
Report to
Cabinet

15th July 2008

Report of
Acting Director of Community Services

Title
Implementing the Older Peoples New Homes for Old Policy - Outcome of Consultation

1 Purpose of the Report

- 1.1 This report details the outcome of the consultation process completed between 7th January 2008 and 30th April 2008 regarding the timescale and process for the closure of the City Council's remaining residential homes for older people under the New Homes for Old programme.
- 1.2 The report seeks approval from Cabinet to further implement this programme and proceed with the closure of the dementia residential accommodation at Jack Ball House and George Rowley House and the closure of Hawthorn Lodge. It also seeks approval to further explore the viability of redeveloping the site currently occupied by Hawthorn Lodge for further provision which would then allow the closure of Eric Williams House.

2 Recommendations

- 2.1 Cabinet is recommended to:
- 2.2 Approve the closure of Jack Ball House and George Rowley House residential dementia homes for older people with effect from 2nd December 2008 and the disposal of the Council's leasehold interests in the residential accommodation at both sites.
- 2.3 Approve the closure of Hawthorn Lodge residential home for older people including the day service with effect from 1st September 2009 and the development of proposals for the use of the site currently occupied by Hawthorn Lodge for new provision which would then enable the closure of Eric Williams House. The details of the development proposals are to be reported back to Cabinet before final approval is given.
- 2.4 Approve the retention of Eric Williams House for a further period to be determined once the proposals for the Hawthorn Lodge site are confirmed. Once alternative provision is available to declare the Eric Williams House site surplus to requirements. This is likely to be in approximately 3 years.
- 2.5 Agree that the two petitions submitted have been addressed through the consultation process and this report.

3 Information/Background

3.1 Under the New Homes for Old Policy the City Council agreed to replace all of its remaining residential homes with Housing with Care schemes and specialist dementia residential homes. This policy was adopted to create high quality care services in the City through working with independent sector providers and has been a cornerstone of the success of Older People services. Since this policy commenced a total of 6 residential homes and 1 specialist dementia residential home have closed, and 7 new Housing with Care schemes and 3 specialist dementia residential homes have opened.

3.2 A report was taken to Cabinet on 18th December 2007 entitled 'Implementing the New Homes for Old Policy'. The report described the achievements already gained from implementing the policy and sought permission to commence a consultation process to consider the proposed closure of the remaining 4 City Council residential homes for older people. Prior to embarking on closures the Council committed to consulting with key stakeholders with regard to the timescale, process and the Council's capacity to continue to meet the needs of older people. The homes subject to this consultation and the numbers of users who are affected by the proposals contained in this report are:

- Jack Ball House, a dementia residential home in Henley Green. As at 31st May 2008 there were 10 permanent users, who would be required to move to alternative accommodation.
- George Rowley House, a dementia residential home in Canley. As at 31st May 2008 there were 8 permanent users, who would be required to move to alternative accommodation.
- Eric Williams House, a dementia residential home in Whoberly. As at 31st May 2008 there were 38 permanent users. These would not be required to move until the redevelopment of the Hawthorn site was completed.
- Hawthorn Lodge, an ordinary residential home and day centre in Tile Hill. As at 31st May 2008 there were 12 permanent users, who would be required to move to alternative accommodation. There were also 35 users of the day service who would be required to move to alternative day opportunities.

3.3 Any savings realised through these proposals will be part of the future budget setting for Older People services.

3.4 The two Housing with Care schemes at Jack Ball House and George Rowley House are not affected by the changes identified in this report but may be subject to other changes in the future. These schemes are owned by Whitefriars Housing Group with City Council staff providing care support to tenants.

3.5 Consultation Process on Timescale for Closure

3.6 Between the 7th January and 10th January 2008 12 consultation meetings were held, 4 with staff groups and 8 with users, their relatives and carers. Meetings were equally spread amongst the 4 homes affected by the proposals. These meetings were chaired by managers within Older People's Services with attendance from Coventry Alzheimer's Society for the meetings at the 3 dementia homes and Age Concern (Coventry) for the meetings at Hawthorn Lodge.

