

Options appraisal for Council's Residential Homes for Older People 2007/8

SUMMARY

- 1.1 The Council owns and runs eight residential homes for older people. The demand for residential care is falling as more people are being supported at home in line with the wishes of older people and the national policy direction to support older people in their own homes wherever possible.
- 1.2 Reduced demand means the overall vacancy rate in Council-owned homes is increasing. There are similar patterns of reducing demand in Derby's independent sector residential homes.
- 1.3 Recommendations around closure based on profiles of all residential homes are provided in this paper and appendices.

RECOMMENDATIONS

- 2.1 To begin consultation on the closure of Bramblebrook House residential home for older people in 2007-8.
- 2.2 To undertake further work in 2007 / 8 to clarify future options for the remaining seven homes, including the possibilities of mental health resource centres and extra care housing options.
- 2.3 To explore Extra Care Housing for older people as an option for effective use of the adjoining Arthur Neal House and Lois Ellis sites and as part of the expansion of Extra Care in Derby and to agree in principle to use any capital receipt realised for this purpose.

REASON FOR RECOMMENDATIONS

- 3.1 The demand for residential care in Derby has been falling steadily for several years. This fall in demand has resulted in increasing vacancy levels in the Council's older peoples homes. Independent sector residential homes for older people within the city boundaries have also reported a slowdown in demand over time, meaning that there is increasing capacity in this sector.
- 3.2 Alternative options for older people, including more intensive support at home and the expansion of Extra Care housing opportunities also reduce the need for residential care home places.
- 3.3 The potential closure of a residential home for older people is very sensitive and potentially upsetting for both residents and their families. It is, however, very difficult to justify funding under-utilised provision. The supply of residential care from the Council and from independent sector providers will continue to meet demand.
- 3.4 Taking into account all the relevant factors as shown in Appendix 2, it is recommended that we consult on the closure of Bramblebrook House. As part of this process the Overview and Scrutiny Commission will be involved in considering the recommendation and the options available.
- 3.5 The consultation process needs to be managed sensitively to minimise the upset and anxiety for residents and their families. From the point at which the consultation period commences it is proposed that no new permanent residents are admitted to the home. Anxiety about a possible closure of the home may mean that some residents will choose to move as soon as possible to an alternative, and if this is their wish it should be supported. Residents and their families will be encouraged and supported to visit the alternative residential care homes, in order to offer reassurance wherever possible.



DERBY CITY COUNCIL

COUNCIL CABINET 31 JULY 2007

Report of the Corporate Director of Corporate and Adult Services

Options appraisal for Council's Residential Homes for Older People 2007/8

SUPPORTING INFORMATION

- 1.1 The demand for residential care in Derby has been falling steadily for several years. This is linked to a corresponding rise in more focused “intensive” home care that keeps older people at home for longer. New initiatives such as the development of Extra Care Housing and Assistive Technology in the city involve partnerships between social care and housing that will further improve the capacity of the Council to help people stay in their own tenancies in a cost-effective way.
- 1.2 This fall in demand has resulted in increasing vacancy levels in the Council's older peoples homes. Staffing costs, capital costs and other ongoing costs remain largely the same irrespective of how many older people are accommodated, so lower occupancy results in poorer value for the Council.
- 1.3 Although Council staff make every effort to promote the Council's homes, older people who are eligible for residential care often choose to exercise their rights under “Home of Choice” to move to an independent sector residential home. The Council contracts with 21 independent sector residential homes for older people within the city boundaries. These homes have also reported a slowdown in demand over time, meaning that there is increasing capacity in this sector.
- 1.4 In light of availability of high quality provision available in the private sector it is becoming increasingly difficult to justify funding under-utilised provision at the same level as previously. Reducing the amount of residential care for older people provided directly by the Council will release efficiencies that will contribute to restoring financial balance. The supply of residential care from the Council and independent sector providers will continue to meet demand.
- 1.5 Full appraisal of the Council's residential homes can be found in the appendix. Key details are provided about location, facilities and capacity. Homes are also compared in terms of extra features, local links and neighbouring care resources. Capital and revenue costs as well as possible land receipts are given.

