

**CABINET - 23 JUNE 2017****LEICESTERSHIRE ADULT SOCIAL CARE ACCOMMODATION
STRATEGY FOR OLDER PEOPLE 2016 TO 2026****UPDATE ON EXTRA CARE DEVELOPMENTS IN LEICESTERSHIRE****JOINT REPORT OF THE DIRECTOR OF CORPORATE RESOURCES AND
DIRECTOR OF ADULTS AND COMMUNITIES****PART A****Purpose of the Report**

1. The purpose of this report is to advise the Cabinet of progress with the implementation of the Leicestershire Adult Social Care Accommodation Strategy for Older People 2016-2026, to outline the proposed approach for the procurement of county-wide extra care support services, including the new development at Waterside Court in Loughborough, and to seek approval to dispose of the Catherine Dalley House and Silverdale Hostel site and include capital receipts from this sale within the Council's capital programme.

Recommendations

2. It is recommended that:
 - a) Progress with the implementation of the Leicestershire Adult Social Care Accommodation Strategy for Older People 2016-2026 be noted;
 - b) The development of the Waterside Court extra care facility in Loughborough and the proposed procurement of care contracts for Waterside Court up to November 2018 be noted;
 - c) The proposed approach to procuring countywide extra care services from November 2018, as set out in paragraphs 33 and 34, of the report be noted;
 - c) The outcome of the market testing exercise undertaken for the Catherine Dalley House and Silverdale Hostel site be noted;
 - d) The sale of the Catherine Dalley House and Silverdale Hostel site be approved and the proceeds from the sale be added to the general capital receipts for use in the Council's capital programme;
 - e) A further report be presented to the Cabinet within the next 12 months outlining the requirements for extra care provision in Leicestershire and detailing plans for development for prioritisation within the Council's future capital programme.

Reasons for Recommendations

3. The Leicestershire Adult Social Care Accommodation Strategy for Older People 2016-2026 (the Accommodation Strategy) and associated delivery plan provides the Council with agreed priorities in relation to accommodation for older people over the next 10 years. Although adult social care does not directly provide accommodation, the Strategy has been developed to fulfil statutory duties relating to the Care Act, meet efficiency targets and provide a basis for planning, partnership working and commissioning, in accordance with the overarching Adult Social Care Strategy to prevent, reduce, delay and meet a person's need for services.
4. The Catherine Dalley House and Silverdale Hostel site has been held vacant pending the finalisation of both the Accommodation Strategy and the outcome of a market testing exercise on how to make best use of the site as a potential extra care development.
5. The results of market testing indicated that extra care providers would not favour a mixed tenure scheme and providers indicated they would not wish to enter into a scheme until the Government had made a definite decision regarding the introduction of Local Housing Allowance rent cap and the revenue funding of schemes.
6. Given the results of the market testing, it is recommended that the whole site be disposed of as soon as possible on the basis of inviting offers for either extra care or residential use (subject to planning).
7. The Cabinet has previously agreed that the proceeds of the sale of elderly persons homes, including Catherine Dalley House, be earmarked for the development of extra care, but at present there are no formal plans to develop an extra care facility. Given the uncertainty about the future provision of revenue support for residents following the Government's consultation on funding reform for supported accommodation, it is proposed that the capital receipt from the sale of the Catherine Dalley House and Silverdale Hostel site be un-ring-fenced. When the requirements for extra care provision in Leicestershire can be confirmed resources will be prioritised within the Council's capital programme.

Timetable for Decisions (including Scrutiny)

8. Implementation of the proposed approach for the sale of the Catherine Dalley House and Silverdale site will take place over the next 12 months. The completion of any redevelopment of the whole site will be dependent on further collaboration with the eventual purchaser/provider to ensure that the site is used effectively to either provide accommodation for older people or to provide the maximum capital receipt available.

Policy Framework and Previous Decisions

9. The Care Act 2014 recognises the importance of accommodation in promoting an individual's wellbeing. It expects housing factors to be part of the assessment, with local authorities taking account of the suitability of a person's living accommodation to meet their long term conditions and need for personal care and support. The Act identifies the requirements and the procedures where a local authority is responsible for meeting a person's care and support needs in relation to accommodation.

