been involved in or engaged with in developing this proposal?

### August 2020



Bowgreave Rise  
Consultation Report

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<sup>th</sup> March 2020.

The detailed analysis of the feedback is contained in the embedded document. 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.

In addition, 2 meetings were held with staff, residents and their families in order to explain the proposals and obtain feedback.

A strong theme throughout all consultation responses was concern about the loss of Bowgreave Rise and its facilities and the strength of this concern is reflected in our revised proposal.

### **January 2020**

The purpose of this proposal is to seek permission for a consultation process to commence. This will support the decision making process about the future of Bowgreave Rise and the proposed construction of an Extra Care Facility. The consultation will occur over a minimum 8 week period and follow the Cabinet Code of Practice on Consultation which sets out a best practice model for consultations. The outcome of the consultation will be carefully analysed and reported back to the Cabinet for their consideration in due course and will also be used to update and complete this Equality Analysis.

Consultation will include the following groups:

- Existing residents of Bowgreave Rise, their relatives, advocates and representatives;
- Staff at Bowgreave Rise;
- GPs and relevant healthcare professionals;
- Fylde and Wyre Clinical Commissioning Group;
- Wyre Borough Council;
- Care Quality Commission;
- Community, Voluntary and Faith sector groups, particularly those working with or representing older people and operating in the

Garstang area;

- County Councillors and other elected representatives such as Borough Councillors and MPs;
- Garstang Town Council;
- Local people living in Garstang.

Any other individuals or stakeholders who wish to take part will be engaged too.

The consultation period is estimated to last from 22 January 2020 to 16<sup>th</sup> March 2020 and on the basis of an analysis of all the feedback a report will be prepared for Cabinet for its May 2020 meeting.

### **Question 5 – Analysing Impact**

Could this proposal potentially disadvantage particular groups sharing protected characteristics and if so which groups and in what way? This pays particular attention to the general aims of the Public Sector Equality Duty:

- To eliminate unlawful discrimination, harassment or victimisation because of protected characteristics;
- To advance equality of opportunity for those who share protected characteristics;
- To encourage people who share a relevant protected characteristic to participate in public life;
- To contribute to fostering good relations between those who share a relevant protected characteristic and those who do not/community cohesion;

### **August 2020**

As a result of the amendments to the proposal, all residents should be able to move to the new service. Whilst they will need to become familiar with a new building, there will be consistency in terms of staff



and other residents. The building will be designed to a high standard and existing staff and residents will be involved in the internal design of the service. People sharing protected characteristics should not be disadvantaged by this proposal. There will be improved facilities in the Garstang area for older people and people with disabilities.

Residents will also be able to remain in a familiar area with facilities which they already know – GPs, etc – and families, friends and other visitors will also now be largely unaffected by the revised proposal.

Staff will also be able to remain working with colleagues and residents with whom they are already familiar and although the building will be different, staff should not be adversely impacted by changes in travel to work.

### **January 2020**

If following the proposed consultation exercise it is decided to close Bowgreave Rise there would be a rigorously managed relocation programme in which the future welfare of individuals who are living there would be paramount.

It is expected that many of the residents at Bowgreave Rise will have the opportunity to move into the new Extra Care Facility (subject to assessment of need).

All current care needs and quality of service could of course be met in alternative residential or extra care settings. However, it must be acknowledged that Bowgreave Rise is "home" for the residents. Those people who are not able to be supported within the new extra care setting may end up moving to another community, with mostly different residents and staff, leaving behind some, perhaps many, of their fellow residents and the staff with whom they may well have developed significant relationships.

Put plainly, even a carefully planned and sensitively managed process for building a new scheme, transferring people to the new service and demolishing of the existing care home is likely to create anxiety or concern amongst the older people resident at Bowgreave Rise. Their

relatives, visitors or advocates, as well as the staff at Bowgreave Rise, may share some of these feelings. There is the possibility that should residents not be able to/choose not to be supported in the new extra care scheme, and move to an alternative residential care scheme, albeit probably only a few miles, from their present neighbourhood, their relatives and visitors may also experience some added inconvenience in travelling to a new location to visit them.

So although every care would be taken to minimise the impact it must be recognised that consideration of this home closure proposal is likely to be upsetting for some people and may create significant resistance.

While there may be a short term impact for some residents and family members it must be acknowledged that the building of an Extra Care Facility is an overwhelmingly positive initiative for the local community.

#### **Question 6 –Combined/Cumulative Effect**

Could the effects of this proposal combine with other factors or decisions taken at local or national level to exacerbate the impact on any groups?

None identified at this stage.

#### **Question 7 – Identifying Initial Results of Your Analysis**

As a result of the analysis has the original proposal been changed/amended, if so please describe.

##### **August 2020**

The proposal has been amended in response to the consultation to include the development of a new residential care home. This should address many of the concerns raised in the feedback to the consultation which focussed on extra care not being suitable for people with very advanced dementia and on there not being sufficient services for people with dementia in this area

**January 2020**

Not at this stage but the proposal has been formulated with the benefit of experience of building Extra Care Facilities in other communities and earlier closures of residential homes. Local and national guidance will be observed which together with our professional duty of care should ensure the process is managed sensitively. Once consultation has taken place, the results of this will also be taken into account in a further analysis and any further proposal.