- 3.7 On 24th January 2008 a larger meeting took place for users, their relatives and carers. This meeting was chaired by the Acting Director of Community Services, supported by Managers within Older People's Services and attended by the Cabinet Member (Community Services) and Shadow Cabinet Member (Community Services).
- 3.8 In all of these consultation meetings there were strong views expressed against the proposal to close any of the homes. The reasons for this include; levels of anxiety about the quality of services available from other providers, the reported link between increased mortality rates and involuntary moves and the support available to users, their relatives and carers in the event of closure.
- 3.9 Notes from the consultation meetings which contain the full range of issues raised are available as separate documents from the report author or on the City Councils internet site at www.coventry.gov.uk/olderpeoplefirst
- 3.10 A strong feature of the consultation process was addressing concerns and anxieties and giving reassurance to people about the change process. This was done through the consultation meetings and in a document titled '*Coventry City Council Responses to Key Questions Raised During the Consultation on the Four Remaining City Council Residential Homes*'. which addressed key issues in more detail. This document contained the following 4 key areas that officers were requested to consider, prior to making recommendations, based on the comments received in the consultation so far. This document was issued on 5th March 2008.
- 1) Concern has been expressed that if all four homes closed this would put pressure on the capacity available across the City for older people with dementia. Therefore, we have been asked to consider whether it is possible to retain some of the Council dementia residential capacity for a longer period, dependant on the standard of the buildings and the cost of continuing with services.
 - 2) Dependant on the outcome of more detailed financial and building viability work, we have been asked to consider whether it is possible to either upgrade our existing buildings or develop additional new residential services to meet the requirements of older people with dementia.
 - 3) We have been asked to consider whether it would be possible to retain Hawthorn Lodge. Also if it were to close, then to take into account the time needed to give people proper choice to move on and whether there would be alternative day care provision.
 - 4) We have been asked to consider whether it would be possible to keep homes open until the last existing resident left due to natural causes.
- 3.11 A further set of 12 consultation meetings were held with staff, users their relatives and carers between 12th March and 20th March 2008, to give the opportunity to raise any new issues and identify any further information requirements that would then be used to update the document issued on 5th March 2008. The meetings were also to verify that the areas officers would consider, as described in 3.10 were acceptable to those affected. Following these consultation meetings the document issued on 5th March 2008 was revised and re-issued on 24th April 2008.
- 3.12 Throughout these March consultation meetings further assurance was given regarding the process of closure. It was also made much clearer how the Council would support people through a move. In general, people were also more accepting of the Councils need to improve services and that the City Council homes did not provide facilities of a standard to

meet future needs. However, the view remained that existing users, their relatives and carers would rather the homes did not close.

- 3.13 Throughout the consultation period we continued to evaluate future need and capacity requirements as well as exploring the 4 areas described in 3.9 above.
- 3.14 As well as meetings at each of the affected homes and the larger meeting at Godiva Lodge stakeholders had the opportunity to input to the consultation through on-line forms, postal feedback forms, letters, telephone or e-mail. Specific internet pages were established to support the consultation and a newsletter entitled 'OlderPeopleFirst' was published in February 2008 and circulated to key stakeholder groups highlighting the consultation and identifying how they could contribute.
- 3.15 In addition, the following groups were specifically approached regarding the consultation: the Older People's Partnership, Older People's Advisory Panel, Coventry Pensioners Committee and Carers Reference Group. Age Concern (Coventry) and Coventry Alzheimer's Society were involved in the consultation process as mentioned in 3.6.
- 3.16 During the consultation there were:
- 199 users, their relatives and carers recorded as attending consultation meetings.
 - 39 written responses from users, their relative and carers.
 - 9 e-mail responses from users, their relatives and carers.
 - 1 written Trade Union response summarising feedback from their members.
 - 1 written response from the Alzheimer's Society.
 - 2 petitions.
 - Petition 1: 'We urge Coventry City Council to take note of service users, their families and friends concerns regarding the closure of specialised care homes such as Jack Ball House, Eric Williams House and others. Studies have shown that the way this consultation has been handled is likely to cause the deaths of some of the most vulnerable people living in the City. In this regard we would hope that the City Council will look again at these plans so that the service users, their families and friends can have the stability they so desire'. Number of signatures: 188
 - Petition 2: 'The residents and their families are very upset at the intended closure of Hawthorn Lodge'. Number of signatures: 99
- 3.17 The issues raised in these petitions are consistent with the issues dealt with in this report and on this basis separate petition reports have not been prepared.
- 3.18 Factors Taken into Account in Making the Proposal
- 3.19 The proposal is being made after consideration of the 4 areas identified in 3.10. Issues including market capacity, finance, standard of services and the wishes of those affected by closure were taken into account. A detailed description of how these contributed to the proposal is included in Appendix 1. This is summarised below.