10. The Accommodation Strategy highlights the importance of developing a more integrated approach to delivery and therefore directly supports the implementation of the Lightbulb Programme, the Council's ambition to work in partnership to deliver service transformation, and recognises the key role communities can play in line with Leicestershire's Communities Strategy.
11. A proposed strategy for supported accommodation for older people was considered by the Cabinet in 2007; since then the Cabinet has received a number of reports on in-house residential care, including options for extra care on the Catherine Dalley House site. In November 2015, following extensive consultation, the Cabinet agreed to close Catherine Dalley House.
12. Further reports regarding the development and delivery of the Council's Accommodation Strategy have been referred to the Cabinet since the closure of Catherine Dalley House, with the Strategy specifically referring to this site and recommending that the Council work with partners to identify potential locations and funding options to provide new extra care/retirement accommodation in areas where required. This will include marketing the Catherine Dalley House/Silverdale Hostel site. as a potential extra care development opportunity.

Resources Implications

13. The capital value of the Catherine Dalley House and Silverdale Hostel site was estimated at £600,000 in August 2016 for either extra care housing or residential use. The revenue cost associated with this disposal is estimated to be circa £35,000.
14. It is proposed that the ring-fence is removed from the proceeds from the sale of Catherine Dalley House and the Silverdale Hostel site and the proceeds are invested in the Council's capital programme.
15. As extra care is a priority for the County Council any scheme that comes forward for funding would be assessed and if it met the required threshold there would be a priority call on the Council's capital resources for making a contribution to the scheme.
16. The Director of Law and Governance has been consulted on the content of this report.

Circulation under the Local Issues Alert Procedure

A copy of this report has been circulated to Mr J T Orson JP CC, Mr A Pearson CC, Mrs P Posnett CC, and Mr J B Rhodes CC.

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PART B

Background

17. The Accommodation Strategy for Older People aims to guide, co-ordinate and facilitate Adult Social Care's contribution to developing different types of accommodation support for older people. It is not intended to be a 'housing strategy', but given the important role housing plays in an individual's health and wellbeing and therefore on their need for health and social care services, the Strategy recognises the value of working in partnership with the housing sector, health partners, and the voluntary sector, to develop preventative interventions and raise awareness about maintaining independence and planning for accommodation in later life.
18. Work is continuing with district housing and planning partners to identify potential locations and funding options, including attracting investment from mainstream builders to provide new extra care/retirement accommodation in areas where required, and to ensure combined property assets are used effectively to develop accommodation for older people.

Catherine Dalley House and Silverdale Hostel site

19. The Catherine Dalley House and Silverdale Hostel site comprises two part purpose-built and part converted homes for older people and people with learning disabilities which originally opened in 1957. (See site plan in the Appendix attached to this report).
20. Whilst Silverdale Hostel has stood vacant since 2008, Catherine Dalley House did not close until March 2016 following an extensive public consultation which concluded that Catherine Dalley House was no longer fit for purpose due to the condition of the building and regulatory compliance works required. It was concluded that investment/maintenance costs would continue to increase due to the nature of the building which would result in the delivery of services becoming unviable.
21. The whole site has been held vacant pending the finalisation of both the Accommodation Strategy and the outcome of the market testing exercise regarding the re-use of the whole site for extra care.
22. As part of this market testing exercise, extra care providers and commercial property developers were invited to submit their views on how to make best use of the site, including identifying risks and issues with the scheme, financing the scheme and views on the Government's rent cap. Proposals were sought for options ranging from a 100% affordable housing/extra care scheme through to a 100% commercial extra care scheme.
23. In summary, the market testing indicated a lack of interest from providers in developing an affordable scheme or even a mixed tenure scheme on this site at this time due to financing uncertainty around the future funding of housing benefit and the introduction of a rent cap. Commercial developers confirmed that there is an active market for private extra care schemes given the demographics in this locality and expressed an interest in taking forward this site either for private residential and/or extra care, but they also cautioned that if this site does not come forward soon for redevelopment, its capital value may be affected by other schemes identified in this locality.

24. Given the continuing uncertainty with regard to Government funding, the cost of holding the site vacant indefinitely, plus the general deterioration of the site which could have a negative impact on the surrounding residential area, it is recommended to proceed to a best value disposal without further delay.
25. As extra care is a priority for the County Council, any scheme that comes forward for funding would be assessed and if it met the required threshold there would be a call on the Council's capital resources for funding for the scheme.
26. The Cabinet agreed in 2009, 2010 and subsequently 2015 and 2016 that the proceeds of the sale of the elderly persons homes, including Catherine Dalley House, be earmarked for the development of extra care within the County. However, at the present time there are no formal plans to develop an extra care facility and there remains some uncertainty about the future provision of revenue support for residents following the Government's consultation on funding reform for supported accommodation. Therefore, it is recommended, that the capital receipt from the sale of the site be un-ring-fenced and that a further report be presented to the Cabinet within the next 12 months outlining the requirements for extra care provision within Leicestershire and setting out any detailed plans for development which will then be prioritised within the Council's general capital programme.

