

Report to:	Cabinet Full Council	Date of Meeting:	29 th July 2021 16 th September 2021
Subject:	Capital Funding for Short-Term Assessment Unit		
Report of:	Executive Director of Adult Social Care and Health	Wards Affected:	All
Cabinet Portfolio:	Cabinet Member – Adult Social Care		
Is this a Key Decision?	Yes	Included in Forward Plan:	Yes
Exempt Confidential Report:	/ No		

Summary:

The Council is currently disposing of a site known as the Meadows in Ainsdale. The site is in Phase 1 of Asset Maximisation – Disposals Strategy.

Riverside Housing will be purchasing the site and will bring forward a redevelopment scheme consisting of 32 houses, 2 bungalows, 6 maisonettes and a 3-storey 90-unit extra care scheme.

The Council have requested as part of the development a purpose-built short-term assessment unit for Sefton residents to be built to meet the Council's needs which will be leased back on a long-term arrangement at a peppercorn rent for our use.

This paper describes the approach to supporting people with complex learning disability and/or autism and mental health and seeks approval for capital funding to support the development of this new state of the art short-term assessment unit which could accommodate up to 8 Sefton residents at any one time. The service which would operate from the building once developed is for adults who are at risk of crisis and require stepped up care which would prevent unnecessary hospital admissions and the use of out of area placements, providing care closer to home.

The service will be supported by a team of experienced and suitably trained care and support staff who will work with the person and their advocates to enable a comprehensive support plan to be developed

The service will also be able to facilitate and provide a place for two young people at any one time with learning disabilities and or autism, as they lead up to and make the transition from children to adults' service provision who may need a placement in a residential service to develop long term plans and a consistent approach the skills, knowledge and competencies required in transition.

This service will also enable us to ensure that we meet the national policy in respect of Transforming Care Programme and the intended outcomes around improving health and

care services so that more people can live in the community, with the right support, and close to home whilst reducing the number of acute hospital admissions into mental health services.

The scheme will be built to a high specification and incorporate a Technology Enabled Care System and comply with the National Autistic Society standards throughout.

Recommendation(s):

Cabinet is recommended to:

- 1) Recommend to Full Council that it approves the supplementary capital estimate of £2.58m for inclusion in the capital programme (subject to a satisfactory lease agreement with Riverside). The Council has an Adult Social Care Capital budget made up of Disabled Facility Grant underspend held in the Better Care Fund. This development is within the conditions of the DFG grant. This proposal when completed will satisfy all conditions on the use of DFG funds.
- 2) Delegate the authority to agree a long-term lease for the short-term assessment unit between Riverside Housing and the Council to the Executive Director of Corporate Resources and Customer Services in consultation with the Cabinet Member for Regulatory, Compliance and Corporate Services.
- 3) Authorise the Executive Director of Adult Social Care and Health to undertake an open procurement exercise to procure the care and support provider who will meet the assessed care and support needs of those individuals who will reside within the new service.
- 4) Delegate decisions with regards to the procurement process for the care and support service, service specification, contract duration, consultation approach and tender evaluation criteria to the Executive Director of Social Care and Health in consultation with the Cabinet Member for Adult Social Care.
- 5) Delegate the decision on the awarding of the contract and any permitted extensions thereof, beyond the initial contract period, to the Executive Director of Social Care and Health in consultation with the Cabinet Member for Adult Social Care.
- 6) Note that officers will report back to Cabinet seeking approval to the terms of the land sale to Riverside Housing once the negotiations and external valuation purchase price has been confirmed. This will take account of deductions for demolition and abnormal foundation works, and the completion of independent valuation to satisfy best value considerations.

Reasons for the Recommendation(s):

- (1) The new service model reflects both local and national priorities to commission joined up health and social care services at place, that prevent hospital admission and support timely discharge from an acute setting, whilst improving outcomes for individuals accessing the service.
- (2) At present there are multiple commissioning arrangements in place, both in borough and out of borough, for some of the most complex individuals and the proposed new service model will enable us to commission a service that is focussed upon improving outcomes for individuals, whilst enabling the Council to achieve efficiencies through more cost-effective commissioning arrangements at place.

