

Equality impact assessment (EIA) form: evidencing paying due regard to protected characteristics

(Form updated April 2023)

Council-run care homes in Malton and Pickering

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যদি আপনি এই ডকুমেন্ট অন্য ভাষায় বা ফরমেটে চান, তাহলে দয়া করে আমাদেরকে বলুন।

如欲索取以另一語文印製或另一格式製作的資料，請與我們聯絡。

اگر آپ کو معلومات کسی دیگر زبان یا دیگر شکل میں درکار ہوں تو برائے مہربانی ہم سے پوچھئے۔

Equality Impact Assessments (EIAs) are public documents. EIAs accompanying reports going to County Councillors for decisions are published with the committee papers on our website and are available in hard copy at the relevant meeting. To help people to find completed EIAs we also publish them in the Equality and Diversity section of our website. This will help people to see for themselves how we have paid due regard in order to meet statutory requirements.

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| Name of Directorate and Service Area | Health and Adult Services |
| Lead Officer and contact details | Hannah Brown hannah.brown3@northyorks.gov.uk |
| Names and roles of other people involved in carrying out the EIA | Ben Kirkhope Service Development Project Officer Stacey Annandale Senior Service Development Officer (VOY) |
| How will you pay due regard? e.g., working group, individual officer | The EIA will be undertaken by lead officers with input from other colleagues via discussions at project meetings. Consultation will be undertaken with residents and staff at the services impacted. |
| When did the due regard process start? | 26/04/2024 |

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Section 1. Please describe briefly what this EIA is about. (e.g., are you starting a new service, changing how you do something, stopping doing something?)

A proposal is being put forward to re-configure Council-run care homes in the Malton and Pickering areas. The proposal is to cease delivery of services at Ashfield Malton Elderly Person's Home (EPH), due to issues related to property condition affecting service delivery from the site and to replace these services by concentrating the council's residential provision at 5 Whitby Road in Pickering.

In the longer-term, the Council is committed to development of new Extra Care Housing (ECH) in Malton, and to looking at options to develop a network of residential Care Hubs across the County as part of a major longer-term refurbishment/replacement programme of our Elderly Person's Homes to enable delivery of more specialist residential care services. Consideration will be given to suitable location(s) for serving the Scarborough and coast, Vale of Pickering and Vale of York localities as part of this work.

The approval of this decision will result in the closure of Ashfield Malton EPH in late Autumn 2024. This EIA is to assess the impact on the staff and residents at the service and to the local community.

Section 2. Why is this being proposed? What are the aims? What does the authority hope to achieve by it? (e.g., to save money, meet increased demand, do things in a better way.)

The re-configuration of services is being proposed due to the reasons listed below:

- The Council is committed to a home first approach that supports people to remain in their own home with the least restrictive option that maximises and sustains their independence. Care market developments in the Vale of York (VOY) locality mean that the home first approach is well established.
- Ashfield Malton was originally identified for replacement with Extra Care in 2022/23 as part of the Medium-Term Financial Strategy, with an allocated saving target of £160,000. This has been delayed due to the impact of COVID-19 and economic changes. The proposed development of a new ECH scheme in the area will mean that more favourable and personalised models of care for people with this level of need are available which enable people to remain at home and independent for longer.
- There are significant health and safety issues linked to the property condition of Ashfield Malton which severely limit the ability of the service to meet need for residential care in Malton. The property requires significant investment to support the continued delivery of social care services from the site. Whilst the service is currently home to 12 residents, it is difficult to justify the level of ongoing expenditure that is required to keep Ashfield Malton operational and the building's design, fabric and layout present significant challenges to any large-scale refurbishment, meaning it would not be possible to achieve an appropriate environment for future models of care.
- Admissions to the home are currently being managed to maintain the current occupancy level as required by the updated fire risk assessment, which defines the safe staffing ratios required to mitigate current fire safety risks. Additional night staff are currently in post to ensure safe management of the risks at current occupancy levels only. Increasing occupancy levels would require additional staff, which would present challenges both in terms of recruitment and budget, with additional agency costs being incurred to meet the ratios set by the Care Quality Commission as the regulator for adult social care provision. For this reason, current capacity at Ashfield Malton is fixed with no ability to support further admissions above this capacity.