1.6 There are a number of factors to be taken into account when deciding which home should be recommended for closure, including:

- locality and community served
- local connections with the community served
- alternative residential provision available in the locality
- specialist focus
- fabric of the building
- size and value of land which would be released
- standard of care provided
- range of services provided
- number of service users affected.

Taking into account all of the above, the conclusion was that Bramblebrook House should be recommended for closure.

1.7 Bramblebrook House is a well-run residential home but does not have a “future-proofing” focus that differentiates it from other homes in the area. There are two other Council-run residential homes in Area Panel Four, and Bramblebrook is also in close proximity to independent sector homes that serve the Mickleover area. Bramblebrook shares a site with Humbleton View Day Centre for adults with learning disabilities, which is itself going through a process of decommissioning. Decommissioning the whole site would maximise the options available to the Council around land use.

OTHER OPTIONS CONSIDERED

- 2.1 Doing nothing will result in worsening occupancy and poorer value for money, as well as further undermining the Council’s financial position.
- 2.2 Disinvesting in the independent sector to protect Council resources is not an option because the obligation to work with older people around their “Home of Choice” will not necessarily lead to them selecting Council homes, no matter how vigorously they are promoted.
- 2.3 All eight Council homes have been considered equally, as set out in Appendix Two. It should be noted that developments in several homes are largely focusing upon specialist needs such as dementia care, intermediate care and respite care: in other words a differentiation of Council resources from those available elsewhere in Derby to meet specific needs and justify higher unit costs.

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Background papers:	Appendix 1 – Implications	
	Appendix 2 – Care Home findings	

IMPLICATIONS**Legal**

- 1.1 Before a home is closed a proper consultation must be carried out. The Court of Appeal has held that there are four elements to this: “First, that consultation must be at a time when proposals are still at a formative stage. Second, that the proposer must give sufficient reasons for any proposal to permit intelligent consideration and response. Third, that adequate time must be given for consideration and response and finally ... that the product of consultation must be conscientiously taken into account in finalising any ... proposals.” Provided these elements are followed a court is unlikely to find fault with the consultation process. Also the courts have indicated that they consider home closure decisions should not be the subject of litigation if possible.
- 1.2 If any resident claims that they have been promised a “home for life” their circumstances will have to be considered particularly carefully to ensure that the provisions of the Human Rights Act 1998 are not breached.
- 1.3 A health service circular (1998/048) provides checklists of steps to be taken during the closure process. There should be a “project plan”, flexible enough to adapt to changing circumstances. The council should set up a steering group to see the project through with a project manager, a service user transfer co-ordinator, and a key worker who works at the home that is to be closed. The key worker should know the service user and their needs and liaise with them, their relatives or carers and the staff at the place it is proposed that the service user is transferred to. Contingency plans must be prepared for all aspects of the project and information shared between all parties. A named staff member should be authorised to postpone or cancel the transfer of the service user should this become necessary.

Personnel

- 2.1 Redeployment options would need to be fully explored for Council staff affected by these proposals.

Equalities impact

- 4.1 These proposals will not have an adverse impact in terms of equalities.

Corporate priorities

- 5.1 The modernisation programme supports the Council’s objectives of healthy, safe and independent communities and furthers the priority of modernising social care, including adult home care.

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Section One – headline comparison**1) Care Home Capacity within the City**

As at April 2007, 24.2% of older people placed by the Council in care homes were living in the Council's own establishments.

- 199 older people were in long-term placements in Council residential care homes.
- A further 245 older people had been placed by the Council in independent sector residential care homes within Derby.
- 378 older people had been placed by the Council in Derby nursing homes, all of which were run by the independent sector.

