

NORTH YORKSHIRE COUNTY COUNCIL**EXECUTIVE****16th OCTOBER 2018****EXTRA CARE IN BENTHAM**

Appendix B of this report contains information of the type defined in paragraph 3 of Part 1 of Schedule 12A Local Government Act 1972 (as amended).

Report of the Corporate Director – Health and Adult Services

1.0 PURPOSE OF REPORT

- 1.1 This report seeks to gain approval to award the funding required from the Council to support the development of a new extra care housing scheme in Bentham.

2.0 EXECUTIVE SUMMARY

- 2.1 Housing and Care 21 have brought forward a proposal to develop an extra care housing scheme in Bentham via the Extra Care Housing Framework.
- 2.2 Orders for works and/or services under the framework may be made as a direct award as a result of the Council receiving only one expression of interest and a subsequent acceptable submission.
- 2.3 The Council has notified the framework providers that a proposal has been submitted and following the framework process, determined that there is no other interest from the framework partners to develop a scheme in this area.
- 2.4 On this basis, an evaluation process has taken place to verify the suitability of the proposed scheme.
- 2.5 This report details the process adopted, provides details of the proposed scheme to be taken forward and outlines the next steps required in order to deliver a successful extra care scheme in Bentham.
- 2.6 Following an unsuccessful procurement attempt in 2014, delivery of an extra care scheme in Bentham would be a significant achievement, co-produced with the Bentham Extra Care Group (representing the Bentham community).

2.7 The scheme will provide housing, care and support services in one of North Yorkshires most rural communities in line with the Council's objectives and ambitions that are set out in the Care and Support Where I Live Strategy.

3.0 BACKGROUND AND PROPOSALS

3.1 In 2014 the Council undertook an individual procurement exercise to seek the provision of extra care housing in Bentham and Ingleton. Unfortunately no tender submissions were received in response to this procurement.

3.2 Since this procurement there has been ongoing engagement with the Bentham community via the Bentham Extra Care Group. For some years this group has had concerns about the lack of housing/services for people with care and support needs in this area. In 2016 the group undertook their own supported housing survey, to seek the views of the community and demonstrate the need for extra care housing in the Bentham area.

3.3 An assessment of the likely demand for extra care housing in Bentham was also completed in 2016. This identified that there is an overall shortfall of accommodation with care in this area. There is currently no residential care provision in the area and only one nursing home (55 beds) located in the adjacent village of Ingleton. The assessment also identified an undersupply of housing for older people in the area for owner occupation/low cost home ownership.

3.4 The Council established a framework of providers to develop extra care across the County in September 2015. The purpose of the framework was to ensure that the Council adopted an open, robust and transparent approach to delivering extra care housing whilst also meeting legislative requirements in relation to state aid and procurement. The framework clearly states in clause 4.6.4 of Appendix 7 (Framework Overview) that the Council has allocated £9 million of funding which it will make available where appropriate to support the development of Extra Care housing schemes (in North Yorkshire).

3.5 A variation to the Framework was agreed in 2018 to allow framework providers to bring forward proposals for schemes directly to the Council as well as responding to framework mini-competitions that are issued. The variation sets out the process that has to be followed where such a proposal is received.

3.6 Housing and Care 21 (a provider on the framework) have brought forward proposals to the Council for provision of a scheme in Bentham. On 25 April 2018, all framework providers were notified that proposals had been brought forward to the Council by a framework provider under clauses 6.2 to 6.11 of the Extra Care Framework Agreement Conditions, for provision of an extra care scheme in Bentham on land owned by the County Council. As per requirements of the award

procedures, any framework providers interested in delivering a scheme in Bentham were asked to express such an interest to the Council by 9 May 2018. No expressions of interest were received from any of the other framework providers. The only response received was from Housing and Care 21 confirming their interest.

3.7 The scheme proposals brought forward by Housing and Care 21 have been evaluated in line with the evaluation criteria of the framework which consisted of a desktop scoring of the submitted documents which included an in depth financial appraisal of the development.