- The Council remains committed to delivery of Extra Care Housing in Malton, with delivery timescales having been previously linked to Ashfield Malton EPH. Whilst it is anticipated that the service will still be re-provided through delivery of Extra Care Housing in due course, it should be noted that timescales for delivery are not in line with the proposed re-configuration of current services. In the interim it is proposed that the existing fixed capacity within Ashfield Malton is met within 5 Whitby Road EPH in Pickering.

The aims of the re-configuration of the services are to:

- Better meet the needs of people in the local area through sustainable in-house care provision whilst further developing a range of services that support the Council's home-first ambitions, through sustainable home-based support, Extra Care Housing and a model of residential care that caters for people with more specialist care needs including dementia.
- Enable the development of a new Extra Care Housing scheme in Malton, alongside other care developments that will provide improved accommodation-based services across the locality enabling people to remain independent in their own home for longer, with improved living and working environments for people we support and our care workforce, respectively.

Section 3. What will change? What will be different for customers and/or staff?

Residents:

There are currently 12 permanent residents living at Ashfield Malton, as at end of June 2024. All the residents have been assessed as having 24-hour care and support needs although the level of support provided to individuals will vary.

The proposed re-configuration of services will mean the 12 current residents will require a supported move to an alternative residential care home. It is recognised that changes to services for the current residents of Ashfield Malton has the potential to cause distress to people and their families and/or carers. Sensitive consultation will be undertaken with people and their families prior to the closure, working closely with Locality Care and Support Teams to ensure alternative care and support is identified that meets people's needs and wishes. This will follow a person-centred approach and the latest good practice.

During the process North Yorkshire Council (NYC) will:

- Put in place well organised and skilled assessment teams who will work with the residents and their families to find a new service that best meets the needs of the individual. Personal choice will be considered alongside already developed friendships and support networks beyond the care home, including proximity to families visiting their loved ones. Residents and their families/carers will be kept informed at each stage of the process with open lines of communication being set up.
- Assess the current needs using strength-based and person-centred assessments to identify which service will best meet residents care and support needs.
- Involve residents and their families in the assessment process to understand where they would like to move to. Some residents will want to move closer to family or friends and where possible they will be assisted in doing this.
- Provide counselling and support where needed to help residents through the potentially distressing and unsettling changes.
- Offer support, compassion and understanding to residents who will be impacted by the loss of a familiar setting that may hold a sense of community and place.
- Work at the pace of the individual and give as much time and space as needed.
- Ensure independent advocacy is available.
- Ensure that residents are supported on the day of the move.
- Listen to any concerns residents/family or friends have about the move.

Good practice will be followed; including but not limited to [Achieving closure - What happens to older people and staff when care homes close? | NIHR \(National Institute for Health Research\)](#)

Residents will have the option to move into 5 Whitby Road, which is the most local NYC EPH, alongside other independent sector care homes, local Extra Care Housing schemes as well as to explore other options as appropriate.

Future potential residents:

Current capacity at Ashfield Malton has been fixed for some time, meaning the service has not been accepting new permanent admissions. It is therefore not anticipated that closure of Ashfield Malton will have a lasting impact on market capacity beyond the identification of alternative care and support for the current residents.

There are 3 ECH schemes across the Ryedale areas with a fourth proposed in Malton as a longer-term replacement to Ashfield Malton.

Staff:

There are currently 45 established staff at Ashfield Malton. If the proposal is approved by Executive, HR will lead a 30-day consultation with staff. The Council would seek to offer staff suitable alternative roles, wherever possible. The outcome of this cannot be pre-determined, and will take account of individual factors.

Support will be provided to staff throughout the process, with involvement and engagement with trade unions, as appropriate. It is anticipated that staff will find the process stressful and difficult. Support will also be made available in the form of counselling and Human Resources support. Trade Unions will be involved and informed throughout the process and will be available to support staff.

Section 4. Involvement and consultation (What involvement and consultation has been done regarding the proposal and what are the results? What consultation will be needed and how will it be done?)

The decision to re-configure services and cease delivery at Ashfield Malton will be taken by the Council's Executive Committee on 16th July. There is a five working day call-in period following this. If the proposal is approved, consultation with the affected individuals will be carried out once the call-in period is concluded. The consultation period will last a total of 30 days.

