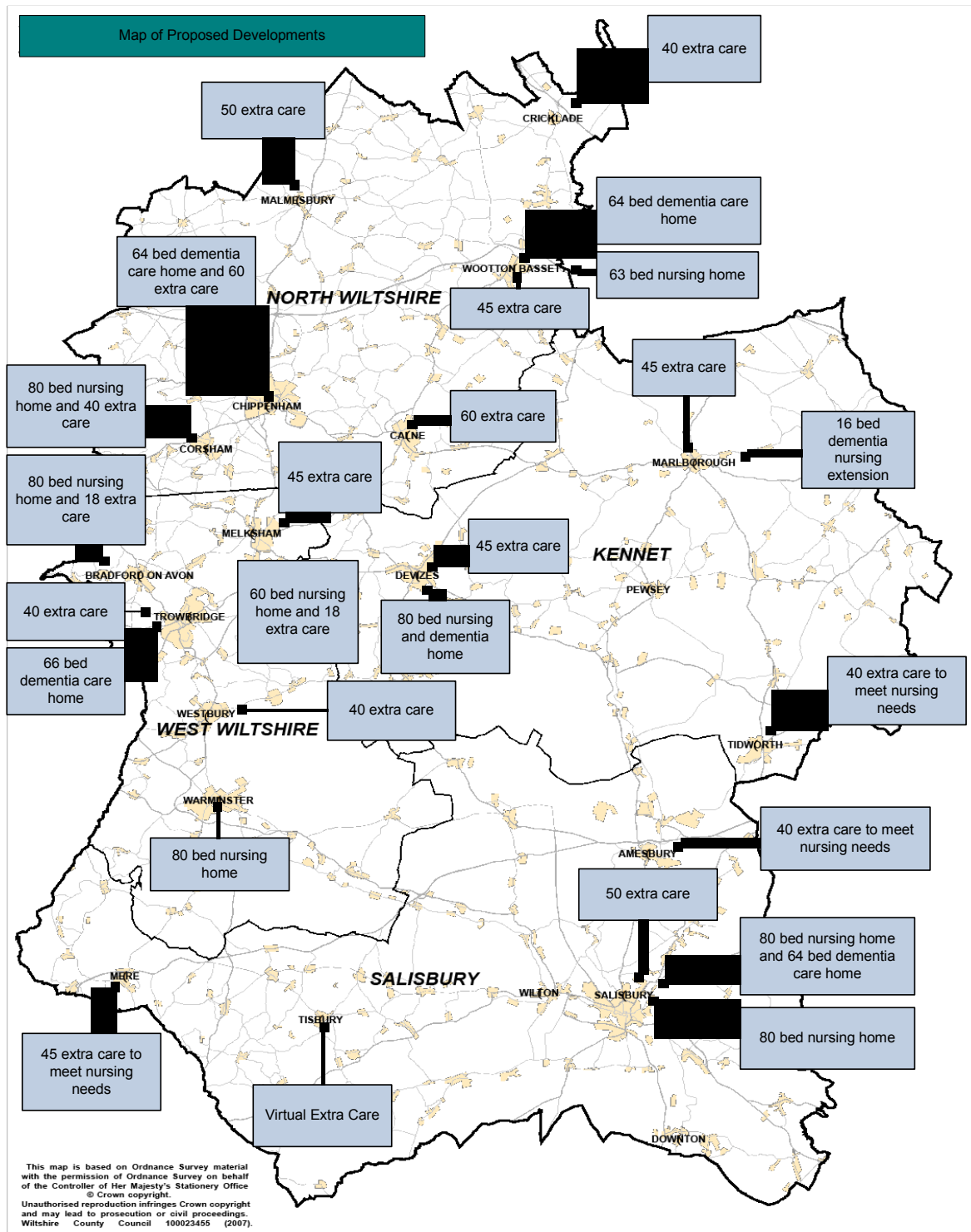


Wiltshire's Older People Accommodation Development Strategy – revised version



December 2010

Wiltshire Council

Older People's Accommodation Development Strategy – Meeting Future Needs in Partnership

Background and Context

Wiltshire County Council established an Older People's Accommodation Partnership with the aim to develop a strategy and financial model for the provision of older people's accommodation over the next 5-10 years, and then to work in partnership to deliver this strategy.

The Wiltshire Older People's Accommodation Strategy (**WOPAS**) was completed in 2008 following extensive research and data collection by Peter Fletcher Associates.

The brief comprised of 7 elements broken down into 2 phases.

Phase 1:

1. Data analysis necessary to forecast demand for older people's accommodation
2. To assess the appropriateness, demand for, and sustainability of existing older people's social housing
3. To identify the existing and planned provision of residential and nursing care homes and assess their sustainability
4. To quantify the existing and planned provision of older people's housing in the private sector
5. To forecast the future accommodation requirements of all types of older people's housing

Phase 2:

6. To propose how the future accommodation requirements can be met, including the provision of a data model that can be used by the Council to adjust the forecast as factors change
7. To provide development and financial assessments of a number of potential sites that may be appropriate for meeting the identified accommodation needs

The main overarching aim subsequently identified by the strategy is **“.....to develop a whole system approach that supports a move to shift services upstream, and to reduce pressure on the hospital and care home system.”** The strategy goes on to identify the need to:

- Support more older people at home or in supported housing settings
- Develop a more financially efficient assessment and care management service
- Invest further in other preventative services

The strategy resulted in some 53 specific recommendations from which the Accommodation for Older People Strategy Board (**AOPSB**) agreed 22 priority recommendations and developed a set of 6 overarching principles and 6 key areas of focus which would be the means to implement those recommendations.

The 6 Overarching Principles are:

- Integrated System
- Housing Link
- Project Management
- Provider Forums
- Open Partnership
- Service Users

The 6 areas of focus are:

- Preventative Model/Home Improvement Agencies
- Extra Care Housing
- Out of Hours
- Floating Support/Sheltered Housing
- Dementia/Mental Health
- Learning Disability

The recommendations prioritised by AOPSB require a whole system review of the way that older people's accommodation is provided, managed and funded and, by necessity includes a review of the appropriateness of the current built asset (the care homes/residential homes and other associated stock) in terms of:

- Accommodation Standards – is it “fit for purpose” for 21st century living?
- Current Occupation types and forecast of future demand in the short, medium and long terms?
- Are there opportunities for rationalisation?
- Is the location right?
- Is the building environmentally efficient?
- Is the stock managed efficiently and to the appropriate standards and are the right support services in place?
- Is the tenure mix right to meet the needs of the future population?
- Can the stock be improved or used in a different way and are there other assets such as land that can be used in different and better ways?
- Can we work with our partners differently to achieve better outcomes?

In January 2010, an overview of the key principles of the proposed development strategy to respond to these challenges concluded with the following overarching **Strategic Outcomes** being developed:

- Increased number of nursing and specialist dementia care homes
- Reduced number of residential homes – aspirational aim to not commission any general residential beds by 2015

- Creation of 3 locality centres of excellence for rehabilitative step down and specialist dementia services
- Support more people to remain in their own homes by providing greater emphasis on preventative services, especially telecare
- Substantial development of extra care housing
- Management of future revenue and capital funding requirements

Drivers for Change

In order to understand the requirements of a successful Older People's Accommodation System, PFA undertook an extensive analysis of the factors that will affect the provision of that accommodation over a 5 to 10 year period. PFA examined national and local policy and business drivers, demographic change and the current and planned future supply of accommodation. A brief summary of the key issues and findings follows and a copy of the full strategy is available at upon request.

National Context

National policy has traditionally focussed on the needs of frail older people and the services required to support them and in health and social care, most resources are targeted on those with the most severe needs. The focus is changing; national policies now seek to support older people to live life to the full, to remain independent, healthy and active. This represents a shift from dependency and deficit to well being and independence.

The various policies taken into account included:

- ***Think Local, Act Personal – Next Steps for Transforming Adult Social Care, November 2010***
- ***Putting People First***
- ***Putting People First – Use of Resources in Adult Social Care, 2009***
- ***Housing Green Paper***
- ***National Housing Strategy for an Ageing Society***
- ***Commissioning Framework for Health and Wellbeing***
- ***National Dementia Strategy.***
- ***Department of Health White Paper Our Health Our Care Our Say, 2006***
- ***A Sure Start to Later Life 2006***

Local Policy Context

Wiltshire has a number of specific strategy documents on older people's services as well as a number of other publications which reference older people's services including:

- ***A Strategic Framework for Older People's Services in Wiltshire***
- ***Wiltshire County Council Services for Older People Service Plan 2006-09***
- ***Strategic Review of Housing Related Support for Older People in Wiltshire***
- ***Community Strategies***

- ***Local Area Agreements***
- ***Extra Care Housing Strategy***
- ***Report on Delayed Transfers of Care Project, October 2006***
- ***A Strategic Framework for Mental Health Services in Wiltshire 2007-2012***
- ***Wiltshire Primary Care Trust Urgent Care Strategy 2007 – 2010***
- ***5-Year Strategy for Supporting People Services in Wiltshire***

Some common priorities, aims and objectives in these documents include:

- Person-centred planning and personalised care
- Increasing Direct Payments
- Promotion of independent living and technology to assist in this process
- More preventative services
- Involvement of older people in the decision-making process
- Safe and affordable transport services
- Increasing Extra Care provision
- Supporting flexible retirement and learning opportunities
- Shifting of mental health services for older people from inpatient to community-based services
- Older people with dementia to have their needs met in generic services wherever possible and appropriate
- A falls prevention strategy
- Both residential and nursing homes need the support of multi-professional community services to support older people with complex needs
- There is a need for specialist community mental health teams
- There should be improved access to respite services and other support for carers
- Health services should take a 'whole system approach' with 'money following the patient'
- Achieving a reduction in costs as part of the national efficiency agenda

Housing

Wiltshire Council has recently commenced a major review of the Council's Housing Strategy. The review recognises that the Council faces a number of difficult challenges, one of which is older people and the aging population with the associated issues outlined above.