3.8 Work has been undertaken to ensure that any submission as part of the framework can be delivered in the context of meeting local need, value for money and the ability to deliver. Following completion of the evaluation and clarification on certain aspects of the submission we are confident that the submission meets the requirements for the delivery of a scheme in Bentham. An assessment of the provider's financial viability was undertaken as part of the evaluation and the outcome was that the provider is financially suitable to carry out the requirements of the contract.

3.9 In summary the submitted scheme will deliver the following:

- A three storey, split level scheme providing a range of facilities along with 64 extra care units and 8 bungalows in total
- A proposed mix of units within the scheme as follows:
 - 30 affordable rent units - 24 x 1 bed and 6 x 2 bed (including 6 x 1 bed apartments of open plan design that will be specifically designed to support people living with dementia and/or other complex needs/disabilities)
 - 42 shared ownership units - 14 x 1 bed and 28 x 2 bed
- Nomination rights for a minimum of 25 affordable units at first let for this scheme

3.10 Site and planning details

3.10.1 The Extra Care scheme will be constructed on the site of the former High Bentham School. The site is shown coloured pink on plan number 7524 attached. A formal decision to sell the site to Housing and Care 21 was taken by officers on 26 January 2018 in accordance with the Property Procedure Rules. Because the site will be sold direct to Housing and Care 21 a Market Value was provided by an independent

valuer instructed on behalf of the Council. Terms for the sale, including the price, have been agreed.

- 3.10.2 This site is identified in the Submission Draft Craven Local Plan for delivering residential accommodation to meet the housing needs of older people.
- 3.10.3 Planning permission for the scheme was granted (subject to planning conditions) for this proposed scheme in February 2018.
- 3.10.4 An ongoing condition of the planning permission granted by Craven District Council for the scheme is that dwellings can only be occupied by persons where at least one member of the household is aged 55 or above, except where continued occupation is by a surviving spouse, partner or member of the household under the qualifying age after the death of the member of the household who was of qualifying age.

4.0 PERFORMANCE IMPLICATIONS

- 4.1 The development of the proposed extra care scheme will provide new high quality accommodation with care and support in Bentham. This will support the Council's ambition, as set out in the Care and Support Where I Live Strategy, to allow people to remain safe and independent in their own homes.
- 4.2 In Bentham the extra care scheme when built will be owned and managed by Housing and Care 21. They will manage scheme operation and service delivery, including the provision of housing and scheme management, care and support services (including the provision of the background care and support service) and catering.
- 4.3 Partnership working arrangements will need to be established with the Council and scheme operation and service delivery monitored in accordance with the contract requirements and conditions.

5.0 POLICY IMPLICATIONS

- 5.1 This proposal meets with the requirements to develop extra care housing as set out in the Care and Support Where I Live Strategy.

6.0 LEGAL IMPLICATIONS

- 6.1 The scheme has been brought forward and considered in line with the terms of the framework (as per the agreed deed of variation) and is therefore compliant with the Public Contract Regulations 2015 and state aid legislation.

7.0 CONSULTATION UNDERTAKEN AND RESPONSES

- 7.1 There has been ongoing engagement with the Bentham Extra Care Housing Group. Pre planning engagement was undertaken with stakeholders and residents in the Bentham locality which has helped shape the specification and design of the scheme.
- 7.2 Planning consultation about the proposed scheme was undertaken by the provider in accordance with the requirements of the planning legislation for the area.

8.0 IMPACT ON OTHER SERVICES/ORGANISATIONS

- 8.1 The development of extra care has been proven to improve the 'community offer' and also provide accommodation that allows people to live in the scheme with significant health and social care needs. This reduces demand on statutory social care and health services and provides residents with choice and control on how they live independently.

