

AGENDA MANAGEMENT SHEET

Name of Committee **Adult and Community Services Overview and Scrutiny Committee**

Date of Committee **2nd December 2009**

Report Title **Care and Choice Accommodation Programme – Progress Report**

Summary Further to the Cabinet reports of 22 May 2008 and 26 February 2009, this report now provides Overview and Scrutiny with updates on the progress on the Care and Choice Accommodation Programme, including details of the first tender process for the procurement of Extra Care Housing on the site adjacent to Attleborough Grange in Nuneaton, and the current position of the tender for up to 5 Partners for inclusion on a County Council Preferred Partnership Framework for both the future provision of housing with care and support and specialist residential care. Furthermore the report provides updates on care accommodation development in all five countywide Borough and Districts local partnership working.

For further information please contact:

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Would the recommended decision be contrary to the Budget and Policy Framework? No.

Background papers None.

CONSULTATION ALREADY UNDERTAKEN:- Details to be specified

Other Committees

Local Member(s) Not Applicable

- Other Elected Members Councillor L Caborn, Councillor T May, Councillor F McCarney, Councillor R Dodd
- Cabinet Member Councillor C Hayfield
- Chief Executive
- Legal Alison Hallworth, Adult and Community Team Leader
- Finance Chris Norton, Strategic Finance Manager
- Other Chief Officers
- District Councils
- Health Authority
- Police
- Other Bodies/Individuals Kim Harlock, Head of Strategic Commissioning
Alwin McGibbon, Scrutiny Officer

FINAL DECISION YES

SUGGESTED NEXT STEPS:

Details to be specified

- Further consideration by this Committee
- To Council
- To Cabinet
- To an O & S Committee
- To an Area Committee
- Further Consultation

Adult and Community Services Overview and Scrutiny Committee – 2 December 2009

Care and Choice Accommodation Programme – Progress Report

Report of the Strategic Director of Adult, Health and Community Services

Recommendation

It is recommended that the Overview and Scrutiny Committee:

1. Considers and comments on the progress made by the Care and Choice Accommodation Programme with regard to the delivery and provision of countywide care accommodation services in line with key strategic objectives.
2. Continues to support the progress of the Care and Choice Accommodation Programme with regard to the delivery of a range of care accommodation services that offer Warwickshire's citizens improved choice, control and independence.

1. Introduction

- 1.1 The Care and Choice Accommodation Programme (CACAP) was launched in July 2007 with the desired outcome being the modernisation of care accommodation services for older people and adults with disabilities in Warwickshire.
- 1.2 CACAP is "...about people and their lives, not just buildings...". It is a rare opportunity for Warwickshire County Council (WCC) to reshape its countywide provision of care accommodation options and services for all client groups in order to provide increased choice and independence for customers, and to build on strategic partnerships in order to achieve a number of key objectives. These include:
 - Working with a range of partners and stakeholders to develop and deliver new services such as mixed tenure Extra Care Housing (ECH)
 - Providing a range of 'hub and spoke' services from an ECH setting to meet the needs of local communities
 - Offering better, more co-ordinated and more integrated community-based health and social care services which enable people to remain in their own homes for as long as possible
 - Maximising both community and Third Sector involvement in service planning and delivery.

- 1.3 With its partners, WCC is aiming to shift the balance of care accommodation to better meet both the needs and expectations of all older people, including those who fund their own care accommodation and support. This is being achieved in two main ways:
1. the introduction of ECH to Warwickshire, and
 2. the reconfiguration of traditional residential care services, and to develop up to date vibrant and innovative schemes that will accommodate older people with dementia
- 1.4 “Putting People First” remains the key CACAP driver, as the programme aims to support older people to live at home by creating a viable alternative to traditional residential care for those who have both a housing and care need, and those needs cannot continue to be met in their own home. The programme supports the transformation agenda by enabling older people to live as independently as possible, whilst retaining choice and control by the use of an Individual Budget. A key area of development in line with the National Strategic Framework (NSF) for older people is to commission modernised services for people with dementia, linking to our planned development of integrated teams throughout Warwickshire. Models will be developed with a focus on:
- National Carers Strategy
 - National Dementia Strategy
 - End Of Life Care Strategy
- 1.5 An ECH Strategy aimed at providing a shared vision for key stakeholders such as WCC, all 5 Borough and District Council Housing Departments, Warwickshire Primary Care Trust (PCT), the Third Sector and the citizens of Warwickshire is also due to be published shortly.
- 1.6 The CACAP team is working with the Institute of Public Care (IPC), which advises central government on health, social care and supported housing issues, including ECH. This working relationship gives WCC the opportunity to access to a network of more than 30 other local authorities who are already consulting IPC on their own modernisation and ECH programmes.
- 1.7 It is anticipated that approximately 500 ECH units will either be in place or will have construction planned in Warwickshire by the end of 2013.

2. Background

- 2.1 CACAP seeks to promote the independence of all relevant client groups by giving them more choice and control of their own lives. The ethos of ECH is that people can live independently in a supported environment but with easy access to the wider community in which they live. Equally our ECH developments will become a part of the community offering opportunities for involvement in a range of activities across different age groups.

