

Wiltshire Council

Council Cabinet Assets Committee

19th May 2015

Subject: Westbury Extra Care Housing

Cabinet member: Councillor Jonathan Seed, Cabinet Member for Housing (excluding strategic housing), Leisure, Libraries and Flooding

Key Decision: Yes

Executive Summary

The population of Westbury aged over 65 is projected to grow by 59% from 3,170 in 2007 to 5,040 in 2026. Over the same period, the over 85 population will increase by 81.3% by 2026.

The Council's Older People's Accommodation Development Strategy determined the need for an additional 1,100 extra care homes across Wiltshire by 2026. These are needed to meet the needs of an increasing older population, to enable older people to remain independent in their own homes and provide an alternative to residential care.

Currently there are 215 beds in care homes in Westbury. The Council has identified the need for 50 units of extra care in Westbury. Selwood Housing own a sheltered scheme in the town that is no longer fit for purpose for older people with care needs and as a result have been working with the Council to consider the opportunity for Selwood Housing, Somerset Care [Help to Live at Home Provider] and Wiltshire Council to convert the sheltered scheme into suitable, safe, accessible, good quality accommodation for older people to meet this identified need.

Selwood Housing propose converting 22 existing bedsit flats and an integrated three bedroom house in the scheme into 11 one bedroom accessible apartments, with full communal facilities including a lounge, kitchen area, guest bedroom, mobility scooter store with charging points, gardens and provision of office space (to enable the provision of 24/7 on site care and support). The scheme has a lift to enable full access to the upper floor and the apartments will have structural adaptations to ensure they are large enough to contain a hospital sized bed and a hoist if required. This will enable older people with higher levels of need to access the scheme.

The scheme, once remodelled, will provide 11 one bedroom apartments and a range of communal facilities. It is intended that it will operate as an extra care scheme together with 31 adjacent bungalows thereby providing 42 extra care homes that will be an alternative to residential care and enable older people with

an assessed care need to live independently in the community. Extra Care is an alternative to residential care because it allows individuals to have their own independence whilst still having the security of a 24/7 on site care and support service.

The council is working with the Help to Live at Home provider, Somerset Care, to develop and provide a 24/7 care and support service on site for the residents which will enable older people over the age of 55 with an assessed care need to remain in their homes rather than having to move into residential care.

The development will also improve communal facilities for the residents and the other older people living in Westbury. Selwood, Somerset Care and Wiltshire Council are working together to develop proposals for an effective service delivery model for the scheme, including how the care and support will operate and the provision of health related services (via Westbury Medical practice) at the scheme. This model will also consider how the communal space can be effectively used to provide day opportunities for residents and the wider community area.

Proposal(s)

Members are asked to delegate authority to the Associate Director for Adult Care Commissioning and Housing in consultation with the Cabinet Member for Housing (excluding strategic housing), Libraries, Leisure and Flooding to authorise the commitment of grant funding of £625,000 to support the delivery of the project and to sign a funding agreement on behalf of the Council.

Reason for Proposal

The Westbury scheme will provide good quality, fit for purpose, accessible accommodation for older people with an assessed care need, thus ensuring that they are able to live independently for as long as possible. The scheme will offer an alternative to residential care and will be able to deliver the extra care services outlined in the Older People's Accommodation Development Strategy.

Through the development of the site, the Council would benefit from the provision of remodelled housing to meet the needs of the growing older Population in Westbury. Additionally, this development would improve choice and control for older people with an assessed care need and provide a vital community resource, through the refurbished communal areas. Work is being undertaken to determine how these communal areas can be used to offer services to residents and local people in the future.

This development will protect some of the most vulnerable older people by reducing the likelihood of falls and hospital admissions whilst ensuring independence is maintained and also meets a number of the outcomes in the Business Plan.