9.0 RISK MANAGEMENT IMPLICATIONS

- 9.1 The most significant risks for the development and mitigations are detailed below;
- Planning – planning permission for the proposed scheme (subject to planning conditions) has already been obtained. Comprehensive dialogue took place with local planning officers and amendments were incorporated into the plans during the planning process. The provider will now undertake work to discharge the stipulated planning conditions
 - Funding – the provider has indicated that discussions have already taken place with Homes England in which they have given a clear indication that the grant funding required is likely to be considered appropriate for this scheme.
 - Delays to the delivery programme – the provider has provided the Council with a Programme of Works and a partnership project steering group will be established to monitor scheme delivery using a project management approach

10.0 HUMAN RESOURCES IMPLICATIONS

- 10.1 There are no human resources implications.

11.0 EQUALITIES IMPLICATIONS

- 11.1 An Equalities Impact Assessment on the Care and Support Where I Live strategy has been completed and is in place which includes the provision of extra care housing.
- 11.2 A further Equalities Impact Assessment has been completed in relation to these specific proposals for the development of an extra care scheme in Bentham and is attached at Appendix A.

12.0 ENVIRONMENTAL IMPACTS/BENEFITS

- 12.1 All new build developments such as extra care are built to lifetime homes standards and have increased levels of insulation and energy efficiency reducing the carbon footprint and in turn energy costs to residents. The providers operate an Environmental Policy with a commitment to implementing enhanced standards of sustainability across the entirety of their working operations

13.0 COMMUNITY SAFETY IMPLICATIONS

The developers are part of the Considerate Constructors build scheme which is a code of practice that focuses on site safety during the build stage of the project. The scheme will incorporate Secured by Design principles.

14.0 FINANCIAL IMPLICATIONS

- 14.1 Confidential item – see Appendix B of this report (attached).
- 14.2 The Council does not have an Elderly Persons' Home in this location and therefore this extra care scheme will not be providing a potential replacement opportunity. Bentham however represents one of North Yorkshires most rural communities with alternative care provision in very scarce supply. The development of Extra Care allows for the Council to deliver care and support services whilst meeting the ambition of enabling people to remain in their own homes and communities.
- 14.3 In August 2014 Executive considered and approved recommendations on how to proceed with the extra care housing programme. Included within this report was an Outline Business Case (OBC) which indicated how efficiency savings and value for money from the programme would be achieved.
- 14.4 This OBC included reference to research findings about the benefits of extra care housing and a financial options appraisal that looked at the potential financial implications of the extra care housing programme.

14.5 Studies of completed extra care housing schemes on a national basis have shown that they offer dual benefits of improved outcomes for residents as well as a more favourable overall funding arrangement for the public purse, with a reduced cost per person when compared to residential care provision. The OBC included the key findings of the research undertaken by The International Longevity Centre in 2011 which were:

- For most people extra care housing provides a home for life
- Extra care housing is a healthy home for life
- Extra care housing is associated with lower uptake of in-patient hospital beds
- Extra care housing translates into fewer falls
- Extra care housing supports some of the oldest and frailest members of society
- The benefits of residence in extra care could translate into substantial cost savings particularly in the long term
- Expansion of the extra care sector, as part of the retirement housing sector more generally, could help to alleviate the housing challenges facing people of all ages

14.6 One of the findings of the financial appraisal undertaken for the OBC was that the average net cost to the Council of someone living in extra care housing with a higher level of dependency was £63 per week (£3,276 per annum) less than the cost of someone living in residential care (2014 rates).

14.7 It is difficult to estimate the exact impact of the scheme in Bentham on costs. However, using the cost information in section 14.6 above the following provides an indication of the potential cost savings that the scheme could deliver compared to residential care costs for a percentage of residents that may otherwise have moved into residential care:

15% (11 residents): £36,036 per annum
20% (15 residents): £49,140 per annum
25% (18 residents): £58,968 per annum
30% (22 residents): £72,072 per annum

14.8 Based on this information the higher percentage above (30%) would deliver potential cost savings of approximately £1.8m over a 25 year period.