Alternative Options Considered and Rejected: (including any Risk Implications)

1. Do nothing – Continue to utilise current provision and out of borough placements which do not meet our needs and are financially unsustainable.
2. Redevelop existing building-based provision – this has been explored and discounted as an option and refurbishment and redevelopment of a number of existing respite facilities would be at a higher cost and the technology and space standards could not be integrated due to age of buildings. In addition, there would be a need to identify alternative services/placements whilst this happened for an extended period.
3. Design and build solely by the council would have an additional capital impact of £0.75m. By pursuing a partnership approach, we will be benefiting from the economies and capacity to deliver the scheme as part of the wider development.

What will it cost and how will it be financed?

(A) Revenue Costs

Revenue costs to deliver the new contract awarded for care and support within the scheme will need to be met from existing Adult Social Care budgets.

There are no immediate revenue costs associated with the project however costs will be in place before the scheme becomes operational.

Costs will include:

- Start-up costs 3 months
- Lease costs
- Running of the service.

Funding for these costs, when confirmed, will be from a mix of savings due to reductions in expensive out of borough placements and a review of existing service provision. Consultation around decommissioning current services would be required prior to any reallocation of budgets to fund the new contract.

It is anticipated that based on current utilisation of out of area provision, sufficient savings should be available from financial year 2024/25 to fund any revenue costs.

A further report will be presented to Cabinet at the appropriate time.

(B) Capital Costs

Sefton will be required to use capital funding financed from the Disabled Facilities Grant allocation as part of the Better Care Fund to support the scheme currently estimated at £2.58m.

Implications of the Proposals:

Resource Implications (Financial, IT, Staffing and Assets):	
Disposal of the Meadows ATC site and a capital receipt for the Council.	
Revenue budget to deliver a reduced cost-based service from Quarter 3 2023/24	
Legal Implications:	
A formal lease arrangement between Sefton Council and Riverside Housing will be required to ensure that it is used as specified for a minimum term of 99 years.	
Care Act 2014 – “The Care Act replaces the specific statutory duty to provide accommodation with a general duty to 'meet the needs' of a person who needs care and support. It is arguable that this will make it harder to obtain housing for people with eligible care needs.”	
Lease agreement to be agreed between Sefton and Riverside to ensure that the service meets the needs of the Council.	
Equality Implications:	
No equalities implications identified. The proposed scheme will enable residents with care and support needs to access accommodation within the borough that is currently unavailable and only accessible outside of Sefton.	
Climate Emergency Implications:	
The recommendations within this report will	
Have a positive impact	N
Have a neutral impact	N
Have a negative impact	Y
The Author has undertaken the Climate Emergency training for report authors	Y

Increased housing will inevitably create additional carbon emissions for the council as a result of energy use in the new buildings, however, the impact can be mitigated by building to high environmental standards and result in a lower carbon footprint through decommissioning of older buildings that are less environmentally friendly.

Riverside Housing also have environmental targets and have achieved silver in the SHIFT (Sustainable Homes Index for Tomorrow) environmental accreditation process for two years running.

As part of the development of the new building we will also ask the Energy & Environmental Management Section team to be part of the planning process and advise on standards in relation to the design and to ensure a sustainable and low carbon building is delivered.

Contribution to the Council's Core Purpose:

Protect the most vulnerable:

During 2016 Sefton Council led on developing a new and exciting vision for the future of the borough. One pledge from the vision was to work together to ensure housing choice across all types and tenures across the Borough which will ensure Sefton people have housing choice.

Transforming care is all about improving health and care services so that more people can live in the community, with the right support, and close to home.

Facilitate confident and resilient communities:

This model of service supports and promotes independence, including ensuring that people who need care and support remain as part of, and can continue to access their local community.

Commission, broker and provide core services:

By authorising the capital funding this will ensure that new and appropriate facilities are provided in which statutory services will be delivered to vulnerable people.

The service will have a commissioned care and support team who will have the skills and competencies to manage the complexity of care and be skilled in assessment and person centred support planning – the staff team will have in reach from clinical support through Merseycare and the Halton Positive Behaviour Service and we will require clinical supervision to be integral part of the service model

Place – leadership and influencer:

Executive Director for Adult Social Care and Health is responsible for integrated commissioning and this development meets strategic vision for Adult Social Care and Health in relation to promoting choice and control and ensuring that there are local

services available for those in need. The service when developed will meet the requirements of Sefton's Market Position Statement.

