
Cabinet

11 August 2015

Name of Cabinet Member:

Cabinet Member for Health and Adult Services – Cllr Caan

Director Approving Submission of the report:

Executive Director of People

Ward(s) affected:

All

Title:

Improving Accommodation for Older People

Is this a key decision?

No

Executive Summary:

Coventry City Council has been improving the accommodation provided in the city for older people with care and support needs for a number of years. This dates back to the New Homes for Old Policy in the 1990's which saw a number of residential homes close and a number of high quality housing with care facilities developed in the city. More recently, through the A Bolder Community Services programme, the City Council made the decision in January 2014 to decommission two of the older Housing with Care schemes in the city - at Jack Ball House in Henley Green, and George Rowley House in Canley - due to the standard of accommodation, and indicated that further consultation would be forthcoming with respect to other schemes.

There are currently 20 Housing with Care schemes for older people in Coventry, 10 of which are operated by the City Council from buildings owned by Whitefriars Housing. Across all 20 schemes there has been a sustained level of voids totalling approximately 30 per week. In addition, there is new high quality accommodation being developed by ExtraCare Charitable Trust at the Butts in Earlsdon, a £35m scheme for which the City Council has contracted for 52 flats once this scheme opens in Autumn 2016.

This combination of new high quality accommodation, plus void rates in existing schemes means that it is now appropriate to consider the future of the least suitable provision. This report therefore seeks permission to consult on the ceasing of care provision within Housing with Care at the following four schemes: Frank Walsh House in Hillfields, Skipton Lodge in Upper Stoke, Farmcote Lodge in Aldermans Green and Halford Lodge in Keresley. Should the proposals be implemented following consultation, the day services for Adults with Learning Disabilities attached to Frank Walsh House, Jenner8 and the Community Zone, would also be affected so the future of these services are included in the consultation.

Should the proposals proceed then schemes would cease provision, through a phased approach by spring 2017. It is then envisaged that Whitefriars Housing would then refurbish the schemes to be used as general needs older people's housing so that more older people could benefit from high quality accommodation in the future.

Recommendations:

Cabinet is recommended to:

1. Approve the undertaking of a consultation over the period of 25 August 2015 to 17 November 2015 regarding ceasing of care provision within Housing with Care at the following four schemes:
 - a. Frank Walsh House, Hillfields
 - b. Skipton Lodge, Upper Stoke
 - c. Farmcote Lodge, Aldermans Green
 - d. Halford Lodge, Keresley

And

- e. On the future provision and possible relocation of the two Day Services for Adults with Learning Disabilities provided from the Frank Walsh House site, Jenner8 and the Community Zone.

List of Appendices included:

Appendix One: Equality and Consultation Analysis

Other useful background papers:

None

Has it been or will it be considered by Scrutiny?

Feedback received during consultation to be considered by Scrutiny Board 5

Has it been or will it be considered by any other Council Committee, Advisory Panel or other body?

No

Will this report go to Council?