14.9 Dependency levels within extra care schemes must be managed to ensure a balanced community is achieved and maintained. The current target dependency split for schemes is 30/40/30 percentage split of low, medium and high dependencies.

15.0 REASONS FOR RECOMMENDATIONS

- 15.1 The opportunity presented for extra care development in Bentham provides an exciting investment project for this area that will provide a new, high quality extra care housing scheme and bring substantial investment into the economy.
- 15.2 The development will provide an excellent housing with care offer and enable the people of Bentham and surrounding areas to remain independent and living in their own property within the community for generations to come.
- 15.3 The proposal is in line with the Council's objectives and ambitions that are set out in the Care and Support Where I Live Strategy – e.g. to roll out more extra care schemes.
- 15.4 The proposals have been assessed in terms of financial viability and offer value for money.

16.0 RECOMMENDATION(S)

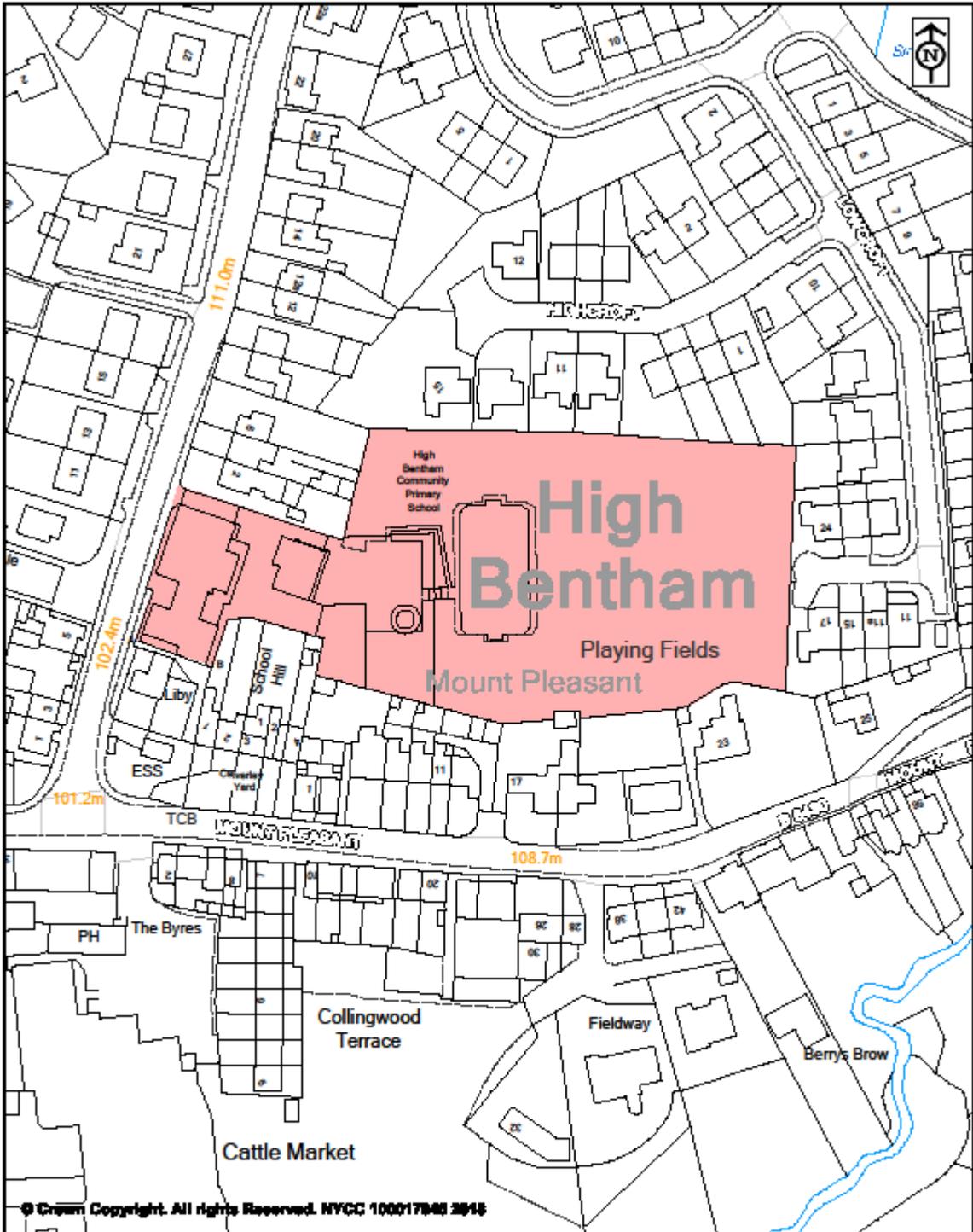
- 16.1 That Executive delegate:
- i. The decision to approve the level of funding as detailed in Appendix B of this report to the Corporate Director Strategic Resources