The Housing Service also recognises that in future it will be operating with reduced resources, particularly in terms of Homes and Communities Agency Social Housing Grant whilst still meeting the housing needs of residents across all tenures.

The Council has established, through working groups and the multi stakeholder Housing Strategy Board, four priority themes to shape the overall vision of the Housing Strategy. The themes are:

- Lives not Services
 - Working Together in Partnership
 - Promote Independent Living

- Stronger More Resilient Communities
 - Flexibility/Adaptability/Choice
 - Sustainable Communities
- Reducing Our Environmental Impact
 - Environmentally sustainable, for the life of the strategy but also for the future
 - Energy Efficiency
- Meeting Housing Need
 - Ensuring there is an adequate supply of good quality housing of all types and tenures

The needs of older people run across all of the themes identified and Community Services will continue to work with the strategy development team to ensure that the needs of older people are taken into account as the strategy develops.

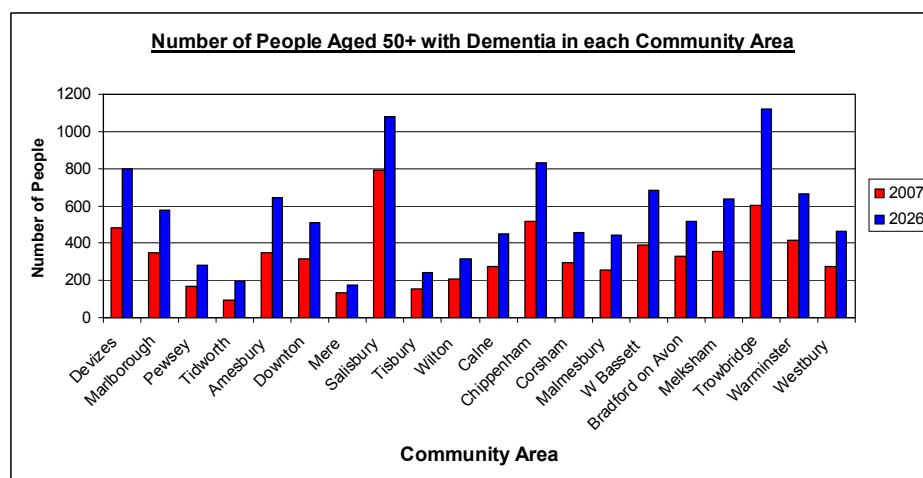
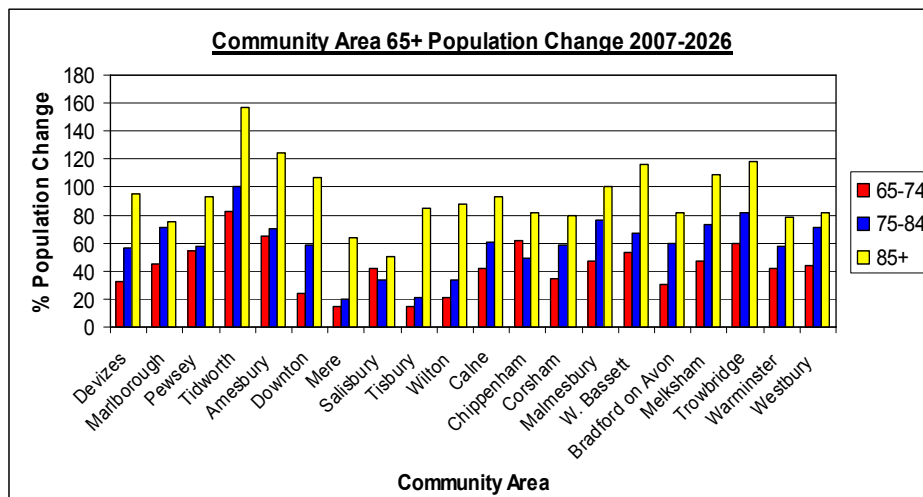
Forecasting Demand – Demographic Change (2007)

The following demographic projections are based on data collected in 2007-08, at which point demographic change was identified as a major driver for the Council:

- There are 165,730 people in Wiltshire aged 50+. This is around 36.6% of the total population of Wiltshire
- There are 78,690 people aged 65+, around 17.4% of the total Wiltshire population
- There is a significant growth in the older population across the county, but within this considerable variation across the community planning areas that needs to be factored in when planning future accommodation based and other services
- For Wiltshire as a whole, the largest population change is for the 85+ age group, which is projected to rise by 61.7% between 2007 and 2021. The projected change for the 85+ age group is much higher than for the 65-74 and the 75-84 age groups.
- Deprivation - In the Index of Multiple Deprivation 2004, none of Wiltshire's 281 Super Output Areas (SOAs) ranked among the most deprived 10% in England. 3 SOAs are among the most deprived 20% nationally, 2 in West Wiltshire (both in Trowbridge) and 1 in Salisbury districts (in the city of Salisbury).
- Dementia - Wiltshire can expect to see 59% more cases of the disease by 2025 which is higher than the growth in England as a whole. There is a high level of variation in terms of the numbers of people who could potentially develop dementia amongst the different community areas during this period, from 33% (Mere) to 107% (Tidworth).
- Learning Disability – There are estimated to be 7,000 adults with a learning disability in Wiltshire and the numbers of these aged over 50 is estimated to be approximately 480+, more of who are likely in the future to live into older

age. There are currently 108 people over 65 with a learning disability receiving services from WCC (Source: RAP 2007)

- Limiting Long-Term Illness - A smaller proportion of older people in Wiltshire have a long-term limiting illness than the national average. In terms of the individual community areas, there are no major deviations.



Existing Accommodation - Summary

Care Home Sector

- 3,408 care home places for older people (59% residential / 41% nursing)
- Dementia care represents 32.5% of overall provision
- Stable market
- Generally good spread throughout the county
- Unrealistic to expect local supply in each community area due to larger home provision
- Investment required in preventative / diversion services to reduce demand in future

Sheltered Housing

- 4,046 units of accommodation (69.8% rent / 30.2% sale)
- Space standards, accessibility and level of preventative services do not provide the standard of service that we would like to deliver
- Tenure and level of supply varies across county
- Under supply of leasehold and shared ownership
- Growing demand for 2 bedroom accommodation and wider tenure choice representative of general needs housing

Extra Care

- 305 units of accommodation (35% affordable housing / 65% leasehold or market rent)
- Very uneven supply across the county for all tenure types
- Significant under supply of extra care housing against all measures within Wiltshire
- Unless addressed it will impact upon Wiltshire's ability to meet future demand and older people's expectations

WOPAS concludes that In Wiltshire there is:

- An adequate supply of care home provision but a shortage of dementia and nursing home provision, especially when considering future trends and demographic projections
- A requirement to ensure that the supply of care homes remain fit for purpose and undergo a programme of modernisation to ensure future needs and requirements are able to be met.
- A shortage of private retirement housing and a tenure imbalance between the percentage of home ownership in general needs housing and in retirement housing
- A shortage of extra care housing across all tenures
- Considerable potential to develop the supported housing market further to divert more people away from residential care through a number of mechanisms, of which the further development of extra care is one. They are:
 - An enhanced extra care programme, using a range of models across all tenures
 - Reduced move on from sheltered housing into residential care
 - Diversion of self-funders from residential care into supported housing options across all tenures
 - Further development of community based services such as Telecare
- A need to accelerate the scheme decommissioning and investment process. This must include internal re-evaluation by providers of investment priorities; creative alternatives for use of redundant sheltered schemes; use of ownership models to provide private investment
- A private retirement housing market that is not operating in the best interests of the county. Older people with their future care and health costs are being imported from other areas when they buy into new private sheltered housing

schemes, and housing with care models demanded by older people are not being provided.

