

Wiltshire Council

Cabinet Assets Committee

15 September 2015

Subject: Tisbury Extra Care Housing

Cabinet member: Councillor Jonathan Seed, Cabinet Member for Housing, Leisure, Libraries and Flooding

Key Decision: Yes

Executive Summary

The population of Tisbury aged over 65 is projected to grow by 29% from 1928 in 2012 to 2490 in 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 2 Council owned sheltered housing schemes in Tisbury community area (Nadder Close, Tisbury and Clays Orchard, Fovant), with a combined total of 60 units. There is also one privately owned care home in the Tisbury community area with 21 bed capacity. The Council has identified the need for 24 units of extra care housing in Tisbury. Neither of the sheltered housing schemes are fit for purpose for older people with care needs and as a result, Wiltshire Council are looking to convert the Nadder Close sheltered scheme into suitable, safe, accessible, good quality accommodation for older people to meet this identified need.

The proposal is to remodel the existing scheme with community facilities to ensure it is suitable as extra care housing. This will involve the refurbishment of the existing flats (and bungalows), and the upgrading of communal facilities through the provision of a new day lounge, mobility scooter store with charging points, a new lift (suitable for a stretcher) and upgraded outdoor space. The combination of these changes will enable the provision of 24/7 on site care and support).

Once remodelled, the scheme will provide 34 one bedroom apartments and a range of communal facilities. Together with the adjacent bungalows, it will operate as a 42 unit extra care scheme which 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 will work with the Help to Live at Home provider Mears, 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 other older people living in Tisbury. Wiltshire Council and Mears will work 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 ancillary related services 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 Housing Revenue Account capital funding of £745,397 to support the delivery of the project, and to enter into any necessary contracts to enable the project to be delivered.

Reason for Proposal

The Tisbury 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 Tisbury. Additionally, this development would improve choice and control for older people with an assessed care need and provide a vital wider community resource, through the planned 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.

Maggie Rae
Corporate Director

Wiltshire Council

Cabinet Capital Assets Committee

15 September 2015

Subject: Tisbury 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 Tisbury 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 Tisbury will support the Council's Business Plan priorities to protect older people.

The refurbishment of the Tisbury 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 assessing the possibility of remodelling a sheltered scheme in Tisbury to enable the provision of fit for purpose, accessible accommodation for older people with an assessed care need.
- 3.2 To create a viable extra care scheme, there needs to be a minimum of 40 units. The current accommodation consists of a 34 unit scheme, 8 bungalows, communal space and a guest flat. The proposal is to remodel the scheme into a 42 bed unit scheme with large one bed flats, improved communal space, a buggy store and a lift suitable for a stretcher. The provision of this facility in Tisbury 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, whilst those who currently reside at Nadder Close will be able to continue living there when their needs increase.
- 3.3 It is intended that support will be provided by the Help to Live at Home provider, Mears, 24 hours a day, 7 days a week based at the remodelled scheme. This 24/7 support will enable older people currently residing at Nadder Close to continue living in their home with the support that they require and will offer an alternative option for older people to moving into residential care when vacancies become available in the future. 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.
- 3.3 The local Tisbury Member has been consulted and has indicated their support.
- 3.4 Planning permission has not yet been sought for the changes.
- 3.5 This scheme is currently tenanted and all existing residents will be able to remain. None of the residents have expressed a desire to move elsewhere but once the remodelling takes place, future tenants will only be considered if they meet the criteria for admission into the accommodation.
- 3.6 Recent cost estimates have demonstrated that there is a funding requirement of £745,397 to deliver this scheme. It is proposed that the Council supports the remodelling through approving a budget of £745,397 from the Housing Revenue Account to enable the project to be viable.
- 3.7 The funding required is based on current cost estimates. A contingency has also been included in the construction costs. If there are any savings through lower than expected tender prices or through negotiated reductions in costs, the funding requirement may be reduced.

Background

- 4.1 The population of Tisbury aged over 65 is projected to grow by 29% from 1928 in 2012 to 2490 in 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. 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 On average since 2004, five residential placements are made each year from the Tisbury area, with 9 people currently placed in residential care in Tisbury by the Council. (July, 2015). Since 2010, there has been an average of 5 voids each year at Nadder Close. The provision of this scheme will enable existing tenants to remain in their homes when their care needs increase or for other 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 as the units 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 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 24 extra care units in Tisbury and these will be provided through remodelling the sheltered scheme. There are currently no extra care homes in Tisbury or the surrounding community areas. The 34 refurbished units and 8 bungalow units will provide fit for purpose older people's accommodation for those residing in Tisbury and the wider locality.
- 4.6 Through a review of the County's sheltered accommodation this scheme had been identified as mid-range sheltered housing but not currently suitable as extra care for older people.
- 4.7 Wiltshire Council and Mears will work 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 April 2016.