3.20 (1) Concern has been expressed that if all 4 homes closed this would put pressure on the capacity available across the City for older people with dementia. Therefore, we have been asked to consider whether it is possible to retain some of the Council dementia residential capacity for a longer period, dependant on the standard of the buildings and the cost of continuing with services.

- There are a total of 44 vacancies in dementia residential homes. This is insufficient to close all dementia residential homes at this point in time. Closing Jack Ball House and George Rowley House on 2nd December 2008 enables existing capacity to be utilised whilst retaining sufficient capacity for new older people requiring residential dementia care. Eric Williams House is also the most cost effective dementia residential service which financially supports retaining this service for a longer period.

3.21 (2) Dependant on the outcome of more detailed financial and building viability work, we have been asked to consider whether it is possible to either upgrade our existing buildings or develop additional new residential services to meet the requirements of older people with dementia.

- The option of upgrading homes to meet modern standards is not possible due to the capital cost which is estimated as being in the region of £3.25m and the overall loss in capacity from 80 to 68 rooms.
- The proposal to redevelop the Hawthorn Lodge site and retain Eric Williams House until this development is complete is a response to issues of service capacity, services in the West of Coventry and a preference for users to move with staff en-mass.

3.22 (3) We have been asked to consider whether it would be possible to retain Hawthorn Lodge. Also if it were to close, then to take into account the time needed to give people proper choice to move on and whether there would be alternative day care provision.

- There is sufficient residential and Housing with Care capacity to close Hawthorn Lodge, however there is currently no alternative capacity for the transitional beds, hence a longer closure timescale is required.
- A longer timescale is also required to ensure alternative day opportunities can be arranged.
- Hawthorn Lodge is significantly more expensive than the cost of independent residential care and Housing with Care.

3.23 (4) We have been asked to consider whether it would be possible to keep homes open until the last existing resident left due to natural causes.

- This is not possible due to dignity, health and safety and welfare issues as well as cost. For example, users would only leave in the event of voluntary relocation, death or a move to nursing care. It cannot be predicted what period of time it would take for all users to leave under this option. Nor can it be predicted for what period the last user would be in an environment on their own with a minimal staff team and little interaction or contact with other people.

3.24 For all independent sector services quality control processes are in place to ensure service qualities are maintained. This remains a key concern for users, their relatives and carers and is relevant to any option other than the indefinite retention of homes.

3.25 Delivering the Proposals

3.26 *Ensuring Capacity*

- There is sufficient capacity within dementia residential services to close Jack Ball House and George Rowley House. There is also sufficient capacity within Housing with Care and residential services to close Hawthorn Lodge.
- With all services there are concerns about whether the capacity available at the point of the decision being made to close is still available when the date for closure arrives. In order to ensure people are accommodated in a service of choice we will hold vacancies or prioritise those moving as a result of these proposals on any waiting lists for services, particularly those for dementia residential care where there is a more limited supply.
- With the timescale for Hawthorn Lodge being September 2009 this will enable time to develop alternative service capacity for the transitional beds and day opportunities.
- Under the New Homes for Old programme there are currently ten beds available for dementia residential respite care. The retention of Eric Williams House at this stage could also provide an additional option for respite care in the west of the City.

3.27 *Taking Users Views into Account*

- The users at Jack Ball House, George Rowley House and Hawthorn Lodge have in many cases been together for a number of years and where possible we shall endeavour to move people in friendship groups, should that be their wish.
- Some of the consultation meetings were attended by a member of staff from the Reviewing Team within Older People services. This is the team that has developed expertise in moving people as a result of other closures carried out under the New Homes for Old programme. This team will work with users, their relatives and carers to achieve the most appropriate placement following closure. They will also involve other health and social care professionals as appropriate to ensure moves are handled appropriately.
- First priority for moving to the proposed new provision on the Hawthorn Lodge site will be for those users resident at Eric Williams House.
- A concern was also expressed that users may be financially worse off as a result of a move. We will assess each case on its merits but in the case that the only service available to meet needs incurs more charges on the users, their relatives and carers, we will commit to ensuring the those affected do not suffer financial detriment as a result of the closure for a period of 5 years.
- The concerns expressed about reported links between mortality rates and involuntary moves has been an emotive issue throughout the consultation. Although there are reports that suggest a link, there are also reports that do not, with data that is inconclusive. This issue was covered in some detail in the 'Key Issues' document

issued on 24th April 2008 from which it is important to note that the Council's own experiences of closures have not resulted in increased mortality rates.