Care and Support Services - Summary

WOPAS also looks at non accommodation services and concludes that there is clear evidence that Wiltshire is investing in and developing a wider range of preventative services and that ongoing priority should be given to:

- Further investment in key preventative areas to avoid hospital and residential care admissions
- Additional investment in informal carers to enable them to continue to care if they wish to do so
- Improved information about options and services available which is both accurate and accessible as information is fundamental to empower individuals. A service directory is required
- Further development of assistive technology services - for example, could replace some domiciliary care visits
- Further development of step down and intermediate care/hospital discharge services in conjunction with the PCT which could avoid hospital and residential care admissions
- More effective use and better co-ordination of Supporting People resources
- Significant investment to create additional capacity for independent brokerage with a consequential knock-on effect to Care Management

Based on the findings summarised above, WOPAS identifies a number of opportunities for Wiltshire County Council to reconfigure its accommodation for older people to take into account changing market conditions, trends and population and need projections. These include:

- An opportunity to encourage and diversify providers - Identify which providers (not necessarily just those currently operating in Wiltshire) are interested in considering the development of mixed tenure housing with care projects in partnership with Wiltshire authorities
- A need to review existing care and support services - effective development of services will enhance the popularity of existing sheltered schemes and reduce the early moves to residential and nursing care
- An opportunity to encourage development of shared ownership provision for older people. Evidence indicates that there is a market for this form of provision, and private investment will offer more options to providers in their development and investment plans
- Some evidence to suggest that a move to expand extra care housing has resulted in an increase in demand for nursing beds as people bypass the need for residential care and move directly to nursing care. One possible solution to this may be to increase levels of community nursing support

- The development of One Council for Wiltshire which will provide the council with the opportunity to manage the total supply of specialist older people's social housing, responding to the market in a strategic way for the first time. Demonstrating strategic management will provide confidence for external funders such as the Housing Corporation and Department of Health to invest in the county

The findings and conclusions of **WOPAS** align closely with the self assessment guidance issued by the Department of Health in 2009 (Putting People First, Use of Resources in Adult Social Care), in that “..... Local authorities continue to be faced with the challenges of making best use of resources and evidencing value for money at every opportunity. Efficiency and effectiveness in service outcomes should work hand-in-hand.”

The Department of Health recognises that future focus will need to be on Quality, Innovation, Productivity and Prevention (QUIPP) in both health and social care. QUIPP will be central to the development of best practice and how local authorities that use resources effectively, by encouraging local authorities to:

- develop lean processes for the assessment of people's needs and access to services;
- develop preventative measures that can defer or delay people needing longer-term services (the biggest single savings can be made from reducing use of residential care and creating better community-based services delivering better outcomes);
- develop more cost-effective interventions that achieve better outcomes at lower costs; and
- assist people to construct their own packages of care through personal budgets and to help them procure these services in the most cost-effective way.

Helping People to Remain at Home Programme

In response to the recommendations identified in the Older People's Accommodation Strategy, the Council has embarked on an innovative and extensive programme to help people to remain in their own homes. The services included within this review are domiciliary care, housing related support, out of hours services, equipment and telecare and live in care.

The vision for this programme includes:

- Enrich people's lives: The Council will make it easier for people to access the help and support they require to enable them to remain in their own homes with the lifestyle they want
- Deliver what people want: The Council will work with other organisations to help people achieve what they want, and by doing so will help people gain control of their lives
- Provide greater choice: The Council will ensure that people have choice in where and how they can get what they need and do what they want

- Enable empowerment: The Council will promote an approach from our partners that treats people as equals
- Improve our collaboration with partners: Working with partners such as the PCT to deliver a “joined up” service to our customers that meet their needs
- Improve efficiency: The Council will work with other organisations to ensure services are provided in a cost effective and accessible manner and will continually monitor these services to ensure quality standards are maintained.

This will ensure that all people are assisted to remain at home where possible and the review will incorporate all types of services required to enhance quality of life, promote independence and reduce social isolation whilst ensuring that their care needs are met in the most appropriate manner.

The goals of the helping people to remain at home programme include:

- Better outcomes for people through the commissioning of generic services able to meet a wide range of customer’s needs
- Efficiency savings from rationalisation of services and reduction in travel times and overheads
- An increase in early intervention and preventative services to decrease the number of people needing acute care
- Better access to the right information.

This will be achieved through the implementation of a number of elements. The Council will re-commission care and support services through an independent living service tender, which will improve the quality of support by working with the best, most forward thinking providers strategically in delivering an outcome focused person centred service and to deliver savings through improved economies of scales achieved through a rationalisation in the number of providers.

Through these new contracts for care and support the Council will also commission a range of preventative services, which are imperative for long term sustainability due to demographic growth.

The Case for Intervention

The case for a structured and decisive intervention in Wiltshire's older people's housing system is beyond doubt. As the demographic changes outlined begin to occur and the current, in some cases outdated and expensive to operate facilities require more and more investment, innovative responses are needed which give the opportunity for people's needs to be met in ways that meet the standards that we expect in the 21st century. People have a right to live in modern, affordable, fit for purpose homes where changing needs can be met from within their own communities.

Continued investment into existing facilities which are not fit for purpose and cannot be made fit for purpose is an ineffective use of increasingly scarce resources both in terms of capital and revenue funding. The new facilities that are proposed through this strategy will be "state of the art", efficient and cost effective to run and manage over their whole lifecycle but more importantly, will be responding to local needs in local communities. These facilities will be available to people who are able to fund their own care and those that are funded by the Council. Furthermore, these new "state of the art" facilities will be attractive to current home owners to provide a real alternative to existing family accommodation.

Based on the demographic projections referred to above, and on continuing the current patterns of providing care, the Council is forecast to spend approximately £3.3bn over the next 25 years which is an unsustainable and unmanageable resource demand. The development of new ways of delivering services through new facilities will result in reduced expenditure over the current forecast and further detailed financial forecasts of the revenue implications have been modelled. This depicts that by undertaking the proposed development plan and service remodelling, the Council would realise a cost avoidance of approximately £600m over the next 25 years. This cost avoidance will help to offset the challenges of the forecast demographic change around older people and is achieved through a diversion of people from residential care to community support or specialist nursing or dementia care, which achieves an on average saving per person of £44 per week.

The capital cost of the proposed development programme, including extra care, nursing and specialist dementia facilities, is approximately £220m based on current prices.

Responding to the agenda set out above is however challenging and complex. It involves many stakeholders, most important of who are the service users whose needs and wishes must always remain centre of the agenda. There are also many partner organisations, some providing local employment and other important services whose views will be very important as will the numerous other interested parties. Views on the proposals are likely to be diverse and therefore pro active stakeholder management will be an important element in ensuring the ultimate success of the programme.

What does present itself however is an unprecedented opportunity for Wiltshire Council to undertake a programme to modernise the way that older people's

accommodation is provided, to develop and adopt an integrated accommodation system and to ensure best use of increasingly scarce resources.

Achieving the strategic outcomes identified requires an innovative approach to be adopted by the Council and our partners. The Council will need to use assets and resources in ways that are not restricted by “ownership” or by the traditional silo operating methods and will need to work with partners in new ways, working to secure ongoing investment through long term arrangements and mutual understanding of each others businesses.

In devising this development strategy, an overview of the existing asset base for the provision of older people’s accommodation in terms of type, fit for purpose and location has been carried out and an analysis of the opportunities that the assets provide to meet the established needs in the short, medium and longer terms has been undertaken.

This has resulted in is a pragmatic development strategy, designed to meet the future needs of all older people in Wiltshire through achieving the Strategic Outcomes outlined earlier.

Forecasting Future Accommodation Requirements

To support the underpinning strategy Peter Fletcher Associates produced a strategic modelling tool (The Divert Model) which allows commissioners to model the future accommodation and support needs of older people up to 2026.

The needs analysis (Divert) model developed as part of the WOPAS projected that there would be a need for 900 units of additional “mixed tenure” extra care accommodation, whereby properties are available for rent, low cost home ownership and outright sale, in the following communities over the period of the strategy:

Community Area	Extra Care	Community Area	Extra Care
Amesbury	51	Pewsey	23
Bradford on Avon	42	Salisbury	89
Calne	37	Tidworth	15
Chippenham	69	Tisbury	19
Corsham	39	Trowbridge	88
Devizes	66	Warminster	53
Downton	41	Westbury	37
Malmesbury	37	Wilton	26
Marlborough	47	Wootton Bassett	57
Melksham	50		
Mere	14	Wiltshire Total	900

However, the most recent population projections indicate that the older population will increase at a higher rate than originally anticipated. These projections indicate that the over 65 population will increase by 26% higher than the anticipated growth

rate within the Accommodation Strategy for Older People. Therefore the number of extra care units required within Wiltshire would be increased as represented in the table below.

Community Area	Extra Care	Community Area	Extra Care
Amesbury	64	Pewsey	29
Bradford on Avon	53	Salisbury	112
Calne	47	Tidworth	19
Chippenham	87	Tisbury	24
Corsham	49	Trowbridge	111
Devizes	83	Warminster	67
Downton	52	Westbury	47
Malmesbury	47	Wilton	33
Marlborough	59	Wootton Bassett	72
Melksham	63		
Mere	18	Wiltshire Total	1,136

Development of extra care housing will be vital to enable Adult Social Services to divert older people away from general residential care, and have the resources to support a growing older population.

There is also recognition that the Council (and our partners) Sheltered Housing stock is also an important element of the older people's housing system but that some of the stock is not in the right location or does not provide the accommodation type that is in most demand, and is consequently difficult to let.

There is therefore a need for a further review of the existing Sheltered Housing Stock throughout the County to understand more fully its role in the new accommodation system. This review has now commenced and should be completed by the end of March 2011.

