

**2 February 2015****Agenda Item: 5****REPORT OF SERVICE DIRECTOR FOR MID AND NORTH NOTTS****UPDATE ON DEVELOPMENT OF NEW EXTRA CARE SCHEMES FOR  
NOTTINGHAMSHIRE****Purpose of the Report**

1. The purpose of this report is to advise and seek approval from the Adult Social Care and Health Committee on a number of new Extra Care schemes being proposed for development.

**Information and Advice****Introduction**

2. Extra Care accommodation for older adults is an extension of traditional sheltered living accommodation. Although there can be many different models of Extra Care, central to any Extra Care scheme is that the accommodation is suitably designed to enable people to live as independently as possible in later life. As well as having their own front door, Extra Care tenants have the support and reassurance of care staff on-site and available 24 hours a day. They also have access to on-site communal facilities, which help to build a sense of community, thus supporting mental and emotional health well-being.
3. In addition to those schemes in Nottinghamshire already in existence, the Council has made a commitment to deliver an additional 160 Extra Care housing places across the county by March 2018, and allocated £12.65 million to deliver those Extra Care housing places in order to improve choice and support for older adults across the county. The Committee has already approved plans to use some of this capital funding to provide additional Extra Care accommodation via new schemes under development for Retford, Mansfield, Gedling, Ashfield and Eastwood.

**The role for Extra Care in transforming services for older adults:**

4. Extra Care is essential in enabling the Council to transform its support and services for older adults. Extra Care housing is a key element in the reconfiguring and modernising of long-term care provision in Nottinghamshire. Extra Care is also a means of meeting people's needs in the most cost effective way. Even after factoring in the cost of providing the capital investment of £12.65m and also taking in to account any loss of income, it is estimated that Extra Care is £44 per week per person less expensive than a place in a residential care home. This equates to £2,288 per individual each year.

5. Looking to the future, Extra Care has a key role to play in terms of helping the Council to respond to the new and extended duties and responsibilities arising from the Care Act. These responsibilities include promoting and enabling the integration of social care, health and housing functions where it will achieve better outcomes and cost effectiveness for adults with social care needs. Delivery of the County Council's Extra Care Strategy will also help to deliver the requirements of the Better Care Fund, which places a requirement on Nottinghamshire County Council to work more closely with partners in the NHS and in District Councils to deliver better outcomes for people through integrated services.

#### **Update on Mansfield Extra Care, Brownlow Road:**

6. The Mansfield Extra Care scheme, being developed on Brownlow Road, Mansfield, is being led by Mansfield District Council (MDC) on land owned by the District. In addition to funding by MDC and NCC, the scheme has also secured a £1.3m grant from the Department of Health. The scheme will provide 64 new homes and communal facilities for older adults (a mix of 1 and 2 bed houses, bungalows and apartments, including 10 bungalows specifically designed for older adults with dementia). MDC has commenced building works on site. Good progress is being made, with completion planned by MDC for November 2015.
7. Reports to the this Committee in September 2013 and February 2014 resulted in approval for officers to work with Mansfield District Council (MDC) to deliver the Brownlow Road scheme and for the release of £4.08 million capital funding, subject to officers bringing a report back to committee when the legal agreements with Mansfield were in an agreed form for sign off by committee. Officers have therefore worked with Legal Services and external legal advisors at Browne Jacobson to develop a draft legal agreement with MDC. The legal documents are now in an agreed form and include the following terms:
  - a. All of the 64 new dwellings will be built to the County Council's Extra Care design standard;
  - b. The County Council will provide capital funding of £4.08m towards the development of the scheme as a contribution towards the cost of building the dwellings and communal facilities;
  - c. MDC will grant the Council nomination rights in respect of 48 of the 64 new dwellings, with the detailed terms set out in the legal agreement;
  - d. MDC will make arrangements for Property Management of the completed dwellings and communal areas.

#### **Proposed new Extra Care Scheme at Scarborough Road in Bilsthorpe:**

8. Newark and Sherwood District Council, in partnership with Newark and Sherwood Homes (NSH), was successful in its bid to the Homes and Community Agency's (HCA) Care and Support Specialised Housing Fund to deliver an older persons supported housing scheme of 25 two bedroom bungalows at Scarborough Road, Bilsthorpe (on land owned by the District). The total scheme costs amount to £2,186,623, which includes a small contingency. Each two bed bungalow will be built to the 'lifetime home' standard, with features to assist independent living, such as level access showers and a lifeline alarm system. Residents will also have the use of the communal space at the adjacent Burton Court Community Centre. Work commenced on site in April 2014 and completion is expected by the end of February 2015.

