

Department	Adult Care
Service Area	Direct Care
Changes or Proposals	Proposed closure of Hazelwood Care Home
Chair of Analysis Team	Helen Greateorex
Date of Analysis	JANUARY 2018
Version	1

## 1. Prioritising what is being analysed

### a. Description of current service arrangements

The Council has proposed the closure of Hazelwood Care Home

### b. Details of proposals or changes

The Council's proposal is to close the following residential care home:

Hazelwood Care Home, Skeavingtons Lane, Cotmanhay

These proposals were set out in a report 'Consultation on the Closure of Hazelwood Care Home, Cotmanhay' considered by Cabinet on 14 September 2017

### c. Rationale for proposed changes

This Equality Impact Analysis (EIA) seeks to identify the potential impact on residents, their families and carers, older people generally and the wider community with a legitimate interest of proposals to close Hazelwood Care Home. In the Cabinet paper on the 14 September 2017 permission was sought to consult for twelve weeks on the proposal to close Hazelwood Care Home. The care provided by staff at Hazelwood is of the highest quality, but the building itself does not meet the standards we provide in many of our other, more modern residential homes.

The costs involved in repairing the home, combined with refurbishment costs and loss of income while the work is being carried out may not represent the best value for the Council.

### 2. The team carrying out the analysis

<b>Name</b>	<b>Area of expertise/ role</b>
Helen Greateorex	Service Manager, Stakeholder Engagement and Consultation Team
David Gurney	Group Manager, Performance, Adult Care
Rob Moore	Group Manager, Adult Care, Accommodation and Support
Wendy Rhodes	Unit Manager (Hazelwood Care Home)

### 3. Existing information and consultation based feedback

#### a. Sources of data and consultation used

<b>Source</b>	<b>Reason for using</b>
Cabinet report of 16 June 2015	Provides information on potential demand/ users of home and future services
Market Position Statement	Provides information on the social care and health needs of older and disabled people in Derbyshire
Resident data	Makeup of the residents of the home, their family and carers, including levels of need, age, disability, ethnic origin, gender, whether they have family

<b>Source</b>	<b>Reason for using</b>
	support, whether they have dementia and care cost information
Consultation feedback	Views and concerns of residents and their families/ family carers, partner organisations, and other stakeholders, including people in the local community
Other consultation	Feedback from local people (those not directly connected to the home) and potential users of future services, including the third sector
Employee consultation	To obtain the views of those employees working at the home who may be affected if the Council proceeds with its proposals

#### **4. Known impact on different protected characteristic groups**

- a. From existing data and information – who is likely to be adversely affected, how, and to what degree? Will anyone gain or benefit from the proposals?

This section reflects the numbers of residents using the service on 23 January 2018.

<b>Protected Group</b>	<b>Findings</b>
Age including children and families, older people	Currently 21 people are permanent residents of Hazelwood Care Home. 10 of the residents are aged between 80 - 90, 9 are aged over 90 years old, 2 are aged under 80.
Disabled people including mobility, sensory, learning, mental health, HIV, and also include carers and relatives	All residents at the care home could be described as 'frail elderly' of whom 13 have some form of dementia either formally diagnosed or based on the experience of staff. Dementia will impact on residents' capacity to make informed decisions about a move. Under these circumstances a best interest decision will be made on their behalf by a relative or friend. If this is not possible to arrange then an independent advocate from outside agencies will be sought to assist with arrangements. It should be noted however that during the consultation 2 residents did not have representation, relatives of these residents were contacted by the Stakeholder Engagement and Consultation Team (SECT) by telephone. The received comments were recorded as part of the feedback.

	<p>8 of the residents are deaf, a primary condition which provides them with protection under the Equality Act as a disabled person.</p> <p>10 residents require the use of a wheelchair for all or some of the time to assist with their mobility.</p> <p>There are no identifiable benefits to residents of a move to a different care home.</p>
Gender (sex) including men and women, boys and girls	The facilities cater equally for both male and female residents.
Gender reassignment – including impact if any on transgender people	None of the residents or respite users informed that they had gender reassignment or were transgender.
Marriage and civil partnership – also include impacts on lone parents and unmarried couples	All of the residents report as being single or widowed and there are no unmarried couples or couples with civil partnership.
Pregnancy and maternity – including new mothers/ parents	Not relevant to the demographic element served by these facilities.
Race – including all racial groups, including impact if any on Gypsies and Travelers	All 21 residents (100%) define themselves as being of White British ethnic origin. To place this within context the population of Derbyshire is 92.5% white (derived from Office for National Statistics 2009 data).
Religion and belief including non-belief, including religious minority communities, Humanists	All 21 of the residents reported Church of England as their religion.
Sexual orientation – including the impact if any on LGBT people	All 21 residents reported as heterosexual.

