1. **Recommendation**

1.1 The Cabinet is recommended to note the contents of the report and approve proposals for the consultation on the future of council owned residential care homes.
1. **Purpose of Report**

1.1 The purpose of this report is to seek the Cabinet’s approval for undertaking consultations on the future of residential care homes owned by the Council against the background of:

- a declining use of residential care,
- a surplus of residential care places in the city,
- the need to achieve Value for Money targets
- the need to improve efficiency in line with the Medium Term Financial Strategy.

2. **Background**

2.1 Since 1997 the Council has been implementing a strategy for the reconfiguration of older people’s care services, which has involved:

- the closure of 7 council owned residential homes
- the reinvestment of the resources released in the establishment of:
  - 8 very sheltered schemes
  - 3 joint resource centres, focused on enabling older people to continue living in their own homes through the provision of rehabilitation and respite care beds, day services, carer support, falls prevention, information and advice services etc.
  - 2 joint centres for older people with mental health needs providing respite care, carer support, day services, information and advice services to maintain people in their own homes, as well as specialist long stay residential care for those who can no longer be safely cared for at home.

2.2 The changes made so far have increased older people’s capacity for independence and improved their health and quality of life, thus contributing to the achievement of the outcomes defined in the Every Adult Matters and Older People’s Strategies. The reconfiguration has also improved the quality of service provision, increased the choices available to older people and achieved better value for money.

2.3 The current Older People’s Strategy envisages the development of a further 5 very sheltered schemes, expanded services for older people with mental health needs and the continuing integration of health and social care services, as well as the development of neighbourhood and telecare services to support people in their own homes. Sites identified to date for the development of the new very sheltered schemes include Low Hill, Chapel Ash, Birmingham New Road and the Beacon Centre. The attached map shows the distribution of residential/nursing homes, very sheltered schemes, resource centres and day services for older people in Wolverhampton.
3. **Usage of Residential Care**

3.1 **Reduction in Numbers of Older People Placed in Long Stay Residential Care**

In 1997 there were 814 older people living permanently in independent sector and council owned residential care homes, placed by Social Services. Since this time there has been a considerable increase in the older population in Wolverhampton. If the number of older people placed in residential care had increased at the same rate as this growth in the wider older population, Social Services would now be supporting over 880 older people in residential care. In fact only 701 older people are currently supported in long stay residential care beds (575 in the independent sector and 126 in Council owned homes).

This reduction in the use of residential care indicates that the policy of developing very sheltered housing and rehabilitation services to divert people from residential care has been successful.

The policy also appears to have had some impact on the use of nursing home beds. Taking into account the growth in the older population, the numbers in nursing home care would have been expected to now be in excess of 380. However, the actual number of older people currently being supported in nursing home placements is only 320.

3.2 **Supply of Residential Care Beds**

There is currently an oversupply of residential care beds in Wolverhampton. Independent sector providers report that they have 51 unused beds at present and there are 11 long stay vacancies in Council owned residential homes. In addition, there are 27 unoccupied nursing home beds in the city.

4. **Council Owned Residential Care Homes**

4.1 **Current Provision**

There are currently 4 residential homes in Council ownership:

- Merry Hill House, Merry Hill
- Nelson Mandela House, Pendeford
- Dale House, Low Hill
- Underhill House, Underhill

The table below shows the provision of long stay and short stay (respite and interim) beds in these homes, together with current vacancies.

<table>
<thead>
<tr>
<th>Home</th>
<th>Long stay</th>
<th>Vacancies</th>
<th>Short stay</th>
<th>Vacancies</th>
</tr>
</thead>
<tbody>
<tr>
<td>Dale</td>
<td>27</td>
<td>4</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Underhill</td>
<td>23</td>
<td>1</td>
<td>10</td>
<td>3</td>
</tr>
<tr>
<td>Merry Hill</td>
<td>35</td>
<td>3</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Nelson Mandela</td>
<td>29</td>
<td>3</td>
<td>8</td>
<td>3</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>114</strong></td>
<td><strong>11</strong></td>
<td><strong>18</strong></td>
<td><strong>6</strong></td>
</tr>
</tbody>
</table>
(An additional 22 long stay beds are provided within the Council owned centre for older people with mental health needs at Blakenhall. These beds are fully occupied).