Drivers of change and reform:

The proposed site has been released for housing development and will support the need to offer more suitable accommodation options and divert away from the more costly residential and out of Borough care model.

Facilitate sustainable economic prosperity:

Three key developments currently proposed in the Ainsdale locality can all support and underpin a sustainable economic prosperity.

Greater income for social investment:

This will be considered as part of the development of the scheme, the building contractor will be recruiting from the local workforce.

Cleaner Greener:

Increased housing will inevitably create additional carbon emissions for the council as a result of energy use in the new buildings, however, the impact can be minimised by building to high environmental standards.

What consultations have taken place on the proposals and when?

(A) Internal Consultation

The Executive Director Corporate Resources & Customer Services (FD6458/21) and the Chief Legal & Democratic Officer (LD4659/21) have been consulted and any comments have been incorporated into the report.

Internal engagement has happened in order to progress the concept of the service.

(B) External partners

External engagement with partnership/stakeholder has been ongoing over the past year with a focus on this provision:

- Riverside Housing.
- Mersey Care in relation to the clinical support.
- Sefton's Transforming Care Partnership Board and the Cheshire and Merseyside Transforming Care Programme.
- People who use services.

Implementation Date for the Decision

Following the expiry of the "call-in" period for the Minutes of the Cabinet Meeting

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Appendices:

Appendix A Site Plan (the plan can only be viewed electronically)

Appendix B Scheme Plan (the plan can only be viewed electronically)

Background Papers:

There are no background papers available for inspection.

1. Background

- 1.1 In Sefton 2.32% of the population are predicted to have a learning disability, and for individuals in receipt of adult social care provision some 3% of individuals have autism. A proportion of those will require a specialist or acute setting when their mental health deteriorates and often this can be out of area. Similarly, there are those who have support from a care provider but may require a specialist placement when their care package breaks down.
- 1.2 This paper describes the approach to supporting people with complex learning disability and/or autism and mental health through the development of a new building-based service which will reduce in some instances and prevent out of area and acute admission to hospital by providing a local service to assess and plan long term solutions and allow a period of respite when mental health deteriorates.
- 1.3 In order to progress with this approach capital funding is required to support the development of the new state of the art residential unit which could accommodate up to 8 Sefton residents on a short -term basis at any one time. The service which would operate from the building once developed is for adults with complex learning disability and/or autism and mental health who are in crisis in order to avoid out of area placements.
- 1.4 The service will be supported by a team of experienced and suitably trained care and support team who will work with the person and their advocates to enable a comprehensive support plan to be developed This facility will enable us to support residents who would otherwise be inappropriately placed out of borough or in residential and hospital settings.
- 1.5 The service will also be able to facilitate and provide a place for two young people at any one time with learning disabilities and or autism, as they lead up to and make the transition from children to adults' service provision who may need a placement in a residential service to develop long term plans and a consistent approach the skills, knowledge and competencies required in transition.
- 1.6 This service will also enable us to ensure that we meet the national policy in respect of Transforming Care Programme and the intended outcomes around improving

health and care services so that more people can live in the community, with the right support, and close to home whilst reducing the number of acute hospital admissions into mental health services.

2. Person Centred Approach

- 2.1 The scheme will be built to a high specification and incorporate a Technology Enabled Care System and comply with the National Autistic Society standards throughout.
- 2.2 The proposal will offer a person-centred model of coordinated, care and support that will meet current and future demand making sure that people have access to the personalised care and skilled support that they need – when and where they need it and a support plan which will focus on move on and any future housing requirement tailored to long term need
- 2.3 A bespoke package of care will be developed for everyone which will be based around assessed needs to ensure people’s choice and preferences are met and that their presenting needs are understood and the team supporting them will have the requisite attitudes and knowledge.
- 2.4 We will ensure that dignity, compassion and respect is integral to all support delivered, supporting people to recognise and develop their own strengths and abilities to enable them to live more independent lives. the staff team will have in reach from clinical support through Mersey Care and the Halton Positive Behaviour Service and we will require clinical supervision to be integral part of the service model.