## Non-statutory

<p>Poorer and disadvantaged communities and groups, including people who experience financial exclusion</p>	<p>9 of the residents fund their own care costs and all residents have some form of support from within their family or circle of friends.</p> <p>The Council has included within its Pledges (which set out the help it will give to residents and their families and carers) an undertaking to consider providing additional financial assistance, within reason, to residents for the costs of new accommodation, care and support.</p> <p>The Council will need to make clear to residents, their families and carers, exactly what this assistance could include and whether there are any limitations such as cost and time. The availability of alternative appropriate accommodation and care and support could be, in part, determined by the willingness of the Council to provide top ups to help cover the additional costs of care.</p> <p>It is possible that some of the relatives and friends of residents will find it hard to meet the increased cost of transport, depending on their own personal financial circumstances and the degree to which the care home to which the resident moves is further away from their own home. Maintaining friendships and links with relatives may in some instances be dependent on the ability of the Council to assist friends and relatives to be able to continue to visit.</p> <p>Hazelwood caters for residents drawn from a relatively local catchment area. All but one of the residents is local to Ilkeston. Accessibility to Hazelwood via public transport is relatively easy and affordable to relatives, carers and other potential visitors. It should be noted that a high proportion of relatives and carers do not have access to their own transport.</p> <p>Ensuring that the wishes and needs of residents, their families and carers are taken into account if the proposals go ahead is important. The Council will need to be aware of the links that residents have with the local community or any other communities, where family and other carers reside and their ability to travel to other locations, and how these links can be supported for each residents at a new location.</p> <p>Many of the residents' friends and relatives are local to Hazelwood. Ensuring that current visiting patterns are maintained will be an important factor in successfully re-settling current residents by offering them continued contact with people who are important to them and will</p>
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	offer comfort and support at a time of major change. This may also include contact between residents and the current staff group at the facility if they were to wish to remain in contact with some residents they have known for some time.
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#### Impact on employees of Derbyshire County Council or prospective employees

<p>The proposed closure Hazelwood will affect the 30 staff who work there, 8 of whom live in Cotmanhay. This may result in staff being redeployed to other workplaces or redundancies. Most of the staff are care staff and domestics on low incomes who are likely to live in close proximity to the home and who may find it hard to consider redeployment if it involves considerable travel. 29 of the staff employed at Hazelwood are female.</p> <p>The particular circumstances of the staff group will only become clearer if the proposal to close is agreed by Cabinet at which point consultation would start with the staff groups affected</p> <p>Cotmanhay is recognised as a ward with a high level of deprivation. The closure of the home would remove from the area a service which offers employment opportunities to local people</p>
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- b. From existing customer and other feedback – who is likely to be adversely affected, how and to what degree? Will anyone gain or benefit?

<b><i>Protected Group</i></b>	<b><i>Findings</i></b>
Age	<p>The proposal will impact on older people as the care home provides primarily long term accommodation for older people, including a number of people who have dementia.</p> <p>Residents, their families and others consulted have all raised concerns over the impact of moving to alternative accommodation will have on the current residents. In particular people are concerned that moving will cause stress and illness amongst residents, break the ties people have within the home and local community, and make it difficult for families and friends to continue to provide the support and care they do currently</p> <p>As part of an Equality Impact Analysis completed in 2015 at the time when other home closures were planned, Public Health selected 38 individual academic papers written from the 1970s up to the present day. All examined some aspect of the impact on health and wellbeing of elderly residents experiencing enforced</p>