Oak Court, Blaby

27. This purpose-built extra care scheme, which opened in October 2015, is becoming established in the local community, offering care, support and a diverse range of activities, a number of them tenant-led and open to the local community, which promote personal independence, health, wellbeing, and social inclusion. Occupancy levels have remained consistently high.

Development at Waterside Court, Loughborough, with housing provider EMH Group

28. Work is underway with strategic housing and health partners to promote referrals for this 62 unit extra care development which will open in autumn 2017. This will extend the offer to older adults seeking to live independently in accessible, telecare-enabled housing with flexible on-site care and support, as a cost-effective alternative to residential care.
29. The Council is working with the housing provider, EMH Group, on a joint marketing campaign, including promotional literature with the respective brands and clear information about eligibility criteria and the services available. A furnished show flat will be available at least one month prior to the first tenants moving in, to enable prospective tenants such as those down-sizing from larger accommodation, to visualise living there.
30. Key partnership activity which has been undertaken to ensure the successful launch of the scheme includes:
 - a) The development of a nominations agreement and allocations protocol between the County Council and EMH Group, which takes into account lessons learned from the initial and subsequent lettings for Oak Court.

- b) The establishment of a multi-agency Waterside Court Steering Group to ensure the successful promotion of the scheme and its services and embedding this within the local community.
 - c) A joint communications and marketing plan is being developed in partnership with the County Council and EMH Group, with input from Charnwood Borough Council and the West Leicestershire Clinical Commissioning Group, to promote the scheme and its amenities to referring agencies, potential applicants and their families and carers.
31. It is recognised that, as the scheme consists of primarily one-bedroom, two person or two bedroom flats, this scheme, along with Oak Court, would enable couples to stay together, when they might otherwise be separated when the risks associated with one partner living independently increase.
32. Waterside Court also offers an opportunity for younger adults with physical or learning disabilities to live independently, with on-site support which is being promoted by review teams as part of the Council's pathway to supported living.

Procurement strategy for the countywide extra care services

33. The Director of Adults and Communities will use his delegated authority to commission the care contracts for Waterside Court. This will be procured on the basis of a one-year contract commissioned care and 24/7 wellbeing service to align with the end dates for the existing schemes across the County November 2018.
34. The intention is to then recommission the care services at the remaining extra care schemes (Oak Court in Blaby, St. Mary's Court in Lutterworth, Connaught House in Loughborough, Birch Court in Glen Parva and Gretton Court in Melton, alongside Waterside Court in Loughborough) during 2018 with a contract start date of November 2018, with the proviso that the scope of the later procurement may change depending on the outcome of an on-going feasibility review of alternative extra care options for the Melton area.

The Lightbulb Programme

35. A key initiative which will support the delivery of the Accommodation Strategy for Older People is the Lightbulb Programme, operated by Blaby District Council on behalf of the seven Leicestershire districts and in partnership with the County Council. The project will deliver a more integrated approach to social care and housing by ensuring that adaptations are made to older and disabled people's homes, avoiding the need to seek alternative accommodation. The programme is on track and a pilot commenced in Blaby in May to test out systems, processes and joint working arrangements, and it is intended that the scheme will be rolled out across the County from October 2017.

Background Papers

Report to the Cabinet 23 November 2016 Leicestershire Adult Social care Accommodation Strategy for Older People 2016-2026 – Outcome of Consultation

<http://cexmodgov1/ieListDocuments.aspx?CId=135&MID=4607#A149894>

Appendix

Catherine Dalley and Silverdale Hostel Site Plan

Relevant Impact Assessments**Equality and Human Rights Implications**

36. The Accommodation Strategy for Older People recognises that the composition of the older population is increasingly diverse in terms of interests, ethnicity, marital status, living arrangements and religion. An Equality and Human Rights Impact Assessment (EHRIA) was conducted as part of the development of the Strategy and an action plan approved by the Departmental Equalities Group in November 2016. Subsequent EHRIAs will be conducted as work-streams and projects emerge from the Accommodation Strategy delivery plan.

Partnership working and associated issues

37. Engagement with partners including health, housing and private sector providers is critical to the redevelopment of this site and to the delivery of the Accommodation Strategy, including identifying potential locations and funding options, attracting investment from mainstream builders to provide new extra care or retirement accommodation in areas where required and ensure combined property assets are used effectively to develop accommodation for older people.

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