4.2 Building Condition and Design

None of the 4 homes meet the minimum standards for residential care home buildings, established by the Care Standards Act 2000, (e.g. in terms of room sizes, en-suite bathrooms etc.). However, the Merry Hill and Nelson Mandela homes were built only 20 years ago, while the Dale and Underhill homes are now 40 years old. As a consequence the 2 newer homes, which are both single storey, provide a better standard of accommodation and are in relatively good repair, providing a pleasant environment with rooms arranged in groups around their own sitting room. Because of their age, the other 2 homes, which are both 2 storey, provide a much less satisfactory standard of accommodation, which is less well designed and requires significant investment in repairs and maintenance.

4.3 Value for Money

The average cost of providing a residential care bed in the Council’s residential homes (£485 per week) is 44% higher than the cost of purchasing a bed in the independent sector (£336 per week). Although staff in Council owned residential homes generally receive somewhat better training and remuneration than in the independent sector, it is difficult to demonstrate that the Council service provides good value for money, particularly in the case of the Dale and Underhill homes where the design and condition of the buildings fall so far short of the required standard.

5. Financial Issues

5.1 The Medium Term Financial Strategy requires efficiency savings from expenditure on adult social care services of £3 million over 3 years. To achieve the required reductions in expenditure 3 optional approaches may be taken:

- Reduce the number of people receiving a service
- Provide a reduced volume of service to the same number of people
- Provide the same level of service to the same number of people at a lower cost.

In reviewing the future of Council owned residential homes, consideration needs to be given to the contribution to the required expenditure reductions that could be made through reprovisioning the Council’s residential care service in the independent sector at a lower cost (i.e. adopting the third option outlined above). This course of action would reduce the need to withdraw or scale back services in other areas of care provision. It is estimated that the transfer of all long stay residents in Council owned residential homes to the independent sector would result in savings of approximately £1.2 million per year. (Short stay bed users could be accommodated in vacancies available within resource centres).
6. Potential for Reconfiguring the Provision of Residential Care

6.1 Although re-accommodating all long stay residents of Council owned homes in the independent sector would generate substantial savings, there are other issues to be taken into account:

- The surplus of residential care beds in the city is only sufficient to accommodate residents from 2 homes
- There is a general shortage of specialist residential care places for older people suffering with dementia.

A practical approach, therefore, would be to consider retaining the 2 Council homes which offer the best built environment (i.e. Merry Hill and Nelson Mandela Houses) and re-focussing the service provided there on older people with dementia who cannot be safely cared for at home, while closing the 2 older homes. This approach would generate savings of approximately £600,000 per year.

7. Consultation

7.1 It is proposed that consultations be undertaken with service users, carers, staff and other stakeholders, including the wider older population, on the approach outlined above, with a view to reporting back to the Cabinet in the autumn. In the meantime, it is proposed that no further admissions be made to the Council’s four residential homes, pending the outcome of the consultations.

8. Equal Opportunities

8.1 To ensure that service users are not disadvantaged by their age and disability in the consultation process, there will be individual discussions with each user (including access to independent advocates and interpretation, as necessary), so that they are able to fully understand the options and express their views freely.

9. Labour Relations Implications

9.1 When the Cabinet receives the report on the outcome of the consultation, it will need to consider the potential impact on staff of any decision it may subsequently make concerning the future of the Council’s residential care homes. Full information on potential staffing issues will be provided as part of that report.

