

AGENDA SUPPLEMENT (1)

Meeting: Cabinet
Place: Council Chamber, Browfort, Bath Road, Devizes SN10 2AT
Date: Tuesday 25 January 2011
Time: 10.30 am

Additional and revised documents have been issued since the Agenda for the above meeting was published on 14 January 2011 and are now attached to this supplement.

Statements and questions from members of the public were also received and are attached.

Please direct any enquiries on this Agenda to Yamina Rhouati, of Democratic Services, County Hall, Bythesea Road, Trowbridge, direct line 01225 718024 or email yamina.rhouati@wiltshire.gov.uk

Press enquiries to Communications on direct lines (01225)713114/713115.

This Agenda and all the documents referred to within it are available on the Council's website at www.wiltshire.gov.uk

5. **Public participation**

- a) **Public Participation - Question from Mr Sprules** (*Pages 1 - 2*)
- b) **Public Participation - Questions and statements from various - Library Review** (*Pages 3 - 10*)

8. **Library Review** (*Pages 11 - 18*)

The report of the Rapid Scrutiny of the Library Service review and additional appendices are attached following the Rapid Scrutiny meeting on 18 January 2011.

10. **Older People Accommodation Development Strategy** *(Pages 19 - 68)*

The report of the Older People's Accommodation Development Strategy – rapid Scrutiny Exercise is attached following the Rapid Scrutiny meeting on 19 January 2011.

Revised versions of Appendix 1 (the Older People's Accommodation Development Strategy) and Appendix 2 (related Communications Strategy) are attached.

DATE OF PUBLICATION: 21 January 2011

Wiltshire Council

Cabinet

25 January 2011

Item 5 – Public Participation

Question from Mr Michael Sprules, Chairperson R.A.D.A.R. (Residents Against Development Affecting Recreational Land)

Over the past few months I have been very privileged to have been present at Cabinet Meetings and to have been made so welcome not just by Cabinet Members but by attending Councillors also.

At the Cabinet Meeting of 19th October 2010, the Cabinet were very kind in answering a question, regarding Housing Provision for Chippenham, and at the Cabinet Meeting of 14th December, the Cabinet, once again, were very kind in answering a question, regarding Planning Precedents on an incorrectly identified land assessment.

On Thursday, 20th January 2011, Cabinet Member John Brady, held an interview, on BBC Local Radio, to explain that the Housing Review, that was undertaken to form part of the Draft Core Strategy, was now complete. He was also very kind in re-emphasizing that Wiltshire Council would not expect Speculative Planning Applications to come forward, on land that has been put forward for consideration as Housing Provision, until local communities have been fully consulted, on where such Housing Provision is wanted, and that the Draft Core Strategy is, at least, at an advanced stage of completion.

My question to Cabinet, therefore, is, as the emerging Draft Core Strategy moves forward, are the Cabinet able to consider incorporating a clause that would penalise developers who chose to submit Speculative Planning Applications, that could Prejudice the outcome of an emerging Draft Core Strategy?

May I thank the Cabinet, once again, for allowing me to ask this question and also for affording me such kindness at Cabinet.

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Wiltshire Council

Cabinet

25 January 2011

Item 5 – Public Participation

Library Review (Agenda Item No. 8)

Statement from Tisbury Parish Council

Tisbury Parish Council is pleased that the Library Service in the village is not being closed outright and that the community is being given the opportunity to keep the library facilities open with the help of volunteers.

The parish council will support the initiative, if approved by the Cabinet, but Tisbury Councillors do have concerns about the timescale within which the proposals will be implemented. The report mentions March 2011 as a date to start work with communities, but the Councillors envisage that the recruitment and training of volunteers will take several months, especially as the current library is used by many residents of some 15-20 villages surrounding Tisbury and volunteers from these villages will be harder to seek out and organise. It is hoped that Tisbury Library will not be closed without a reasonable transition period.

Tisbury Councillors are also concerned that the Cabinet, through the Library Service, may not have taken into account the major housing development of 90 houses in the village that will increase the population by more than 10%. This will inevitably increase the demand for Library Services, especially from the secondary school children who are all educated outside the village. Indeed, the Tisbury community would like to see an increase in the number and flexibility of hours that the Library is open and this is now perhaps to be more likely.

Tisbury Councillors also hope that the structure, management and immediate supervision of the volunteers will utilise a Wiltshire Council derived model but with flexibility for locally determined hours of opening and facilities provided.

Finally, it is not apparent from the report that the Library Service and Cabinet are aware of the Tisbury Vision for a Community Campus incorporating the school buildings currently used by the Plymouth Brethren (but to be vacated later this year), the Nadder Hall, Tisbury Sports Centre, Sure Start Centre, Primary School and Nursery. This could surely be an option for a location for an extended and much improved Tisbury Library.

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Wiltshire Council

Cabinet

25 January 2011

Item 5 – Public Participation

Library Review (Agenda Item No. 8)

Statement from Jackie Hopkins, Mere

I was horrified to learn that you are proposing reducing the opening hours of Mere library from 45 to 14. This is ridiculous. The library is regularly used and is essential to many of us. This, on top of the proposed car parking charges, will have a severely adverse effect on Mere. In rural areas such as ours the library provides a friendly, helpful focus to the community as well as a resource for gathering information and recreational reading. The excellent local museum is also housed in the library.

Many of us are unable to get internet access at home and rely on the library for computer research as well as written information from books. Children should be encouraged to use libraries more not restricted by reduced opening hours.

Please, please do not reduce the hours of Mere Library. It is a very short-sighted move.

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Wiltshire Council

Cabinet

25 January 2011

**Item 5 – Public Participation
Library Review (Agenda Item 8)**

Questions from Mr Lomax

Although Tisbury itself, according to 2001 census, has a population of only a little over 2000 - surrounding villages within close proximity (including :- Ansty, Swallowcliffe, Chilmark, Chicks Grove, Hindon, West Tisbury Fonthill) bring the feeder population for Tisbury Library up to a figure much closer to 5000.

