

WILTSHIRE COUNCIL

CABINET CAPITAL ASSETS COMMITTEE

14th September 2011

**Subject: MIDDLEFIELDS / 357 HUNGERDOWN LANE SITE,
CHIPPENHAM**

**Cabinet Members: Councillor John Thomson (Adult Care, Communities and
Libraries)**

Key Decision: Yes

Executive Summary

This report requests approval to utilise the Middlefields / 357 Hungerdown Lane site in Chippenham for the provision of a new care home and extra care housing development as identified in the Older People Accommodation Development Strategy.

The Middlefields site has been allocated under the Campus and Operational Delivery programme as a surplus area of land following the refurbishment of Monkton Park when the remaining staff in 357 Hungerdown Lane will be relocated. Currently options are being considered with those affected staff to enable the relocation of the services to suitable premises.

A number of sites for this development were identified in the Older People Accommodation Development Strategy and the preferred option was to redevelop the Seymour House site, which would have been supplemented by a portion of the adjoining parkland, on a phased basis. However, following advice from planning and the Conservation Officer, the likelihood of the Seymour House site being able to deliver both the new care home and the extra care units is minimal due to the proximity of Monkton House to the parkland. As a result, an alternative site would be required to deliver these facilities.

Preliminary feasibility studies on the Middlefields site have indicated that with the provision of an 80 bed specialist care home for people with dementia and a 60 unit extra care facility there would still be an area of land, approximately 0.7614 Ha, which could be sold on the open market for residential development generating a capital receipt.

The Middlefields site has been identified as part of the Workplace Transformation disposal programme and therefore a capital receipt for the sale of this land has been assumed. The current valuations of the Middlefields / 357 Hungerdown Lane site and the Seymour House site have been assessed; please see the confidential appendix for further information.

Proposal(s)

Members are asked to:

- a. Approve the use of the Middlefields / 357 Hungerdown Lane site for the provision of a new care home and extra care units for older people, pending consultation with the Chippenham Area board.
- b. Authorise officers to progress investigations into this site to deliver these facilities and to undertake any associated procurement activities required to appoint developers / operators.
- c. Delegate authority to the Corporate Director for Community Services to agree the basis on which the land would be transferred to the developer, for example, leased on an open market or peppercorn rent basis, sold for residential or care development, or provided at reduced value to facilitate the development of extra care without external public subsidy.
- d. Following the relocation of the existing residents of Seymour House to the new purpose built modern care home and extra care units; approve the sale of the site on the open market to generate a capital receipt.
- e. Delegate authority to the Corporate Director for Community Services to progress plans for any surplus land on the site to generate additional capital receipt to repay the capital programme where appropriate.

Reason for Proposal

The Middlefields / Hungerdown Lane site will provide the necessary substitute for delivery of the required facilities outlined in the Older People Development Strategy and will enable to the residents from Seymour House to relocate to a modern, fit for purpose environment.

Through the development of this site, the Council would benefit from the provision of a new specialist care home for older people with dementia and units of extra care housing to meet the needs of the growing elderly population in Chippenham. Additionally, this development would improve choice and control for older people.

Sue Redmond
Corporate Director, Department of Community Services

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Purpose of Report

1. Approve the use of the Middlefields / 357 Hungerdown Lane site for the provision of a new care home and extra care units for older people, pending consultation with the Chippenham Area Board.
2. Authorise officers to progress investigations into this site to deliver these facilities and to undertake any associated procurement activities required to appoint developers / operators.
3. Delegate authority to the Corporate Director for Community Services to agree the basis on which the land would be transferred to the developer, for example, leased on an open market or peppercorn rent basis, sold for residential or care development, or provided at reduced value to facilitate the development of extra care without external public subsidy.
4. Following the relocation of the existing residents of Seymour House to the new purpose built modern care home and extra care units; approve the sale of the site on the open market to generate a capital receipt towards the reimbursement of the capital programme.
5. Delegate authority to the Corporate Director for Community Services to progress plans for any surplus land on the site to generate additional capital receipt to repay the capital programme where appropriate.

Background

6. Nationally, statistics illustrate that the number of older people will rise dramatically in future years. Following a comprehensive study into older people's accommodation, the Council has identified that the older population within Wiltshire will increase by 57.9% which is higher than the average for England and is the second highest growth projected for the

South West region. Within Chippenham, the older population will increase by 60% over the next 15 years.

7. The older population within Chippenham with dementia is also projected to increase by 60% over the next 15 years.
8. The most recent population projections indicate that the older population will increase by 26% higher than the anticipated growth rate indicated above.
9. Following a comprehensive assessment of the care market in Wiltshire, the appropriateness of the accommodation and the demographic projections, The Council produced the Older People Accommodation Development Strategy which outlined a 10 year development programme to modernise and improve accommodation. This strategy was approved by Cabinet on 25th January 2011.
10. Within the Chippenham area, the Older People Accommodation Development Strategy identified the requirement for a 64 bed specialist care home for people with dementia and a 60 unit extra care housing scheme.