The consultation for residents (and their families/carers) will involve:

- Information on the replacement of the home;
- How they will be supported to find a new service by the Council's Social Care teams, considering personal choice alongside personal and social needs;
- Availability of advocacy and counselling.

The consultation for staff will involve:

- Information on the re-configuration of services;
- Alternative employment options, and any other options specific to their circumstances;
- Availability of support throughout the process.

Briefing sessions have taken place with staff and residents ahead of the publication of the report. Further briefing sessions will be arranged for residents, families/carers and staff once the decision is known. One-to-one staff meetings and individual person-centred support from

care and support teams for residents and their families/carers will also be arranged. Human Resources and Trade Unions will also be available to staff, as well as counselling services.

Residents and staff will be kept up to date throughout the consultation period with clear lines of communication being available.

Section 5. What impact will this proposal have on council budgets? Will it be cost neutral, have increased cost or reduce costs?

If the proposal is approved by the Council’s Executive Committee, it is anticipated that the 12 current residents of Ashfield Malton will be supported to move to alternative residential care settings in the locality. All will be offered a move to 5 Whitby Road EPH in Pickering, if appropriate to meet their care needs. Should it become necessary to source placements in the independent sector, we are confident this can be done on or around Actual Cost of Care (ACOC) rates in the locality. This cost would be required to transfer to the appropriate locality Community Support Budget(s).

Whilst it is anticipated that the majority of staff at Ashfield Malton will be offered suitable alternative roles, and the preferred option is to retain staff within Care Provider Services wherever possible, the outcome of this is subject to consultation and cannot be predicted.

It is proposed that following closure of the service, the Ashfield Malton site is handed back to Corporate Property Services who will become responsible for the future of the site. There will be a one-off corporate cost of securing the site.

Replacement of Ashfield Malton has an allocated saving of £160,000 within the Council’s Medium Term Financial Strategy. Considering the proposals to re-configure the Council’s care provision in Malton and Pickering alongside proposals for extra care, there is potential to achieve increased recurrent savings but these are yet to be determined. Initial savings will be achieved by the closure of the home in late Autumn 2024 which will meet this target.

| Section 6. How will this proposal affect people with protected characteristics? | No impact | Make things better | Make things worse | Why will it have this effect? Provide evidence from engagement, consultation and/or service user data or demographic information etc. |
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| Age | X | X | X | <p>As a residential care facility, predominantly for the over 65’s the closure of Ashfield Malton will affect older people. Four of the remaining 12 residents at Ashfield Malton are over 90. All residents are over the age of 60.</p> <p><i>Potential negative impacts:</i></p> <ul style="list-style-type: none"> • There is the potential for residents, who may also have elderly family members, to be negatively impacted by the closure of Ashfield Malton. It may be that a move to alternative services means that people have reduced engagement with their family and/or friends, which may have a negative impact on their mental and physical health. |