Would this not justify a reclassification of Tisbury Library to Level 3?

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Wiltshire Council

Cabinet

25 January 2011

**Item 5 – Public Participation
Library Review (Agenda Item 8)**

Questions from Mrs Barbara Lomax

Question 1

Tisbury library is a very special case, it is one of the 10 smallest, classed level 2 and therefore under threat of closure, yet achieves results of much larger ones that are level 3 and more secure. It receives 10,642 visitors p.a. although it is only open for 13 hours per week.

Could we please be re-classified before the new proposals commence?

Question 2

I am sure we can find sufficient volunteers to support our library but can you please assure us we will retain the services of our very good professional librarian?

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Report of the Meeting

Rapid Scrutiny Exercise – Library Service Review

Tuesday 18th January, 2011

Attendees

Cllr Jeff Osborn (lead member)
Cllr Richard Britton
Cllr Peter Colmer
Cllr Tony Trotman
Cllr Jon Hubbard
Ceri Williams (Scrutiny Officer)
Craig Sinclair (Scrutiny Support Officer)
Cllr David Jenkins (observer)

Cllr John Thomson – Cabinet Member with responsibility for Libraries
Niki Lewis – Service Director with responsibility for Libraries
Joan Davis – Head of Library Services
John Salen – Project Manager

Purpose and Background

1. The Organisation & Resources Committee at its September 2010 meeting resolved to conduct a Rapid Scrutiny Exercise of the Library Services Review. Reflecting the executive timetable, this meeting was scheduled to allow for scrutiny input, pre-Cabinet decision (January 25th 2011).
2. The Committee is asked to endorse the attached findings/recommendations.

Issues to emerge

Consultation

3. The level of consultation, which included work with focus groups and all Area Boards, was recognised. However, disappointment was voiced that scrutiny was not engaged earlier, which reduced the 'value' which could have been added. Members reflecting on their own Area Board experiences argued that it was not made clear to the public that they were helping to shape a new Library Service based on a significantly reduced budget.
4. Confirmation that following the Cabinet decision further consultation would take place with communities was welcomed and it was felt important that scrutiny, Area Boards, respective Parish/Town Councils

and GROW were all involved in this process. However, as the savings were based on the new model being implemented by September, concern was raised in relation to the amount of time community groups would have following consultation to prepare and plan to run their respective 'level 2 library'.

Volunteers

5. The new model would be based upon those libraries 'community run' and those 'community assisted'. Larger libraries would therefore be able to extend their opening hours, outside the core, by utilising volunteers. The service already extensively used volunteers and Wiltshire's Museums were given as a positive example of where this had proved successful.
6. The members highlighted the risk of attempting to attract enough suitable volunteers in such a short amount of time, and explored whether GROW could identify suitable numbers. It was felt that library work was technically challenging and required people with appropriate skills to run facilities. Reassurance was given that the volunteers would be fully trained and would be given professional support.
7. Members welcomed the commitment to attract young volunteers to work in the service, recognising that the quality of volunteer would heavily influence the success of the service.
8. The 'go-live' date of September 2011 for the new service model was also viewed as ambitious, when considering that public consultation would take place following the Cabinet decision. Members argued that there should be flexibility for communities who would like to run their 'level 2' library but could not meet this deadline. Clear communication of the notice period for closure of libraries, where communities chose to not run their library, was also viewed as important.

Savings

9. The members felt that the report could be clearer in outlining the timescale of savings and where they would be realised.
10. The authority felt it important to retain the mobile library service and had not looked to reduce this area, unlike some neighbouring authorities.
11. Opportunities for generating income were being explored, with the use of electronic books used to illustrate this work. It was emphasised that the libraries had to find a balance as they did not want to go into direct competition with local commercial retailers, for example by selling confectionary.

12. The book fund budget for 2011/12 would be impacted by the Comprehensive Spending Budget Review, but it was hoped through efficient procurement and new ideas such as inviting the public to donate books would mean that the library stock quality would be retained.

Staff

13. Members argued that the report did not clarify the number of staff affected by the management de-layering and the proposals for the new model, and it would have been helpful to have a new structure chart included. In response members noted that the management review was still ongoing across the organisation and was a sensitive area for staff.
14. Currently staff worked different hours across the county. The review aimed to standardise core opening times across Wiltshire.
15. Members were concerned about working relationships and employment law issues, especially in libraries which were community assisted, where professionals and volunteers worked together. Again the Museum Service was used to illustrate how this had worked successfully and appropriate training and support would also be provided.
16. The new RFID self service units would enable a new way of service delivery within the branches. They would also offer a facility to allow the public to access other council services by making payments such as car parking charges. Community run libraries initially would not offer the chip and pin service but this could easily be accommodated at a cost of approximately £1000 per branch.

Conclusion

17. On receiving the evidence the group was supportive of the principles underpinning the vision for the library service; to include support for the investment bid in RFID service units. However, it was felt that earlier engagement with scrutiny would have allowed for more extensive 'non-executive' member input. Concern was also raised about the time available for communities to take over 'level 2' libraries and the propensity of the Wiltshire public to volunteer, in appropriate numbers, and with the right skills.