Richard Webb
Corporate Director – Health and Adult Services

COUNTY HALL
NORTHALLERTON

Date: 5 October 2018

Author of report – Dale Owens Assistant Director – Health and Adult Services
Presenter of report – Dale Owens Assistant Director – Health and Adult Services



© Crown Copyright. All rights Reserved. NYCC 100017945 2016



B5202 Former High Bentham CPS - Plan 4

Scale: 1:1250
 Drawn: DD
 Date: January 2018
 Dwg No: 7524
 OS Grid: 368850 469316

Equality impact assessment (EIA) form: evidencing paying due regard to protected characteristics

(Form updated May 2015)

Bentham Extra Care Development

If you would like this information in another language or format such as Braille, large print or audio, please contact the Communications Unit on 01609 53 2013 or email communications@northyorks.gov.uk.

যদি আপনি এই ডকুমেন্ট অন্য ভাষায় বা ফরমেটে চান, তাহলে দয়া করে আমাদেরকে বলুন।

如欲索取以另一語文印製或另一格式製作的資料，請與我們聯絡。

اگر آپ کو معلومات کسی دیگر زبان یا دیگر شکل میں درکار ہوں تو برائے مہربانی ہم سے پوچھئے۔



Equality Impact Assessments (EIAs) are public documents. EIAs accompanying reports going to County Councillors for decisions are published with the committee papers on our website and are available in hard copy at the relevant meeting. To help people to find completed EIAs we also publish them in the Equality and Diversity section of our website. This will help people to see for themselves how we have paid due regard in order to meet statutory requirements.

Name of Directorate and Service Area	Health and Adult Services, Provider Services
Lead Officer and contact details	Mike Bedford – Commissioning Manager Accommodation

Names and roles of other people involved in carrying out the EIA	Dale Owens – Assistant Director for Care and Support
How will you pay due regard? e.g. working group, individual officer	Consultation with local community completed- n/a for users of service, relatives and carers and staff as this development is not a potential replacement for a North Yorkshire Elderly Persons' Home.
When did the due regard process start?	August 2018

Section 1. Please describe briefly what this EIA is about. (E.g. are you starting a new service, changing how you do something, stopping doing something?)

This EIA considers the implications of developing an Extra Care Housing Scheme in Bentham, North Yorkshire.

Between 2003 and 2018, the Council will have supported the construction of twenty two specialist Extra care housing developments providing 1111 apartments and bungalows. The Care and Support Where I Live Strategy details how the Council will build on this to deliver further schemes in identified locations of need across North Yorkshire.

It is not the intention of the Council that a single 'model' of scheme design be developed, but that each scheme is developed in response to local circumstances and requirements, to provide a diversity of accommodation across the County.

The Council does not intend to suggest that extra care housing and other accommodation with support options are a panacea for the needs of people who need support. Some people's support needs will continue to be met in permanent residential and nursing care placements where this is appropriate.