2) Differentiating features of Council Care Homes

Table Two: other features at Care Homes in addition to Long Term Care

<i>Home</i>	<i>Day care?</i>	<i>Intermediate care?</i>	<i>Dementia care?</i>
Arboretum House	Yes	No	No
Arthur Neal House	Yes	No	No
Bramblebrook	No	No	No
Coleridge House	Yes	No	Yes
Merrill House	No	No	No
Perth House	Yes	Yes**	No
Raynesway View	No	No	No
Warwick House	Yes	Yes	No

** currently being implemented

- Warwick House and Perth House are both sites where bed-based Intermediate Care is being provided jointly with the Primary Care Trust.
- Warwick House is also chiefly focused on providing short-term “respite” care rather than long term placements.
- Coleridge House runs a High Dependency Unit for older people with dementia, as well as providing respite and day opportunities for this user group. There is very little focused residential care in the city for this growing population, either run by the Council or the independent sector.
- Five homes run some day activities (see above). Arboretum House is co-located with Morleston Street Day Centre.

Summary: Some homes run specialist services that go some way to justifying a higher unit cost because of extra support offered. Others do not.

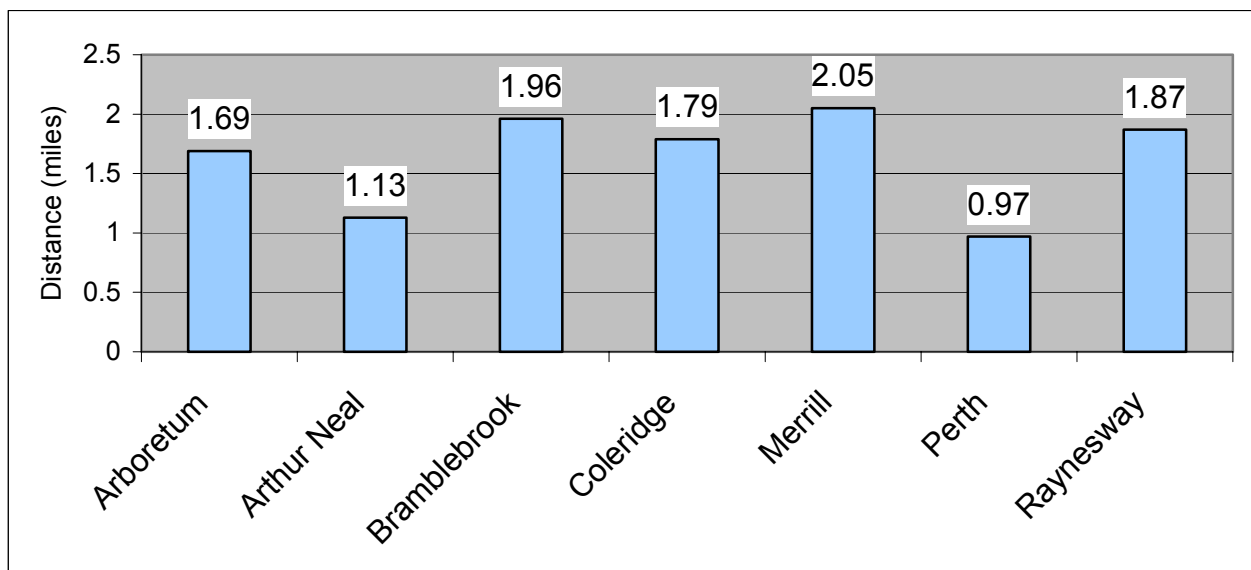
3) Local Links

Table Three: location by Area Panel

Area Panel	Home(s)
1	Perth House, Raynesway View
2	Merrill House
3	Arboretum House
4	Bramblebrook House, Coleridge House, Warwick House
5	Arthur Neal House

- Table Three shows that Area Panel 4 has the highest concentrations of Council owned care homes for older people.
- Although the Council currently owns care homes in every Area Panel, it should not be assumed that this coverage is essential. Section Two shows that almost all homes are in areas where independent sector care homes and sheltered housing schemes are in close proximity.
- An exception to this is Raynesway View (see entry in Appendix): there are relatively few care homes in the east of Derby and all are nursing homes.