James Cawley

Associate Director, Adult Care Commissioning and Housing

Subject: **Westbury extra care housing**

Cabinet member: **Councillor Jonathan Seed, Cabinet Member for Housing (excluding strategic housing), Leisure, Libraries and Flooding**

Key Decision: **Yes**

Purpose of Report

1. This report seeks Members' agreement to provide funding to support the remodelling of a sheltered scheme in Westbury for the provision of accessible, fit for purpose accommodation for older people in the community and to ensure the building can accommodate the provision of an extra care service that could offer an alternative to residential care.

Relevance to the Council's Business Plan

- 2.1 The remodelling of a sheltered scheme in Westbury will support the Council's Business Plan priorities to protect older people.

The refurbishment of the Westbury scheme will support:

- a) Outcome 3 - enable people to live in a high quality environment, in energy efficient and fully adapted homes to meet their needs as they change over time.
- b) Outcome 4 - Wiltshire has inclusive communities where everyone can achieve their potential. This scheme will allow people to live independently for as long as possible with support on hand as required
- c) Outcome 5 – ensure that more disabled and older people with long-term health conditions can choose to stay independent and keep living in their own homes. Extra care will reduce the longer term care costs of older people.
- d) Outcome 6 – People are as protected from harm as possible and feel safe. Older people can live in extra care safely as there will be 24/7 support located on site.
- e) Furthermore it will reduce the number of people delayed in hospital and the number of care home admissions both targets in the Council's service plan and Better Care Plan.

Main Considerations for the Council

- 3.1 The Council has been working with Selwood Housing to look at remodelling a hard to let sheltered scheme in Westbury to enable the provision of fit for purpose, accessible accommodation for older people with an assessed care need.
- 3.2 The current accommodation consists of a 22 unit scheme with bedsits and an integrated three bedroom house. The proposal is to remodel the scheme and the house into an 11 unit scheme with large one bed flats, improved communal space and a lift. Surrounding the scheme are 31 bungalows also restricted to use by older people that will be incorporated as part of the scheme. The provision of large, affordable, accessible apartments in Westbury will enable older people to have the choice to move to more suitable accommodation where they may be struggling to manage in their current home. Structural adaptations to the existing building will be required to ensure that hoists can be fitted into the apartments if required to help these people.
- 3.3 It is intended that support will be provided by the Help to Live at Home provider, Somerset Care, 24 hours a day, 7 days a week based at the remodelled scheme. This 24/7 support will enable older people currently placed in residential care to have their own accommodation with the support that they require and will offer an alternative option for older people to moving into residential care. The model for the support is being negotiated to ensure it is affordable for customers and within the council's care budget. These costs will fluctuate depending on the number of people being supported and the intensity of the support required but this will be monitored to ensure value is being achieved for the Council and the residents of the scheme.
- 3.4 All local Westbury Members have been fully consulted and have indicated their support. The Town Council has also been consulted on the proposals.
- 3.5 The residents have all been decanted and Selwood Housing have planning permission for the changes.
- 3.6 The original tenants are all now living in suitable accommodation and have not expressed a desire to return to the scheme. If anyone does express the desire in the future they will only be considered if they meet the criteria for admission into the accommodation
- 3.7 Recent cost estimates have demonstrated that there is a funding gap of £625K. Selwood Housing have provided a full open book assessment demonstrating the total costs of the scheme and the investment that they are able to commit to the project. It is proposed that the Council supports the remodelling through providing a grant of £625K to enable the project to be viable.

- 3.8 The funding required is based on current cost estimates. If there are any savings through lower than expected tender prices or through negotiated reductions in costs, the funding requirement may be reduced. Selwood Housing will work with the Council on a fully open book basis
- 3.9 The costs of the care model which will operate within this scheme are still being determined. Once the agreed model is operating in the scheme these care and support costs will be regularly evaluated against the number of people receiving care and support; the number of people providing care and support and the intensity of care and support required