10. Environmental Implications

10.1 This report has no identifiable implications for environmental issues.
Social Care Services for Older People

Residential Homes (Privately Owned)

Abbey Lodge, Cranmere Avenue, Tettenhall, Wolverhampton  WV6 8PW
Arbour Lodge, 92 Richmond Road, Compton, Wolverhampton  WV3 9JJ
Avenue House, 26 Clifton Road, Tettenhall, Wolverhampton  WV6 9AP
Bethrey House, 43 Goldthorn Hill, Penn, Wolverhampton  WV2 3HR
Bushbury Court, Hellierr Road, Bushbury, Wolverhampton  WV10 8EE
Charnwood, 7 Finchfield Road, Finchfield, Wolverhampton  WV3 9LS
Coton Care Ltd, Coton House, 55 Coton Road, Penn, Wolverhampton  WV3 7LZ
Croft, The, The Croft, 20 Castlecroft Road, Finchfield, Wolverhampton  WV3 8BT
Elns, The, The Elms, 13 Regent Street, Bilston, Wolverhampton  WV14 6AH
Engelberg, Ash Hill, Compton, Wolverhampton  WV3 3DR
Glenthorne House, Dover Street, Bilston, Wolverhampton  WV14 6AL
Greystones Residential Care Home, Greystones, Stockwell End, Tettenhall, Wolverhampton  WV6 9PH
Harper House, 1 Moathouse Lane West, Wednesfield, Wolverhampton  WV11 3HB
Hawthornes, The, The Hawthornes, 55-57 Albert Road, Tettenhall, Wolverhampton  WV6 0AG
Holme Bank, Holmefield, 15 Stockwell Road, Tettenhall, Wolverhampton  WV6 9PG
Inspirations, 171 Tettenhall Road, Wolverhampton, West Midlands  WV6 0BZ
Leylands, The, The Leylands, 227 Penn Road, Wolverhampton  WV4 5TY
Meadowcroft, 197-199 Bushbury Lane, Bushbury, Wolverhampton  WV10 9TY
Militia Lodge, 67-69 Birmingham New Road, Lanesfield, Wolverhampton  WV4 6BP
Min-Y-Don, 24 Clifton Road, Tettenhall, Wolverhampton  WV6 9AP
Nook, The, The Nook, 286 Penn Road, Penn, Wolverhampton  WV3 0EQ
Oaks Court, Oaks Crescent, Wolverhampton  WV3 9SA
Oxley Lodge, 453 Stafford Road, Oxley, Wolverhampton  WV10 6JS
Penn House, 169 Penn Road, Wolverhampton  WV3 0EQ
Pennfields Court, Upper Zoar Street, Pennfields, Wolverhampton  WV3 0LA
Probert Court Continuing Care Home, Probert Road, Oxley, Wolverhampton  WV10 6UF
Richmond Court Residential Care Home, Richmond Court, 94 Richmond Road, Compton, Wolverhampton  WV3 9JJ
Soroptimist House, 91 Tettenhall Road, Chapel Ash, Wolverhampton  WV3 9PG
Squirrels Residential Care Home, The Squirrels, 7 Oaks Crescent, Chapel Ash, Wolverhampton  WV3 9SA
Tudor House Residential Home, Tudor House, 6 Park Crescent, West Park, Wolverhampton  WV1 4PY
Waterside House, Moathouse Lane, Wednesfield, Wolverhampton  WV11 3HA
Wentworth Lodge, Wentworth Road, Bushbury, Wolverhampton  WV10 8EH
Woodfields Residential Care Home, Woodfields, Old Hill, Tettenhall, Wolverhampton  WV6 8QB
Woodlands, The, 434 Penn Road, Penn, Wolverhampton  WV4 4DH
Wrottesley House, 46 Wrottesley Road, Tettenhall, Wolverhampton  WV6 8SF

Prepared By: Stuart Meredith (Information Systems Team, Social Services - Ext 1391)
Residential Homes (Local Authority)

Dale House, Showell Circus, Low Hill, Wolverhampton WV10 9BG
Underhill House Residential Home, Underhill Lane, Bushbury, Wolverhampton WV10 8LP