No

Report title: Improving Accommodation for Older People

1. Context (or background)

- 1.1 Coventry City Council has been improving the accommodation provided in the City for older people with care and support needs for a number of years. This dates back to the New Homes for Old Policy in the 1990's through which a number of residential homes that were operated by the City Council closed and a number of high quality housing with care facilities were developed with partners in the city. This work has both improved the standard of accommodation overall in the city through the provision of newer, better quality services, and enabled people with care and support needs to have these care needs met in an environment that enables them to retain a large degree in independence through having their own flat.
- 1.2 In Coventry, there are currently 20 Housing with Care schemes providing a total of 767 flats. 10 of these schemes are provided by the City Council with Whitefriars Housing as the landlord. Within these 10 schemes there is a total of 315 flats. The remaining 10 schemes are provided by other Registered Landlords and care providers. As well as providing ongoing care and support there are also 35 short term tenancies, 30 within internal Housing with Care schemes, which are used to support people through a period of enablement following a hospital stay or an acute episode in the community. Effective use of Short Term Tenancies support independence through achieving a reduction in people requiring on-going care and support.
- 1.3 Housing with Care in Coventry has also resulted in a lower use of residential care than would otherwise have been the case and, over the 20 years the City Council has been providing Housing with Care, a great number of people have been supported to live independently in their own tenancy through this model of care and support.
- 1.4 However, it is important that the City Council continues to develop services in order to further improve accommodation for older people in the city and decommission schemes that are of a lower standard as new provision becomes available. In 2014, through the A Bolder Community Services programme, the City Council made the decision to cease the provision of care services at two of the older Housing with Care schemes in the city; at Jack Ball House in Henley Green, and George Rowley House in Canley, due to the standard of accommodation. As part of this consultation it was indicated that there would be a phase two to this work on which separate proposals would be consulted on once the schemes were identified.
- 1.5 The proposals are being brought at this time due to there being approximately 30 voids per week across existing schemes, plus new high quality provision being developed by ExtraCare Charitable Trust at the Butts in Earlsdon for which the City Council has contracted for 52 flats, the scheme is due to open in Autumn 2016. In addition, there are further schemes planned in the city, for example, a dementia specific Housing with Care scheme in Tile Hill, Coventry which is due to start accepting residents early in 2017.
- 1.6 As a result of these void rates combined with newer high quality provision being developed, this report seeks permission to consult on the cessation of Housing with Care at four schemes:- Frank Walsh House in Hillfields, Skipton Lodge in Upper Stoke, Farmcote Lodge in Aldermans Green and Halford Lodge in Keresley. Three of these schemes have been identified due to the standard of accommodation whilst Frank Walsh House has been identified due to the high number of vacancies, and low take up of tenancies. Frank Walsh House has an average number of 9 voids from a total of 44.

- 1.7 Guidance on good practice standards for the provision of specialised housing are derived from the national Housing our Ageing Population: Panel for Innovation (HAPPI) guidance. These standards include the size of flats, width of corridors and general onsite facilities. Halford Lodge, Farmcote Lodge and Skipton Lodge are the schemes that least meet these guidelines.
- 1.8 The four schemes identified contain a total of 134 Housing with Care flats. As at 15 July 2015, 91 of these flats are occupied by tenants on a long term basis with two flats occupied by couples giving a total occupancy of 93 tenants. In addition, 21 flats are used for short term tenancies. The position in respect of each scheme, as at 15 July 2015 is as follows:

Scheme	Total Number of Flats	Number of Permanent Tenants	Number of Short Term Tenants	Proposed date for ceasing
Frank Walsh House	44	31	0	Autumn 2016
Skipton Lodge	30	25	5	Autumn 2016
Halford Lodge	30	22	8	Spring 2017
Farmcote Lodge	30	15	8	Spring 2017

- 1.9 Although these proposals can create anxieties for those affected, where such moves have been conducted previously, a number of people who moved most recently have commented on improvements that they have experienced as a result of being moved to different accommodation. Tenants have commented on their new home being 'cleaner, more spacious, bigger and better'. The effective delivery of these programmes has primarily been a result of effective consultation followed by individual planning of moves with tenants, and their families and carers.
- 1.10 Also impacted on by the proposals contained in this report are two day services for Adults with Learning Disabilities that are based at Frank Walsh House, Jenner8 and The Community Zone. Both of these services were relocated to Frank Walsh House in 2014 following the closure of Watcombe Day Centre and Curriers Enterprises. Since moving to Frank Walsh House the majority of people attending Jenner8 spend much less time in the centre and participate in community activities supported by staff. In total, as at 15 Jul 2015 46 people attend Jenner8 with 28 attending The Community Zone. There are a number of people that are likely to require an on-going centre-based service for which there are opportunities to extend the provision at Wilfred Spencer Centre.
- 1.11 Whitefriars Housing, as landlord of the 10 City Council Housing with Care schemes are a key partner of the City Council in the delivery of the proposals contained in this report. Should the proposals proceed and Housing with Care services cease at the four schemes it is envisaged that Whitefriars Housing would renovate the schemes to be used as general needs older people's housing so that other older people could benefit from better accommodation in the future.