Chart Two: average distance travelled by residents for long-term placement

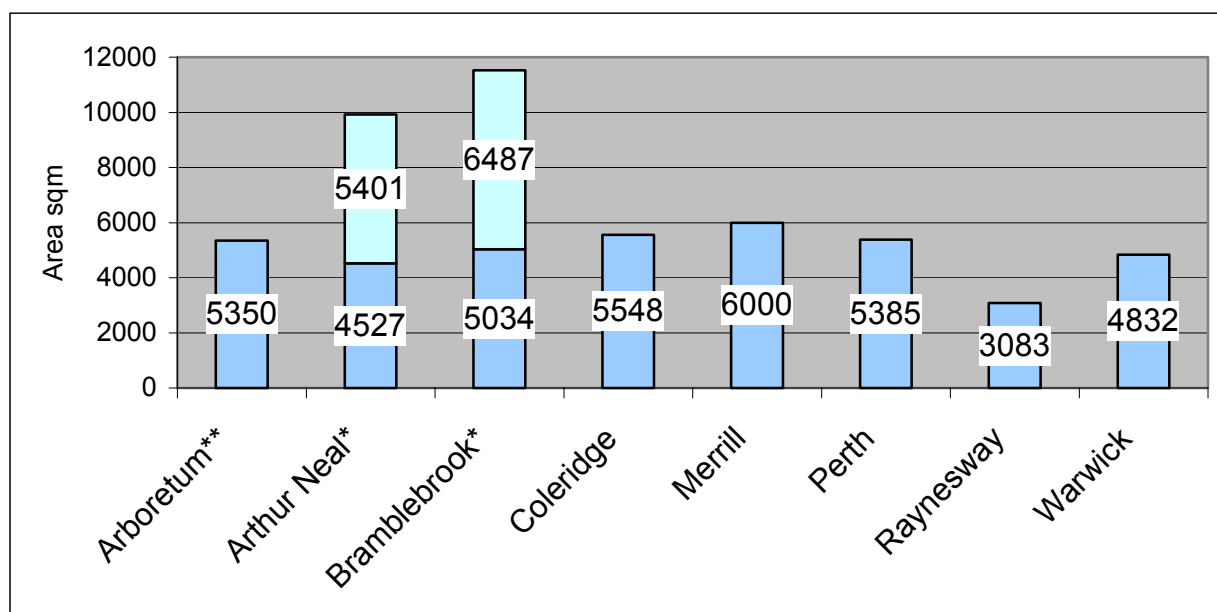


- Chart One substantiates operational feedback that Arthur Neal House and Perth House have an especially close relationship with their surrounding communities.
- Warwick House is not included because the number of long-term residents is too small to make comparison meaningful.

Summary: Two homes in particular demonstrate “added value” for close contact with their surrounding communities and specific benefits for their residents. In terms of the collective picture, there is a concentration of homes in Area Panel 4 that is not justified by local needs or links.

4) Site Details

Chart Three: site area in square metres



Section Two: additional details on individual homes

Arboretum House, DE23 8FL

Notable features

In addition to providing residential care, a voluntary sector day service for older people with moderate levels of need operates once a week, catering for 12 service users.

This is in addition to the Adult Social Services-run Morleston Street Day Centre that operates on an adjoining site. The home has a culture of flexibility and has accommodated day care over a number of years. The proximity to Morleston Street Day Centre offers the opportunity to use both sites in a more creative way.

Local Links

Ward: Arboretum

Area Panel: Three

Residential area off Morleston Street, close to Osmaston Road.
Adjacent to Arboretum Park, close to town centre and Derbyshire Royal Infirmary.

Many of the staff live locally. There are no specific links to the local community.

Other community facilities with distance in miles

<i>Care Homes</i>		<i>Sheltered Schemes</i>	
Liversage Court	0.6	Harold Court	0.3
Douglas Court	0.6	Spa Court	0.9
The White Doves	0.7	Longstone Walk	0.9
The Longdens	0.7	Harold Court	1.1

Closest Council owned homes: Warwick (2.3 miles), Coleridge (2.7 miles)

Building details

Single and two-storey purpose designed residential home for older people, constructed approximately 1977.

Internal floor area: 1518 sqm

Quality: meets CSCI registration standards

Capacity and Activity

Allocation of rooms as at 1st April 2007:

Long-Term: 38	Short-Term: 0	Intermediate Care: 0
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Arthur Neal House, DE22 4AD

Notable features

Day care facility, 12 places, available to older people in the Mackworth, Ashbourne Road and Allestree areas, 7 days per week if needed to provide respite.

