

WILTSHIRE COUNCIL

HEALTH SELECT COMMITTEE

14th March 2013

Subject: **OLDER PEOPLE ACCOMMODATION DEVELOPMENT STRATEGY – UPDATE REPORT**

Cabinet member: **Councillor John Thomson – Community Services**

Key Decision: **No**

Executive Summary

1. In January 2011, Wiltshire Council's Cabinet approved a 10 year development strategy to modernise and improve the way that older people's accommodation is provided, develop and adopt an integrated accommodation system, ensure the best use of increasingly scarce resources and respond to local needs in local communities.
2. The Older People Accommodation Development Strategy identifies the care facilities that would be required within each community area to meet the anticipated demand projections and customer expectations. It focuses on the delivery of extra care housing, nursing homes and specialist care homes for people with dementia, whilst reducing the reliance on standard residential care provision.
3. The accommodation would be developed utilising a variety of partnerships, contractual arrangements and funding opportunities including the Council's long-term partnering agreement with the Orders of St John Care Trust (OSJCT), a preferred development partner framework agreement procured jointly with Devon County Council, the review of existing sheltered housing provision and working with independent sector providers and housing associations.
4. Since the adoption of the strategy, significant progress has been made to advance the developments within the various community areas. Currently, work is being undertaken on 23 developments across 15 community areas to improve and modernise older people's accommodation.
5. In order to improve the financial viability of extra care developments within the current economic situation, the Council has submitted a bid to the Department of Health as part of their Care and Support Specialised Housing Fund in relation to 7 extra care schemes and a small number of adapted properties. The outcome of whether the Council has been successful in this application is anticipated to be known in May 2013.

6. Furthermore, in order to raise awareness, improve understanding and clarify Wiltshire's commissioning requirements for extra care accommodation, it is developing a design and management guide. A number of workshops are being held with staff, customers, providers and other interested stakeholder to inform the development of this document, with the final version expected to be launched in June 2013.

Proposal(s)

Members are asked to:

- a. Note the implementation progress of the Older People Accommodation Development Strategy.
- b. Note the funding application made to the Department of Health's Care and Support Specialised Housing Fund to assist the delivery of extra care housing.
- c. Note the development and implementation proposals associated with Wiltshire's Extra Care Housing Model.

Reason for Proposal

7. Significant progress has been made to advance the implementation of the Older People Accommodation Development Strategy since its adoption in January 2011.
8. The development of these facilities will ensure appropriate provision to meet the needs and expectations of the growing older population across Wiltshire, whilst providing choice and maximising independence in a cost effective manner.

Maggie Rae
Corporate Director

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14th March 2013

Subject: OLDER PEOPLE ACCOMMODATION DEVELOPMENT STRATEGY – UPDATE REPORT

Cabinet member: Councillor John Thomson – Community Services

Key Decision: No

Purpose of Report

1. To update Members on the implementation progress of the Older People Accommodation Development Strategy.
2. To inform Members of a funding application made to the Department of Health's Care and Support Specialised Housing Fund to assist the delivery of extra care housing.
3. To inform Members of the development and implementation of Wiltshire's Extra Care Housing Model.

Background

4. In January 2011, Wiltshire Council's Cabinet approved a 10 year development strategy to modernise and improve the way that older people's accommodation is provided, develop and adopt an integrated accommodation system, ensure the best use of increasingly scarce resources and respond to local needs in local communities.
5. The Older People Accommodation Development Strategy identifies the care facilities that would be required within each community area to meet the anticipated demand projections and customer expectations. It focuses on the delivery of extra care housing, nursing homes and specialist care homes for people with dementia, whilst reducing the reliance on standard residential care provision.
6. The accommodation would be developed utilising a variety of partnerships, contractual arrangements and funding opportunities including the Council's long-term partnering agreement with the Orders of St John Care Trust (OSJCT), a preferred development partner framework agreement procured jointly with Devon County Council, the review of existing sheltered housing provision and working with independent sector providers and housing associations.