2. Options considered and recommended proposal

2.1 Option One - Preferred Option

In order to continue to improve the standard of accommodation for older people a consultation process is proposed on the cessation of Housing with Care services at the following four schemes:

- Frank Walsh House, Jenner Street, Hillfields
- Skipton Lodge, Skipton Gardens, Upper Stoke
- Farmcote Lodge, Loach Drive, Aldermans Green
- Halford Lodge, Cottage Farm Road, Keresley

- 2.2 Three of these schemes have been identified due to the standard of accommodation whilst Frank Walsh House has been identified due to the high number of vacancies, and low take up of tenancies.
- 2.3 This consultation will also include the future provision and possible relocation of the two Day Services for Adults with Learning Disabilities provided from the Frank Walsh House site, Jenner8 and the Community Zone.
- 2.4 Should the proposals proceed it is envisaged that two schemes, Frank Walsh House and Skipton Lodge cease providing Housing with Care services in Autumn 2016 with the remaining two schemes, Farmcote Lodge and Halford Lodge ceasing provision of Housing with Care services in Spring 2017.
- 2.5 Dependent on the decisions made following consultation the service users living in the affected Housing with Care schemes would all be individually reviewed with a view to putting a plan in place to transfer to an alternative service to coincide with the dates for services ceasing. It is envisaged that the 21 short term tenancies across the four schemes would be re-provided in other schemes so that this capacity that reduces the need for ongoing care and support is retained in the city.
- 2.6 The service users attending the two day services for Adults with Learning Disabilities at Frank Walsh House would be supported to move to an alternative day service if this is required and the suitability of using provision at the day service currently operating from Wilfred Spencer will be examined in the course of the consultation.

3. Results of consultation undertaken

The proposals have been shared with service users and their families and carers and also Trade Unions and staff in advance of seeking permission to formally consult. Initial responses vary and it needs to be acknowledged that the proposals, although in the longer term will improve accommodation overall within the city, do create anxiety for those affected by the potential requirement to move to an alternative care and support setting.

Should the recommendations contained in this report be approved formal consultation will take place between 25 August 2015 and 17 November 2015 with the outcome of the consultation scheduled to be considered early in 2016.

4. Timetable for implementing this decision

- 4.1 Should the proposals proceed following consultation it is expected that Housing with Care services will cease at Frank Walsh house and Skipton Lodge in Autumn 2016 and at Farmcote Lodge and Halford Lodge in Spring 2017. The day services for Adults with Learning Disabilities provided at Frank Walsh House would be required to relocate within this timescale.

5. Comments from Director of Finance and Legal Services

- 5.1 Financial implications
The budget associated with the four housing with care schemes is approximately £1.7m. Based on an estimate of likely re-provision costs, which includes the 52 tenancies the City Council has committed to purchasing at Earlsdon Retirement Village, the total saving expected should the proposals be approved and implemented will be approximately £1m.

These savings will contribute towards the ABCS savings targets for the People Directorate previously agreed as part of the budget setting process.

5.2 Legal implications

The City Council is required to take its responsibilities under the Public Equality Act 2010 into account in making decisions. The proposals described in this report are subject to consultation.

The City Council also has the ability to make decisions as to how it uses its resources most effectively to support the people living within the city.

6. Other implications

6.1 How will this contribute to achievement of the Council's key objectives / corporate priorities (corporate plan/scorecard) / organisational blueprint / Local Area Agreement (or Coventry Sustainable Community Strategy)?

The recommendations contained within this report support a number of City Council objectives including supporting our most vulnerable citizens, supporting people to have independent lives, and providing a good choice of housing.

6.2 How is risk being managed?

Risk management plans are in place for the project. The monitoring of these risks, along with actions to mitigate, takes place through the People Directorate Management team.

6.3 What is the impact on the organisation?

As a consequence of the proposed changes there would be a reduction in the number of posts. Currently there are 145 posts across the services affected occupied by 137 people, 107 of which are permanent employees.

Across Adult Social Care Internal Provider Services there are a total of 38 Early Retirement/Voluntary Redundancy applications with a further 73 staff employed on temporary contracts. These ER/VR requests and the number of temporary employees will help to minimise the impact on permanent employees.

Any changes would be managed in accordance with the City Council's change management process, The Security of Employment Agreement.

6.4 Equalities and Consultation Analysis

An initial Equalities and Consultation Analysis has been produced and is attached at Appendix One.

During the consultation process, this initial Equality and Consultation Analysis will be further developed to take account of potential impacts and mitigations identified.

6.5 Implications for (or impact on) the environment

Buildings will be vacated by tenants currently in receipt of Housing with Care as a result of the proposals contained in this report. Whitefriars Housing envisage that schemes will be refurbished and converted to create new general purpose accommodation for older people.

6.6 Implications for partner organisations?

The proposals contained in this report have been developed in conjunction with Whitefriars Housing.

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