Background

- 4.1 The population of Westbury aged over 65 is projected to grow by 59% from 3,170 in 2007 to 5,040 in 2026. Over the same period, the over 85 population will increase by 81.3% by 2026.
- 4.2 The Council's Older People's Accommodation Development Strategy determined the need for an additional 1,100 extra care homes across Wiltshire by 2026 (Link to [Older People's Accommodation Development Strategy](#) Agenda Item number 189) . These are required to meet the needs of an increasing older population, to enable older people to remain independent in their own homes and provide an alternative to residential care.
- 4.3 Currently the Council places 66 people in residential care in Westbury. The provision of this scheme will enable older people with an assessed care need to have an option to move to more accessible, manageable accommodation if they are struggling to manage in their current home. Subject to agreement on an affordable 24/7 care and support model, it is intended that a minimum of 11 people would initially be nominated to this scheme as an alternative to residential care. The existing 31 bungalows are tenanted. As they become vacant, they will be allocated with priority to those who meet the criteria for requiring 24/7 care and support on site.
- 4.4 Watersmead OSJ's care home in Wiltshire is anticipated to require replacing within 10 years. This remodelled sheltered scheme will provide an alternative for those residents who may not require residential care but could live independently in a scheme that had care and support provision.
- 4.5 The Council has identified the need for 50 apartments in extra care homes in Westbury and the majority of these will be provided through remodelling the sheltered scheme in Westbury. There are currently no extra care homes in Westbury. The 11 refurbished units and 31 bungalows will provide 42 units of fit for purpose older people's accommodation
- 4.6 Through a review of the County's sheltered accommodation this scheme had been identified as not fit for purpose for older people.

- 4.7 Selwood, Somerset Care and Wiltshire Council are all working together to develop proposals for an effective 24/7 care and support service delivery model for the scheme.
- 4.8 Older People Commissioning will develop a care and support model for consideration by the Associate Director for Adult Care, Commissioning and Housing ensuring the model is affordable for both customers and the council. This model will be complete and ready for consideration by July 31st 2015

Safeguarding Implications

- 5.1 All existing tenants have been moved into alternative, suitable accommodation which they were fully consulted on.
- 5.2 The remodelled scheme will provide significantly improved accommodation for older people with an assessed care need and will enable these care and health needs to be more effectively met. The potential for falls will be reduced due to the quality of the accommodation and therefore the likelihood of hospital admissions will also reduce.
- 5.3 The remodelled scheme will also help support older people more effectively in the community because it will be able to provide a base for the Help to Live at Home Provider (HTLAH) to provide a 24 hour a day 7 days a week service.

Public Health Implications

- 6.1 Physical and mental health: There are likely to be positive improvements in physical and mental health due to proposed co-ordination of schemes and activities within the housing for residents and the wider community. The provision of more modern and tailored accommodation will assist in enhancing independence and preventing ill health (such as falls and other environmental factors).
- 6.2 The local HTLAH Provider, working alongside Selwood Housing, will examine the possibilities of the wider community accessing the communal facilities at the scheme.
- 6.3 Partnership working: The scheme should improve partnership working between the Council, health and voluntary sectors, including the opportunity to provide health services (via Westbury Medical practice) and voluntary services at the scheme.

Corporate Procurement Implications

- 7.1 Selwood is undertaking the tendering process for all required Contracts

Equalities Impact of the Proposal (detailing conclusions identified from Equality Analysis, sections 4 and 5)

- 8.1 The remodelling of the Westbury scheme will promote

independence, choice and control for older people with an assessed care need and will offer opportunities for greater community engagement, involvement and inclusion in purpose built accommodation.

- 8.2 The remodelling of this accommodation will also have a positive impact for older people who will develop care needs in the future as it will enhance choice for people when choosing their care provision.
- 8.3 The provision of new homes for older people with an assessed care need enables those unable to meet their housing needs in the open market to access good quality housing. The new homes will be allocated in accordance with the Council's allocations policy
- 8.4 Equality and diversity are inherent components of the Council's Housing Allocations Policy which will be applied to the completed accommodation.