Recommendations

18. The Committee is asked to endorse the following recommendations, which will then be referred to Cabinet on Jan 25th:

- a) That the following additions are added to the Cabinet Report to clarify the identified 'savings':
 - i) full details of where savings will be achieved, and
 - ii) a timeline listing when savings need to be realised;
- b) That Cabinet agrees that communities who have expressed an interest in running their "level 2 library" and are working towards that end are not prevented from doing so, and are treated flexibly, if unable to meet the September 2011 timescale, which the members felt to be ambitious;
- c) In respect of the communications/consultation plan to emerge following Cabinet approval, that:
 - iii) Overview & Scrutiny is invited to review this document before it is actioned, and
 - iv) the plan includes consultation with Area Boards, Town/Parish Councils and GROW and clearly demonstrates how the authority will ensure recruitment of sufficient and suitable volunteer numbers;

Report Author

Ceri Williams – Scrutiny Team

Anticipated savings from proposals: Appendix 9

Reference	Savings 2010_11	Savings 2011_12	Savings 2012_13	Total savings	Comments
	£m	£m	£m	£m	
Service review – operational cost savings	0.250			0.250	Budgets reduced centrally for 2010_11 following service review
Management de-layering	0.581			0.581	Commencing December 2010 – These savings were accepted on the assumption of RFID investment – elements of front line service were included in the saving
Further staff structure savings		0.077	0.055	0.132	Can be achieved through R.F.I.D. investment
R.F.I.D. staff savings		0.093	0.067	0.160	Staff cost savings in level 2 and level 3 libraries following installation of RFID self service units
Core hours rationalisation		0.050	0.014	0.064	Staff savings at other libraries, as a result of RFID investment
Book fund savings		0.117	0.032	0.149	
Total savings (£m)	0.831	0.337	0.168	1.336	

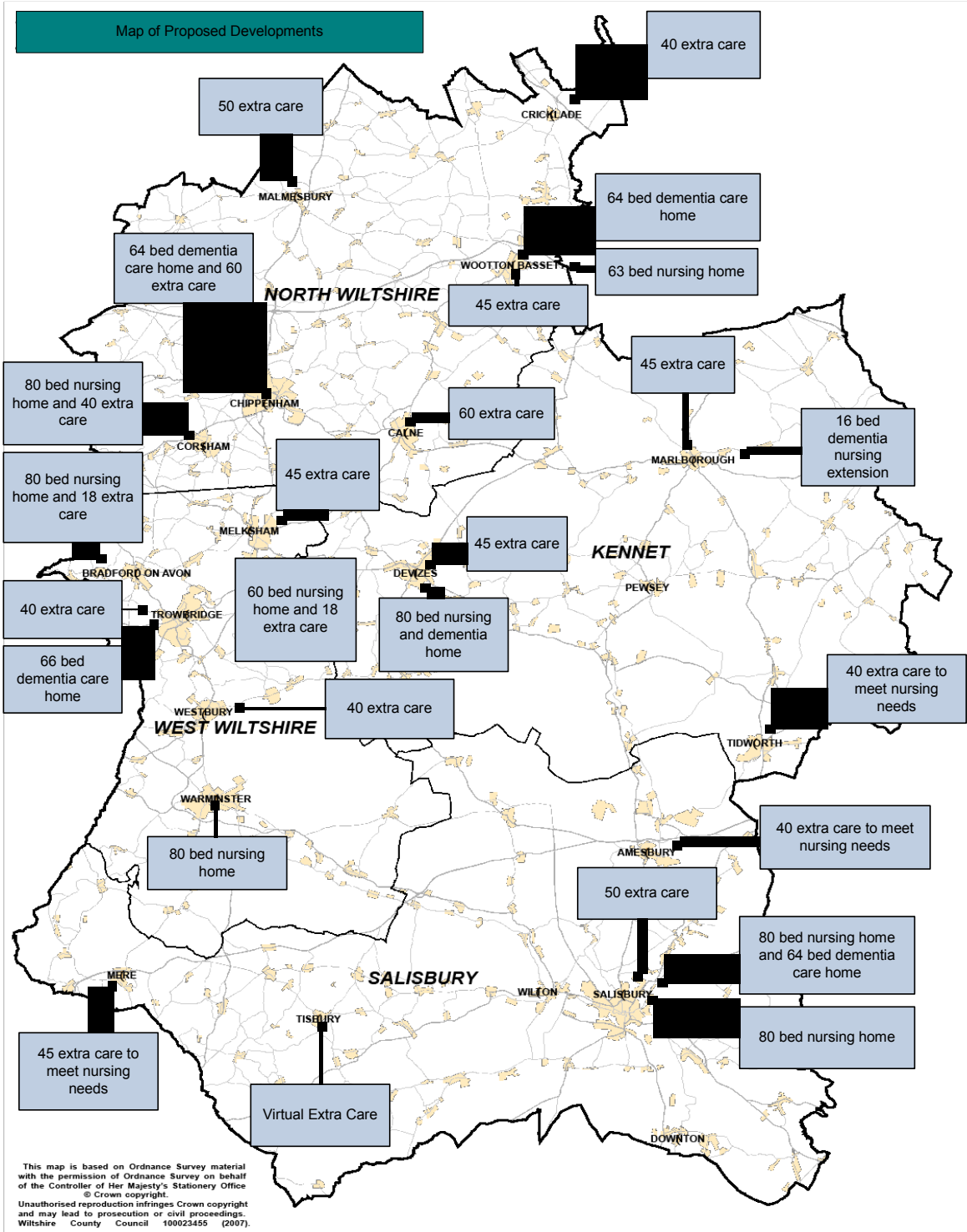
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Project time line – Appendix 10