Safeguarding Implications

- 5.1 All existing tenants are still residing in the scheme, and have been consulted on the outline proposals.

- 5.2 The remodelled scheme will provide significantly improved accommodation for older people with an assessed care need and will enable the 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.
- 5.4 On site staff will be recruited through the HTLAH provider's recruitment process including any necessary safety and security checks.

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 Wiltshire Council, 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 and voluntary services at the scheme.

Corporate Procurement Implications

- 7.1 The procurement of the consultants for the extra care scheme will be undertaken using the council's framework. It is proposed that the procurement of the build contractors will be carried out through a range of methods to ensure best value is achieved and may include the use of existing constructor frameworks. Procurement decisions will also be scrutinised through the Corporate Procurement Board as required.
- 7.2 Any procurement routes taken will be in line with the council's procurement rules and will be expedited in the appropriate timeframes to enable effective reporting and decision making.

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

- 8.1 The remodelling of the Tisbury 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 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 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 extra care accommodation is an important factor. The Tisbury scheme is close to the town centre and has access to good public transport links. The planned 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 Photovoltaic cells (similar to solar panels) and new boilers have recently been installed at Nadder Close. Both changes will improve its energy efficiency.

Risk Assessment

- 10. With increasing build costs, remodelling an existing 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 a minimum of 24 units of accommodation for extra care in Tisbury.

- 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

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 will work in conjunction with the local HTLAH Provider to agree this model by April 2016.
b)	Funding viability risks	Initial scheme costs have been completed by a Quantity Surveyor. Contingencies have been allowed within the feasibilities to enable some flexibility and to anticipate increases in build costs between now and the proposed start on site.
c)	Community support	Initial consultation has been undertaken with the residents currently residing in the scheme and a resident working group is in place. Full consultation with the local Parish Council and local Members will take place during the planning process.
d)	There are not any suitable tenants on the Housing Register	The scheme is already occupied with residents who intend to continue living there. Currently, there are 4 voids at Nadder Close. The proposed changes will ensure as existing residents support needs increase; they will be able to continue residing at the scheme. 14 residents already receive support 3 times per week. In addition, as voids occur, those with higher needs which meet extra care criteria will be eligible to live at Nadder Close. These factors will mitigate any significant loss in rental income through a gradual transition towards a full extra care scheme.

Financial Implications

- 11.1 Until final tender submissions for the building works have been received, the project is working to forecast costs. To date the estimate shows that there is a funding gap. To enable the remodelling to be viable the funding needed is expected to be a maximum of £745,397. Forecast costs have

included a construction contingency of 15% (78,217.05), and an overall project contingency of 3% (£21,711).

- 11.2 The funding for this project can be provided through the Housing Revenue Account and will form part of the Council's affordable housing stock. An allocation for this has been factored into the 15/16 HRA Capital Programme.
- 11.3 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. This is likely to come into force over time. The Council is currently developing a model that is affordable both to customers and the Council. This model will be complete by April 2016
- 11.4 Costs (including rent, service charges and care and support costs) will be assessed to ensure they are affordable both to residents in receipt of benefits and those who are not.
- 11.5 Existing tenants would not see an increase in rent or service charge due to the remodelling, unless they wished to opt in to the extra care support being provided when the proposed scheme is in place. It is therefore likely that the Adult Care Support and Accommodation Team would need to subsidise the cost of this service to ensure it is affordable for new residents until all residents living there are extra care customers.
- 11.6 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.

Legal Implications

- 12.1 This accommodation will not be eligible for Right to Buy under Part B of the RTB2 (dwelling Houses for Persons of a Pensionable Age)

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 the current accommodation is not suitable for older people with higher needs. There would be a reputational risk if the scheme is not delivered.
- 13.2 There is a need for 24 units of extra care accommodation in Tisbury 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 Tisbury 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 £745,397 funding provision to refurbish the Tisbury sheltered accommodation scheme.

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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
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