3.28 *Managing Issues in Respect of Staff*

- Staff at all homes have expressed anxiety about the closure, this is both anxiety for their own positions and anxiety in respect of users. This is enhanced through not being able to move to new services with users due to the alternative service providers having their own staff teams. Some staff teams have however offered to help users settle in new services and this helpful approach will be encouraged.
- Staff will have individual meetings to discuss how the changes will impact on them. This will be managed using the City Council's usual policies and procedures and through working with Trade Unions. It is anticipated that staff will be redeployed to other City Council posts wherever possible. In preparation for this, throughout the consultation period posts within Older People Provider Services have only been recruited on a temporary basis.
- More specific proposals in respect of the redevelopment of the Hawthorn Lodge site will be made in a further report. Should this redevelopment go ahead it is a possibility that the staff at Eric Williams House will be transferred with service users to the provision on the Hawthorn Lodge site.

3.29 *Managing Issues in Respect of Premises*

- Both Jack Ball House and George Rowley House are held on 150 year leases from Whitefriars Housing Association. These leases still have approximately 142 years to run. The kitchens within the residential accommodation will continue to be used to provide a meals service to the Housing with Care tenants whilst longer term alternatives are examined. The Council will retain responsibility for the premises under the terms of the leases. Once closed the Council will commence discussions with Whitefriars Housing Association regarding the disposal of the Council's leasehold interests at Jack Ball House and George Rowley House.
- Although no plans currently exist for Jack Ball House, George Rowley House is within the Canley Regeneration zone and as such is likely to be subject to redevelopment in years to come.
- Should further provision be developed on the Hawthorn Lodge site this will enable the closure of Eric Williams House. At that point Eric Williams House will be declared surplus to requirements and made available for disposal.

3.30 Meetings were arranged in week commencing 7th July 2008 to share the proposals described in this report with those affected. These meetings included Trade Unions, staff, users, their relatives and carers. Should the proposals be agreed the reviewing team will begin the process of engaging with users, their relatives and carers at the homes for which closure is proposed. Due to the timescales proposed Jack Ball House and George Rowley House will be the initial focus of this work.

4 Proposal and Other Option(s) to be Considered

4.1 Following the work undertaken and feedback received through the consultation period a number of options were considered and evaluated. We are recommending the following preferred option.

4.2 Preferred Option

4.3 Option One

4.4 The proposals as outlined in this report, these being:

- Close the dementia residential accommodation at Jack Ball House and George Rowley House on 2nd December 2008
- Close Hawthorn Lodge on 1st September 2009
- Retain Eric Williams House temporarily, for a period of approximately 3 years.
- Develop proposals for the redevelopment of the site currently occupied by Hawthorn Lodge for new provision that would enable the closure of Eric Williams House.
- All placements at Eric Williams House made 12 months or less from the date of the redevelopment opening will be on a temporary basis.

4.5 This is considered a positive proposal as it takes account of the issue that no new services have been developed under the New Homes for Old programme in the west of the City. The proposal also entails a level of closure that is deliverable within the capacity available in the City for both existing users and new older people requiring dementia residential services. However, the proposal does mean a further period of uncertainty for Eric Williams House while development plans are made.

4.6 The implementation of this proposal would realise revenue savings of £150k in 2008/2009 which is expected to rise to £761k in 2009/2010 and £895k in subsequent years.

4.7 Other Options

4.8 Other options considered are summarised below

4.9 Option Two

- Close Eric Williams House on 31st March 2009
- Close Hawthorn Lodge on 1st September 2009
- Retain the dementia residential accommodation at Jack Ball House and George Rowley House temporarily, for a period of approximately three years.
- Develop proposals for the redevelopment of the site currently occupied by Hawthorn Lodge for new provision that would enable the closure of the dementia residential accommodation at Jack Ball House and George Rowley House.

4.10 This option would take account of the issue that no new services have been developed under the New Homes for Old programme in the west of the City. It also prevents the dementia residential accommodation at Jack Ball House and George Rowley House being unused in the short term. However, Jack Ball House and George Rowley House are both older buildings than Eric Williams House and George Rowley House is within the Canley Regeneration area so is likely to be subject to redevelopment in years to come. To move the 38 users at Eric Williams House to alternative accommodation would limit choice and

would result in much increased spot purchasing in independent sector homes as well as restricting capacity for new older people requiring dementia residential care. The level of spot purchase would be required to increase by 22 places (38 existing users at Eric Williams house less 16 vacancies across Trinity Lodge and Godiva Lodge). The redevelopment of the Hawthorn Lodge site is also likely to be uneconomical for the numbers in the residential dementia accommodation at Jack Ball House and George Rowley House.