One of the initiatives which existing sheltered housing may be suitable for is Community Extra Care (CEC), which is sometimes also known as virtual extra care. CEC means that people in communities around an extra care scheme can benefit from some of the provision whilst living in the wider community through in-reach and out-reach services. These can include personal care, housing support, meals provision, social and leisure activities and clinical appointments and is often underpinned by the use of Telecare technologies. There are currently two CEC facilities planned within the development strategy.

Improvements in accommodation and support services needs for people with specialist needs such as dementia, mental health and physical and sensory impairment is also highlighted as a current and ongoing need which requires further development.

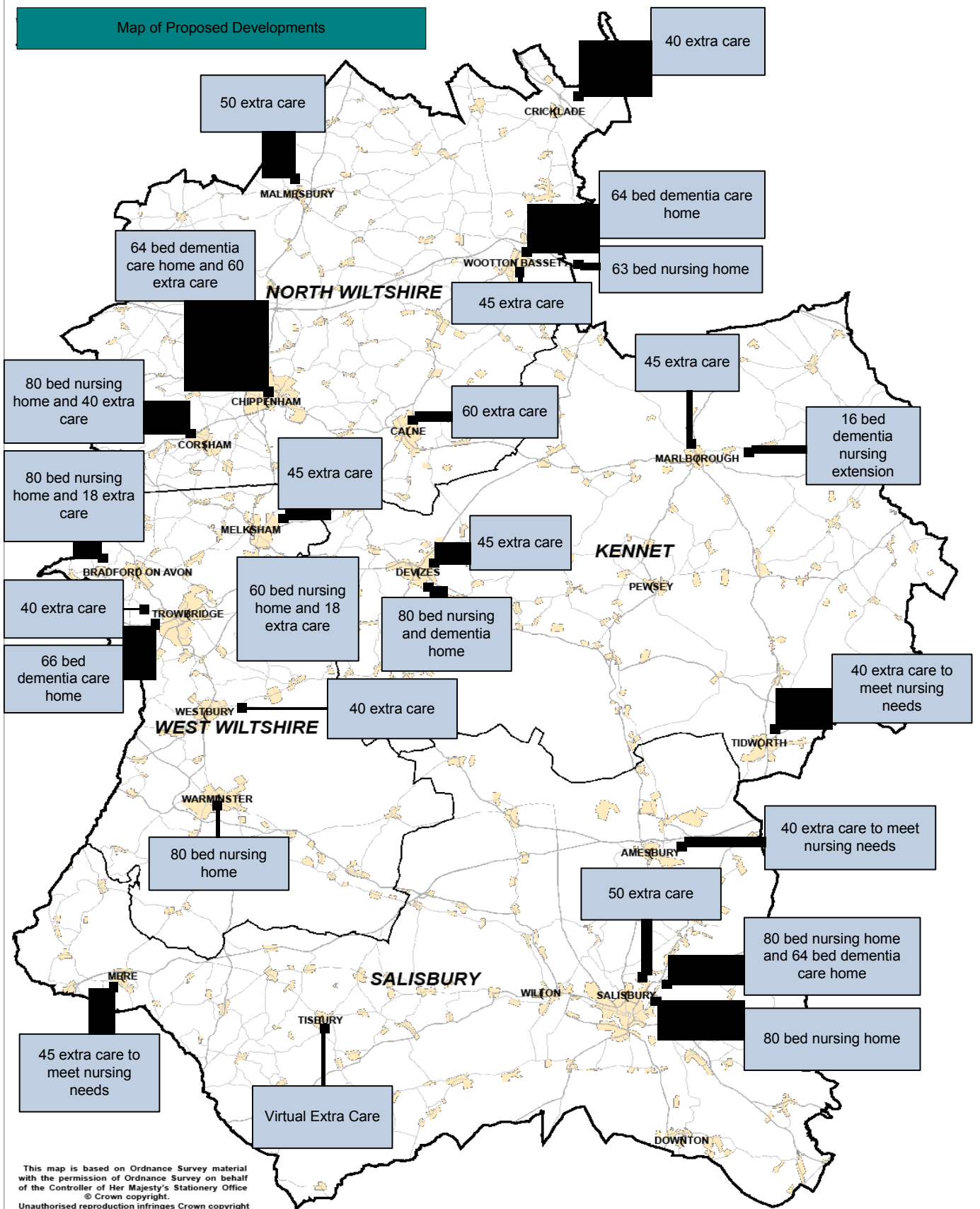
Delivering the Strategy

Delivering 1,136 units of Extra Care Accommodation will not be achieved by the Council alone and is a long term project that requires detailed planning and

management. This Development Strategy sets out the route map to delivery. It is deliberately dynamic in nature, very likely to change due to the length of this proposed development strategy. It will also need to be able to adapt to changing market conditions and revised government policies.

This section of the strategy details the new facilities that will be provided in each community as well as showing the phases for each development. The proposed developments are illustrated in the following map.

Map of Proposed Developments



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Development Timeline

The strategy references two timelines which are based on current perceived deliverability and prioritisation of issues to be addressed. Option 1 is based on the assumption that the Department of Health (DH) PFI project proceeds which should be known at the end of January 2011 following a review of all live schemes by the Department of Health as a result of Comprehensive Spending Review. For pragmatic reasons, Option 2 is based on the scenario that the PFI project does not proceed. Whilst it is also acknowledged that the proposed development strategy may change over time in terms of partners, sites or timeframes, the Council's intentions for the new facilities within each of the areas will not. The timelines give detailed development plans for the period up until 2015 plus the PFI schemes. The programme is not as detailed for the following periods due to the constraints outlined but the outcomes that the strategy is seeking to deliver remain consistent.

Projects currently time-lined to proceed in the first three years of the strategy address particularly urgent needs in terms of stresses on the system, accommodation that is not fit-for-purpose or outdated and funding is or is expected to be in place in the very near future. They are deliverable with a degree of certainty and should be completed by 2013. The priority community areas for the early stages of the strategy are Wootton Bassett, Calne and Trowbridge.

The projects currently in years 3 to 5 are equally important in terms of meeting need but have a degree of dependency upon successful implementation of earlier projects or further proposals are required to ensure financial viability.

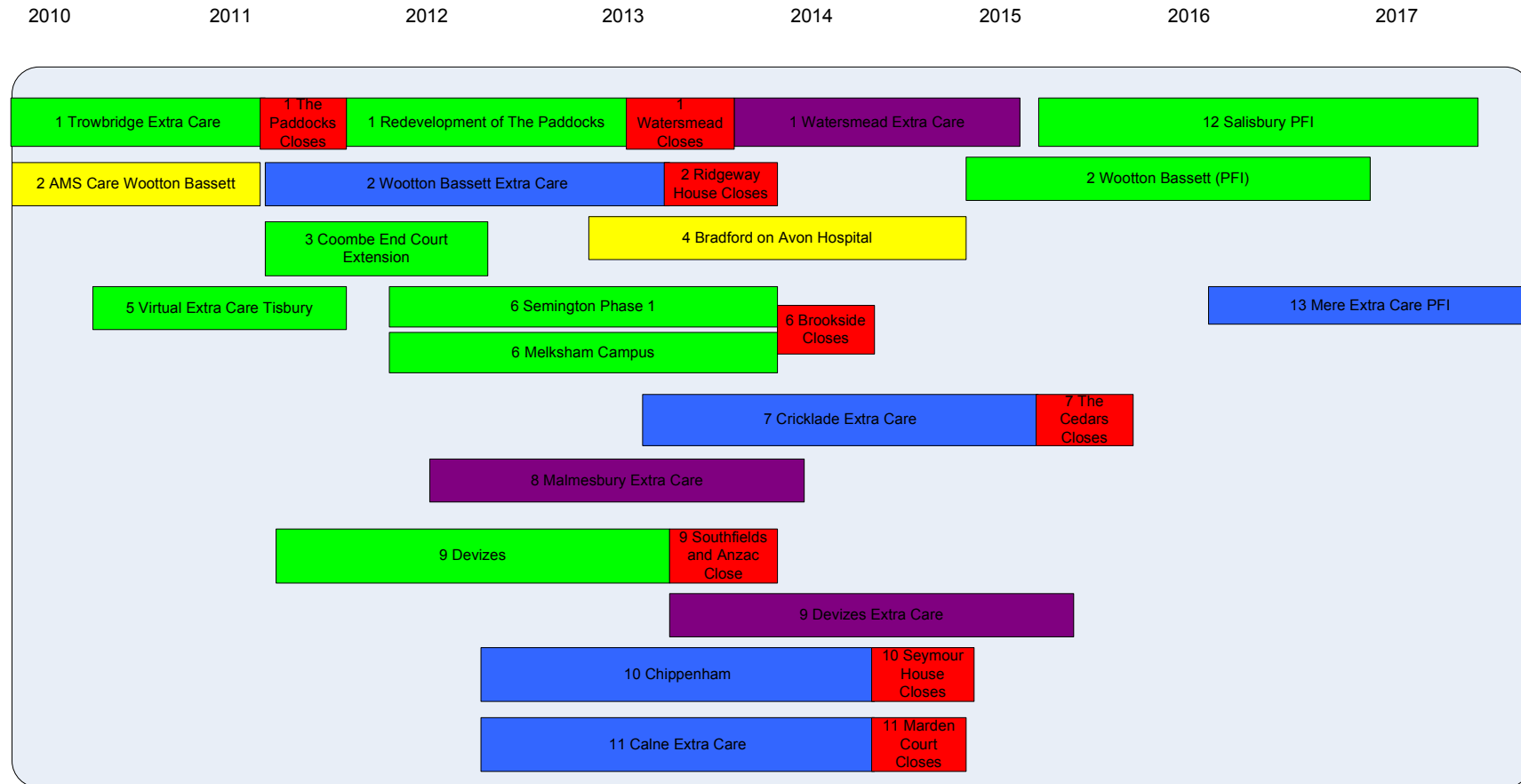
The remainder of the projects also meet known needs but the proposals require further development or joint working with other Local Authorities or bodies to be successfully delivered.