Residential Homes (Local Authority Providing Day Care)

Merry Hill House, Langley Road, Merry Hill, Wolverhampton WV4 4YT
Nelson Mandela House, Whitburn Close, Pendeford, Wolverhampton WV9 5NJ

Residential Homes (EMI)

Mill House, 51 Mount Pleasant, Bilston, Wolverhampton WV14 7LS

Nursing Homes

Anville Court Nursing Home, Anville Court, Goldthorn Hill, Penn, Wolverhampton WV2 4PZ
Atholl House Medical Nursing Home, 100 Richmond Road, Compton, Wolverhampton WV3 9JJ
Bellevue Court (Highfield Care Homes No 2 Limited), Bellevue Court, Woodcross Street, Woodcross, Wolverhampton WV14 9RT
Eversley, 56-62 Albert Road, West Park, Wolverhampton WV6 0AF
Goldthorn Court Nursing Home, 48-60 Goldthorn Hill, Wolverhampton WV2 3HU
Knoll House, The Avenue, Penn, Wolverhampton WV4 5HW
Newlyn Court, Merstone Close, Bilston, Wolverhampton WV14 0LR
Parkfields Nursing Home, 556 Wolverhampton Road East, Parkfields, Wolverhampton WV4 5AA
Rukasar, 26 Park Avenue, West Park, Wolverhampton WV1 4AH
Sedgley Lodge, Woodcross Street, Woodcross, Wolverhampton WV14 9RT
Sycamores, The, Johnson Street, Wolverhampton WV2 3BD
Wellesley House Nursing Home, 186 Penn Road, Penn, Wolverhampton WV3 0EN
Wrottesley Park House Nursing Home, Wergs Road, Tettenhall, Wolverhampton WV6 9BN

Nursing Homes (EMI)

Orchard House Mental Nursing Home, 16-18 Riley Crescent, Wolverhampton WV3 7DS

Residential/Nursing Homes

Aldergrove Manor Nursing Home, 280a Penn Road, Penn, Wolverhampton WV4 4AD
Ashleigh House Nursing Home, Ashleigh House, 107 Gorge Road, Coseley, Wolverhampton WV14 9RH
Ashley Court, 251 Penn Road, Penn, Wolverhampton WV4 5SF

Prepared By: Stuart Meredith (Information Systems Team, Social Services - Ext 1391)
Resource Centre's (Providing Day Care)

Bradley Resource Centre, Lord Street, Bradley, Wolverhampton
Warstones Resource Centre, Warstones Drive, Penn, Wolverhampton
Woden Resource Centre, Vicarage Road, Wednesfield, Wolverhampton
Blakenhall Community Resource Centre, Haggar Street, Blakenhall, Wolverhampton

Day Care

Heath Town Senior Citizens Welfare Project, New Trust Community Centre, Wolverhampton Road, Wolverhampton
The Chris Laws Day Centre, Fourth Avenue, Low Hill, Wolverhampton

Very Sheltered Housing (Providing Day Care)

James Beattie House, Foley Avenue, Tettenhall, Wolverhampton
Bushfield Court, Oxford Street, Bilston, Wolverhampton
Broadway Gardens, Northwood Park Road, Bushbury, Wolverhampton
Verona Court, Longford Road, Park Village, Wolverhampton
Langley Court, Leasowes Drive, Wolverhampton
Pine Court, Cottage Close, Wednesfield, Wolverhampton
St.Matthews, 270 Willenhall Road, Wolverhampton
Bridge Court, 43 Moathouse Lane, Wednesfield, Wolverhampton

Planned Very Sheltered Housing Schemes

Fourth Avenue, Low Hill, Wolverhampton
GKN Site, Birmingham New Road (Bowen Street), Ettingshall, Wolverhampton
Beacon Centre, Wolverhampton Road, Sedgley
St.Marks Road, Chapel Ash, Wolverhampton

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