3. National Policy Context

3.1 Transforming Care

- 3.2 Transforming Care aims to improve the lives of children, young people and adults with a learning disability and/or autism who display behaviours that challenge including those with a mental health condition and is underpinned by the national plan – Building the Right Support.
- 3.3 The programme has 3 key aims:
 - To improve quality of care for people with a learning disability and/or autism.
 - To improve quality of life for people with a learning disability and/or autism.
 - To enhance community capacity, thereby reducing inappropriate hospital admissions and length of stay.
- 3.4 The Transforming Care programme currently faces challenges of the robustness and flexibility of community provision, and there is also a need to provide more support to families and carers, so they are enabled and empowered to be skilled and resilient in their caring roles.
- 3.5 Currently the needs of the most complex 3-5% of the LD population is met by providers out of area, and the residential placements remove people from their

home environment, and away from their family and friends. Locally based specialist provision commissioned by the Local Authority can be maintained at a sustainable rate and can ensure agreed outcomes are met through the commissioning arrangements. Work will also continue across the Liverpool City Region to forecast future demand for specialist support services in order to reduce the burden on NHS services.

- 3.6 Commissioners have attempted to find solutions to the lack of provision for service users with complex needs/behaviours that challenge by working with the local LD provider market and across the Liverpool City Region and by providing this provision as an in-borough service going forward, we will be able to meet some of the requirements described earlier.

4. Mental Health

- 4.1 The NHS Long Term Plan outlines the commitment to improve and widen access to care for children and adults needing mental health support.
- 4.2 The transformation of community mental health services and the establishment of a new model of support is a key priority being taking forward by key stakeholders in line with national guidance to close the gap between primary and secondary care. This new model of support will be organised around Primary Care Networks and will improve access to Psychological therapies and other community-based services.
- 4.3 For individuals with more complex needs it is suggested that more specialist services should be commissioned that provide short term targeted interventions that prevent individuals going into crisis thereby, preventing inappropriate hospital admissions.

5. Existing provision

- 5.1 In developing this proposal an analysis of existing commissioned services was undertaken and by consolidating this type of provision into one service will provide consistency of care and support, enable clinicians to focus capacity and to wrap around those who need assessment and to reduce capital overheads in maintaining existing provision.
- 5.2 This proposal would enable us to release underused buildings for disposal. Existing building stock is not built to autism specification and design principles which has led to out of area placements across adult and young people's social care.
- 5.3 The proposed new service model will enable us to commission more cost effective provision

6. Proposed Location

- 6.1 In 2019 the Council received an approach from Riverside Housing Association in relation to the closure of a sheltered housing scheme located in Ainsdale. They provided the Council with an alternative solution in relation to purchasing a parcel of land that is currently owned by Sefton and is "derelict". The site known as the Meadows was in the Asset Maximisation: Phase 1 Disposals Programme presented

to Cabinet in Jan 2020. Cabinet gave authority to officers to negotiate the terms of the disposal of the site. Heads of terms which set out the basic terms of the commercial transaction have been agreed. Riverside will be on site in August and September 2021 demolishing buildings so that they can undertake intrusive site investigations to confirm abnormal ground costs to be deducted from the market value land purchase price.

- 6.2 The site is situated in the local community and has good access to public transport, local amenities and facilities for carers and service users. The site previously housed an Adult Training Centre and offered day services so is known to some of the individuals/families.
- 6.3 Previously good links were established with the voluntary, faith and community services locally which could be re-established to promote social inclusion and strengthen local networks and the design of the environments will support the prevention of out of area placements and hospital admissions.
- 6.4 Riverside are now developing affordable homes for rent and shared ownership alongside a 90-unit Extra Care Housing Scheme at this site and in turn offer more suitable housing provision to the residents that would be affected by the closure of the sheltered scheme.
- 6.5 Further discussions around the land and our Adult Social Care needs also then moved to the requirement of a short-term residential assessment unit aimed particularly at residents with a Learning Disability and or Autism for whom at present are placed out of Borough or in more institutionalised residential and hospital settings.
- 6.6 The site is able to accommodate the new facility proposed in this paper and would also provide a housing pathway into the Extra Care Housing scheme once developed. Riverside Housing Association have a track record of providing supported housing to people with a learning disability.
- 6.7 An approach has been made to NHS England re possible grant funding for such a scheme that would support not just our needs but that of the Transforming Care Programme which is aimed at improving health and care services so that more people can live in the community, with the right support, and close to home. This is based on a national plan, Building the Right Support, published in October 2015. NHS England are now able to offer funding at this time, but a refreshed bid will be submitted which may offset Council resource.
- 6.8 The proposal is that Riverside Housing will procure the developer for the whole site. Riverside Housing are subject to public procurement regulations and as such would appoint a preferred developer through this route.