	<p>relocation from institutionalised care home settings. The findings varied significantly between the studies, from increased mortality right through to relocation having beneficial effects. As a result no single study could be relied upon for conclusions but there were broad overall findings which were significant to those 2015 home closures. The findings from that review of academic papers led to changes in the Major Change and Closure Guidance, which sets out for staff how best to address the needs of residents and their families affected by closure</p> <p>The research carried out by Public Health drew the following broad overall findings of significance in terms of potential impacts:</p> <ul style="list-style-type: none"> <li>• Increased falls</li> <li>• Increased depression and stress</li> <li>• Increased cognitive impairment</li> <li>• Reduced ability to manage activities of daily living</li> <li>• Increased mortality</li> <li>• Moves can be beneficial (particularly if moving to a better quality or more appropriate setting)</li> </ul> <p>The impacts tend to be worse for elderly and frail residents. One study, however, did show the impact on residents with significant cognitive impairments was less than for those without.</p> <p>Whilst impacts may vary, they tended to be small and relatively short-lived, generally around 4 weeks although one study demonstrated effects at 3 months. Public Health carried out a further survey to reflect additional research published since 2015. This showed that two further studies had been published which were of direct relevance to the proposed closure of Hazelwood. This document is included as Appendix 3. This updated survey of published papers highlights from one study the potential stresses arising from friendship groups being broken up during or after a change of care setting. Both the Pledges and the Major Change and Closure Guidance address this.</p>
Disability	<p>The frail nature of many of the residents and the fact that a number also have dementia means that in terms of disability, the proposals could result in a worse impact for people affected who might be deemed to be disabled as well as elderly.</p> <p>The authority will need to take the individual health and</p>

	<p>wellbeing of each resident, as well as the needs of families and carers, into account as part of its arrangements for supporting residents to move, should the proposals go ahead.</p> <p>The Major Change Guidance will assist in ensuring that the risks which can be associated with a move are kept to a minimum. This is based on thorough assessments, including risk to health and wellbeing, and ensuring that all factors are fully taken into account in the process of identifying where a resident moves to and ensuring the move itself is properly handled.</p>
Gender (sex)	<p>No specific issues have been raised or highlighted which link directly to the gender of the residents that would be affected if the proposals go ahead.</p> <p>As most of the existing residents and employees of each facility are female, there is a gender impact, but as the proposals would not affect male and female residents or employees particularly differently, providing that consideration was taken of the needs of all individuals, then this would not amount to unlawful discrimination or another form of prohibited conduct under the Equality Act 2010.</p>
Gender reassignment	<p>No specific issues have been highlighted during the consultation in relation to gender re-assignment/ gender identity. There is no evidence to suggest that the proposal will result in unlawful discrimination or adverse impact on grounds of gender re-assignment/ gender identity.</p>
Marriage and civil partnership	<p>No specific issues have been highlighted in relation to marriage and civil partnership. There is no evidence to suggest that the proposals will result in unlawful discrimination or adverse impact on grounds of marriage and civil partnership.</p>
Pregnancy and maternity	<p>No issues have been highlighted during the consultation in relation to pregnancy and maternity issues, including by residents' families or carers. There is no evidence to suggest that unlawful discrimination or adverse impact will result on grounds of pregnancy and maternity.</p>
Race	<p>No specific issues have been raised in relation to ethnic or racial origin, or race equality. There is no evidence to suggest that the proposals will result in unlawful</p>



	discrimination or adverse impact on grounds of race or ethnicity.
Religion and belief including non-belief	The consultation and data has highlighted that a number of residents have existing ties to local churches. The Council will need to take account of individual faith commitments and links when seeking to identify suitable alternative supported housing should the proposals go ahead, as part of its pledges of support.
Sexual orientation	No specific issues have been raised in relation to sexual orientation. There is no evidence that the proposals will result in unlawful discrimination or adverse impact because of sexual orientation.

#### Non-statutory

Poorer and disadvantaged communities	<p>The feedback from residents and their families/ carers has highlighted concerns over the affordability of alternative supported accommodation in care homes, and a number of concerns were expressed about the perceived quality of care in the care home sector and the attendant costs of care.</p> <p>The Council's Pledges state: 'We will ensure that within reason you do not incur additional costs through moving to a new provider'. The authority will need to provide more clarity on an individual basis about exactly what costs would be covered, for how long and on what basis, should the proposals go ahead, so that residents, their families, carers or any advocate on their behalf have clear information about the costs of moving and how the costs of alternative accommodation would be met.</p>
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#### Employees or prospective employees

<p>Consultation with employees can only formally take place once a decision has been made by Cabinet on the future of the Hazelwood. If the home were to close then Human Resources will begin work with the staff affected to consider the options open to them. Wherever possible Adult Care would wish to retain the skills and experience these staff have gained in this field of work but this is subject to individual discussions with staff and is dependent on their circumstances and the range of options which may then be available to them.</p>
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- c. Are there any **other** groups of people who may experience an adverse impact because of the proposals?