Main Considerations for Members

Implementation Progress of the Older People Accommodation Development Strategy

7. The development strategy was produced to be inherently flexible to enable it to take advantage of opportunities as they arose and to keep abreast of changes in the care market and / or government policy.
8. The projected timescales of some developments have been brought forward whereas others have taken longer to come to fruition than was originally anticipated. In certain instances, the requirements for a community area have changed due to the need to respond to proposed changes in demographics and / or service provision.
9. The current status of the developments in each of the community areas is detailed within the following paragraphs.
10. **Amesbury:** Officers are negotiating a 60 unit extra care scheme on the new King's Gate development through Section 106.
11. **Bradford on Avon:** Planning approval has been granted for a 60 bed nursing home and 18 units of extra care on the former hospital site. Wiltshire Council has no direct involvement with this development.
12. **Calne:** Discussions are ongoing to develop a 5 year regeneration plan for the town which would modernise existing stock and tackle anti-social areas whilst creating a site for a new 60 unit extra care scheme. A domino effect for site release would occur, and a planning application for the initial site is being considered. Officers are also considering a Section 106 site as a fall-back option.
13. **Chippenham:** The development of the Middlefields / Hungerdown Lane site is currently being tendered through the Council's preferred development partner framework contract to deliver an 80 bed care home, 60 unit extra care scheme and potentially a short break facility and supported living accommodation for people with a learning disability. A Working Group has been established under the Area Board to progress this initiative and 50% of the tender quality evaluation score will be derived from members of the Working Group.
14. **Corsham:** The strategy identified a requirement for an 80 bed care home and 50 unit extra care housing scheme. Outline planning permission has been obtained to provide these facilities on the Copenacre site. Negotiations regarding the extra care, which would be delivered through Section 106, continue.
15. **Devizes:** Planning permission has been secured for the provision of an 80 bed care home on Horton Road by OSJCT and construction will commence in April 2013. With respect to the 60 unit extra care scheme, discussions are ongoing with the Working Group regarding the preferred location of the development.

16. **Malmesbury:** The development of a circa 50 unit extra care housing scheme has been tendered through the Council's preferred development partner framework contract. 50% of the quality score was derived from the evaluation by Working Group members. This evaluation process is reaching conclusion and a decision is expected shortly.
17. **Marlborough:** Planning permission was granted for a new 16 unit extension to the Coombe End Court care home to provide specialist dementia care for people with nursing needs. However, due to the potentially prohibitive cost of development, investigations are ongoing as to whether this provision could be achieved through the reconfiguration of existing services at the home.

With respect to the 60 unit extra care scheme, three potential sites for development are being considered but there are no definitive plans for delivery at the current time.

18. **Melksham:** Planning permission has been granted for a 60 bed care home and 18 units of extra care in Semington. OSJCT are currently considering the timescale for commencement of construction following a demand / service review.

Proposals for the development of a 60 unit extra care scheme in the town centre have been endorsed by the Area Board due to their linkages with the Campus provision. Property services are currently negotiating with a 3rd party land owner to enable this to be progressed.

19. **Mere:** The strategy identified a requirement for a 45 unit extra care scheme, however no site has been identified and this is not currently being progressed. This is planned for the latter half of the development strategy timeframe.
20. **Royal Wootton Bassett:** The financial model for the delivery of a 50 unit extra care housing scheme has been agreed with the developer and registered housing provider partner. A planning application is in the process of being prepared.

Proposals for the development of an 80 bed care home are also being developed, subject to approval being granted by the Council's Cabinet Capital Assets Committee.

Within Purton, officers are negotiating a 60 unit extra care scheme on the new Ridgeway Farm development through Section 106.

A Working Group has been established in Cricklade to progress the development of a circa 50 unit extra care housing scheme. A number of sites are currently being considered.

21. **Salisbury:** Officers are negotiating the provision of a 60 unit extra care scheme as part of Section 106 for a new residential development.

The Council's requirement for a new care home and extra care housing has also been included within the Primary Care Trust's tender for the redevelopment of the Old Manor Hospital site. The tender submissions are in the process of being evaluated.

22. **Southern:** A planning application has been submitted for the development of a 120 bed care home in Old Sarum. This is scheduled to be determined in March 2013.

23. **Tidworth:** The strategy identified a requirement for a 40 unit extra care scheme, however no site has been identified and this is not currently being progressed. This is planned for the latter half of the development strategy timeframe.

24. **Tisbury:** The reconfiguration of existing provision to deliver a community extra care scheme is being considered as part of the sheltered housing review.

25. **Trowbridge:** Florence Court, a new 40 unit extra care housing scheme, opened in July 2011.

Planning permission has been granted for a 66 bed care home for people with dementia on the former Paddocks site. Discussions are ongoing with OSJCT regarding the development.

26. **Warminster:** Planning permission was granted for an 80 bed care home of the Gipsy Lane site. Construction of the development commenced in December 2012.

27. **Westbury:** A working group has been established under the Area Board to take forward the development proposals for the Westbury area which include the delivery of a new extra care housing scheme. It is anticipated that this will be tendered through the Council's preferred development partner framework contract in the latter half of 2013.

Department of Health's Care and Support Specialised Housing Fund

28. The Department of Health launched a new £300m care and support specialist housing fund at the end of November 2012. This fund will be awarded in two stages and bids were encouraged by registered providers and Local Authorities by 18th January as part of Phase One.

29. Wiltshire Council requested funding to support the delivery of 7 extra care housing schemes and a small number of adapted properties in Amesbury, Chippenham, Corsham, Devizes, Malmesbury, Melksham and Westbury.

30. It is anticipated that the Department of Health will notify successful organisations in May 2013.

Wiltshire's Extra Care Housing Model

31. Wiltshire Council is developing a design and management guide for extra care housing. This document is intended to raise awareness, improve understanding and outline Wiltshire's commissioning requirements to promote the type of accommodation.
32. A number of workshops are being held with staff, customers, providers and other interested stakeholders to inform the development of this document.
33. The final version of Wiltshire's design and management guide for extra care housing is expected to be launched in June 2013.

