

## HAMPSHIRE COUNTY COUNCIL

### Decision Report

<b>Decision Maker:</b>	Executive Member for Policy and Resources
<b>Date:</b>	22 January 2015
<b>Title:</b>	Developing Extra Care Housing for Younger Adults
<b>Reference:</b>	6271
<b>Report From:</b>	Director of Culture, Communities and Business Services

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### 1. Executive Summary

- 1.1. This report sets out the proposed approval process for the expenditure of capital allocated under the Capital Programme Review in September 2014 for the delivery of Extra Care accommodation for Younger Adults.
- 1.2. Extra Care Housing for Younger Adults will provide an alternative to residential care for adults aged 18 to 65 and who have a Learning Disability, a Physical Disability or Mental Health problems. The proposed accommodation and associated care and support will offer greater independence, wellbeing and choice for individuals, whilst improving cost effectiveness for the County Council in the delivery of care and support for these client groups.
- 1.3. This paper seeks to:
  - Summarise the background to and proposed nature of the Younger Adults Extra Care Strategy;
  - Set out the proposed delivery strategy, associated timescales and to secure agreement to the principle of a Single Tender Approval (STA) as required;
  - Summarises the forecast capital costs and revenue savings associated with the Younger Adults programme.
- 1.4. It is also to be noted that the existing delegated authority afforded to the Directors of Culture, Communities and Business Services (CCBS) and Adult Services will be used to approve the allocation of part of the Younger Persons Extra Care £6m capital funding to individual developments, where those contributions are less than £250,000.

## **2. Contextual information**

- 2.1. In September 2014, the County Council approved £6M capital funding to support the development of Extra Care Housing for Younger Adults with a revenue savings target of £1.2M by March 2017. There has been significant work over recent years to develop alternative housing options to traditional residential care and there is clear evidence that in doing so, there are significant savings to be made at the same time as providing higher quality housing, greater independence and improved support for individuals.
- 2.2. Currently the County Council funds residential placements for c.800 younger adults in largely third party owned facilities both within and outside of Hampshire. Dependent on the level of care required, the cost of these placements can range from £500/week to £3,000/week for clients with the most complex and challenging needs. In addition, there are a further c.600 younger adults living in family homes with ageing parents who will likely require accommodation in the future. There is also a cohort aged 16 and 17 (approximately 100 service users each year) that could transition into the Younger Adults programme going forward.
- 2.3. Building on the success of Project Extra Care for Older Persons, it is proposed therefore to develop a similar programme for Younger Adults with a Learning Disability, Physical Disability or Mental Health issue. The schemes will provide housing units (1 bedroom flats and/or studios), staff accommodation and communal space, together with flexible 24 hour on-site care and support subject to the assessed needs of residents. However, the model of service will be smaller with schemes of only 6-18 units per scheme rather than the much larger older person developments. The smallest schemes reflect baseline viability and would be used to support service users with the most complex needs, whilst the larger schemes reflect an upper size limit identified to avoid the creation of a more traditional residential care home setting.
- 2.4 The detail of the proposed Younger Adults Extra Care strategy is to be considered in a separate report to the January 2015 Executive Member for Adult Social Care and Public Health Decision Day. The remainder of this report sets out the proposed property and procurement strategy and approvals needed to support the programme; the call-off arrangements and expenditure approvals proposed to make use of the approved capital.

## **3. Analysis of Demand and Identification of Sites**

- 3.1. Given the size of the group of service users that could benefit from this programme, a more focussed analysis of demand across Hampshire has been undertaken and the following priority areas for development have been identified in discussion with the relevant operational teams:
  - North: Basingstoke town centre, Farnborough town centre, Aldershot town centre,
  - East: Havant town centre, Waterlooville town centre, Fareham town centre, Gosport town centre,

- West: New Milton town centre, Waterside/Hythe town centre, Ringwood town centre, Andover town centre, Eastleigh town centre, Winchester city centre.
- 3.2. A draft Design Guide (similar to that developed for the Older Persons Extracare project) is being prepared and this indicates that sites of between 0.2- 0.4ha would be suitable to accommodate developments of between 6-18 units. A Site Analysis tool is also being used to ensure available sites are suitably located and appropriate for the intended service user group.
- 3.3. As for the Older Persons programme, existing County Council assets are being considered to see if they are suited to meet the priority areas identified above.

#### **4. Development of accommodation**

- 4.1. As the intended initial savings target of £1.2M is to be achieved by March 2017, careful consideration has been given to how best this could be achieved. Shared learning from the Older Persons programme indicates that significant reliance on new build facilities on sites that are yet to be identified and for which no planning consent is in place are unlikely to yet deliver early cashable savings. In addition, due to the nature of the proposed developments, their smaller scale and the variety of development types and delivery partners, a Partner Framework is not considered an appropriate approach.
- 4.2. It is likely that most schemes will be on land that the County Council already owns or that are already significantly advanced, or involve refurbishment and/or conversion, but for which additional capital funding support is needed. It is proposed that the mainstay of the Younger Adults Programme is delivered in the following ways:
- Sales of appropriate HCC owned sites under the Local Government Act (1972)
  - A Younger Adults Extracare Grants Programme
  - One-off single tender approved procurements
- 4.3. In relation to County Council owned sites, it is likely that the contribution would comprise the equivalent alternative use value of the site together with a small capital contribution.
- 4.4. Under the proposed grants programme, there would be an opportunity to makes grants available to both Registered Social Landlords and appropriate Charitable bodies, subject to an upper limit of 15% of the total capital cost of the scheme.
- 4.5. In certain circumstances, it may be considered appropriate to undertake a single tender procurement. This might occur where the County Council does not have a site of its own that is suitable, where no other opportunities are available through the grants programme or where a more significant contribution is required to support a project. Whilst it is unlikely that these

projects would contribute to the 2017 savings target, approval in principle to a single tender process for these is nevertheless sought as part of this report.