4.11 This option would be expected to deliver revenue savings of £683k in 2009/2010 rising to £817k in 2011/2012.

4.12 **Option Three**

- Retain some or all of the City Council Homes indefinitely.

4.13 This option would take account of the concerns and anxieties of existing users, their relatives and carers through keeping some or all of the provision indefinitely. However, this option would also go against the rationale of the New Homes for Old programme and would require the City Council to make a decision to continue providing services from buildings that are substandard and have higher revenue costs than those developed under the New Homes for Old programme. This option would not provide a long term solution as the future of the homes would need to be reconsidered at some point in the future.

4.14 The revenue savings available from this option would depend on which homes were retained and the costs of any additional purchasing required to facilitate closure.

4.15 **Option Four**

- Keep all homes open until the last resident leaves

4.16 This option would comply with the preferred wishes of users, their relatives and carers. However, the indefinite timescale would entail a financial commitment to keep services open with increasing costs per user as numbers declined. Continuing to run homes that do not offer the best quality accommodation at an increasing cost per resident would not provide value for money to the Council. It is also not viable to run a home or maintain a staff team with low numbers and under occupancy over a long period of time. Nor can it be predicted for what period the last user would be in an environment on their own with a minimal staff team and little interaction or contact with other people.

4.17 No revenue savings would be achieved through this option.

4.18 **Option Five**

- Upgrade services to meet standards of services developed under the New Homes for Old Programme

4.19 This option would comply with the City Council objectives of providing modern services and meet with users, their relatives and carers wishes to remain in the same service with the same staff team. City Council figures suggest the total capital cost of upgrading all the homes would cost in the region of £3.25m and would reduce the number of rooms available from 80 to 68 (see table below). The disruption to service users would be significant and many may have to move temporarily while work was completed.

	George Rowley (including former day service area)	Jack Ball House (including former day service area)	Eric Williams House	Hawthorn Lodge
Current number of Rooms	9	11	43	27
Costs of Remodelling	£700,000	£550,000	£1m plus	£1m plus
Remaining Rooms	12/13	11	32	13 apartments

4.20 No revenue savings would be achieved through this option.

5 Other specific implications

5.1

	Implications (See below)	No Implications
Best Value	<input checked="" type="checkbox"/>	
Children and Young People		<input checked="" type="checkbox"/>
Climate Change & Sustainable Development	<input checked="" type="checkbox"/>	
Comparable Benchmark Data		<input checked="" type="checkbox"/>
Corporate Parenting		<input checked="" type="checkbox"/>
Coventry Community Plan	<input checked="" type="checkbox"/>	
Crime and Disorder		<input checked="" type="checkbox"/>
Equal Opportunities	<input checked="" type="checkbox"/>	
Finance	<input checked="" type="checkbox"/>	
Health and Safety	<input checked="" type="checkbox"/>	
Human Resources	<input checked="" type="checkbox"/>	
Human Rights Act	<input checked="" type="checkbox"/>	
Impact on Partner Organisations	<input checked="" type="checkbox"/>	
Information and Communications Technology		<input checked="" type="checkbox"/>
Legal Implications	<input checked="" type="checkbox"/>	
Neighbourhood Management		<input checked="" type="checkbox"/>
Property Implications	<input checked="" type="checkbox"/>	
Race Equality Scheme	<input checked="" type="checkbox"/>	
Risk Management	<input checked="" type="checkbox"/>	

	Implications (See below)	No Implications
Trade Union Consultation	<input checked="" type="checkbox"/>	
Voluntary Sector – The Coventry Compact		<input checked="" type="checkbox"/>

5.2 **Best Value**

5.3 The proposals outlined in this report will help to ensure that City Council resources are being effectively deployed to meet the needs of older people. The proposals will also allow service improvement.

5.4 **Climate Change and Sustainable Development**

5.5 Any new development on the Hawthorn Lodge site shall seek to minimise the adverse environmental impact within the resource available.

5.6 **Equal Opportunities**

5.7 An equality impact assessment will be completed in respect of the proposals contained in this report to determine any adverse impact, should they be agreed.