Main Considerations for the Council

11. A number of sites for this development were identified in the Older People Accommodation Development Strategy and the preferred option was to redevelop the Seymour House site on a phased basis. The site would have been supplemented by a portion of the adjoining parkland in order for it to be of sufficient size to accommodate both facilities.
12. Both the Planning Officers and the Conservation Officer have indicated that development on the parkland adjoining the site would not be supported due to the proximity to Monkton House, a highly valued and locally prominent listed building. Therefore a more suitable site is required to facilitate the required development.
13. The Middlefields / 357 Hungerdown Lane site has been identified as being surplus once the refurbishment of the Monkton Park offices and the relocation of the staff have been completed. The site would then be sold to generate a capital receipt for the capital programme.
14. Preliminary investigations indicate that the site should be of sufficient size to provide both the care home and extra care housing required. There would also be surplus land which could be sold on the open market or developed for general needs housing to generate an element of the capital receipt to be repaid.
15. It has been estimated that the capital receipt from the Seymour House site is insufficient to fully compensate the capital programme for the Middlefields / 257 Hungerdown Lane site. Please see appendix to this report for further detail. However, subject to Member approval, there is the potential to utilise the capital receipt generated from the sale of The

Paddocks site in Trowbridge and Coombe End Court in Marlborough to bridge the gap.

16. Following the relocation of the existing residents of Seymour House to the new purpose built modern care home and extra care units, the Seymour House site would be vacant and could be sold on the open market generating a capital receipt for the capital programme.
17. If this site cannot be used a development in Chippenham would not currently be possible until 2015 at the earliest due to land availability. It had previously been identified that a suitable site could become available through the planned expansion to east or south of Chippenham. Furthermore, with the publication of the new core strategy this could be significantly delayed due to it no longer including the Council's landholdings.
18. Through the development of the Middlefields / Hungerdown Lane site, there is also the potential to replace the respite facilities for people with a learning disability within the Chippenham area. The Council currently operates two facilities, which are becoming unfit for purpose due to dependency restrictions imposed by the layout and access to the buildings. It would be the Council's intention to combine the existing provision within a new purpose built facility to continue to provide this service.
19. The Council has approached The Development Trust, a charitable organisation which has previously funded a number of developments for people with a learning disability within Wiltshire, regarding this proposal and provisional agreement has been received to fund the construction of this facility subject to a satisfactory site and design. In the event that approval is granted to progress the use of this site for adult social care purposes, these proposals will be confirmed with The Development Trust and consultation with the service users and carers will commence.

Environmental and Climate Change Considerations

20. CO₂ emissions from Council-run older peoples' care accommodation are included in the Council's carbon footprint, while emissions from privately run older peoples' accommodation contribute to Wiltshire's carbon footprint as a whole. The Council has made a commitment that with new developments a reduction of 40% of carbon emissions must be achieved. Therefore should the Middlefields / Hungerdown Lane site be developed to provide a care home, the new development would be expected to achieve a 40% reduction in carbon emissions against the Seymour House footprint.
21. As extra care developments consist of self contained properties for residents, these developments would not be included in the Council's carbon footprint. However, they will contribute towards the county's footprint. If the chosen 3rd party operator is required to participate in the CRC, to reduce liability consideration should be given to who pays the

utility bills for the properties. If the cost is recharged to individual residents, then the 3rd party operating the site may be able to avoid liability. Emissions from energy consumption in communal areas would still require the 3rd party operator to purchase CRC allowances.

22. To ensure appropriate environmental management takes place, new stock will be built to Code Level 4 of Sustainable Homes and Lifetimes Homes standards increasing to Code Level 6 by 2016. Non-fossil fuel energy supplies will be considered for all new buildings.
23. In order to ensure the necessary transport-emissions for running the facilities do not increase, the location of these facilities is crucial. The Middlefields / Hungerdown Lane site has access to good public transport links already and a transport strategy for the site would be prepared.
24. It is acknowledged that the very old, chronically ill and poor are amongst the groups most vulnerable to predicted climate change and risk of “fuel poverty”. The provision of accommodation for older people will take this into account by ensuring that buildings are not only built to the required Code Level 4 / Code Level 6, but they will also include relevant climate change adaptation features.

Equalities Impact of the Proposal

25. The development of these facilities would promote independence, choice and control for older people and would offer opportunities for greater community engagement, involvement and inclusion in purpose built accommodation.
26. Processes to ensure that full care assessments and risk management strategies will be put in place for individual affected residents and a detailed Human Rights and Equalities Impact assessments of the proposals is to be undertaken.
27. The development of these facilities would also have a positive impact for people who will develop care needs in the future as it will enhance choice for people when choosing their care provision.