The proposed closure of this home will have an impact on other carers in the Ilkeston area as local people will have less choice on homes they can potentially move into. In turn this may also impact on ease of access to see a relative or friend once they have moved into a care home.

In the consultation concerns were expressed that local people would no longer have a choice of a Council care home in Ilkeston itself. The Council has no strategy which determines where its care homes should be located. It does, however, have an obligation to ensure that there is sufficient capacity in the care home market to meet need and allow choice. That need could be met through its own provision and that of the independent care home sector.

- d. Gaps in data

What are your main gaps in information and understanding of the impact of your policy and services? Please indicate whether you have identified ways of filling these gaps.

<i>Gaps in data</i>	<i>Action to deal with this</i>
The early stage of these proposals means that some information, particularly in relation to how individual residents would be affected, remains presently unknown	If the Council decides to proceed with the proposed closure, it will need to ensure that an up-to-date needs assessment takes place for each resident. These assessments will be carried out with family carers, staff and the residents themselves on an individual basis. This will include being able to clarify the detailed questions and concerns that residents, their families and carers will have. This may be a protracted process depending on individual circumstances and should not be rushed. The Council acknowledges that this process may establish circumstances whereby the risk of moving a resident is so great that it cannot take place at that time, if at all.

**5. From the consultation carried out specifically in relation to proposed changes, what views or issues have been raised by those who have responded?** (Include both the views and any issues which have been raised and alludes to the likely impact)

a) Please summarise the consultation which has been carried out

A wide range of consultation methods have been used by the authority to record the views and opinions of people who could be affected by the proposal including:

- Current residents
- Users of the service, their families and carers
- Potential users of the service and future services provided by the authority
- Other stakeholders including the wider local community
- Statutory and voluntary sector organisations in the local community which work with older people and carers

This included:

- Meetings with relatives and friends of residents. 2 were held at Hazelwood Care Home
- A briefing to employees working at Hazelwood Care Home to outline the proposals and enable them to ask questions about how it would affect residents and employees and offer their comments
- The sending of formal correspondence and a copy of the Cabinet report and Pledges to the current residents, their families and carers, to explain the proposals, outline the consultation process and to invite them to provide their views in a number of ways
- Online consultation via the 'Have Your Say' webpages of the Council's website. This invited people to contact a named officer by telephone, email or letter to provide their views or make enquiries about the proposals etc.
- Advice to partner organisations such as the borough council, town council, GPs and other NHS organisations, and local district and County Councilors
- An open session was held at Ilkeston Library for local people to express their views. Many of the people who chose to comment did not have a current connection to Hazelwood

b) Please summarise the feedback received. This should make clear where those who have responded have highlighted any potential adverse impact as well as their opinions on the proposals.

The full report setting out in detail what consultees had to say about the proposal can be found as an Appendix to the Cabinet report.

**6. Are there any ways of avoiding or reducing possible adverse impact on any groups of people, what are those actions, and how will Derbyshire County Council assist?**

The research carried out by Public Health drew the following broad overall findings of significance which need to be addressed to mitigate the impact of any move:

Factors identified relating to successful adjustment to relocation fall into 4 categories:

1. People characteristics
2. The level of planning and preparation
3. Whether the move is voluntary or involuntary
4. The quality/similarity of the new setting

The Pledges being made by the Council to residents provide the basis for the detailed support that residents will need in relation to moving, should the proposals be agreed and go ahead. These Pledges are as follows:

1. We will treat you with dignity and respect and consult you and keep you informed throughout the process
2. We will ensure relatives and friends chosen by you are informed of the home closure and are able to remain involved in the process too
3. We will name a member of staff from your present care home who knows you well to listen to you, to support you and stay in contact with you
4. We will provide an advocate to assist anyone who does not have mental capacity to make decisions about their future arrangements and has no family or friend to do this
5. We will discuss with you your preferences, care and support needs and address your concerns about moving. We will update your assessment if necessary and check you agree with what has been written
6. We will ensure you have as much choice as possible about the type of care service you choose. We will arrange for you to visit ones you consider may be suitable or for your family to do so if you are unable to do so
7. We will complete a new 'support plan' and 'life book' with you to make clear your likes; things you want to do or be assisted with; your interests and priorities now and in earlier life. Once you are in agreement with what is in the plan/ book this can be used to brief your new service providers and help them prepare for your arrival
8. We will ensure that within reason you do not incur any additional costs through moving to a new provider
9. We will carefully plan the day of the move with you – who you want to travel with you; how you travel; a written list of personal items – everything will be done to reduce stress or worries
10. We will visit you and find how you are doing after the move and check

if there is anything else you wish to be done

11. Finally we pledge to try our best to meet your own personal priority – for example you may have friends you particularly wish to stay together with after a move