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| | | | | <p>Care and Support teams will assess this before the move and will provide support to find services that meet the need and wishes of residents, and involve families and carers, where appropriate. Location of family/friends, personal choice and current friendship will all be considered when choosing the new service for the person.</p> <ul style="list-style-type: none"> • Current residents may find the move difficult due to their age and having made the service their home. It is likely that they will find it stressful and worrying. To minimise the impact as much as possible, experienced Care and Support teams will work with residents all the way through the process. Communication will be open and honest as soon as the decision can be shared, with a resident briefing set up. At this briefing we will inform residents of their next steps, their options, and the support available to them. The availability of independent advocacy and counselling will be communicated to the residents. The entire process will be guided by established best practice and experience in supporting residents with this type of transition. <p><i>No Impact</i></p> <ul style="list-style-type: none"> • Ashfield Malton received only 18 permanent admissions to the service between January 2020 – January 2024. • Local care market assessment determines that there is sufficient residential care, home-based support and Extra Care Housing services in the area to meet need. There are enough residential, domiciliary and Extra Care services in the area to meet need. The VOY has very few unsourced packages of care (2.2 per week on average) and there is availability in other residential care homes. There are nine alternative independent sector care homes in Ryedale locality. All of these homes offer residential care with a total of 363 residential (or dual registered) beds. During the last financial year, there were between 0 - 16 residential beds available at any one time. There hasn't been any period where there has been no residential beds available with average availability being around 11 beds. • There are currently three Extra Care Housing schemes in Ryedale; Bransdale View in Helmsley, Deansfield Court in Norton and Mickle Hill in Pickering. There are currently no vacancies within extra care |
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| | | | | <p>in Ryedale, however any vacancies that do become available at Deansfield Court can be prioritised for people currently residing at Ashfield Malton.</p> <p><i>Positive Impact</i></p> <ul style="list-style-type: none"> • The Ashfield Malton site does not meet the emerging and future needs of people with care and support needs due to the limitations of the fabrication of the building. Ashfield Malton has historically provided care to people with relatively low-level residential care needs, for which there is a declining need locally. A well-embedded home first approach in the locality, further supported by Extra Care Housing developments locally means that more favourable and personalised models of care for people with this level of care need are available which enable people to remain at home and more independent for longer. The planned replacement of Ashfield Malton with an Extra Care scheme will better meet the local need in the future. • Demand for residential care is for people with more specialist residential care needs including people living with dementia, and those requiring rehabilitation following hospital discharge, which cannot be met at Ashfield Malton. Investment has been committed to make improvements at 5 Whitby Road for people living with dementia. |
| Disability | X | X | X | <p><i>Potential Negative Impacts</i></p> <ul style="list-style-type: none"> • There is the potential for residents, who may also have elderly family members, to be negatively impacted by the closure of Ashfield Malton. It may be that a move to alternative services means that people have reduced engagement with their family and/or friends, which may have a negative impact on their mental and physical health. Care and Support teams will assess this before the move and will support residents to find services that meet the need and wishes of residents, and involve families and carers, where appropriate. Location of family/friends, personal choice and current friendship will all be considered when choosing the new service for the person. <p><i>No Impact</i></p> |

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| | | | | <ul style="list-style-type: none"> • Demand for residential care is for people with more specialist residential care needs including people living with dementia, and those requiring rehabilitation following hospital discharge, which cannot be met at Ashfield Malton. Investment has been committed to make improvements at 5 Whitby Road for people living with dementia <p><i>Positive Impact</i></p> <ul style="list-style-type: none"> • Developments in social care needs mean that people with disabilities can now be supported to remain in their own homes for longer through a well-embedded home first approach including within Extra Care Housing developments in the locality. This means that more favourable and personalised models of care for people with this level of care need are available which enable people to remain at home and more independent for longer. The planned replacement of Ashfield Malton with an Extra Care scheme will better meet the local need in the future. |
| Sex | X | | | Data shows that more women than men access social care services, and this is mirrored in the service where the majority of the current residents in Ashfield Malton are women, though there are no restrictions in terms of the eligibility criteria of the service. There is capacity in other local residential care homes and other social care services, none of which discriminate by sex, and therefore a neutral impact is anticipated. |
| Race | X | | | The impact of the proposal is anticipated to be neutral. Whilst all current residents are White British, alternative care provision in the area including the proposed Extra Care development take account of people's identity, culture and race in the assessment for and delivery of care services. This is addressed through person-centred assessment and our commissioning and quality assurance approach. |
| Gender reassignment | X | | | No evidence of an impact. The Council and our partners take account of people's identity, culture and race in the assessment for and delivery of care services. This is addressed through person-centred assessment and our commissioning and quality assurance approach. |

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| Sexual orientation | X | | | No evidence of an impact. The Council and our partners take account of people's identity, culture and race in the assessment for and delivery of care services. This is addressed through person-centred assessment and our commissioning and quality assurance approach. |
| Religion or belief | X | | | No evidence of an impact. The Council and our partners take account of people's identity, culture and race in the assessment for and delivery of care services. This is addressed through person-centred assessment and our commissioning and quality assurance approach. |
| Pregnancy or maternity | X | | | No evidence for impact; not applicable to this service |
| Marriage or civil partnership | X | | | No evidence of an impact. The Council and our partners take account of people's identity, culture and race in the assessment for and delivery of care services. This is addressed through person-centred assessment and our commissioning and quality assurance approach. |

| Section 7. How will this proposal affect people who... | No impact | Make things better | Make things worse | Why will it have this effect? Provide evidence from engagement, consultation and/or service user data or demographic information etc. |
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| ...live in a rural area? | X | X | | <p><i>No Impact</i></p> <p>Malton is not in a rural area of the VOY and as such there are other local care services in the area.</p> <p><i>Positive Impact</i></p> <p>The planned Extra Care Housing development in Malton will meet long term need, alongside the developments in the wider care market to deliver on our home first ambitions and other emerging proposals to meet the needs of people with a range of care and support needs. This is a positive impact for people in the local community, who will be able to remain independent in their own homes for longer.</p> |
| ...have a low income? | | | X | It is recognised that the proposals have the potential to have a negative impact on the current staff of Ashfield Malton. A sensitive |