Environmental and Climate Change Considerations

34. The environmental implications of the programme will be significant and varied and will require further identification as the programme moves forward.
35. 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. In order to ensure that energy consumption and carbon emissions from these buildings do not increase, as well as 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.
36. In order to ensure the necessary transport-emissions for running the facilities do not increase, the location of sites will be carefully considered.
37. It is acknowledged that the very old, chronically ill and poor are amongst the groups most vulnerable to predicted climate change. 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 be adapted to predicted climate change, notably for hotter mean temperatures.

Equalities Impact of the Proposal

38. The Development Strategy promoted independence, choice and control and the new facilities will offer opportunities for greater community engagement, involvement and inclusion in a purpose built facility.
39. 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 assessment of the individual development proposals are to be undertaken.

40. For each proposed service relocation, each resident will be consulted and have a full care assessment to identify the most appropriate location which would ensure that their individual needs were met. This may include the preferred alternative accommodation but may also include a like-for-like provision within a private sector care home, where extra care was the preferred option. Furthermore, efforts will be made to maintain friendship groups wherever possible.
41. This strategy will 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. This would include remaining in the community with care provided potentially via the extra care team at a local scheme or living in sheltered housing with care and support services provided by the extra care scheme, moving into extra care, or accessing a specialist nursing or dementia care placement within a care home.

Risk Assessment

42. A number of high level risks have been identified in the Development Strategy which will require careful risk management as an ongoing activity throughout the life of the programme, particularly bearing in mind the projected length of the programme and the dynamic nature of the strategy.
43. The project dependencies are a key risk in that new facilities and land will need to be available at the right time in the programme. Effective project management and joint working with colleagues throughout the Council, particularly within planning and housing, will be required to mitigate this risk.
44. Closing facilities and moving residents is always a risk. To mitigate that risk, a comprehensive communications, stakeholder engagement and management strategy has been put in place. 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 assessment will be carried out for each of the development proposals.
45. Another risk inherent in these proposals is the financial viability of the development programme due to the current economic conditions and limited availability of public sector subsidy. The Council is actively seeking assistance through national programmes i.e. the Department of Health care and support specialised housing fund, and is working with registered providers to apply for Home and Communities Agency (HCA) funding where appropriate.
46. There is a need to ensure effective communication and engagement with the independent sector provider market is maintained throughout the implementation of the development strategy to ensure continued quality and continuity of care whilst keeping abreast of changing expectations and

requirements. Engagement has commenced and will be an ongoing process.

47. Political support is essential to the success of the strategy and is justified by the improvements that older people will have in the choice and standard of accommodation and support that is available to them as well as the projected containment of future costs.

Financial Implications

48. The financial implications associated with the Older People Accommodation Development Strategy were identified, acknowledged and accepted at the time that the strategy was adopted in January 2011.
49. Furthermore, each development is individually assessed and evaluated to ensure that it is delivering the overarching aims and objectives of the Strategy and provides best value to the Council. In the vast majority of instances, these decisions will be taken by the Cabinet Capital Assets Committee once the full financial implications for each development is known.

Legal Implications

50. The land and building development aspect of the development strategy will engage the Public Contract Regulations (2006) ("PCR"). These regulations will need to be observed in order to avoid the risk of a legal challenge, associated costs, and possible disruption to the project plan.
51. The decision to move residents of homes must be informed by a full consultation exercise. Failure to properly consult will raise the risk of the decision being challenged by way of a Judicial Review. Such a review would at least disrupt the implementation of the plan and possibly lead to the overturning of the decision itself.
52. To minimise these risks, legal services are engaged in the development strategy project team and appropriate advice sought on an individual development basis.

Conclusions

53. Significant progress has been made to advance the implementation of the Older People Accommodation Development Strategy since its adoption in January 2011.
54. The development of these facilities will ensure appropriate provision to meet the needs and expectations of the growing older population across Wiltshire, whilst providing choice and maximising independence in a cost effective manner.
55. Members are asked to:

- a. Note the implementation progress of the Older People Accommodation Development Strategy.
- b. Note the funding application made to the Department of Health's Care and Support Specialised Housing Fund to assist the delivery of extra care housing.
- c. Note the development and implementation proposals associated with Wiltshire's Extra Care Housing Model.

Maggie Rae
Corporate Director

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Date of report: 28th February 2013

Background Papers

The following unpublished documents have been relied on in the preparation of this report:

Older People Accommodation Development Strategy – Cabinet Report, 25th January 2011

Preferred Development Framework / Burnham House, Malmesbury – Cabinet Capital Assets Committee Report, 14th September 2011

Middlefields / 357 Hungerdown Lane, Chippenham – Cabinet Capital Assets Committee Report, 14th September 2011

The Paddocks Care Home Site, Trowbridge – Cabinet Capital Assets Committee Report, 14th September 2011

Coombe End Court, Marlborough – Cabinet Capital Assets Committee Report, 14th September 2011

Appendices

NONE