Additional depth is provided to the Pledges within the Major Change and Closure Guidance. This guidance sets out all the points that need to be covered by social workers and staff in the care home to ensure that assessments are carried out fully; that appropriate choices are made by residents and relatives; that the move itself is handled sensitively to mitigate the impact on the resident; and the circumstances in which it is not appropriate to proceed with a move. This is a key document for Adult Care staff in undertaking the assessment and the moves of residents to new settings

#### Proposed Mitigation

1. The Council has a set of Pledges and comprehensive guidance in place to assist in ensuring any moves of residents as a result of a home closure are handled sensitively and thoroughly. This also provides a point of reference for residents and their relatives to ensure that staff work to these high standards. In line with the guidance itself these documents should be made available to staff, residents and relatives should the closure be agreed by Cabinet
2. During the process of identifying possible alternatives for residents who would be affected by the closure of the home, the Council should hold as many vacancies as it can in its own homes close to Hazelwood to maximise the choices available to residents who may wish to relocate to a Council care home
3. Adult Care, through its Adult Care Brokerage Service and Direct Care Management Team, should seek to maximise the range of choices available to those residents and respite care users affected by home closures

Those directly affected if the closure goes ahead are understandably concerned over what the future could hold for them. The residents are old and frail and a number have dementia and other disabilities, which means that moving for any reason could be disruptive, stressful and affect health and wellbeing in an adverse way. People affected by the proposals clearly think very highly of the care and support they receive. There is no evidence which suggests that this would amount to unlawful discrimination or any other form of prohibited conduct as defined under the Equality Act 2010

The findings of this analysis should be utilised by Cabinet along with the more detailed record of consultation required to make the decision over whether to proceed with the proposed closure of Hazelwood Care Home. In doing so it will assist the Council to demonstrate that it is meeting its public sector equality duty to have due regard for the need to advance equality of opportunity, eradicate unlawful prohibited conduct and promote good relations

## 7. Main conclusions and recommendations

### Conclusions

The two analyses of a total of 40 academic studies undertaken by Public Health showed that there are broad significant findings on the potential impact on the health and welfare of older people who may be affected by a move should Hazelwood close.

The research did not demonstrate however that the relocation of residents brought about by a home closure will necessarily have a detrimental impact on residents provided that care and attention is paid to the planning at each step along the way.

The Council has an important part to play through its Direct Care Service, which is responsible for the management of its in-house care homes, and Brokerage Team in ensuring that the choices for alternative placements are maximized.

### Recommendations (if any)

It is recommended that:

Adult Care, through its Adult Care Brokerage Service and Direct Care Management Team, seeks to maximise the range of choices available to those residents and respite care users affected by home closure

## 8. Action planning in response to the completed analysis

<i>Objective</i>	<i>Planned action</i>	<i>Who</i>	<i>When</i>	<i>How will this be monitored?</i>
Maximize choice for residents affected by the closure	Direct Care to maximise the numbers of vacancies held for potential use by those residents requiring relocation	Group Managers for Direct Care	Ongoing	Through monitoring how many beds are/ are not made available to those affected by a closure
Maximize choice for residents affected by the closure	Brokerage service to circulate information on the wishes of those residents affected by a closure	Service Manager (Brokerage)	Ongoing	Through email communication with providers

## 9. Monitoring and review arrangements

Please outline what steps will be taken to monitor and review the implementation of proposals if they are agreed here:

Responsibility for the monitoring of the implementation rests with the Adult Care Senior Management Team. Responsibility for identifying shortfalls in alternative service provision rests with the Group Managers for Prevention and Personalisation in Erewash and for Direct Care in the South of the County

## 10. Conformation that equality impact analysis (EIA) completed and read

Name of officer signing off EIA as completed: David Gurney

Date: 23.01.18

This Equality Impact Analysis has been read by:

<b>Name</b>	<b>Date</b>	<b>Position</b>
Cllr Barry Lewis		Leader of the Council
Cllr Jean Wharmby		Cabinet Member for Adult Care
Cllr Wayne Major		Cabinet Support Member for Adult Care

Where and when published e.g. Cabinet Report, on Derbyshire County Council website

Alongside the Cabinet report on the Derbyshire County Council website