7. Finance

- 7.1 Forecasted costs provided by Riverside Housing are £2.58m and will cover the infrastructure and full construction of the scheme.

- 7.2 The above cost is based on the short-term accommodation unit being built as part of a wider development. To build the unit in isolation would cost an estimated extra £0.75m.
- 7.3 The Council are working in partnership with Riverside Housing to design the building specification to ensure it meets our commissioning intentions to provide a robust environment for individuals with complex support needs that meets the National Autistic Standards. The final specification will need to be agreed with the Council and signed off.
- 7.4 Riverside Housing comply with the Public Procurement (Amendment etc Regulations) (EU Exit) 2020 introduced to amend Public Contract Regulations 2015 which will ensure that due diligence has been taken when selecting and awarding the contract to develop the site.
- 7.5 Due to significant funding issues NHS England have faced over the past 12 months and unprecedented demand on resources a bid for capital funding to support this scheme was unsuccessful, and notification was received in February 2021 to confirm this from the Regional Housing Lead for Transforming Care & Learning Disabilities Programme.
- 7.6 It is proposed that the funding for the scheme will come from Sefton's block grant allocation from the Disabled Facilities Grant allocation as part of the Better Care Fund and is included in the Adult Social Care Capital Programme 2021/22.
- 7.7 The capital if approved will be released in three tranches subject to satisfactory completion of development stages.
- 7.8 The proposal will be to fund the scheme utilising the capital funding (Disabled Facilities Grant) over the next three financial years (2021/22, 2022/23 and 2023/24) and this will equate to £0.86per annum, with an accumulative cost of £2.58m based on current build costs and contingency fund.

8. Development and Procurement Approach Programme

- 8.1 The capital will be used for a new purpose built, high specification development consisting of 8 self-contained apartments, communal facilities, staffing facilities and an extensive outside environment that will meet the needs of people who display behaviours that challenge and who have a learning disability and/or autism and mental health.
- 8.2 Anticipated timeline:
1. Full planning application expected July/August 2021
 2. Start on site Q4 21/22
 3. Completion Q3 23/24
- 8.3 Architects have been appointed at risk by Riverside and Site/Scheme schematics and drawings in consultation with Sefton produced (**See Appendix A & B which can only be viewed electronically**).

- 8.4 Riverside have agreed Heads of Terms with the Council's Property and Facilities Management Team for the land and the transaction for the land is expected to be completed Q4 2021. A full planning application was submitted by Riverside and validated by the LPA in November 2020.
- 8.5 Steps being taken to conclude the commercial transaction include:
- Riverside entering into Licence Agreement (by end of July 21) to allow them to progress demolition works and progressive intrusive site investigations.
 - Riverside to confirm the tendered cost of demolition works and abnormal foundation costs on the back of intrusive site investigations.
 - An independent valuation will then be prepared, and a Cabinet Paper submitted to seek final approval to the disposal. The disposal is forecast to be concluded in the 2021/22 financial year.
- 8.6 The mobilisation of the scheme is anticipated from Autumn 2021 with an expected delivery timeline of 110 weeks with a completion date expected Q3 2023/24.
- 8.7 Riverside will retain overall ownership of the building and maintain as and when required including all servicing and contractual building obligations. A lease agreement for a minimum term period of 99 years will be provided by Riverside to Sefton subject to Cabinet Member approval.
- 8.8 A procurement exercise will be undertaken to appoint a care and support provider to deliver the service in accordance with the agreed service specification during 2022/23.

9. Engagement and Co-design Approach

- 9.1 Co-production will be at the forefront throughout the development process and will be presented to the Engagement and Partnership board for approval with oversight from the Sefton Transforming Care Board chaired by Cabinet Member for Adult Social Care. This approach will involve:
- Current residents who utilise provision across the Borough who have a learning disability
 - Younger adults in transition.
 - Residents out of Borough and or in hospital settings.
 - Parents and carers including older carers
 - Conversations to held with all key stakeholders
 - Understanding the needs of the residents who cannot currently access services and our future young people coming through transition.
 - Co-designing the internal and external environment and co-designing the model of care and support required.