**Question 8 - Mitigation**

Will any steps be taken to mitigate/reduce any potential adverse effects of the proposal?

**August 2020**

The revised proposal of building a new residential care home in addition to the extra care scheme has sought to mitigate the impact of the original proposal to close the residential care home.

**January 2020**

It is expected that many of the residents at Bowgreave Rise will have the opportunity to move into the new Extra Care Facility (subject to assessment of need) which would enable them to remain close to their current location with support. The building of the Extra Care Facility would be a very positive addition to services in the local community and will provide modern and relevant living for older people for many years to come.

There is extensive experience in Adult Services of relocating older people from the implementation of previous care home change programmes over the last 15 years. In addition, County Council staff also regularly play a lead role in home closures that arise in the independent sector. There are established protocols and guidance for managing such closures. This will be shared as part of the consultation

process to provide some reassurance to residents and relatives.

Nevertheless this proposed consultation, if approved, should not be entered into lightly. However, if the consultation is conducted sensitively and effectively it should also provide an opportunity to engage closely with all interested parties, and in particular with existing residents and their relatives. This must form the basis for us to improve the quality of service for each and every one of the older persons we accommodate and support at Bowgreave Rise regardless of any final decision over its future.

However, if a decision is ultimately taken to close Bowgreave Rise once a new Extra Care Facility has been constructed, the management of the relocation process will build on the experience and learning from similar occurrences in the past. The following would be key measures:

- The closure would take place in a spirit of full and open co-operation between the County Council, healthcare practitioners, families and other stakeholders;
- All current residents at Bowgreave Rise would have an Adult Social Care reassessment in order to determine current needs;
- All current residents would be given a choice over where they wish to move to including the new Extra Care Facility;
- If a resident wishes to remain in a County Council care home, we would hold a vacancy in the relevant home to ensure a move can take place in a timely way;
- Bowgreave Rise would stop any new admissions at an appropriate time once timescales are confirmed. This is in order to minimise the number of older people potentially affected if the closure does eventually go ahead;
- If an existing resident wishes to remain as close as possible to their existing locality, he/she may need a place in an independent sector care home. In such cases the County Council would consider whether to pay any additional "top up" costs for particular older people if those are needed;

- Residents may request to move in "friendship groups" and this will be facilitated where possible;
- The County Council would regularly review progress and outcomes for each older person for 12 months following their move to assist in settling in or to determine whether further changes are required.

### **Question 9 – Balancing the Proposal/Countervailing Factors**

This weighs up the reasons for the proposal – e.g. need for budget savings; damaging effects of not taking forward the proposal at this time – against the findings of the analysis.

#### **August 2020**

When the reasons for the proposal were weighed up against the findings of the analysis, it was recognised that an amended proposal would better meet the needs of the people of Garstang.

#### **January 2020**

This initial equality analysis/equality impact assessment has been prepared prior to consultation and engagement with interested parties, and the results of this consultation and engagement, if one is approved, will inform a further equality analysis in due course to be taken into account as part of the final decision making process.

There is agreement from both a care and property perspective that this care home cannot continue to operate in its present state for much longer without significant investment. It falls short of expected standards of care in terms of layout and the fabric of the buildings will require significant expenditure imminently to maintain a suitable and safe environment for residents.

This needs to be balanced against the practical impacts of closure as set out elsewhere in this analysis. Essentially these are the anxiety of

moving those affected from their "home" and immediate community, the potential and understandable anxieties around that, and the concern of relatives and staff, including potential inconvenience to relatives and visitors and the impact on their jobs for care staff.

There have been a number of Extra Care facilities constructed in recent years and they are successful in enabling residents to stay in a community setting without the constraints of moving into a residential home.

### **Question 10 – Final Proposal**

In summary, what is the final proposal and which groups may be affected and how?

#### **August 2020**

The final proposal is to build two new services 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. The delivery of the housing management and care and support in the extra care scheme will be determined with the partner registered housing provider in line with procurement requirements

#### **January 2020**

The proposal is to seek approval for a consultation to begin on the proposal to develop an Extra Care Scheme facility in the grounds of Bowgreave Rise, which once completed would replace the existing residential care home.

The primary impact will be on the existing and future residents of Bowgreave Rise, all of whom are elderly and many of whom have disabilities or ill health. Any closure would also impact on upon the residents/ relatives and friends and on staff at Bowgreave Rise, most of whom are likely to be women.

## Question 11 – Review and Monitoring Arrangements

What arrangements will be put in place to review and monitor the effects of this proposal?

### **August 2020**

The proposals will be kept under continuous review by project boards which will be established to implement the proposals

### **January 2020**

If consultation is approved, a further report will be presented to Cabinet estimated to be in May 2020. Should closure of Bowgreave Rise ultimately be agreed arrangements will be put in place to regularly review progress and outcomes for each older person for 12 months following their move to assist in settling in and or to help determine whether further changes are needed.

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Position/Role            Head of Older People Care Service/Commissioning Manager

Equality Analysis Endorsed by Line Manager and/or Service Head

Decision Signed Off By

Cabinet Member or Director

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