5.8 **Finance**

5.9 The City Council has received a three year settlement from central government and it is clear that savings in expenditure will be required over this period. The Older People's service has an ambitious agenda of reductions in its expenditure base at the same time as improving the quality of service provided. The proposals set out in this report form the main focus of the services plan for achieving these conflicting aims.

5.10 The schemes developed under the New Homes for Old programme were done so on the basis of providing services from modern premises that were more cost effective than those operated by the City Council. To reverse this policy decision and keep the existing residential homes open would require the City Council to commit to the ongoing funding of the four homes alongside the funding of new services already developed. This is not sustainable.

5.11 The 2008/2009 financial resource for the four establishments of Jack Ball House Dementia Residential, George Rowley House Dementia Residential, Eric Williams House and Hawthorn Lodge is £2.49m.

5.12 The efficiencies relating to the preferred proposals are

- £150,000 in 2008/2009
- £761,000 in 2009/2010; and
- £895,000 in 2010/2011 and on-going

5.13 Savings made as a result of the closure of Jack Ball House, George Rowley House and Hawthorn Lodge, will be dependant on the cost of additional purchasing to meet individual requirements, costs of re-providing the transitional beds and any additional purchasing of day opportunities required to provide services for those at Hawthorn Lodge. The figures contained in this report take account of the need for these contingencies.

- 5.14 All savings relate to the cost avoided by the non-provision of services less an appropriate contingency for the re-provision of certain services and other transitional arrangements.
- 5.15 The proposed provision of services on the site currently occupied by Hawthorn Lodge are expected to be delivered within the current revenue resource for Eric Williams House. It is not anticipated that further savings will be realised from this provision.
- 5.16 The proposal does not provide the level of savings to the Council that would have been achieved if the original policy decision of closing all internal residential provision was fully implemented at this point.
- 5.17 The full proposals will be implemented over a number of years and therefore, the savings achieved will continue to be reviewed.
- 5.18 Health and Safety**
- 5.19 The buildings subject to the consultation will continued to be maintained to an acceptable standard for as long as services are operating from them.
- 5.20 Human Resources**
- 5.21 There are currently a total of 169 posts at the 4 homes (excluding casual posts). 158 of these posts are occupied by staff with permanent contracts, 62 of which are at Eric Williams House.
- 5.22 The closure of the 3 homes (Jack Ball House, George Rowley House and Hawthorn Lodge) will result in the deletion of approximately 65 posts, 14 at each of Jack Ball House and George Rowley House and 37 at Hawthorn Lodge.
- 5.23 There are currently 29 vacancies across Older People Provider Services, excluding the 3 homes proposed for closure. We would seek to accommodate affected staff within these vacancies wherever possible. Due to turnover within services we also anticipate additional vacancies becoming available prior to closure dates.
- 5.24 The proposals for the redevelopment of the Hawthorn Lodge site may entail a TUPE transfer of the staff group from Eric Williams House. This position will be confirmed in further reports on this issue.
- 5.25 Human Rights Act**
- 5.26 There have been issues raised in the consultation that closures would present a breach of the Human Rights Act 1998. This assertion was founded on the basis that some users and their relatives and carers believe they were offered a 'home for life'. There is no evidence found on service user case files to support this assertion.
- 5.27 The Council also believes that its response would be proportionate in the event that the recommendations are approved.
- 5.28 Impact on Partner Organisations**
- 5.29 The following partners are impacted on by these proposals:
- 5.30 Whitefriars Housing Association – landlord of Jack Ball House and George Rowley House.