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| | | | | <p>and comprehensive consultation will be undertaken with staff, and wherever possible the Council will seek to redeploy staff within suitable alternative roles. Where redeployment has increased travel implications, time-limited financial protection can be offered.</p> <p>There are job vacancies within the local care sector, both within the Council and independent sector. The individual impact on staff will be picked up further during the staff consultation process.</p> |
| ...are carers (unpaid family or friend)? | X | | X | <p>It is likely that residents will have elderly family members and family carers involved in their care and support who may be negatively impacted by the closure of Ashfield Malton. In the event that people move out of Malton, it may mean they find it difficult to visit their family member in their alternative service. Location of family/friends, personal choice and current friendship will all be considered as part of the assessment and identification of alternative care provision for people.</p> |

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| Section 8. Geographic impact – Please detail where the impact will be (please tick all that apply) | |
| North Yorkshire wide | |
| Craven district | |
| Hambleton district | |
| Harrogate district | |
| Richmondshire district | |
| Ryedale district | X |
| Scarborough district | |
| Selby district | |
| If you have ticked one or more districts, will specific town(s)/village(s) be particularly impacted? If so, please specify below. | |
| The proposal will have a specific impact on people living in Malton and surrounding towns and villages as Ashfield Malton is in the centre of the town of Malton. | |

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| Section 9. Will the proposal affect anyone more because of a combination of protected characteristics? (e.g., older women or young gay men) State what you |
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think the effect may be and why, providing evidence from engagement, consultation and/or service user data or demographic information etc.

Older people with a disability are the most likely to be affected by this proposal. This is because Ashfield Malton is a residential care home that predominantly provides care and support for people over the age of 65 with care needs. The longer-term effect of the proposal, however, is anticipated to be positive with the proposed developments in Extra Care Housing providing further advancements in our home first approach in Ryedale and more favourable and personalised alternative care services to local people that enable them to remain more independent for longer.

Furthermore, investment in 5 Whitby Road EPH will provide improved services for people living with dementia in the Ryedale area.

| Section 10. Next steps to address the anticipated impact. Select one of the following options and explain why this has been chosen. (Remember: we have an anticipatory duty to make reasonable adjustments so that disabled people can access services and work for us) | Tick option chosen |
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| 1. No adverse impact - no major change needed to the proposal. There is no potential for discrimination or adverse impact identified. | X |
| 2. Adverse impact - adjust the proposal - The EIA identifies potential problems or missed opportunities. We will change our proposal to reduce or remove these adverse impacts, or we will achieve our aim in another way which will not make things worse for people. | |
| 3. Adverse impact - continue the proposal - The EIA identifies potential problems or missed opportunities. We cannot change our proposal to reduce or remove these adverse impacts, nor can we achieve our aim in another way which will not make things worse for people. (There must be compelling reasons for continuing with proposals which will have the most adverse impacts. Get advice from Legal Services) | |
| 4. Actual or potential unlawful discrimination - stop and remove the proposal – The EIA identifies actual or potential unlawful discrimination. It must be stopped. | |
| <p>Explanation of why option has been chosen. (Include any advice given by Legal Services.)</p> <p>The potential for immediate negative impact on residents and their families, as well as staff of Ashfield Malton, will be mitigated with overall and longer-term positive impact.</p> <p>The longer-term effect of the re-configuration and replacement is anticipated to be positive with the proposed developments in Extra Care Housing providing further advancements in our home first approach in the areas and more favourable and personalised alternative care services to local people that enable them to remain more independent for longer. Investment in 5 Whitby Road EPH will also provide improved services for people living with dementia in the Ryedale area.</p> | |

Section 11. If the proposal is to be implemented how will you find out how it is really affecting people? (How will you monitor and review the changes?)