Environmental and Climate Change Considerations

- 9.1 In order to ensure the necessary transport emissions for running the facilities do not increase, the location of this scheme was a crucial factor when deciding where the extra care should be located. The Westbury scheme is close to the town centre and has access to good public transport links. An on-site mobility scooter store will also encourage residents to use scooters rather than other forms of vehicle
- 9.2 The retention and remodelling of the existing building will reduce the amount of building materials used.
- 9.3 The scheme will be switching from electric central heating to gas central heating. At this time, natural gas is the cleanest fossil fuel and is one of the most efficient forms of energy. Compared to other fuels, natural gas has fewer impurities and its combustion results in less pollution. For each unit of energy generated by gas, the carbon dioxide emissions are almost half that of oil and a third of those produced by coal. Gas is around 3-4 times cheaper than electricity and so provides better energy value compared to electricity. One unit of gas costs around 4p/kWh, whilst one unit of electricity costs around 15p/kWh.
- 9.4 Selwood will be looking at the appropriateness of solar panelling for this scheme

Risk Assessment

- 10. With increasing build costs, redeveloping an existing vacant building to meet the housing needs of older people provides a cost effective solution and reduces the risk of new build capital programmes being unable to meet increasing build costs.

If it is later determined that this accommodation is not suitable as an extra care scheme then the remodelled accommodation will still offer good quality, accessible and affordable accommodation for older people to enable them to remain living independently in their community.

Risks that may arise if the proposed decision and related work is not taken

- 10.1 The Older People's Accommodation Strategy will still need to source 50 units of accommodation for extra care in Westbury.
- 10.2 Insufficient accommodation for older people with eligible needs will lead to an increase in hospital delays and an increased number of residential placements
- 10.3 Communities will be less able to support local people to remain in their community
- 10.4 Selwood is left with a vacant building which requires modernisation.

Risks that may arise if the proposed decision is taken and actions that will be taken to manage these risks

	Risk	Mitigating Action
a)	Insufficient resources to determine the care and support requirements	Work has already started to determine the best method of providing on site care and support facilities to ensure this decision is made as quickly as possible. Wiltshire Council are working in conjunction with the local HTLAH Provider to agree this model by July 28 th 2015
b)	Funding viability risks	The Grant will be transferred to Selwood via a Grant Funding Agreement to ensure any future financial risks remain with Selwood
c)	Community support	Consultation with the local town council and local Members has been undertaken during the planning process and full support was achieved. Further consultation will be undertaken with the local community as the project progresses.
d)	There are not any suitable tenants on the Housing Register	work is already being done with Adult Care to ensure the teams have started to identify suitable candidates for these properties

Financial Implications

- 11.1 The development of a fit for purpose accommodation for older people on this site will ensure that older people who have a care need have the option to move into more suitable accommodation in their local community where they are no longer able to manage in their current accommodation. This will avoid the costs associated with inappropriate accommodation including higher care and support costs to provide accommodation at home, adaptations and managing the consequences of isolation, falls and increased dependency.

- 11.2 It is intended that a 24/7 care and support service will be commissioned from the Help to Live at Home provider to enable frail elderly people in need of a 24/7 service to be accommodated in this scheme as an alternative to residential care. The council is currently developing a model that is affordable both to customers and the council. This model will be complete by July 28th 2015
- 11.3 Financial modelling will be undertaken to assess whether a model of extra care will generate revenue cost avoidance for the Council, this will also take into account Welfare Reform and implications from future changes. This will be completed before further Extra Care schemes are bought forward for approval.
- 11.4 Until final tender submissions for the building works have been received by Selwood they are working to forecast costs. To date Selwood's analysis shows that it has a funding gap. To enable the remodelling to be viable the funding gap is expected to be a maximum of £625,000 any potential future cost overruns will be for Selwood to manage. No additional funding will be requested from the Council for this project and the grant funding paid to Selwood will be evaluated against actual costs on an open book basis
- 11.5 The funding for this project can be provided from the sheltered housing capital budget.
- 11.6 The grant payment of £625,000 will be paid to Selwood via a Grant Funding Agreement ensuring that any additional financial risk will be managed by Selwood and not transferred to the Council. If Selwood choose to sell this property at a later date the Funding Agreement will ensure the Council can retain some of the sale value
- 11.7 Selwood have calculated (based on 2014/15 data) that the rent for this scheme will be £88.23 per week and a service charge of £18 per week. Both of these costs are benefit eligible but remain affordable for those people who are not entitled to benefits.