9. Discussions with District colleagues have identified the opportunity for the County Council to secure nine of the bungalows at Scarborough Road for use as extra care housing (the remaining 16 units will be designated as supported accommodation for older adults with a lifeline alarm system being provided and managed by NSH). The nine Extra Care bungalows would still be owned by the District Council and managed by NSH, with the County Council directly nominating older adults into the nine units based on an assessment of appropriate social care eligibility and need.
10. Initial feasibility work undertaken by the County Council, District Council and NSH has identified the potential for converting a small area of unused space at Burton Court Community Centre into a small dedicated office as a 'touch down' base for staff from the County Council's designated Care Provider to use when providing Extra Care services to residents in the 9 NCC nomination bungalows. Newark and Sherwood District Council own the Community Centre and have advised that they estimate the cost of creating a touch down base for care staff to be up to. £20,000. The District Council has requested that the cost of creating the office be covered by the County Council as its capital contribution to the Bilsthorpe Extra Care scheme.

#### **Proposed new Extra Care Scheme at Bowbridge Road in Newark:**

11. Newark & Sherwood District Council has identified the possibility to create an Extra Care scheme and also a Supported Living scheme for younger adults on land it owns off Bowbridge Road as part of a wider residential development being considered by the District. A new Leisure Centre is being developed by the District on part of the land and the rest of the site could be used to develop an extra care scheme, a Supported Living Scheme and general needs housing.
12. Initial discussions have identified scope for an indicative Extra Care scheme of approximately 65 dwellings for older adults, with dedicated onsite communal facilities. Of the total number of dwellings, approximately 40 units could be used as Extra Care for which the County Council would have nomination rights (with the remaining units being allocated as supported accommodation for older adults). All the units would be retained within the ownership of the District and would be managed by Newark & Sherwood Homes. The County's nominated Core Provider would provide care services and support to the 40 extra care units, in line with the Council's Home Based Support Service Contract.
13. Based on similar size Extra Care schemes, the District estimates that the total scheme costs, including land acquisition, would be in the region of £8m. To finance such a scheme, the District would require a contribution from the Council's £12.65m Extra Care capital. The District would also contribute capital funding, as well as exploring the opportunity to bid for grant funding through the HCA's Affordable Homes Programme 2015-18.
14. Newark and Sherwood District Council submitted a report to its Policy and Finance Committee 4 December 2014 to seek approval to the principle of developing an Extra Care scheme as part of a wider housing scheme proposed for the Bowbridge Road site. In terms of the next steps, the District intends to draft a development brief to soft market test the proposal to use the site to deliver both Extra Care and wider general needs housing through a joint venture initiative with a private sector housing developer. Any market test would be undertaken through the HCA's approved Delivery Partner Panel, of which the

District Council is a member, with a view to gauging opinion from selected private sector developers on the deliverability and viability of any such housing proposal.

**Proposed new Extra Care Scheme in Worksop:**

15. Bassetlaw District Council is keen to work with the County Council to create a new build Extra Care scheme in the Worksop area of the district. Extra Care accommodation currently exists at Abbey Grove in Worksop, managed by A1 Housing (the local Arms-length Housing Organisation – ALMO). Discussions between Council officers, District officers and A1 Housing colleagues have identified the need for additional extra care accommodation in the area, as well the need for further improvements to Abbey Grove to upgrade accommodation in line with Fire Safety guidance.
16. Initial scoping has identified that there is potential for the footprint of the existing Abbey Grove site to be extended, which would allow for the complete redevelopment of that Extra Care scheme. Further discussions are underway with District Colleagues to determine the potential on the site for a new 50 bed scheme for older adults, of which approximately 36 units could be designated Extra Care accommodation - thereby providing improved, and increased, extra care accommodation for older adults in Worksop and the surrounding areas. If this option were to occur, existing tenants would need to move to an intermediate scheme but upon return would benefit from a high standard of modern accommodation, which would better meet their housing needs and care needs.
17. Initial discussions with officers at Bassetlaw District Council and A1 Housing have indicated that the District might be able to contribute some capital funding towards the cost of redeveloping the Extra Care provision on the Abbey Grove site, as well as applying to the HCA for grant funding towards the cost of the build (HCA has an open bidding round until 2018 for funds towards the cost of creating new build extra care scheme). A1 Housing also has access to the Efficiency East Midlands Framework (EEM), a list preferred developers, which could be used to procure the delivery of an Extra Care scheme (thereby resulting in a swifter, more cost-effective development process).

**Proposed new Extra Care Scheme in Arnold, Gedling:**

18. Extra Care accommodation in Gedling is currently being developed at St Andrew's House in Mapperley. In addition, Gedling Borough Council is keen to work with the County Council to create a new build Extra Care scheme in the Arnold area of the borough. The County Council may also be interested in possibly creating some Supported Living accommodation in the area.
19. Gedling Borough Council has advised NCC officers that it does not own any sites large enough to be used to create a new build Extra Care scheme - initial discussions have however identified Rolleston Drive, a NCC owned site, as one possible location for an Extra Care scheme, subject to planning permission. Initial discussions have taken place with the Council's Property Department to explore the potential for using up to a quarter of the site for the development of an Extra Care scheme and also some housing for supported living for younger adults.
20. Initial discussions have identified that to finance an Extra Care scheme on Rolleston Drive, the District would require a contribution from the Council's Extra Care capital programme.