The home is adjacent to the vacant plot once occupied by the Lois Ellis Home, closed by DCC in 2002.

Local Links

Ward: Mackworth

Area Panel: Five

Residential area of Mackworth Estate on Hanwell Way.

Adjacent to Brackensdale Infant and Junior Schools, 150m from A38 trunk road.

Arthur Neal generally serves the Mackworth estate, which has a high percentage of older people, many of whom choose to use services locally. Almost all staff members are from the estate, many grew up there. There is a close sense of community. People from the estate join in fund-raising Bingo sessions on a regular basis. Many residents formerly attended for day care or used the respite facility, reducing the level of distress when eventually giving up their own homes.

Other community facilities with distance in miles

<i>Care Homes</i>		<i>Sheltered Housing</i>	
Abbey Court	1.1	Streatham Road	0.5
Lavender Lodge	1.8	Annie Sutton	0.5
Royal Manor	2.0	Colville Street	0.9
Holly Tree	2.1	Rebecca House	1.2

Closest Council-owned homes: Bramblebrook (2.5 miles), Warwick (2.9 miles)

Building details

Single and two-storey purpose designed residential home for older people, constructed approximately 1960.

Internal floor area: 1087 sqm

Quality: Does not meet CSCI registration standards. Would require £500,000 investment to achieve this. Many maintenance and upkeep issues.

Capacity and Activity

Allocation of rooms as at 1st April 2007:

Long-Term: 24	Short-Term: 1	Intermediate Care: 0
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Bramblebrook House, DE3 9AZ

Notable features

Adjacent to Humbleton Road Day Centre, which is itself in a process of decommissioning.

Local Links

Ward: Mickleover

Area Panel: Four

Residential area off Rough Heanor Road, Mickleover.
Adjacent to Humbleton View Day Centre and St Clare's Special School.

Some staff live locally. There is no specific integration with the community.

Other community facilities with distance in miles

<i>Care Homes</i>		<i>Sheltered Housing</i>	
The Oaks	0.6	Barncroft	1.1
Westside	0.7	Curzon Court	1.1
Linden House	0.9	Madeley Court	1.1
Annefield House	0.9	The Dovedales	1.2

Closest Council-owned homes: Warwick (1.7 miles), Arthur Neal (2.5 miles)

Building details

Single and two-storey purpose designed residential home for older people, constructed approximately 1976/7.

Internal floor area: 1690 sqm

Quality: meets CSCI registration standards

Capacity and Activity

Allocation of rooms as at 1st April 2007:

Long-Term: 40	Short-Term: 0	Intermediate Care: 0
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Coleridge House, DE23 1RJ

Notable features

12 permanent places are contained within the High Dependency Unit for older people with diagnosed dementia, which also provides three day service and two respite places.

Local Links

Ward: Blagreaves

Area Panel: Four

Residential area of Sunnyhill Estate on Caxton Street.

Many of the staff live relatively locally. The High Dependency Unit draws service users from across the city.

Other community facilities with distance in miles

<i>Care Homes</i>		<i>Sheltered Housing</i>	
Littleover Nursing Home	0.8	Ticknall Walk	0.5
Normanton View	0.8	Bradgate Court	0.5
Sherwood View	1.0	Donington Court	0.7
Mulberry Court	1.6	Normanton Lodge	0.9

Closest Council owned homes: Warwick (1.4 miles), Arboretum (2.7 miles)

Building details

Two-storey purpose designed residential home for older people, constructed approximately 1974.

Internal floor area: 2004 sqm

Quality: meets CSCI registration standards

Capacity and Activity

Allocation of rooms as at 1st April 2007:

Long-Term: 38	Short-Term: 2	Intermediate Care: 0
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Merrill House, DE24 9JR

Notable features

None.

Local Links

Ward: Chellaston

Area Panel: Two

Residential area of Allenton/Shelton Lock on Queensferry Gardens, Sinfin Avenue
Bus stop two minutes away, Allenton shops approximately one mile away

Many of the staff live relatively close to the home. It is frequently chosen because carers live in the area or because service users wish to remain in their home area.