- 4.6. As well as the development of purpose built specialist accommodation, there will be opportunities for enhancing existing accommodation with modest capital investment in order to support the principles of the Extra Care for younger adults project.

## **5. Finance**

- 5.1. Specific capital funding of £6M for the development of Extra Care Housing for Younger Adults was agreed by the County Council as part of the Capital Programme Review in September 2014.
- 5.2. As part of planned programmes of revenue savings within Adult Services, a target of £1.2M by the end of March 2017 has been set for this project. Some analysis of the savings potential of providing alternative placements to residential care suggests a savings on average of £365 per placement per week could be achieved.
- 5.3. Whilst the majority of the analysis to inform the strategy has been in relation to Younger Adults with a Learning Disability, it is anticipated that the proposed model will be equally applicable for younger adults with mental health needs and/or physical disabilities. In each case local operational budgets will be used to procure the care and support.
- 5.4. Based on these figures, the working assumption is that there would need to be a minimum of 60 to 70 units delivered by March 2017 for occupation by individuals moving out of residential care to achieve the savings target of £1.2m.
- 5.5. Depending on the nature of the site and projects there may be circumstances where the level of contribution would fall below the existing Chief Officer delegation approval level of £250,000. In these circumstances, the Directors of CCBS and Adult Services would use their delegated authority to agree such contributions. These decisions would still be supported by an appropriate business case.

## **6. Consultation and Equalities**

- 6.1. An integral need, to both National and Local drivers, is to develop housing and support options that promote individual rights and choice. Throughout the consultation for the Hampshire strategy 'Ordinary People living Ordinary Lives' people with a learning disability expressed a desire to have their own home with the right support, whilst not feeling isolated.

## **7. Performance**

- 7.1. The Younger Adults Extracare programme will provide a modern alternative form of care and support for younger adults with a Learning Disability, Physical Disability and Mental Health condition, promoting greater service user independence, wellbeing and choice. In this regard the Younger Adults

Extracare programme meets the Corporate Priorities to Maximise Wellbeing and Enhancing our Quality of Place.

## **8. Future Direction**

- 8.1. There is clear evidence that there will continue to be a significant rise in individuals requiring social care support, and many of those individuals will have increasingly complex needs.
- 8.2. Given the above, and the potential for achieving cost efficiencies as well as better outcomes for service users, it is likely that the development of Extra Care for Younger Adults will remain a strategic priority for the Adult Services department in the future.
- 8.3. The proposed delivery strategy set out above will support the achievement of the identified savings target through the use of either County Council owned sites or the payment of capital contributions under the Younger Adults Extracare Grants programme.

## **9. Recommendations**

- 9.1. That approval is given to the principle of one-off Single Tender Approved (STA) procurements to support the delivery of more financially significant schemes of development under the Younger Adults Extra Care Housing programme as necessary.

**CORPORATE OR LEGAL INFORMATION:****Links to the Corporate Strategy**

<b>Hampshire safer and more secure for all:</b>	Yes
Corporate Improvement plan link number (if appropriate):	
<b>Maximising well-being:</b>	Yes
Corporate Improvement plan link number (if appropriate):	
<b>Enhancing our quality of place:</b>	Yes
Corporate Improvement plan link number (if appropriate):	

**Other Significant Links**

<b>Links to previous Member decisions:</b>		
<u>Title</u> Exec Member for Adult Social Care and Public Health – Developing Extra Care Housing for Younger Adults	<u>Reference</u> 6354	<u>Date</u> 27/01/2015
<b>Direct links to specific legislation or Government Directives</b>		
<u>Title</u>	<u>Date</u>	

**Section 100 D - Local Government Act 1972 - background documents**

The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)

<u>Document</u>	<u>Location</u>
None	

## **IMPACT ASSESSMENTS:**

### **1. Equality Duty**

1.1. The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act;
- Advance equality of opportunity between persons who share a relevant protected characteristic (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, gender and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

**Due regard in this context involves having due regard in particular to:**

- The need to remove or minimise disadvantages suffered by persons sharing a relevant characteristic connected to that characteristic;
- Take steps to meet the needs of persons sharing a relevant protected characteristic different from the needs of persons who do not share it;
- Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity which participation by such persons is disproportionately low.

### **1.2. Equalities Impact Assessment:**

An equalities impact assessment has been considered in the development of this report and, as the report seeks only approval to the principle of a Single Tender Approval, has not been deemed necessary.

### **2. Impact on Crime and Disorder:**

2.1. The proposals contained within this report have no impact on crime and disorder.

### **3. Climate Change:**

3.1. The proposals contained within this report have no impact on climate change.