- 2.2 WCC remains committed to a transformation programme, which seeks to modernise our services and challenges the traditional delivery of social care. CACAP is a building block of the strategy to deliver the personalisation agenda. The introduction of the 'hub and spoke', or virtual extra care model, including the use of new technology to extend services into rural areas, is aimed at enabling more people to live at home for longer.
- 2.3 In order to improve its star rating, WCC needs to be able to offer the choice of both ECH and also specialist residential care, which will better meet the needs of all Warwickshire residents including Older People and Adults with both Physical and Learning Disabilities and people suffering from Mental Health problems, including dementia.
- 2.4 In May 2008 Cabinet received a report, which took forward the vision for CACAP that was first considered by Cabinet in 2007. The report provided a strategic framework against the context of demographic growth and the need to better understand care preferences. It built on the local approach to more responsive provision of care against national guidelines and best practice within a financially realistic and affordable framework.
- 2.5 In October 2008, a countywide group (Solutions for Housing for Older People (SHOP) Steering Group) comprising of senior officers with housing development responsibilities from all 6 County, Borough and District Councils was formed to progress direct links to Housing Strategies and Solutions.

The vision of SHOP is to influence and drive the Programme whilst ensuring that it delivers the actions and objectives contained within appropriate strategies, e.g. ECH Strategy, and to build on these strategic partnerships in order to achieve a number of key objectives, including:

- Assisting the delivery of the aims and objectives of housing and related strategies
 - Ensuring the development of ECH contributes to sustainable communities
 - Improving service delivery
 - Creating a common understanding of each other's priorities and activities
 - Generating a culture of working in partnership
 - Sharing issues and ideas
 - Linking to targets around provision of affordable housing
 - To seek out situations providing successes across different areas, e.g. affordable housing and ECH on one site
- 2.6 In November 2008, Cabinet received a report that included updates on future care accommodation development plans for all five boroughs and districts in the county and local partnership-working initiatives, as well as the perceived impact of the downturn in the global and national economy and property market. The report highlighted the need to look at future options for programme delivery, including approval for officers to engage directly with independent housing and care providers.

- 2.7 Throughout 2008 and 2009 WCC has been developing links to the independent sector and Registered Social Landlords (RSLs). This has been progressed via Council-hosted Provider and Bidder Days, with officers also working with independent providers and the appropriate Borough or District Council in order to gauge market response to CACAP. This has seen officers visiting a number of different schemes and models in order to benchmark what may be best suited to Warwickshire and its citizens.

3. Care and Choice Accommodation Programme – Update

- 3.1 The current economic climate and property market downturn has understandably raised concerns for CACAP, i.e. would potential partners and developers draw back because of market uncertainties, and would the credit crunch make them less willing, or able, to invest in new homes for older people. The initial response has seen private developers who were planning to build ECH purely for sale now giving consideration to working with local authorities, on 'mixed' retirement schemes, which offer properties for sale, shared ownership or rent.

Key factors to programme delivery are *philosophy* (raison d'être, policy, values, choice), *market* (demand and provision), *resources* (funding and land), *process* (commissioning, planning, delivery), *awareness* (knowledge and marketing) and *take-up* (recession, stasis, financial options).

- 3.2 Despite the recession, CACAP continues to make progress, although inevitably, the economic downturn meant a different approach was needed with the CACAP team having to find innovative ways to take the programme forward and achieve results. For example, by working with both independent housing providers and District and Borough councils, new ways to deliver CACAP are being considered, including the potential to 'remodel' existing sheltered housing schemes into ECH. Overall programme delivery has progressed as follows:

3.3 Briar Croft, Stratford-upon-Avon

The CACAP team is working with Stratford District Council, Orbit (Heart of England) Housing Association and Warwick Care Services (WCS) on a new ECH scheme being built in Stratford-upon-Avon. The team's involvement includes carrying out care and occupational assessments, which will form part of the allocation process to ensure the right people benefit from the scheme. The Briar Croft development, which is next to The Limes residential care home, will provide a total of 64 ECH apartments. The scheme should be completed in January 2010 with a show flat already open. Initial market response suggests that demand will outstrip supply.

3.4 Farmers Court, Rugby

The CACAP team is working in partnership with Rugby Borough Council and independent developers on a scheme to build 45 extra care homes on the former Cattle Market site in Murray Road, Rugby. With planning and funding in place, work should start on site this Autumn. It is anticipated that the development will offer:

- 45 x ECH flats (social rented) to be delivered by housing21 (h21)
- 72 x bedroom hotel (Travelodge) over retail (Tescometro)
- 69 x private dwellings
- 47 x affordable dwellings

It is anticipated that h21 would also tender for the care provision element at Rugby Cattle market as WCC would be buying planned night care as part of a package of care available 24 hours a day. It is not impossible for people to use an alternative provider of choice at night but research from other developments around the country leads us to the conclusion that there are difficulties around this due to security and organisational problems.