Other community facilities with distance in miles

<i>Care Homes</i>		<i>Sheltered Housing</i>	
Chimneys	0.4	Cantley Close	0.6
Clova House	0.6	Acorn Close	0.7
Shelton Lock	0.7	Stonyhurst Court	0.9
Amber Lodge	1.2	Shelton Court	0.9

Closest Council owned homes: Coleridge (3.1 miles), Warwick (3.2 miles)

Building details

Two-storey purpose designed residential home for older people, constructed approximately 1974.

Internal floor area: 1942 sqm

Quality: meets CSCI registration standards

Capacity and Activity

Allocation of rooms as at 1st April 2007:

Long-Term: 40	Short-Term: 0	Intermediate Care: 0
Perth House, DE21 4BP		

Notable features

6 day care places on Monday, Wednesday and Thursday.

There is currently a proposal in partnership with the PCT and Derwent NDC to commission 15 focused beds, 10 of which would be "step-up" places with intermediate care input to prevent hospital admission, and 5 of which would provide respite care.

Local Links

Ward: Derwent

Area Panel: One

Residential area of Chaddesden, end of Athlone Close
Bus stop five minutes away, 20-30 minutes from local shops and post office

The majority of staff live locally. Most service users come from Chaddesden, Oakwood and Spondon.

Other community facilities with distance in miles

<i>Care Homes</i>		<i>Sheltered Housing</i>	
Glenavon	0.7	Denbigh Street	0.4
The Park	1.7	Coniston Crescent	0.5
The Gables	1.8	Max Road	0.5
Oakleigh	2.2	Centurion Walk	1.2

Closest Council owned homes: Raynesway (2.1 miles), Arboretum (2.9 miles)

Building details

Single and two-storey purpose designed residential home for older people, constructed approximately 1975.

Internal floor area: 1499 sqm

Quality: meets CSCI registration standards

Capacity and Activity

Allocation of rooms as at 1st April 2007:

Long-Term: 30	Short-Term: 0	Intermediate Care: 0
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Raynesway View, DE21 6TZ

Notable features

None.

Local Links

Ward: Chaddesden

Area Panel: One

Residential area off Foyle Avenue, Chaddesden.

Meadow Farm Community School nearby, bus stops and shops within 20 minute walk.

Many of the staff live relatively locally. The home is surrounded by housing for young families and so is not integral to the community.

Other community facilities with distance in miles

<i>Care Homes</i>		<i>Sheltered Housing</i>	
Aspen Court	0.7	Oakleigh Avenue	1.2
St Werburghs	1.4	Bamburgh Close	1.4
The Laurels	1.4	The Beeches	1.4
The Park	1.7	Haddon Drive	2.1

Closest Council-owned homes: Perth (2.1 miles), Arboretum (3.2 miles)

Building details

Single and two-storey purpose designed residential home for older people, constructed approximately 1967/8.

Internal floor area: 1386 sqm

Quality: meets CSCI registration standards

Capacity and Activity

Allocation as at 1st April 2007:

Long-Term: 35	Short-Term: 0	Intermediate Care: 0
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Warwick House, DE23 6JW

Notable features

The Cherrytree Unit provides a 6 place Intermediate Care facility, staffed jointly by Warwick House and staff from the Intermediate Care Service, which provides Occupational and Physiotherapy, plus support from a Community Care Worker and specifically trained Home Care Assistants.

Local Links

Ward: Littleover

Area Panel: Four

Residential area off Bonsall Avenue, Littleover.

Bus stops close by and local shops approximately 15 minutes away.

The home is adjacent to a number of bungalows mainly occupied by older people, there are no formal links at present.

Although many of the staff live relatively locally, service users are drawn from across the city.

Other community facilities with distance in miles

<i>Care Homes</i>		<i>Sheltered Housing</i>	
Southover	0.6	Repton Avenue	0.1
Beech Lodge	0.8	Normanton Lodge	0.6
Annefield House	0.8	Barncroft	0.9
Manorfields	0.9	Dover Court	1.2

Closest Council owned homes: Coleridge (1.4), Bramblebrook (1.7)

Building details

Single and two-storey purpose designed residential home for older people, constructed approximately 1965.