- 5.31 Coventry Mental Health Trust – through supporting users with dementia through changes.
- 5.32 Coventry Primary Care Trust and University Hospital Coventry and Warwickshire – through the closure of the transitional beds at Hawthorn Lodge. The extended timescale for closure of Hawthorn Lodge will enable the commissioning of alternative capacity to minimise impact on these partner organisations.
- 5.33 Age Concern (Coventry), Coventry Carers Centre and Alzheimer's Society – through supporting users, their relatives and carers through the change.
- 5.34 Trade Unions – through supporting staff through changes.
- 5.35 Discussions with the above have taken place and will continue in relation to the Council's future plans.
- 5.36 Legal Implications**
- 5.37 The Council has a statutory obligation to meet assessed eligible needs and to ensure that any proposals are implemented in accordance with these requirements. The proposals would meet predictions of required capacity and ensure that assessed needs are appropriately met.
- 5.38 The local authority is entitled to use its resources in the most cost effective way to meet assessed eligible needs. The proposals in this report support this effective use of resources, whilst meeting current and predicted demand across the city.
- 5.39 The proposals contained in this report are contentious and as such, may be subject to external legal challenge. However, the report also demonstrates that in making the recommendation, a number of considerations have been taken into account. It is clear from the report that members themselves should take into account a number of considerations in taking their final decision.
- 5.40 When taking the decision, members need to balance a range of factors, including the needs of users, current and future demand for services, the views of consultees and the petitions received, the costs involved, the duty to secure Best Value, the impact on service users, staff and on service provision.
- 5.41 The proposals contained in this report have been developed following extensive consultation, as detailed above. Following that consultation and having taken into account the views expressed by those involved, it is considered that the current proposal will best meet the needs of users and demand for services across the city. In particular it is considered that not proceeding with all closures at this point in time, would better meet the needs of users.
- 5.42 Property Implications**
- 5.43 The dementia residential accommodation at Jack Ball House and George Rowley House will remain initially with the City Council under the existing lease agreement with Whitefriars Housing Association until arrangements for disposal of the City Council leasehold interests are made. Due to continued need to access the kitchen area this accommodation will remain in partial use in the short term while alternatives are examined.

5.44 Eric Williams House and Hawthorn Lodge are both freehold properties belonging to the City Council. It is proposed that Hawthorn Lodge is to be used for the development of further provision for older people. Once closed Eric Williams House will be declared surplus to operational requirements and will be included in future corporate decision making regarding the best use of assets.

5.45 Race Equality Scheme

5.46 An equality impact assessment will be completed in respect of the proposals contained in this report, should they be agreed.

5.47 Risk Management

5.48 There are a number of risks associated with the proposals including:

5.49 Proposals not accepted – risk of continuing to run services in excess of requirements in the City to meet the needs of older people and therefore create ongoing budget pressures and the continuation of funding services that provide poor value for money.

5.50 Proposals accepted – risk of legal challenge that delays implementation and will impact on savings achieved.

5.51 Trade Union Consultation

5.52 Trade Unions were involved in the consultation process regarding the closure of the residential homes. They will be further involved with regards to staffing and the implementation of the proposals.

6 Monitoring

6.1 A project management approach will be taken to the implementation of the proposals.

7 Timescale and expected outcomes

7.1 The proposals will be implemented over a number of years. A further report will be taken to Cabinet following the development of more detailed proposals on the redevelopment of the Hawthorn Lodge site.

	Yes	No
Key Decision	√	
Scrutiny Consideration (if yes, which Scrutiny meeting and date)		x
Council Consideration (if yes, date of Council meeting)		x

List of background papers

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Papers open to Public Inspection

Description of paper

Location

Coventry City Council Responses to Key Questions Raised During the Consultation on the Four Remaining City Council Residential Homes. 24th April 2008, Older People's Group
Implementing the New Homes for Old Policy, 18th December 2007, Cabinet

Appendix One.

Factors Taken into Account in Making the Proposal

1. Market Capacity

2. Although new capacity has been developed for dementia residential through the two new 40 bedded homes (Trinity Lodge and Godiva Lodge) opened by Anchor Trust in the past year and the 45 bedded home (Charnwood House) opened by Methodist Homes for the Aged in 2003 this capacity is filling up. As at 31st May 2008 Charnwood House had zero vacancies, Trinity Lodge had 5 vacancies and Godiva Lodge had 11 vacancies. There are 4 vacancies at Eric Williams House. In addition, there are 24 vacancies available across 5 other independent sector dementia residential homes in Coventry. This equates to a total of 44 vacancies. As at 31st May 2008 there were 56 service users with dementia resident across Jack Ball House, George Rowley House and Eric Williams House. This leaves a shortfall in capacity of 12.
3. This indicates there is insufficient capacity to close all three dementia residential homes at this point. The capacity is sufficient to enable the closure of Jack Ball House and George Rowley House and for all these users to have the choice of moving to either Trinity Lodge, Godiva Lodge, or Eric Williams House. The 24 independent sector vacancies would also mean they could move to this accommodation if it better meets their needs. This provides the maximum choice of placements whilst limiting the impact on capacity for new older people requiring dementia residential care.
4. Since 1999 the City Council has been pursuing a strategy of delivering Housing with Care as a viable alternative to residential care. Hawthorn Lodge is the last remaining City Council residential home. Where ordinary residential homes have been previously closed by the City Council as part of the New Homes for Old Programme people have predominantly moved into Housing with Care schemes. From the 166 people that have moved from ordinary residential homes as a result of closures under the New Homes for Old programme a total of 80 of these have resettled in Housing with Care.
5. As at 31st May 2008 there were 44 vacancies in Housing with Care schemes in Coventry and 82 vacancies in ordinary residential services in the independent sector. At this point there were 11 long term service users receiving residential care at Hawthorn Lodge so there is significant capacity available in other services to enable Hawthorn Lodge to close.
6. The extended timescale for closure of August 2009 will enable people to benefit from a longer period to move to appropriate alternatives, to secure day opportunities to meet their needs and re-commissioning the transitional service.
7. The Day Centre at Hawthorn Lodge currently supports 35 people over seven days. The future of day services for Older People was described in a Cabinet Report entitled 'More Choice for Older People – Personalising Older People Day Opportunities' 4th December 2007 and signalled a move away from a traditional centre based approach whilst acknowledging that centre based services were still appropriate for a cohort of people based on individual need. The closure of Hawthorn over the extended timescale would enable the engagement of users of the existing service over how they could have their needs met through a range of day opportunities with sufficient time to arrange these.