Although the projects to be delivered in both timelines are the same, the phasing is different. This is due to the facilities that, in Option 2, would not be delivered through the PFI scheme and will need to be funded and delivered through alternative methods which affect deliverability. Although some facilities may therefore be delayed, there are other, not fit-for-purpose or outdated facilities which could be replaced earlier.

The strategy demonstrates the many complex interdependencies in terms of, for example, realisation of capital receipts (for reinvestment) from land sales that are based on the ability to free sites up from existing use. These exercises can be time consuming and sometimes controversial which may affect the phasing of the various strands of the strategy, but families and service users will need to be consulted in the process.

The detail behind each timeline is provided below and it is important to note that the proposed programme ensures that new facilities will be available in appropriate community areas, prior to any closures being implemented.

Older People Development Strategy Timeline – Option 1 PFI Proceeding



Assumptions:

- April or October start and completion dates each year
- AMS opens but not used in additional capacity
- Land in Chippenham secured
- Corsham Care Village not progressed

Colour Key:

- Green – land and / or funding available
- Blue – land and / or funding to be secured
- Purple – extra care land package proposal
- Yellow – private sector development
- Red – facility to be closed

OPTION 1 – PFI Proceeding

1. Trowbridge / Westbury

The Council in partnership with Bedfordshire Pilgrim Housing Association and the Orders of St John Care Trust (OSJCT) are building a 40 unit extra care scheme on the former Rutland House site in Trowbridge. This facility will be completed in April 2011, enabling the residents of The Paddocks care home in Trowbridge to be relocated as an interim measure to the extra care facility. The Paddocks care home will be closed as a result.

Cabinet approval has been obtained to redevelop The Paddocks care home site to provide a 66 unit specialist dementia facility which will be completed by April 2013. At this time, the residents who transferred to the extra care facility will be given the opportunity to move back to the new care home if they wish.

It is anticipated that the newly developed Paddocks site and the extra care facility will provide sufficient capacity for the existing residents of the Watersmead care home in Westbury to be relocated as an interim measure whilst the site is redeveloped. The Watersmead site will become a 40 unit extra care scheme delivered through the joint development framework agreement with Devon County Council. The development is anticipated to be completed by April 2015.

2. Wootton Bassett

Castle Oak is building a new 63 bed nursing home on the former St Ivel site in Wootton Bassett. This facility will be operated by AMS Care and will be completed in January 2011.

DCS will therefore prioritise its allocation of social housing grant for financial year 2011/12 to the Housing 21 extra care development also on the former St Ivel site which will provide 45 units of accommodation. It is anticipated that this scheme will be completed in April 2013, whereby the existing residents of Ridgeway House will be relocated to it. This would enable Ridgeway House to be closed as it is the Council's preferred scheme for the Wootton Bassett element of the Department of Health PFI scheme.

The Ridgeway House site will then be redeveloped into a 64 bed specialist care home for people with dementia. Due to this development forming part of the PFI scheme, construction will not be complete until October 2016.

3. Marlborough (Care Home)

Delegated authority has previously been obtained to construct a 16 bed extension to the Coombe End Court care home in Marlborough to provide nursing care for people with dementia. The timetable for completion is part of the ongoing contract negotiation discussions with OSJCT and it is the Council's aim for this development to be completed in 2012.

4. Bradford on Avon

Ridgeway Community Housing Association is in discussions regarding the potential redevelopment of the former hospital site in Bradford on Avon to provide an 80 bed nursing home and 18 units of extra care. This would be a private development and therefore the Council has no direct involvement except potentially purchasing placements in the new facilities and supporting a request for Social Housing Grant. Subject to the satisfactory completion of ongoing discussions, this development could be completed by October 2014.

5. Tisbury

The Council intends to transform the current sheltered housing scheme at Nadders Close in Tisbury into a virtual or community extra care scheme (explanation provided on page 14 above). This will form part of the sheltered housing review which is currently being undertaken. It is anticipated that the proposal for remodelling this scheme will be completed by April 2011.

6. Semington / Melksham

OSJCT, in partnership with Bedfordshire Pilgrims Housing Association, has secured planning permission to build the first phase of a care village development in Semington. This will provide a 60 bed nursing home and 18 units of extra care. It is anticipated that the first phase development will be completed by October 2013.

The Workplace Transformation Programme is currently consulting on a service campus within Melksham. A 45 unit extra care scheme could form part of the service campus should a suitable site be available / identified. Subject to the outcome of the consultation and subsequent project planning, it is anticipated that this development would be completed during 2013.

The completion of these two schemes would enable the residents of Brookside care home to be relocated. The Brookside care home would be closed as a result and the site would either be included within the preferred developer framework agreement or the capital receipt would be ring-fenced to fund the development programme.

There is an opportunity for additional extra care housing pending further planning approval being obtained.

7. Cricklade / Purton

The Council is in discussions with Westlea Housing Association regarding the potential development of a 40 unit extra care scheme in Cricklade. Subject to a suitable site being identified and funding being available, it is anticipated that the new scheme could be completed by April 2015.

The developments in Cricklade and Wootton Bassett would result in insufficient demand to justify the current facilities in Purton. Therefore, the Cedars care home in Purton will be closed and the residents relocated to either Wootton Bassett or

Cricklade. The Cedars site would either be included within the preferred developer framework agreement or the capital receipt would be ring-fenced to fund the development programme.

8. Malmesbury

The Burnham House site is currently vacant due to the completion of the Athelstan House nursing home in 2008. The Burnham House site will be developed to provide a 50 unit extra care scheme as part of the joint development framework agreement. It is anticipated that construction on this site will commence in April 2012 and be completed by October 2013. These proposals have been developed through engagement with a community working group, under the Area Board.

9. Devizes

OSJCT has purchased a site in Horton Avenue, Devizes to construct an 80 bed nursing and care home for people with dementia. The facility will be completed in April 2013.

The residents of Anzac House and Southfields care homes will be relocated to the new facility on Horton Avenue resulting in the closure of the two existing facilities.

One of the former sites will be redeveloped to provide a 45 unit extra care scheme as part of the joint development framework agreement. It is anticipated that this facility will be completed in April 2015. The other vacant site will either be included within the preferred developer framework agreement or the capital receipt would be ring-fenced to fund the development programme.

10. Chippenham

DCS is currently in discussions with colleagues from property services and planning to secure a viable site for the development of a 64 bed specialist care home for people with dementia and 60 units of extra care. The preferred location is the current Seymour House care home site that would be supplemented with a proportion of the adjacent parkland and Meadow Lodge respite unit. It is anticipated that the care home element could be completed by April 2014 if satisfactory agreement can be reached over land usage by April 2011.

Future requirements for respite for people with a learning disability will be the subject of a separate Cabinet report which will take into account the potential loss of this site and other existing facilities within the community areas.

In the event that the Seymour House site is not viable, a development in Chippenham would not currently be possible until 2015 at the earliest due to land availability. Property services are negotiating option agreements in respect of the Council's landholdings in the Chippenham South and Chippenham East sectors both of which have been identified as possible locations for the town's proposed expansion. The option agreements would allow the Council to develop around 10 acres for its own purposes, including an adult social care scheme.

A planning application has also been submitted to provide 75 extra care units and a 61 bed care home on the Chippenham Golf Club site, which would be operated by the private sector. This application is due to be determined by the end of November 2010.

11. Calne

Westlea Housing Association has indicated there is a possibility that land at the Curzon Park site in Calne could be used for an extra care scheme. Currently the scheme does not meet planning policy and has a number of site constraints to overcome. Westlea is keen to assist bringing this site forward but has concerns due to the lack of social housing grant funding and the current economic climate. DCS would prioritise this scheme for SHG allocation in 2012/13, which if available could enable this development to be completed in April 2014.

The residents of Marden Court care home would relocate to the new facility at which point the site would be sold. Marden Court adjoins a property owned by Westlea and therefore the value would contribute towards the cost of the Curzon Park scheme.

It is important to note that OSJCT have indicated that the home is currently unviable due to maintenance and financial viability concerns. This may result in OSJCT serving the Council with notice to close the home in advance of this redevelopment timeframe. Contingency plans in the event of this occurring are in the process of being developed.