Task - description	Lead officer	With support from	Start date	End date
Staff communication of proposal	Joan Davis	Chris Harling / Jane Margetts	12.01.11	28.01.11
Parish Councils / Local councillors consulted	Niki Lewis	Joan Davis	13.01.11	30.06.11
R.F.I.D. Investment sought – Cabinet meeting	Niki Lewis	Joan Davis / John Salen	25.01.11	07.02.11
Public communication of proposals, with response opportunities	Niki Lewis	Joan Davis	26.01.11	28.02.11
Councillors briefing sessions	Niki Lewis	Joan Davis / John Salen	27.01.11	31.01.11
Volunteer co-ordinator appointed	Joan Davis	Rebecca Bolton	01.02.11	01.02.11
Area Boards consulted	Niki Lewis	Joan Davis / Chris Moore / John Salen	01.02.11	30.06.11
Approval by Capital assets committee	Niki Lewis	Joan Davis / John Salen	07.02.11	07.02.11
Procurement of RFID equipment	Nick Goddard	I.C.T.	08.02.11	30.06.11
Staff consultations	Joan Davis	Chris Harling	28.02.11	28.05.11
Volunteers recruited	Joan Davis	Rebecca Bolton / G.R.O.W.	01.04.11	30.06.11
Installation of RFID units / system	Nick Goddard	ICI / Procurement	30.06.11	01.09.11
Volunteer training program	Rebecca Bolton	G.R.O.W. (V.C.S.)	01.07.11	31.08.11
Core hours implemented	Joan Davis	Chris Harling	01.09.11	01.09.11

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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.

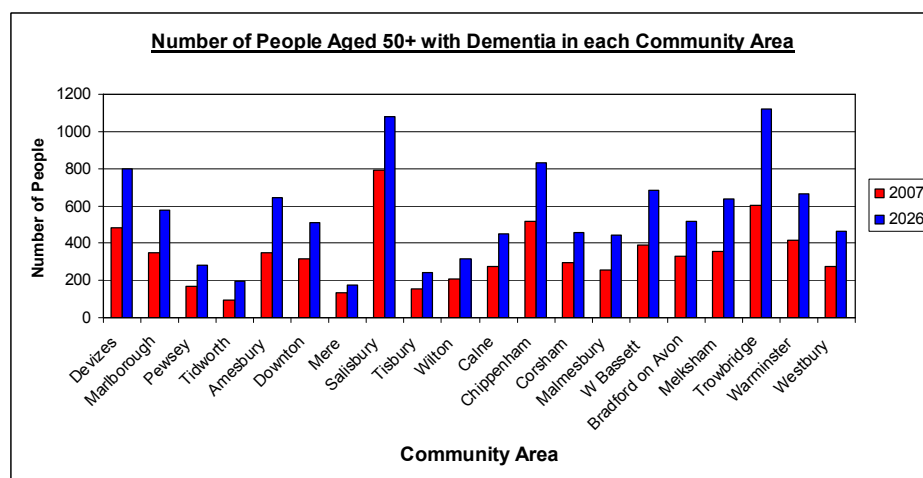
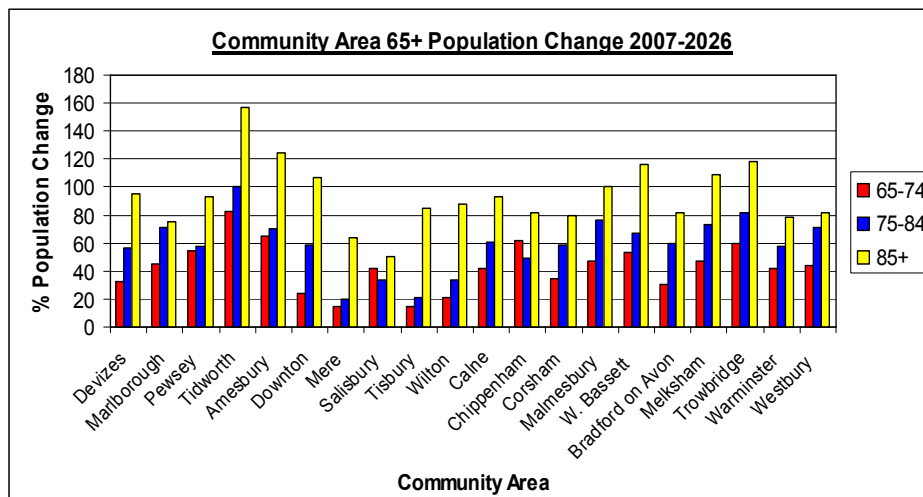
Forecasting Demand – Demographic Change (2007)

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.