8. Finance

9. The cost of services to the councils base budget available in the market including those commissioned under New Homes for Old (based on 2008/2009 budgets) are illustrated in the table below:

City Council Dementia Residential Homes	Cost per Bed per Week (Gross)
George Rowley house	£699
Jack Ball House	£584
Eric Williams House	£435
Commissioned Dementia Residential Homes	
Charnwood House	£383
Trinity Lodge	£367
Godiva Lodge	£367
City Council Ordinary Residential Home	
Hawthorn Lodge	£487
Independent Sector Ordinary Residential Homes	
Standard City Council rates	£302.50 - £418.00

10. The unit cost of the four homes was considered whilst formulating proposals and recommending a preferred option.
11. As Jack Ball House and George Rowley House are the least cost effective of the three residential dementia services, this supports the deferred closure of Eric Williams House. Hawthorn Lodge also has unit costs that are significantly greater than average ordinary residential care and Housing with Care.
- ## 12. Standard of Services
13. There were a range of concerns raised regarding the quality of services delivered in the independent sector. This was addressed in the City Councils 'Key Issues' document that described the processes used by the City Council to quality assure contracted services. Despite these assurances of quality control this has remained a key concern for users, their relatives and carers.
14. The City Council does take the monitoring of service standards very seriously, has comprehensive quality control processes in place and works with partners including the Commission for Social Care Inspection (CSCI) and Coventry Primary Care Trust (PCT) to improve services where standards fall below an acceptable levels.
- ## 15. Wishes of those affected by closures
16. The preferred option of those consulted would be homes could stay open until the last resident left by natural causes. This is not possible due to the dignity, health and safety and welfare issues as well as the costs of continuing to run services with decreasing numbers of service users for indefinite periods of time. Subsequently, users, their carers

and relatives indicated that if homes were to close the preferred method of closure would be for users and staff to move en mass to a new service. Again this is not possible but the preferred option set out in this report of redevelopment of the Hawthorn site and retention of Eric Williams House until that is available would meet this wish for the majority of the users in the dementia residential homes.

17. Three of the homes subject to this consultation are located in the West of the City, Hawthorn Lodge, George Rowley House and Eric Williams House, whilst no new services were developed there through the original New Homes for Old; these proposals would address this.
18. Some of the services developed under the New Homes for Old programme are available in the North of Coventry meaning there are options for residents who may not want to move far from Jack Ball House, or for those people who may want to relocate nearer to relatives and carers.
19. For service users in the West of the City the retention of Eric Williams House for a limited period will provide an option for some people from George Rowley House and Jack Ball House.
20. It was expressed throughout the consultation that the proposed closures would be more acceptable should staff and service users move together to new schemes. Wherever possible small friendship groups will be moved together to alternative services although it will not be possible for staff to move as alternative services have their own staff teams.
21. The Council was asked to consider upgrading the four homes. However, this is not possible due to the capital cost which is estimated at £3.25m.
22. The timescale for closure was also a key concern, the minimum timescale to close a residential home would be three months. All timescales proposed are in excess of the minimum. Closing the two dementia residential homes, Jack Ball House and George Rowley House at the same time enables equality of choice over alternative provision.