12. Salisbury

OSJCT has exchanged contracts for a site at Old Sarum owned by Persimmon Homes conditional upon the grant of planning consent for a care home. DCS has obtained Cabinet approval to negotiate a land swap between The Paddocks care home in Trowbridge and OSJCT's Old Sarum site for use within the Department of Health PFI programme. Subject to obtaining planning permission, the Council, through the appointed PFI contractor, would construct an 80 bed nursing home and 64 bed specialist care home for people with dementia on the Old Sarum site, which is due to be completed in April 2017.

The residents from two of the existing Salisbury care homes would be relocated to the new development, at which point the sites would be redeveloped to provide extra care and nursing home facilities.

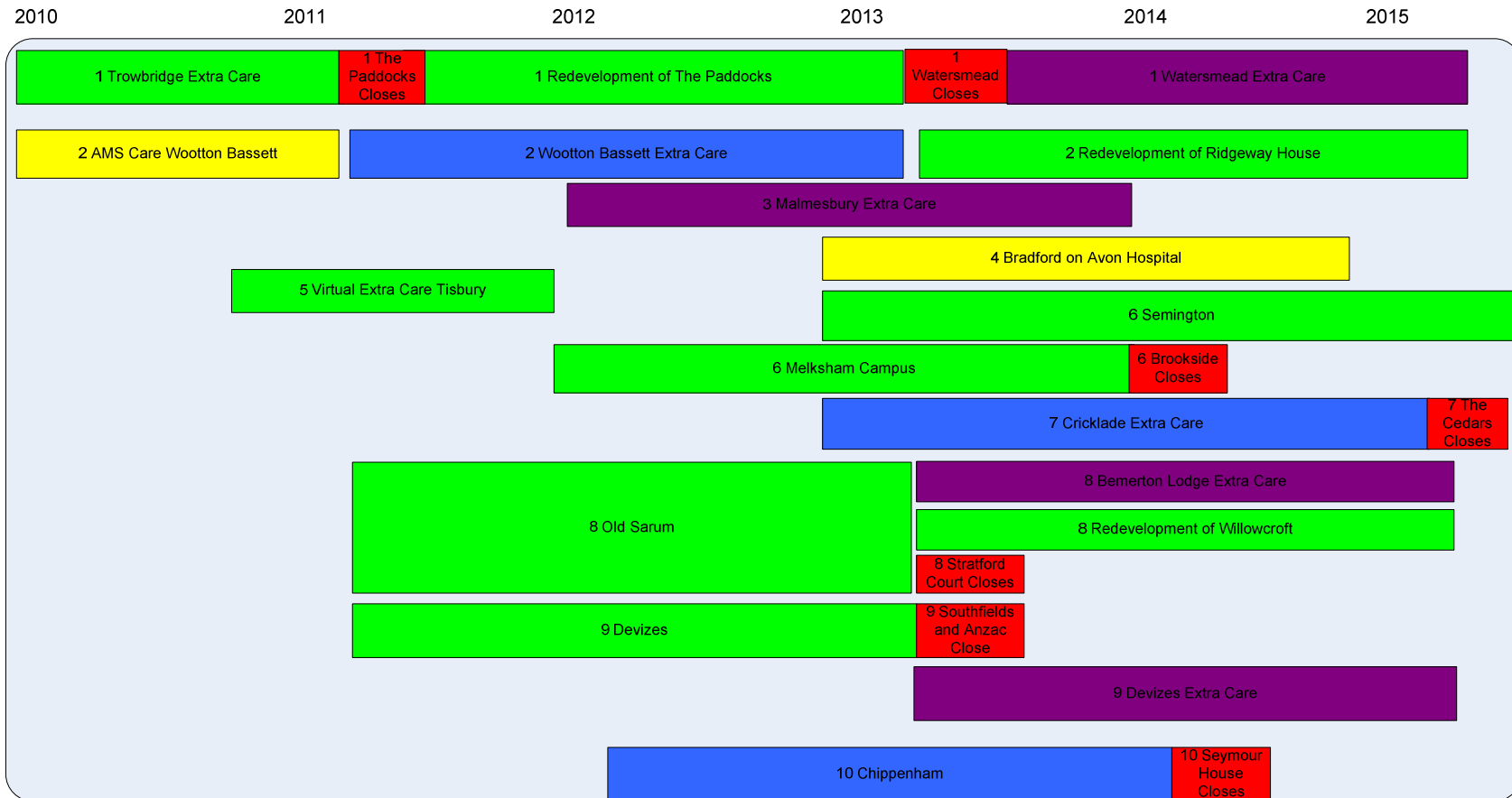
Discussions are ongoing with NHS Wiltshire regarding the possible use of part of the vacant Fountains Way site for social care purposes, which may change some of the proposals outlined above.

13. Mere

The Council have submitted a proposal to the Department of Health to increase its PFI programme to enable a 45 unit extra care scheme to be built in Mere. This would be a cross-border initiative in partnership with either Somerset or Dorset

County Council. If the proposal is accepted, it is anticipated that the new facility will be completed in October 2017. This would enable the residents of Fives Court care home to be relocated to the new facility at which point the existing home would close.

Older People Development Strategy Timeline – Option 2 PFI Not Proceeding



Assumptions:

- April or October start and completion dates each year
- AMS opens but not used in additional capacity
- Land in Chippenham secured
- Corsham Care Village not progressed

Colour Key:

- Green – land and / or funding available
- Blue – land and / or funding to be secured
- Purple – extra care land package proposal
- Yellow – private sector development
- Red – facility to be closed

OPTION 2 – PFI Not Proceeding

1. Trowbridge / Westbury

The Council in partnership with Bedfordshire Pilgrim Housing Association and the Orders of St John Care Trust (OSJCT) are building a 40 unit extra care scheme on the former Rutland House site in Trowbridge. This facility will be completed in April 2011, enabling the residents of The Paddocks care home in Trowbridge to be relocated as an interim measure to the extra care facility. The Paddocks care home will be closed as a result.

Cabinet approval has been obtained to redevelop The Paddocks care home site to provide a 66 unit specialist dementia facility which will be completed by April 2013. At this time, the residents who transferred to the extra care facility will be given the opportunity to move back to the new care home if they wish.

It is anticipated that the newly developed Paddocks site and the extra care facility will provide sufficient capacity for the existing residents of the Watersmead care home in Westbury to be relocated as an interim measure whilst the site is redeveloped. The Watersmead site will become a 40 unit extra care scheme delivered through the joint development framework agreement with Devon County Council. The development is anticipated to be completed by April 2015.

2. Wootton Bassett

Castle Oak is building a new 63 bed nursing home on the former St Ivel site in Wootton Bassett. This facility will be operated by AMS Care and will be completed in January 2011.

DCS will therefore prioritise its allocation of social housing grant for financial year 2011/12 to the Housing 21 extra care development also on the former St Ivel site which will provide 45 units of accommodation. It is anticipated that this scheme will be completed in April 2013, whereby the existing residents of Ridgeway House will be relocated to it. This would enable Ridgeway House to be closed and the site redeveloped to provide a 64 bed specialist care home for people with dementia. It is anticipated that as this developed would no longer be dictated by the procurement timetable of the Department of Health PFI initiative, construction could be completed earlier in April 2015 instead of October 2016.

3. Malmesbury

The Burnham House site is currently vacant due to the completion of the Athelstan House nursing home in 2008. The Burnham House site will be developed to provide a 50 unit extra care scheme as part of the joint development framework agreement. It is anticipated that construction on this site will commence in April 2012 and be completed by October 2013. These proposals have been developed through engagement with a community working group, under the Area Board.

4. Bradford on Avon

Ridgeway Community Housing Association is in discussions regarding the potential redevelopment of the former hospital site in Bradford on Avon to provide an 80 bed nursing home and 18 units of extra care. This would be a private development and therefore the Council has no direct involvement except potentially purchasing placements in the new facilities and supporting a request for Social Housing Grant. Subject to the satisfactory completion of ongoing discussions, this development could be completed by October 2014.

5. Tisbury

The Council intends to transform the current sheltered housing scheme at Nadders Close in Tisbury into a virtual or community extra care scheme (explanation provided on page 14 above). This will form part of the sheltered housing review which is currently being undertaken. It is anticipated that the proposal for remodelling this scheme will be completed by April 2011.

6. Semington / Melksham

The Workplace Transformation Programme is currently consulting on a service campus within Melksham. A 45 unit extra care scheme could form part of the service campus should a suitable site be available / identified. Subject to the outcome of the consultation and subsequent project planning, it is anticipated that this development would be completed during 2013.

The residents of Brookside care home would be relocated to this new facility and the care home would be closed as a result and the site would either be included within the preferred developer framework agreement or the capital receipt would be ring-fenced to fund the development programme.

OSJCT, in partnership with Bedfordshire Pilgrims Housing Association, has secured planning permission to build a care village development in Semington. This will provide a 60 bed nursing home and 18 units of extra care. There is an opportunity for additional extra care housing pending further planning approval being obtained. The care village would be completed in April 2016.

7. Cricklade / Purton

The Council is in discussions with Westlea Housing Association regarding the potential development of a 40 unit extra care scheme in Cricklade. Subject to a suitable site being identified and funding being available, it is anticipated that the new scheme could be completed by April 2015.