With Planning Permission and Capital Funding from the Homes and Communities Agency (HCA) already in place, construction will start in Autumn 2009, with the facility opening in Spring 2011.

3.5 Site Next to Attleborough Grange, Nuneaton

In September 2007, Cabinet approved the Strategic Director of Adult, Health and Community Services to submit an Outline Planning application to Nuneaton & Bedworth Borough Council (NBBC) to provide a range of Care Accommodation options on the WCC-owned land directly adjacent to the Attleborough Grange building in Nuneaton, however, after due consideration, it is more appropriate to delay any application until such time that a contract is in place and Capital Funding has been secured.

A contract has been awarded to Housing 21 for the first new extra care housing development on Warwickshire County Council-owned land. This will be built on a site next the Attleborough Grange residential care home in Nuneaton, subject to central government funding via the HCA, at which point an application for Detailed Planning Permission will be submitted. The scheme will provide 21 primarily two-bedroomed, self-contained apartments, plus optional communal facilities. Care will be available to meet the varying needs of residents on a 24-hour basis.

3.6 Partnership Framework

Cabinet approval on 26 February 2009 authorised the Strategic Director of Adult Health and Community Services to tender for up to 5 Partners for inclusion on a Preferred Partnership Framework for both the future provision of housing with care and support and specialist residential care. Having attracted significant interest, 11 tenders have been evaluated, and it is anticipated that contract award will be made by the end of 2009.

Once the Partners have been confirmed, a number of site specific mini-competitions will be progressed early in 2010. Currently 4 sites that would deliver in excess of 180 extra care apartments and 60 specialist residential care places are being considered for inclusion as mini-competition(s).

3.7 Adults with a Learning Disability

The Adults with Learning Disability (LD) Care and Choice Accommodation Programme is now getting under way with the following objectives already identified;

1. Development of a housing strategy for adults with a learning disability to include:
 - Work with Housing Associations to ensure more choice based lettings
 - increased partnerships with RSL's
 - More shared ownerships.
 - A Care and Choice Programme for adults with a learning disability.
2. Review of accommodation available for people with a learning disability in the housing market and develop partnership arrangements to ensure greater choice.
3. Provide information sessions within localities regarding what is available through creative media
4. Investigate the development of an independent brokerage system to help people assess housing options (potential social enterprise).

It is anticipated that objectives will be progressed during the remainder of 2009 through to Spring 2010.

4. Borough and District – Updates

4.1 North Warwickshire

Due to limited site availability in terms of WCC ownership, it is anticipated that either ECH or specialist residential care home developments will need to be generated by WCC working closely with the Borough Council and the independent housing sector. The current economic climate is seeing more approaches from developers who would normally focus on the residential dwelling market, but who now see care accommodation as a very real business opportunity. Two such sites are being considered for development.

4.2 Nuneaton and Bedworth

The Borough has many Sheltered Housing schemes that are no longer fit for purpose, and any extra capacity, particularly in the area of social housing, affords both the County and Borough Councils the ability to work together to upgrade some of the existing Sheltered Housing schemes to ECH. This will be reliant on a number of issues that are currently being explored, e.g. the number of residents in Sheltered Housing who are in receipt of a care package whose needs may well be better met in an ECH setting. The Site Next to Attleborough Grange and the Partnership Framework will also address required new ECH developments.

4.3 Rugby

ECH and specialist residential care home developments will need to be generated by WCC working closely with the Borough Council and the independent housing sector. The current economic climate is seeing more approaches from developers who would normally focus on the residential dwelling market, but who now see care accommodation as a very real business opportunity. This affords both County and Borough Councils the opportunity to engage with the sector and map out areas of need and progress accordingly, a recent example being that of Farmers Court with other identified sites in the Borough being explored further.

4.4 Warwick and Leamington

As with the 3 boroughs in the county, the current economic climate is seeing more approaches from developers who would normally focus on the residential dwelling market, but who now see care accommodation as a very real business opportunity, e.g. Binswood School, however, this needs to be balanced with a social housing with care model if the needs of the wider community are to be met. The Partnership Framework is going some way to addressing this.

4.5 Stratford

The district continues to see much interest in the development of privately-funded retirement homes/care villages, e.g. McCarthy Stone on Birmingham Road and the recently-completed development at Tiddington Fields; however, this will need to be balanced with a social housing with care model if the needs of the wider community are to be met. Briar Croft and the Partnership Framework are going some way to addressing this.

5. Next Steps

- 5.1 It is anticipated that approximately 500 ECH units will either be in place or will have construction planned in Warwickshire by the end of 2013, however the securing of Detailed Planning Permission from Borough and District Planning departments and Capital Funding from HCA remain constant challenges at both local and national levels.

- 5.2 With the first phase of the CACAP continuing to progress, this delivery target remains achievable. However, the recent downturn in the property market and economic climate suggests that viable alternatives to deliver the overall programme will need to be continually explored. It is therefore proposed to keep this programme of change under constant review in order to maintain CACAP delivery for years to come.

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October 2009