Legal Implications

- 12.1 Providing grant aid of this nature to Selwood requires the consent from the Secretary of State under S.25 Local Government Act 1988.

Pursuant to Section 24(1) of the Local Government Act 1988 the Council (as local housing authority) has the power to provide any person with financial assistance for the purposes of or in connection with the improvement of any property, which is or is intended to be privately let as housing accommodation. There is no limit on the amount of assistance which can be given under this consent. "Privately let" means let other than by the local authority in this context. However, the exercise this power is subject to the Council obtaining the consent from the Secretary of State (S.25 Local Government Act 1988).

The Secretary of State has issued “The general consent under Section 25 of the Local Government Act 1988 (Local Authority assistant for privately let Housing) 2010”. Consent C of that general consent permits the Council to give financial assistance for the purpose of or in connection with the matters mentioned in Section 24(1) of the Local Government Act 1988.

As Selwood are using the grant to remodel and improve the properties, which are then to let as Extra Care housing accommodation, the proposed grant falls within the terms of the general consent and therefore the Council is able to provide the financial assistance. .

- 12.2 There is an existing nomination agreement that secures nomination rights for the council
- 12.3 To ensure that the grant is used for the purposes of this project a Grant Funding Agreement will be entered with Selwood
- 12.4 Any grant funding to a Registered Social Landlord (RSL) for such a project has the potential to fall within the scope of State Aid. However, as this project is of a purely local character it is unlikely to have an effect on inter EU trade and so is likely to fall outside the state aid prohibition
- 12.5 The public procurement rules apply whenever a contracting authority buys goods, services and works which exceed the thresholds in the (PCR 2015). However, Councils are able to award grants for specific purposes to organisations, provided the grant recipient is under no obligation to deliver a service to that local authority in return. A grant funder may, however, incorporate a mechanism into a grant agreement to claw back any monies that have not been spent or have been misapplied. Provided such agreements operate this way the Procurement Contract Regulations should not be engaged. An exemption from the Council’s internal procurement rules may be required.
- 12.6 Selwood’s legal advisors have confirmed to the Council that under current legislation the properties will be exempt for Right to Buy and Right to Acquire provisions.

Options Considered

- 13.1 Do not refurbish old sheltered accommodation into good quality, fit for purpose accommodation. The numbers of older people with care needs are increasing across Wiltshire. It is recognised that inaccessible bedsit accommodation is no longer either suitable or safe for older people. The Local Community fully support the delivery of a remodelled scheme at this site and recognise that this is an unmet need for the local area. There would be a reputational risk if the scheme is not delivered.
- 13.2 There is a need for 50 units of extra care accommodation in Westbury to meet the needs of older people with a care need to enable them to have

an option to remain living independently in their community. The remodelling of the scheme will make it more accessible and provide an option of choice for older people. Alongside this the council is developing a 24/7 care and support model that could be based at the scheme to enable this accommodation to provide a housing option for frail older people as an alternative to residential care. If this scheme is not remodelled it will remain as a sheltered scheme that is no longer fit for purpose and the council would need to find an alternative option for delivering extra care accommodation in Westbury to meet need and to realise the potential cost avoidance in the adult care revenue budget

Conclusions

14. It is recommended that Members approve the provision of £625,000 grant funding to Selwood to refurbish the Westbury sheltered accommodation.

James Cawley

Associate Director, Adult Care Commissioning and Housing

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Background Papers

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

None

Appendices

- 1) Location plan of proposed extra care scheme
-