The developments in Cricklade and Wootton Bassett would result in insufficient demand to justify the current facilities in Purton. Therefore, the Cedars care home in Purton will be closed and the residents relocated to either Wootton Bassett or Cricklade. The Cedars site would either be included within the preferred developer

framework agreement or the capital receipt would be ring-fenced to fund the development programme.

8. Salisbury

Due to the Council not requiring the Old Sarum site for the Department of Health PFI scheme, OSJCT would prioritise their capital resources to develop this site themselves. Subject to obtaining planning permission, OSJCT would construct a 120 bed nursing and specialist care home for people with dementia, which would enable them to relocate all of the existing residents from Stratford Court, Bemerton Lodge and Willowcroft to the new facility. It is anticipated that this would occur in April 2013.

The Bemerton Lodge site would be redeveloped to provide a 50 unit extra care facility as part of the joint development framework agreement. The Willowcroft site would be redeveloped to provide an 80 bed nursing home. Both developments would be completed by April 2015.

The residents of Stratford Court care home would be relocated to the new facilities on the Willowcroft and Bemerton Lodge sites. The Stratford Court site would either be included within the preferred developer framework agreement or the capital receipt would be ring-fenced to fund the development programme.

Discussions are ongoing with NHS Wiltshire regarding the possible use of part of the vacant Fountains Way site for social care purposes, which may change some of the proposals outlined above.

9. Devizes

OSJCT has purchased a site in Horton Avenue, Devizes to construct an 80 bed nursing and care home for people with dementia. The facility will be completed in April 2013.

The residents of Anzac House and Southfields care homes will be relocated to the new facility on Horton Avenue resulting in the closure of the two existing facilities.

One of the former sites will be redeveloped to provide a 45 unit extra care scheme as part of the joint development framework agreement. It is anticipated that this facility will be completed in April 2015. The other vacant site will either be included within the preferred developer framework agreement or the capital receipt would be ring-fenced to fund the development programme.

10. Chippenham

DCS is currently in discussions with colleagues from property services and planning to secure a viable site for the development of a 64 bed specialist care home for people with dementia and 60 units of extra care. The preferred location is the current Seymour House care home site that would be supplemented with a proportion of the adjacent parkland and Meadow Lodge respite unit. It is anticipated

that the care home element could be completed by April 2014 if satisfactory agreement can be reached over land usage by April 2011.

Future requirements for respite for people with a learning disability will be the subject of a separate Cabinet report which will take into account the potential loss of this site and other existing facilities within the community areas.

In the event that the Seymour House site is not viable, a development in Chippenham would not currently be possible until 2015 at the earliest due to land availability. Property services are negotiating option agreements in respect of the Council's landholdings in the Chippenham South and Chippenham East sectors both of which have been identified as possible locations for the town's proposed expansion. The option agreements would allow the Council to develop around 10 acres for its own purposes, including an adult social care scheme.

A planning application has also been submitted to provide 75 extra care units and a 61 bed care home on the Chippenham Golf Club site, which would be operated by a private provider. This application is due to be determined by the end of November 2010.

Development Intentions for 2015-2020

Due to the extended nature of this development strategy proposals between 2015 and 2020 whilst meeting known needs and being strategically important, require further development in order to be successfully delivered and therefore may change as a result.

Amesbury

The Council intend to construct a 40 unit extra care scheme in Amesbury as part of the joint development framework agreement. A site is required as the current Buckland Court care home site is prone to flooding and is therefore not fit for purpose. It is anticipated that once the development is completed the residents at Buckland Court would be relocated to the new facility. The site would either be included within the preferred developer framework agreement or the capital receipt would be ring-fenced to fund the development programme.

Corsham

The Council have identified a need for an 80 bed nursing home and 40 units of extra care in Corsham. Unfortunately, we have not yet identified a site for this development and will be working with colleagues from property services to do so. There is also the possibility of working with Westlea Housing Association to redevelop one or some of their existing sheltered housing sites to create these required facilities. This will be explored further within the sheltered housing review that is currently being undertaken.

The new facility would enable the existing Hungerford House care home to be closed as the residents would transfer to the purpose built facilities. The site would either

be included within the preferred developer framework agreement or the capital receipt would be ring-fenced to fund the development programme.

Marlborough

The Council is in discussions with Sarsen Housing Association to explore the possibility of developing a 45 unit extra care scheme within Marlborough. An additional site is required to facilitate this and the Council is currently considering the Marlborough Resource Centre site which is being declared as surplus to requirements. Once the extra care development is completed the tenants from one or more of the current sheltered housing schemes within Marlborough may be relocated to the new facility. This would enable the site(s) to be sold to reimburse the Council for the site.

Tidworth

The Council intend to construct a 40 unit extra care scheme in Tidworth as part of the joint development framework agreement. A new site is required and the Council has commenced discussions with the MOD through its property services team to identify suitable sites. It is anticipated that once the development is completed the residents at Bartlett House would be relocated to the new facility. The site would either be included within the preferred developer framework agreement or the capital receipt would be ring-fenced to fund the development programme.

Warminster

The Council intend to build an 80 bed nursing home on a site in Warminster. Colleagues from the Council's property services team are currently working to identify suitable sites and are looking at sites within the Council's, PCT's and MOD's ownership. It is anticipated that once the new development is completed the residents from the Woodmead care home would be relocated to the new facility. The site would either be included within the preferred developer framework agreement or the capital receipt would be ring-fenced to fund the development programme.

Managing the Markets/Future Initiatives

Orders of St John Care Trust (OSJCT) Contract

In 2005, the Council entered into a long-term contract with OSJCT for 20 years to enable the lease and the service contract to become co-terminus. This contract recognised the need for developments and / or significant refurbishments to occur during the contract term due to the ageing nature of the facilities.

The agreement stipulates that the Council has guaranteed the purchase of a set number of bed placements within the OSJCT facilities for the contract duration. There is a break clause provision within the contract at 2015, whereby the operation of the facilities would transfer to Council or another provider who had been appointed following a competitive tender exercise.

The proposals within this strategy fundamentally change the nature of service provision and accommodation to be provided by OSJCT and other providers. Therefore, the contract will require renegotiation, which will be of benefit to both parties. OSJCT are aware of the potential impacts of the strategy on their business and negotiations are ongoing.

Department of Health PFI

Wiltshire Council has been provisionally allocated £49.687m through the Department of Health Social Care Private Finance Initiative following the unique bid to tackle social exclusion across boundaries by providing innovative community services for some of our most vulnerable and excluded people.

The proposed facilities will ensure older people and mental health service users have new opportunities to actively participate in their families, workplaces and communities. In Wiltshire, the proposed facilities, which are integral elements of this strategy, include:

- An 80 bed nursing home with step-up / step-down re-ablement care in Salisbury
- A 64 bed specialist care home for people with dementia in Salisbury
- A 64 bed specialist care home for people with dementia in Wootton Bassett, where placements will be jointly commissioned with Swindon Borough Council
- Dementia cafes in Salisbury and Devizes
- Mobile services delivering information and support to people living in rural areas surrounding Salisbury, Devizes and Wootton Bassett

There is also the possibility of developing an extra care facility for people with dementia in South Wiltshire, where units may be jointly commissioned with either Somerset or Dorset County Councils. This would increase the Councils PFI credit requirement to £62.394m but it should be noted that this element is considered most at risk due to the current review following the comprehensive spending review.

Wiltshire Council is currently preparing its Outline Business Case for this initiative, which it hopes to submit to the Department of Health by 30th September 2011. This would enable work to commence on site in September 2014, following a competitive tender process, with all facilities being completed by September 2017. However, due to the current review being undertaken by the Department of Health, Councils are being urged to limit external expenditure until the outcome is known, which may delay the timescales indicated above by approximately 3 months.

Preferred Developer Partner Framework

A number of sites are identified in the strategy as being appropriate for the development of extra care accommodation to respond to the growing need. These sites are located in Corsham, Devizes, Malmesbury, Mere, Salisbury and Westbury. A number of other sites will become vacant as a result of the development strategy. Currently, these sites are in Calne, Devizes, Melksham, Purton and Salisbury.

The Council will offer such sites through a Preferred Developer Partner Framework currently being procured in conjunction with Devon County Council. The successful Partner(s) will be offered the opportunity to bid against a package of all or some of the land packages, with the requirement that new Extra Care facilities are built on defined parcels of the land with the remainder available for the Partner to develop as they wish (subject to planning and other consents). The Extra care facilities will be developed on a mixed tenure basis without (or with minimal) grant funding/public subsidy. The development of the Extra Care facilities may require cross subsidisation from profit generated by the development of the other land for alternative uses as well as the private sale extra care units themselves.

A covenant would be attached to the land ensuring that the developer partner would have to put in place arrangements to ensure the operation of the facilities as extra care establishments for a minimum term of 60 years. Appropriate building standards i.e. Code level 4 of Sustainable Homes and Lifetimes Homes standards, and sustainability considerations would also have to be obtained and a further covenant would stipulate a development timeframe to establish certainty of delivery.

If required, in order to enable the cross subsidy model to work, the Council could, at the appropriate time, declare the land parcels surplus and, if necessary, dispose of the land for less than market value or a nominal sum in order to provide the “subsidy” to facilitate the development of the extra care units. These sites are currently utilised by DCS for the provision of care facilities and reports will be submitted to the Capital Assets Board on a bi-annual basis. It is acknowledged that dependent upon the value of the sites, approval from the Secretary of State may be required to be obtained.