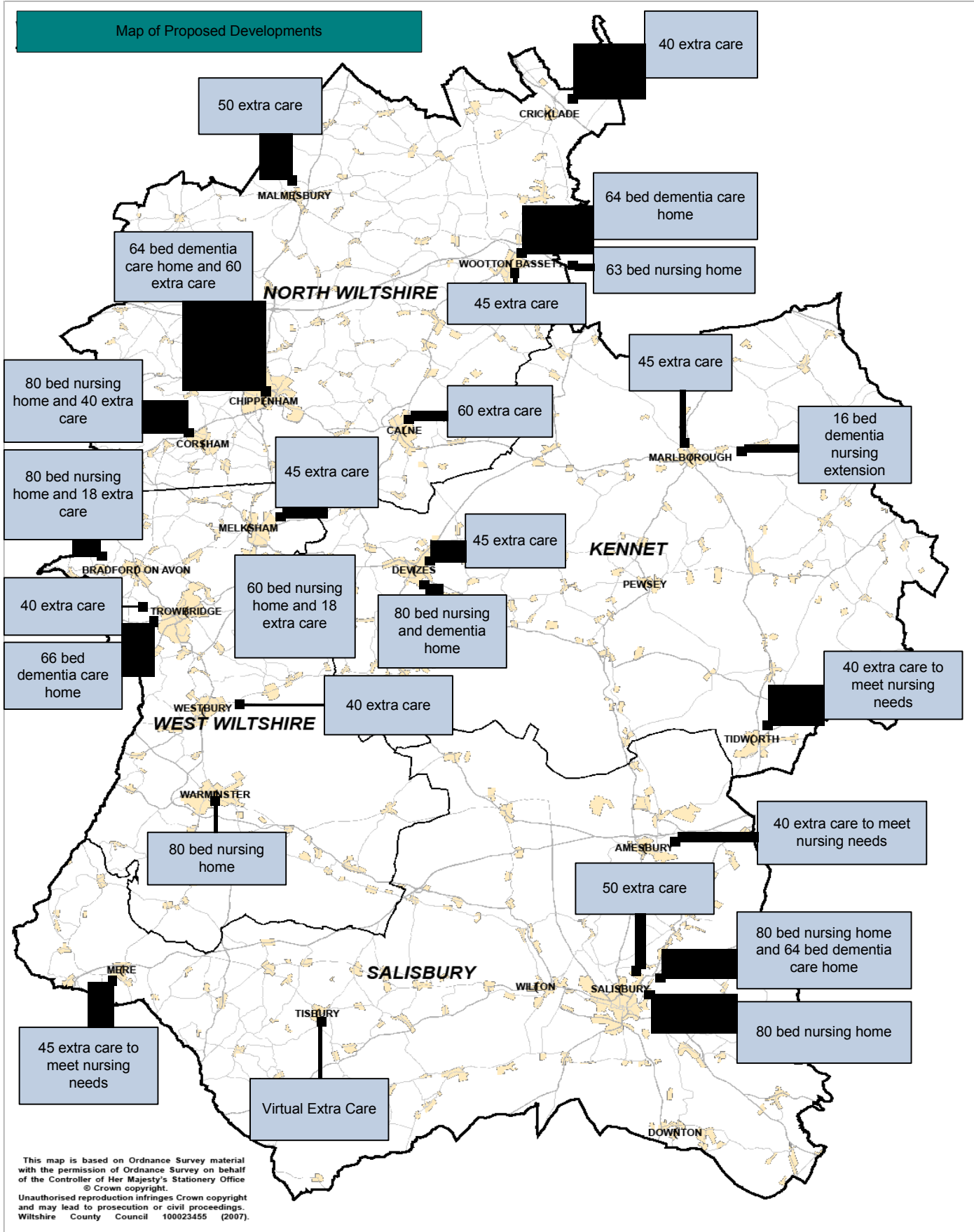
Improvements in accommodation and support services needs for people with specialist needs such as dementia, mental health and physical and sensory impairment is also highlighted as a current and ongoing need which requires further development.

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.



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

2010 2011 2012 2013 2014 2015 2016 2017



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.

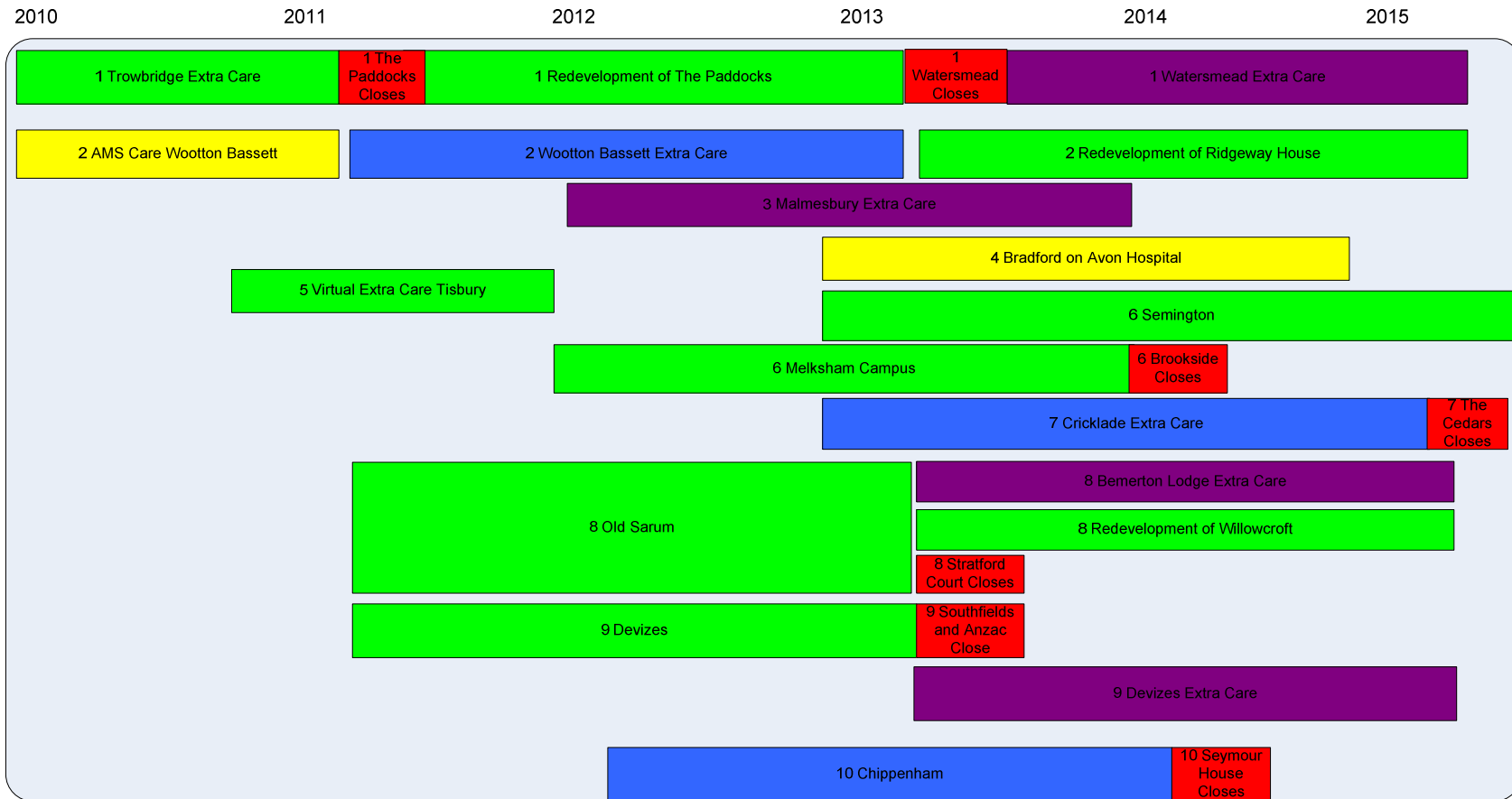
Discussions are ongoing with NHS Wiltshire regarding the possible use of part of the vacant Fountains Way site for social care purposes, which may change some of the proposals outlined above.