Internal floor area: 1284 sqm

Quality: meets CSCI registration standards

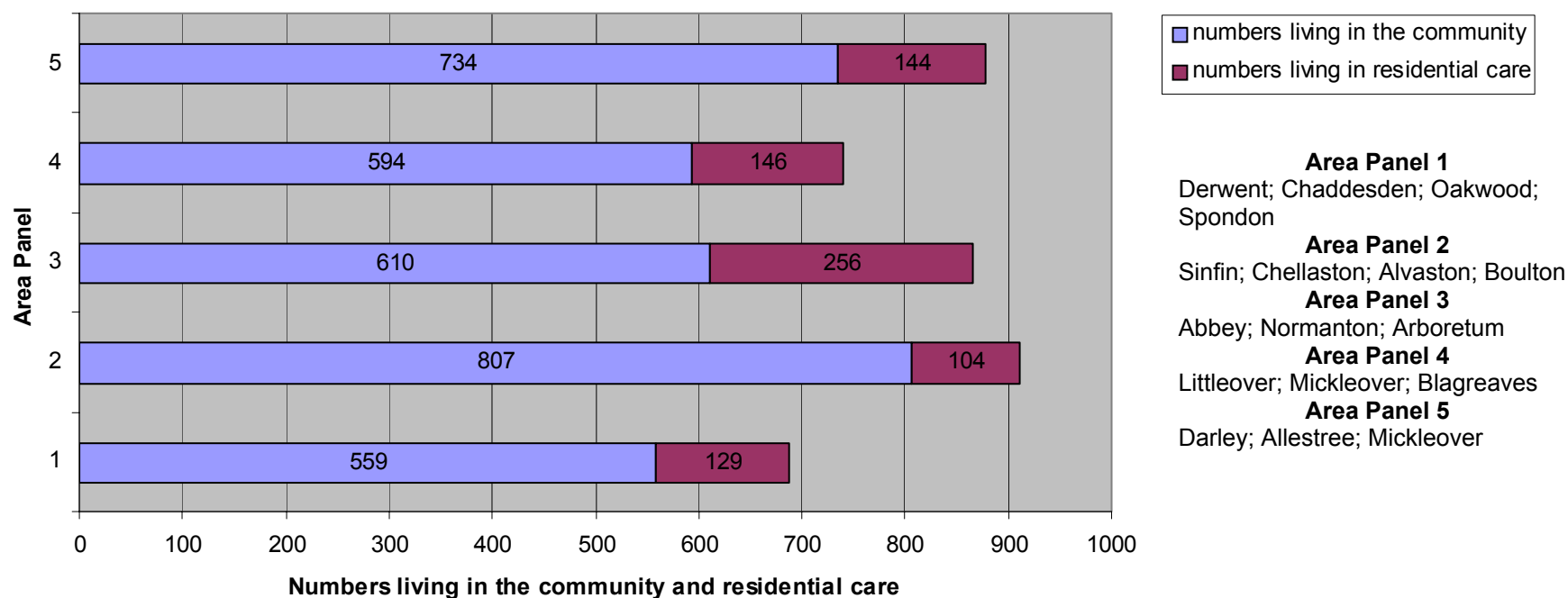
Capacity and Activity

Allocation of rooms as at 1st April 2007:

Long-Term: 5	Short-Term: 17	Intermediate Care: 6
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Section Three: Age Distribution

Numbers of Derby residents aged 85 and over living in the community and residential care by Area Panel (2001 Census)



Breakdown of Area Panels into wards (figures relate to people in community, brackets relate to people in care homes)

Area Panel One	Area Panel Two	Area Panel Three	Area Panel Four	Area Panel Five
Chaddesden 230 (70)	Chellaston 230 (70)	Normanton 227 (38)	Mickleover 214 (67)	Allestree 289 (0)
Spondon 172 (49)	Alvaston 225 (9)	Abbey 209 (152)	Blagreaves 203 (24)	Darley 245 (129)
Derwent 130 (49)	Boulton 211 (9)	Arboretum 174 (66)	Littleover 177 (55)	Mackworth 200 (15)
Oakwood 55 (17)	Sinfin 141 (16)			