Officers at Gedling Borough Council have indicated that the Borough might be able to contribute some capital funding towards the cost of developing Extra Care, as well as assisting with an application to the HCA for grant funding towards the cost of the build. Gedling Borough Council also has a list preferred housing providers, which could be used to procure the delivery of an Extra Care scheme thereby resulting in a swifter, more cost-effective development process. Overall, the exact financial implications are not known at this stage as these need to be determined via more detailed work to establish what kind of Extra Care scheme might be possible on site. It is therefore suggested that financial implications are presented to a future meeting of this Committee as part of detailed plans to be brought to Committee during the course of 2015 for consideration and decision.

### **Other Options Considered**

21. When deciding where to create new Extra Care accommodation, the location of existing schemes, as well as demand/population demographics are all considered by officers when making recommendations to Committee in order to ensure a good geographic spread across Nottinghamshire.

### **Reasons for Recommendations**

22. Experience shows that partnership working is a key factor to the development and successful operation of Extra Care accommodation - the engagement of the District and Borough Councils with the proposals set out in this report bodes well for the successful creation of new Extra Care accommodation in those areas.

### **Statutory and Policy Implications**

23. This report has been compiled after consideration of implications in respect of crime and disorder, finance, human resources, human rights, the NHS Constitution (Public Health only), the public sector equality duty, safeguarding of children and vulnerable adults, service users, sustainability and the environment and ways of working and where such implications are material they are described below. Appropriate consultation has been undertaken and advice sought on these issues as required.

### **Financial Implications**

24. The exact financial implications for a new Extra Care Scheme in Newark, Worksop and Arnold are not known at this stage. This is because financial implications can only be determined once more detailed work has been undertaken to establish what kind of Extra Care scheme might be possible on these sites. It is therefore suggested that financial implications are presented to a future meeting of the ASCH committee as part of detailed plans to be brought to Committee during the course of 2015 for consideration and decision.
25. With regard to the Mansfield Extra Care scheme, the NCC contribution of £4.08m can be met from the indicative capital budget for Extra Care.
26. With regard to creating an Extra Care scheme at Bilsthorpe, the cost of up to £20,000 for creating a small dedicated touch down office for care staff can be met from the indicative capital budget for Extra Care.

## RECOMMENDATIONS

It is recommended that Committee:

- 1) give approval for the Council to enter into an agreement with Mansfield District Council regarding the Mansfield Extra Care scheme on Brownlow Road as set out in paragraphs 6 and 7 of this report;
- 2) give approval for the Council to enter into an agreement with Newark and Sherwood District Council regarding the Bilsthorpe Extra Care scheme as set out in paragraphs 8 - 10 of this report;
- 3) give approval for up to £20,000 from the Council's Extra Care Capital Programme for the creation of a small 'touch down' office at the Burton Court Community Centre (for use by care staff serving the nine Bilsthorpe Extra Care bungalows) as set out in paragraph 10 – with the detail to be included as part of the Bilsthorpe legal agreement referred to in recommendation 2 above.
- 4) give approval for officers to work in partnership with Newark & Sherwood District Council to develop a proposal for the creation of an Extra Care scheme on Bowbridge Road in Newark as set out in paragraphs 11 – 14 of this report – with the detailed plans (including financial implications) to be brought to Committee during the course of 2015 for consideration and decision regarding approval to make a financial contribution from the Council's Extra Care capital allocation
- 5) give approval for officers to work in partnership with Bassetlaw District Council to develop a proposal for a new Extra Care scheme in Worksop as set out in paragraphs 15 - 17 of this report – with the detailed plans (including financial implications) to be brought to Committee during the course of 2015 for consideration and decision regarding approval to make a financial contribution from the Council's Extra Care capital allocation;
- 6) give approval for officers to work in partnership with Gedling Borough Council to develop a proposal for Extra Care in the Arnold area of the Gedling Borough as set out in paragraphs 18 – 20 of this report – with the detailed plans (including financial implications) to be brought to Committee during the course of 2015 for consideration and decision regarding approval to make a financial contribution from the Council's Extra Care capital allocation.

**SUE BATTY**

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### **Constitutional Comments (SLB 14/01/2015)**

27. Adult Social Care and Health Committee is the appropriate body to consider the content of this report; any legal agreement is subject to the approval of Legal Services.

### **Financial Comments (KAS 15/01/15)**

28. The financial implications are summarised in paragraphs 24-26 of this report.

### **Background Papers and Published Documents**

Except for previously published documents, which will be available elsewhere, the documents listed here will be available for inspection in accordance with Section 100D of the Local Government Act 1972.

- Previous Extra Care reports to the Adult Social Care and Health Committee:
  - Update Report 29 October 2012
  - Update Report 7 January 2013
  - Update Report 1 July 2013
  - Update Report 9 September 2013
  - Update Report 3 February 2014
  - Update Report 7 July 2014

### **Electoral Division(s) and Member(s) Affected**

- All.