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 to 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.

COMMUNICATION STRATEGY

Project Name	Older People's Accommodation Development Strategy
Date	17th December 2010 <u>19th January 2011</u>
Author	Ian Walters
Project Sponsor	James Cawley
Version	0. 56 – Final

Purpose

The purpose of this document is to outline the various means of communication that will be utilised to ensure that all interested parties are kept informed of the project's progress and key findings.

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1. Overview of Communication Strategy

This is a major Council led project and a key risk identified is in not taking the correct approach to stakeholder management and engagement, particularly residents. A variety of communication methods will be utilised to ensure that all interested parties are kept abreast of the project's progress and key findings as illustrated below:



2. Steering Group

Steering Group meetings will be held bi-monthly throughout the project duration. These meetings will be attended by the project sponsor, business lead, senior project & project managers, and representatives from Commissioning, Housing and Strategic Property Services from Wiltshire Council, along with representatives from the proposed/existing care provider

and any other partner such as RSL/private developer etc. Service User representatives will also attend these meetings.

Regular agenda items will include risk management plan, construction plan and arrangements and the care contract. All arising issues will be discussed at these forums.

Additionally, all forms of communication utilised within this project will be available to the Steering Group members.

3. Key Stakeholders

The key stakeholders for the project will include:

- Affected Residents and their Families and Carers
- Affected Provider Staff
- Elected Members
- Council Senior Management
- Operational Teams
- Strategy & Commissioning Teams
- Department of Health
- Developer Partners
- Existing/Proposed Care Providers
- General Public
- Community Third Sector agencies

A Cabinet Paper will be presented to Members in January 2011 to seek approval in principle the Older People's Accommodation Strategy. The report will identify the location of the planned new facilities and will identify those that will subsequently be closed.

4. Affected Residents

Following Cabinet approval and at the appropriate time in the programme, personal letters will be distributed to all potentially affected residents (including families and carers as appropriate) inviting them to attend a meeting to discuss the future proposals for the care home / sheltered housing scheme where they are living.

Group consultation and individual 1:1 meetings will then be held, which will outline the proposals for the scheme in detail, identify what the options for individuals are and to seek feedback on the proposals.

Contact names will be made known to residents at this early stage and information packs circulated, which will contain a range of information including Frequently Asked Questions sheets.

5. Affected Provider Staff

Affected provider staff will receive personal letters informing them how they may/will be affected by the decisions taken to deliver the Accommodation Strategy and the options available to them.

These staff will be invited to group consultation and individual 1:1 meetings at appropriate times in the programme. As above, information packs will be circulated to individuals, which will contain a range of information including Frequently Asked Questions sheets.

It is recognised that it is imperative to ensure communication and engagement with the affected provider market to ensure continued quality and continuity of care throughout this process.

6. General Public

Press releases will be issued to the Wiltshire newspapers to inform the general public of the benefits of extra care and key positive messages regarding the proposed development programme.

Regular articles in the Wiltshire Magazine will also be included to update members of the public on the development strategy and progress achieved.

Information on how to register interest in future schemes will be published in good time as the programme progresses.

Presentations will be made to each of the Area Boards to ensure the public are aware of the Accommodation Development Strategy and the planned developments in their community area. These sessions will also be useful to promote and raise the understanding of extra care accommodation.

7. Members

Members will be aware of the Accommodation Development Strategy through the Cabinet paper, including the key messages and the process. ~~Local Members will be informed of consultation meeting dates, and key Members engaged at significant stages of the programme, invited to photo opportunities etc. However, Member briefing reports will be produced and sessions held following Cabinet to ensure awareness of the strategy and the proposed implementation process.~~

Presentations will also be made to each of the Area Boards to ensure Members are aware of the Accommodation Development Strategy and the planned developments in their community area.

With regard to specific developments, local Members will be engaged prior to public consultation sessions and informed of consultation meeting dates.

Furthermore, key Members will be engaged at significant stages of the programme, by being invited to photo opportunities etc.

8. Wiltshire Council Operational & Commissioning Staff

A web page on the Council intranet site will be created providing an overview of the Development Strategy with an outline of each individual project at the appropriate time as they commence and progress.

To promote general understanding of extra care, and specifically raise awareness of the Development Strategy, briefing sessions will be provided to managers at the monthly manager meetings, and briefing sessions arranged for staff.

9. Community Third Sector Agencies

Engagement with the community third sector agencies will be through existing forums and consultation mechanisms. Presentations will be delivered to ensure that they are aware of the proposals and the intended developments and changes to the care delivery system within Wiltshire.

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10. Independent Advocacy

The availability of independent advocacy support for customers and their families will be essential to ensure that people are sufficiently supported during the consultation process and the associated implementation of this development strategy. The Council will work with Service User organisations to ensure that this support is provided when required.