The tender process will however require proposals to maximise value to the Council in return for the land deal and provides a genuine opportunity for forward thinking partners to come forward with innovative solutions that maximise value and outcomes for the Council with respect to this development strategy. Some of those options may include joint ventures, long term revenue returns to the Council or commitments to reinvest development profits into future schemes.

It should be reiterated however that proposals may also require some further Council led subsidy such as HCA SHG funding and whilst the availability of SHG within Wiltshire is limited (see above), if it can be used in a way that enhances the overall development programme, perhaps enabling longer term investment partnerships, this should be a matter for further deliberation. Discussions are ongoing and actively being progressed around the opportunity to secure other sources of funding such as S106 planning contributions.

It could also be the case that proposals are received which deliver the facilities needed, in the communities identified but not on the land that has been sold through this process. In other words, an organisation proposes to build the new extra care on a completely different site (but within the defined community). This type of proposal should also be welcomed provided that it meets the local identified need and provides the appropriate value for money.

Sheltered Housing

The stock of sheltered housing in Wiltshire, (both Council and partners), is an important element of the older people's housing system. It is recognised however that some of the stock is not in the right location or does not provide the accommodation type that is in most demand, and is consequently difficult to let.

The contribution that sheltered housing has made in the past to the older peoples accommodation system is significant, however, people's needs and aspirations have changed over time, the way that services and support are provided have changed but in general, the accommodation has not changed, it may not be "fit for purpose" and is therefore not contributing to the system as it should. A key element of the development strategy is therefore ensuring that the stock is fit for purpose, meeting current and projected needs and expectations.

There is therefore a need for a further review of the existing Sheltered Housing Stock throughout the County to understand more fully its role in the new accommodation system. This will also include how to make best use of facilities to meet the needs of vulnerable people supported by Adult Social Care and the overall Council's desire to meet its financial efficiency programme. This review is underway and will be undertaken on phased basis in conjunction with our partner Registered Social Landlords (RSLs) who own and operate the sheltered housing stock in the East, North and West of the county.

The review methodology developed by Housing and Adult Care explores the options that are available for the existing sheltered housing stock within the County. The review will be carried out in two stages. Stage 1 will be a Scheme Viability Assessment Model and Stage 2, an Options Appraisal of any schemes being considered as "not viable".

The options appraisal will include:

Retain the existing accommodation:

- Do nothing – continue as currently operated
- Refurbish to meet minimum standards
- Refurbish to improve internal layout and standards of accommodation with improvements to communal facilities, environment, bedsits to 1/2 bedroom units etc
- Refurbish to alternative use such as Virtual Extra Care/Extra Care

Redevelop sites (demolition and new build) for residential uses:

- Social housing
- Private Housing for sale
- Mixed tenure use of social and private

Non housing/residential uses

Mixed use development

The options appraisal will also include an analysis of deliverability taking into account capital and revenue funding options and lifetime costs as well planning and other issues.

The schemes will then be scored against each option, again weighted if appropriate, which will result in a combined rating against viability and options (redevelopment/future use etc) which in turn will result in a clear evidence base for prioritisation of intervention/investment.

One of the initiatives which existing sheltered housing may be suitable for is Community Extra Care (CEC), which is sometimes also known as virtual extra care. CEC means that people in communities around an extra care scheme can benefit from some of the provision whilst living in the wider community through in-reach and out-reach services. These can include personal care, housing support, meals provision, social and leisure activities and clinical appointments and is often underpinned by the use of Telecare technologies.

The review and potential remodelling of the sheltered housing stock could make a significant contribution to meeting the needs of the older population more effectively, particularly where these schemes are located in the same town as a proposed extra care scheme. It will help to provide care services more effectively to the wider community and to provide facilities that the wider community could potentially access.

This model of providing a range of accommodation for older people including general needs, sheltered and extra care will provide a range of choice and enable flexibility within the care system for residents of a community as they move through old age without necessarily having to relocate in order to receive appropriate care and support to meet their needs.

The allocations process for sheltered housing and extra care accommodation is also being reviewed to ensure that the system is fully accessible for vulnerable people, is able to adequately assess the care requirements of individuals and ensures that the allocations process for these facilities is fair and transparent.

Private Sector Developments

Successful implementation of the strategy will include working with private sector organisations to ensure that existing and planned facilities and developments contribute to the older people's accommodation system in a structured and managed way. New private sector development proposals may, for example, meet local needs in communities making Council led redevelopment unnecessary. Such proposals may be welcome in that respect but may also expose a potential risk in terms of future costs.

It is therefore appropriate for the Council to take steps to "manage" and influence the market, ensuring that any private sector developments or initiatives which impact on this strategy are monitored and that we work with the private sector as partners in delivering the strategy.

Ongoing actions include constant monitoring of planning applications to influence the nature of older people's accommodation that comes forward as well as working with colleagues in Planning and Housing to inform both planning decisions and development of housing policy to help deliver the principles of the strategy.

Financial Considerations

Development Funding

As highlighted previously, developing more cost-effective interventions that achieve better outcomes at lower costs is one of the key challenges for the Council. This is challenging in the current economic climate as not only revenue spending needs to be reviewed but also the availability of capital funding for new developments and for reinvestment into upgrading or refurbishment is severely restricted. One of the major funding streams for extra care housing in the recent past has been Homes and Communities Agency (HCA) Social Housing Grant (SHG). SHG is currently very limited and the Council needs to consider the various calls on that funding when deciding its priorities for the HCA programme due to the outcome of the Comprehensive Spending Review.

In the absence of additional SHG funding, in order to deliver the strategy, consideration must be given to alternative funding streams and how these may be used to supplement any available SHG or to directly fund development where none is available. It is also timely to consider how the Council can work with the RSL partners and the private sector to enable and encourage capital investment.

HCA Programme

As previously stated, development proposals may also require some further Council led subsidy such as HCA Social Housing Grant. There are ongoing discussions between Adult Social care and Housing regarding priorities for any future SHG programmes that are available. Indicative calculation for HCA grant requirements to support schemes within this strategy would amount to approximately £44m, which could exceed the Council's allocation once other proposals and priorities are taken into account. Therefore, the Council is aiming to reduce this reliance on public subsidy in the provision of extra care housing through working in partnership with the private sector. Once the SHG programme has been confirmed for the forthcoming financial years, the prioritisation and allocation of funding will be determined by Members through the approval of the Local Investment Plan. Currently it is recognised that there is a case for Adult Social Care to receive 20% of the overall SHG funding allocation.

Other Capital Costs

Other capital costs which may occur include the costs of providing furniture when residents are re-housed in alternative facilities. For example, for the Florence Court

extra care scheme, the Council is funding furniture up to a maximum amount of £70,000 to enable the residents of The Paddocks to re-locate in the interim pending the redevelopment of the site. Should any development proposals require additional capital costs, it will be the subject of a separate Cabinet report.

Revenue Funding

There are revenue as well as capital implications in implementing the strategy due to the increase in care costs in the short-term due to transitional arrangements concerning the relocation of existing residents. This may include the cost of additional staff to enable people to be managed in an alternative environment, which are not as a direct result of an individual's care needs changing. These costs will be met from existing revenue resources.

There are also costs associated with the finalisation of this development strategy. This may include the cost of obtaining valuations for the Council owned sites, legal expenditure associated with the extra care procurement as well as costs associated with stakeholder engagement and consultation. Costs may also be incurred for specialists and project management personnel.

There will therefore be a need for an ongoing revenue budget to fund this strategy of £200,000 per annum and this will be considered as part of the budget setting process for inclusion within the department's business plan for financial year 2011/12. If accepted, the budget will be reviewed on an annual basis.

Affordability of Care Provision

It will obviously be imperative that a proportion of all new developments provide value for money and affordable provision for the Council. To assist with this, the Council has commissioned a review of charges within the care market that is scheduled to be completed by mid December 2010. This will provide a benchmark to assess future prices for care against and also provide advice and information as to how the Council could manage the care market differently to ensure value for money.

Risks and Risk Management

Ambitious programmes such as this involve a number of risks which in turn require careful risk management as an ongoing activity throughout the life of the programme and particularly bearing in mind the projected length of the programme and the dynamic nature of the strategy.

Some of the high level risks identified at this stage include:

- Political Support
- Closing facilities and moving residents
- Stakeholder engagement and management
- Commercially attractive proposition to market
- The project Interdependencies – Project Management

- Planning (new development and disposal of assets)
- Land availability
- Renegotiation of OSJCT contract
- HCA funding availability
- Revenue/Capital funding availability
- Capacity of Council and partners to deliver

In order to manage the risks effectively, a full risk register and risk management plan will be developed by project stakeholders. Detailed risk assessments will also be carried out for individual projects as they are commissioned.

Conclusion

As previously stated the case for intervention is overwhelming as is the requirement to implement the strategy forthwith if the Council is to achieve the high level outcomes including the provision of fit-for-purpose accommodation and cost avoidance in this economically challenging period resulting from the demographic growth. The implementation and provision of newly built facilities will also promote independence, choice and well-being for the communities of Wiltshire.