Risk Assessment

28. A number of key risks have been identified in relation to this proposed development.
29. The primary risk is that if this proposal is not supported, it could jeopardise the delivery of these facilities within the required timescales due to insufficient land being available to deliver both facilities on the same site. This co-location of facilities will enable economies of scale to be realised during the construction phase and also for services and facilities to be shared.
30. Another risk that is inherent in these proposals is that should the new development be significantly delayed, the Seymour House care home

could become unviable due to outdated facilities and an inability to care for people with high level needs. The introduction of new Minimum Standards for Care Homes by the Care Quality Commission, may also impact upon its continued operation. This could result in the Seymour House care home being closed prior to the new development becoming operational.

31. The third risk that has been identified relates the Adult Social Care's ability to repay the capital programme the identified capital receipt due to approval not being granted for the sale of the two additional sites. In this instance, officers would work together to identify alternative ways in which both parties would achieve their objectives. This could include analysing the contractual mechanisms for delivery of the care facilities and whether the land was sold to the developer / operator.

Financial Implications

32. The preliminary valuation and funding proposals for this site are contained within the confidential appendix to this report.
33. The development partner for this scheme has not yet been appointed as the Council is currently considering which contractual mechanism would be the most advantageous to the Council. However, depending on how the care development is financed and on what basis the land is utilised i.e. leasehold or freehold, the Council may lose the rental income generated on the Seymour House site.
34. There is a revenue implication to the Council for the non disposal of this site. Further information is contained within the confidential appendix to this report.
35. These developments may also have revenue implications for the Adult Social Care revenue budgets due to the purchase of specialist care home places for people with dementia being traditionally more expensive than standard residential care. However, this would be partly offset by the increased usage of extra care facilities and the associated cost reductions.

Legal Implications

36. In the event that part of the site is sold for general needs housing, this would involve some conveyancing work to be commissioned.
37. If the extra care units are tendered through the joint preferred developer framework, contracts would need to be entered into with the successful developer.
38. If any of the land is to be sold to developers or The Orders of St John Care Trust (OSJCT) this would have contractual implications.

Options Considered

39. Do Nothing

The Council could continue to utilise the existing Seymour House care home, however, the home is currently struggling to attract self funders and therefore the operational viability of the home is in jeopardy. Through changing regulations from the Care Quality Commission (CQC) in 2012 the home will fail to meet some of the main requirements including space standards and ensuite facilities, therefore, the do nothing option is not recommended.

40. **Develop the Existing Seymour House Site**
The existing Seymour House site is in close proximity to the facilities available in the centre of Chippenham, however, the site is not able to deliver both the redeveloped care home and extra care units due to the size of the site. An area of parkland was considered at the boundary of the site which would have created the additional space required. However, the proximity of the site to Monkton House, a listed, locally prominent building, would preclude the parkland from being developed for the purposes specified, therefore, this option is not viable.
41. **Site to be Utilised to Deliver Older People Development Strategy Aims**
The Middlefields / 357 Hungerdown Lane site could be used to provide the new care home facilities and extra care units as outlined in the Older People Development Strategy. This would deliver investment in new fit for purpose, modern facilities for both the residents of Seymour House and the surrounding community enabling more people to have access to the services they need whilst living in a purpose built environment.
This is the recommended option.

Conclusions

42. Through the associated development of the site, the Council would benefit from the provision of a new specialist care home for older people with dementia and units of extra care housing to meet the needs of the growing elderly population in Chippenham. Additionally, this development would improve choice and control for older people.
43. Members are asked to:
 1. Approve the use of the Middlefields / 357 Hungerdown Lane site for the provision of a new care home and extra care units for older people, pending discussion with the Chippenham Area board.
 2. Authorise officers to progress investigations into this site to deliver these facilities and to undertake any associated procurement activities required to appoint developers / operators.
 3. Delegate authority to the Corporate Director for Community Services to agree the basis on which the land would be transferred to the developer, for example, leased on an open market or peppercorn rent basis, sold for residential or care development, or

provided at nil value to facilitate the development of extra care without external public subsidy.

4. Following the relocation of the existing residents of Seymour House to the new purpose built modern care home and extra care units, approve the sale of the site on the open market to generate a capital receipt towards the reimbursement of the capital programme.
5. Delegate authority to the Corporate Director for Community Services to progress plans for any surplus land on the site to generate additional capital receipt to repay the capital programme where appropriate.

Sue Redmond
Corporate Director, Department of Community Services

Report Author: James Cawley
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Date of report: 14th September August 2011

Background Papers

The following unpublished documents have been relied on in the preparation of this report: NONE

Appendices - Confidential valuation information (part 2)