Adult social care teams will work sensitively and collaboratively with the current residents and their families/carers to identify alternative care and support services and will support them with the transition of care. They will be best placed to see how the changes are affecting the current residents and their families. The staff team at Ashfield Malton will also support the residents and their families, whilst being offered additional support, counselling and support throughout the

process by Care Provider Services Service Managers and HR. This will allow us to know the real effect on staff.

The Vale of York Senior Service Development Officer continuously monitors the demand on services in the local area and will be able to pick up if the local area is negatively affected by the re-configuration of services in Malton and Pickering.

A regular steering group will be set up to coordinate and monitor the process, with representation from Care Provider Services, Adult Social Care teams and HR. The steering group will monitor impact on people.

Section 12. Action plan. List any actions you need to take which have been identified in this EIA, including post implementation review to find out how the outcomes have been achieved in practice and what impacts there have actually been on people with protected characteristics.

| Action | Lead | By when | Progress | Monitoring arrangements |
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| Work with current residents to ensure that they are supported to find an alternative service which best meets their current needs with their personal choice, current friendships and family circumstances considered. | Adult Social Care team(s) | September 24 | | |
| Continuously monitor demand in the local area to ensure that local need is being met. | Service Development Team | Continuously | | |
| Continuously assess and monitor the impact on residents and family members. | Adult Social Care team(s) | Continuously | | |
| Make counselling and advocacy made available to both staff and residents during the consultation process | Adult Social Care team(s) | Before, during and after the consultation process. | | |

Section 13. Summary Summarise the findings of your EIA, including impacts, recommendation in relation to addressing impacts, including any legal advice, and next steps. This summary should be used as part of the report to the decision maker.

Overall, the re-configuration of services will have a positive impact on local people. Due to the property condition and service model, Ashfield Malton does not have the ability to meet emerging and future local care and support needs. The proposed developments in Extra Care Housing in Malton, and other emerging proposals for development, are in line with the Council's commitments to reducing reliance on short-term residential stays and growing sustainable home-based and community-based support. Most people achieve better outcomes, and the Council also gets better value for money, if more people can be supported in their own homes with the least restrictive option that maximises their independence. The demand for residential care at Ashfield Malton has remained consistently low for over four years and market analysis has shown that there are sufficient services in the local area to meet short-medium term need whilst the proposed new accommodation-based services are delivered. Investment in improvements at 5 Whitby Road will also ensure that the Council's in-house care provision can better meet the residential care needs of people living with dementia in the area. This is a positive impact for people in the local community, who will be able to remain independent in their own homes for longer.

There is the potential for negative impacts on current residents of Ashfield Malton due to the need to move to an alternative residential service, and impact on their families. To mitigate this Care and Support teams will work closely and sensitively with residents and their families throughout the process; before, during and after their move. Choice will be promoted throughout the assessment process, and current friendships alongside personal and social needs will be taken into account, with counselling and advocacy services available to residents throughout. Best practice will be used and where possible staff experienced in managing service closures will support residents.

Staff will undoubtedly be impacted by the proposals. This will be mitigated by clear communications and sensitive consultation with the staff team, supported by HR, with staff involved in all elements of the process as much as possible. Staff will also have access to additional support, counselling and/or advocacy. Any additional needs of staff will be discussed as part of the consultation, and reasonable adjustments made to enable people with disabilities to take part in the consultation and identify alternative employment and re-deployment options, where appropriate. As part of the staff consultation, wherever possible, the staff team from Ashfield Malton will be offered alternative roles including roles at either 5 Whitby Road EPH, Cauwood Day Service, Deansfield Court ECH or within the community reablement service where there are current vacancies. The preferred option is to retain staff within the Council's Care Provider Services wherever possible.

Next steps will depend on the outcome of the decision to be taken at Executive Committee on 16th July 2024. If the recommendation to re-configure Council-run care homes in Malton and Pickering is approved, staff, residents and their families will be informed on or as soon after the mandatory call-in period. The staff consultation and sensitive re-assessment of residents' care and support needs will then commence thereafter. A steering group will be set up to coordinate and monitor the process.

Section 14. Sign off section

This full EIA was completed by:

Name: Ben Kirkhope / Hannah Brown

Job title: Service Development Project Officer / Provider Services Development Manager

Directorate: Health and Adult Services

Signature: Ben Kirkhope / Hannah Brown

Completion date: 03/06/2024

Authorised by relevant Assistant Director (signature): 

Date: 04/07/2024