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4-0-11. Outline Plan

Stakeholder Group	Information Required	Media Used	When	Who is responsible	Outcome required
Affected Residents	Consultation over proposals to close facility & personal options.	Personal letters Group consultation meetings 1:1 meetings Information packs Q&A sheets Visits	Ongoing once Cabinet approval received Specific key milestones		Residents & families fully aware of the development strategy and the implications
Affected Provider Staff	Consultation over possibility of changing roles/employer & redeployment	Personal letters Group consultation meetings 1:1 meetings Training opportunities Information packs Q&A sheets Visits	Specific consultation plan to be delivered once Cabinet approval received Specific key milestones		Staff fully aware of the development strategy and the implications Staff supported to move to extra care environment or be offered alternative opportunities
General Public	To raise awareness of Extra Care and the development strategy How to register interest (at appropriate time)	Press releases Wiltshire magazine Presentations to Area Boards	Once Cabinet approval received Key milestones		Awareness and support of development strategy and overall aims/benefits

Older Peoples Accommodation Development Strategy

Stakeholder Group	Information Required	Media Used	When	Who is responsible	Outcome required
Local Members	Details of proposals & plans for consultations Awareness of potential difficulties/barriers	Cabinet Paper Invitation to Consultation meetings Area Board meetings	Public announcement of Accommodation Development Strategy Consultation meetings		Fully aware of the strategy and its benefits for residents & the Council Have information to support constituents, able to respond to questions & deal with any opposition
Wiltshire Council Operational & Commissioning Staff	To raise awareness of Extra Care and the developments	Intranet page Briefing sessions – Managers Meetings & Team Meetings on request Training sessions	Public announcement of Accommodation Development Strategy and its implications Ongoing throughout development programme		Provide professional support in the development of the scheme Awareness of scheme as a resource

Development Strategy
Document History

Revision
History

Version Number	Revision Date	Previous Revision Date	Summary of Changes	Changes Marked
0.1	13.09.10		First draft	
0.2	07.11.10		Second draft	
0.3	18.11.10		Third draft	
0.4	19.11.10		Fourth draft	
0.75	17.12.10		Fifth draft	
<u>0.6</u>	<u>19.01.11</u>		<u>Sixth draft</u>	

Approvals

This document requires the following approvals.
Signed approval forms are filed in the project files.

Name	Signature	Title	Date of Issue	Version
James Cawley Sue Redmond		Service Corporate Director	17.12.10 <u>19.01.11</u>	0.56

Distribution This document has been distributed to:

Name	Title	Date of Issue	Version
Karen Jones	Senior Project Manager	07.11.10 <u>19.01.11</u>	0.2 <u>0.26</u>
John Thomson	Deputy Leader and Cabinet Member for Community Services	07.11.10 <u>19.01.11</u>	0.2 <u>0.26</u>
Jemima Milton	Portfolio Holder for Adult Care	07.11.10 <u>19.01.11</u>	0.2 <u>0.26</u>
Sue Redmond	Corporate Director	07.11.10 <u>19.01.11</u>	0.2 <u>0.26</u>
Carlton Brand	Corporate Director	07.11.10	0.2
Mark Hunnybun	Strategic Projects and Development Manager	10.12.10	0.4
Stephen Slater	Senior Contracts Solicitor	10.12.10	0.4

Older Peoples Accommodation

**Development Strategy
Name**

Title

**Date of
Issue**

Version

Development Strategy Name	Title	Date of Issue	Version
Brad Fleet	Service Director – Development Service	07.11.10	0.2
Caroline Bee	Head of Procurement	10.12.10	0.4
Graham Hogg	Service Director – Housing	07.11.10	0.2
Janet O'Brien	Head of New Housing	10.12.10	0.4
Alistair Cunningham	Service Director – Economy & Enterprise	07.11.10	0.2
Mark Stone	Transformation Programme Director	07.11.10	0.2
Michael Hudson	Interim Chief Finance Officer	10.12.10	0.4
Janet Ditte	Head of Finance (DCS)	10.12.10	0.4
Nicola Gregson	Head of Commissioning – OP/PSI	10.12.10	0.4
Andrew Osborn	Programme Manager	10.12.10	0.4
Mike Swabey	Strategy Manager	10.12.10	0.4
Lindsay Fortune	Business Partner - DCS	10.12.10	0.4
Victoria Kay	Principal Development Officer	10.12.10	0.4
Adam Stirling	Principal Accountant – Capital and PFI	10.12.10	0.4
Joanne Harding	Programme Support Officer	10.12.10	0.4
Georgina Clampitt-Dix	Head of Spatial Planning	10.12.10	0.4

**Report of the Rapid Scrutiny Exercise –
Older People Accommodation Development Strategy**

Background and Purpose

1. The Health & Adult Social Care Select Committee (HASC) agreed to hold this rapid scrutiny exercise after receiving the report, 'SW Region – Use of Resources Programme', on 9 September 2010.
2. The Use of Resources Report followed the release of the guidance paper, 'Use of Resources in Adult Social Care – A Guide for Local Authorities' by the Department of Health in October 2009. Following this, the South West Association of Directors of Adult Social Services (ADASS) agreed to a programme of regional work to address the financial and demographic challenges facing local authorities in the south west. As part of discussion, HASC noted that a paper was expected to be submitted to Cabinet on the Older People Accommodation Development Strategy. Although it was clarified that this did not form part of the Use of Resources Programme, members felt that the Committee would benefit from scrutinising the paper prior to its submission to Cabinet.

3. The rapid scrutiny meeting was held on 19 January 2011 and attended by:

Cllr Peter Hutton	(Lead Scrutiny Member)
Cllr Malcolm Hewson	(Scrutiny Member)
Cllr Jeff Ody	(Scrutiny Member)
Cllr Nina Phillips	(Scrutiny Member)
Mr Brian Warwick	(Scrutiny Stakeholder – WSUN representative)

Cllr Jemima Milton	(Portfolio Holder for Adult Social Care)
Cllr John Thompson	(Cabinet Member for Community Services)

Karen Jones	(Senior Project Officer)
Janet O'Brien	(Head of New Housing)
Henry Powell	(Senior Scrutiny Officer)
Sue Redmond	(Corporate Director – Community Services)

Cllr Mike Hewitt	(Observing)
Cllr David Jenkins	(Observing)

Cllr Chuck Berry gave his apologies.

4. This report aims to outline the key comments made by Scrutiny members in response to the report and Strategy.

Key Points

5. The meeting began with a presentation from Karen Jones, Senior Project Officer, providing an overview of the strategy, its objectives and benefits, projections for Wiltshire's elderly population, details of specific developments, on-going consultation, the project timeline and financial implications. There followed an opportunity for members' questions and a discussion of the Strategy and the plans for its implementation.
6. Members requested clarification of the Council's relationship with Devon County Council with respect to the two authorities' procurement of a Preferred Developer Partner Framework. It was reported that this relationship had come about through the Corporate Director's work with other authorities in the south west region. It was anticipated that offering larger parcels of land for development (i.e. land in both counties) was likely to attract more favourable bids from developers. The joint approach also allowed the authorities to share the procurement process and therefore the resources required and expertise gained along the way. Central Government were supportive of this regional approach and it had strengthened the Council's bid for funding through the Department of Health Social Care (DHSC) Private Finance Initiative (PFI).
7. It was reported that some of the sites proposed for development may change as circumstances change, but it had been necessary to specify specific sites at an early stage in order to submit a strong PFI bid.
8. It was confirmed that the Strategy did not become untenable if the Council's capital assets were not used to provide funding for the project. The savings highlighted within the Strategy were based on service provision. There was potential for using capital assets to raise funds but any such proposals would be considered by the Capital Assets Committee and Cabinet on a case-by-case basis. Also, other parties such as the Orders of St John Care Trust (OSJCT) and Social Housing Associations have their own resources, which might be an alternative to using the Council's capital assets.
9. Members queried what the impact on the Strategy might be if the Order of Saint John Care Trust (OSJCT) did not wish to continue to provide care services for the Council. The Cabinet Member replied that this was unlikely as the OSJCT had been involved in the development of the proposals contained within the Strategy and were generally supportive. However, if this they were to pull out the logical next step would be to re-tender the contract or bring the service provision in-house.
10. Although the demographic analysis and forecast of future requirements for older people's accommodation was based on thorough calculations, it would be important to review these projections regularly. Any developments being planned by private providers had been taken into account when assessing future need and the Council was in regular communication with these and Housing Associations in order to keep pace with their intentions. Sufficient

flexibility was built-in to the Strategy to be able to adjust for any new private developments.

11. It was reported that the project was being managed and delivered in-house where possible and that this approach would continue. In some cases, it was of course cheaper to buy-in external expertise for a set period than to recruit a permanent member of staff.
12. The on-going review of the county's Sheltered Housing stock included an options appraisal with respect to schemes that are considered to be 'unviable' at present. The option of refurbishment refers to a 'minimum standard'. Members queried what this standard was, and also queried whether the Strategy would lead to more equity across the county in terms of the quality of provision. It was reported that the Care Quality Commission (CQC) had recently changed their ratings system to grade care homes as simply as 'adequate' or 'inadequate'. However, the Council has its own monitoring team and the aspiration was to procure only 'good' or 'excellent' care services.
13. There was agreement that the most important aspect of the Strategy was how the well-being of residents, especially those who might need to change residence, would be maintained throughout the process. The Cabinet Member reported that this hinged upon proper consultation, giving people the maximum possible notice of change. It was also important to take time to look at where residents' families were living; this often being a more significant consideration than the location of residents themselves. The disruption of changing accommodation could be minimised for residents by ensuring that their family and friends were still able to visit them easily.
14. Members suggested that an independent body be asked to provide an advocacy service for those residents facing changes to their place of residence or provision. This would help to make the process as stress-free as possible by providing residents with independent advice and support. The body might also act as an arbitrator in cases where there was disagreement between the service user and provider.
15. The important process of communicating with stakeholders was already being done with residents of the Paddocks care home in Trowbridge, who under the Strategy proposals will be relocated to the new Rutland House site in April 2011 as an interim measure. Views had been invited from local members, staff and residents and information packs had been circulated.

Conclusions and Recommendations

16. The Rapid Scrutiny Group acknowledged the need for significant investment in older people's accommodation in Wiltshire and the financial savings and improvements to people's lives that could be achieved through this programme of work. They also acknowledged the scale and complexity of the project and the work already done by officers and the Cabinet Member and Portfolio Holder. All were thanked for attending the meeting and responding to the Group's questions.

17. The Rapid Scrutiny Group envisaged that the Health & Adult Social Care Select Committee would wish to undertake regular monitoring of this large and important project, possibly through a dedicated task group, meeting at key milestones throughout the project's implementation.
18. The Rapid Scrutiny Group, on behalf of the Health & Adult Social Care Select Committee, recommends that:
 - a. **Town/Parish Councils and Area Boards are added to the list (in the Communications Strategy) of parties to be engaged with once the Strategy is adopted and that they are consulted on planned new developments prior to the planning application stage.**
 - b. **An independent body is enlisted to provide an advocacy and arbitration service for those residents who may be required to change residence, temporarily or permanently, due to proposals within the Development Strategy.**
 - c. **The Health & Adult Social Care Select Committee are updated at key milestones throughout the project, including on:**
 - **the status of the Preferred Development Partner Framework currently being procured in conjunction with Devon County Council**
 - **the status of the Department of Health Private Finance Initiative**
 - **the outcomes of contract negotiations with the Order of St John Care Trust (OSJCT)**
 - **the initiation of individual parts of the project prior to the planning application stage and to a timescale which allows for proper scrutiny**
 - d. **When these updates are received, an updated version of the Strategy timeline is also provided.**

Cllr Peter Hutton, Lead Member for the Rapid Scrutiny Exercise

Paul Kelly, Scrutiny Manager and Designated Scrutiny Officer

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