Where the Council proposes to replace in house residential schemes with Extra Care then further EIA's will be developed that are related to the decision required and its impact at that time.

Section 2. Why is this being proposed? What are the aims? What does the authority hope to achieve by it? (E.g. to save money, meet increased demand, do things in a better way.)

- In increase the utilisation across existing services and provide best value for service provision.
- To ensure that service delivery is of modern standards and in line with the Care and Support Where I Live Strategy
- To Improve the service offer to people in the locality

Section 3. What will change? What will be different for customers and/or staff?

The development of Extra Care increases choice for residents living in the local community by increasing the range of housing, care and support options available to them

The introduction of Extra Care allows people to remain in their locality that have social care needs where other provision may not be available.

Section 4. Involvement and consultation

The proposed housing provider held a pre planning community consultation event in July 2017 at the town hall, High Bentham to give these stakeholders the opportunity to review the demand data and give their views on proposals to develop an extra care scheme in Bentham.

Stakeholders were also asked for their views on the sort of services and facilities that could potentially be included in a scheme. The Bentham Extra Care Group also completed their own consultation with local residents and produced a comprehensive report supporting the development of an extra care scheme.

Section 5. What impact will this proposal have on council budgets? Will it be cost neutral, have increased cost or reduce costs?

The introduction of Extra Care may provide the Council with the opportunity to reduce costs in relation to the provision of care and support by enabling people to remain living in their own homes for longer periods.

Section 6. How will this proposal affect people with protected characteristics?	No impact	Make things better	Make things worse	Why will it have this effect? Provide evidence from engagement, consultation and/or service user data or demographic information etc. (see Appendix 1)
Age		✓		Improve access to housing with care and support predominantly for older people in Bentham.
Disability		✓		Accessibility to purpose build accommodation that is fully accessible with en-suite accommodation should reduce the need for the use of hoisting equipment and provide an improved experience for the individual.

Sex (Gender)	✓			A higher proportion of older female residents typically occupy Extra Care Housing Schemes in line with national demography.
Race	✓			No issues raised or identified from the engagement process
Gender reassignment	✓			No issues raised or identified from the engagement process
Sexual orientation	✓			No issues raised or identified from the engagement process
Religion or belief	✓			No issues raised or identified from the engagement process
Pregnancy or maternity	✓			No issues raised or identified from the engagement process
Marriage or civil partnership	✓			No issues raised or identified from the engagement process

Section 7. How will this proposal affect people who...	No impact	Make things better	Make things worse	Why will it have this effect? Provide evidence from engagement, consultation and/or service user data or demographic information etc.
..live in a rural area?		✓		This would provide additional housing with care and employment opportunities in a rural area.
...have a low income?	✓			Affordable units are included within the scheme to enable all people to access services there.

Section 8. Will the proposal affect anyone more because of a combination of protected characteristics? (e.g. older women or young gay men) State what you think the effect may be and why, providing evidence from engagement, consultation and/or service user data or demographic information etc.

There is a potential that older women aged 65+ may be impacted more due to the demographic breakdown of existing people within Extra Care

Section 9. Next steps to address the anticipated impact. Select one of the following options and explain why this has been chosen. (Remember: we have an anticipatory duty to make reasonable adjustments so that disabled people can access services and work for us)	Tick option chosen
1. No adverse impact - no major change needed to the proposal. There is no potential for discrimination or adverse impact identified.	✓
2. Adverse impact - adjust the proposal - The EIA identifies potential problems or missed opportunities. We will change our proposal to reduce or remove these adverse impacts, or we will achieve our aim in another way which will not make things worse for people.	
3. Adverse impact - continue the proposal - The EIA identifies potential problems or missed opportunities. We cannot change our proposal to reduce or remove these adverse impacts, nor can we achieve our aim in another way which will not make things worse for people. (There must be compelling reasons for continuing with proposals which will have the most adverse impacts. Get advice from Legal Services)	
4. Actual or potential unlawful discrimination - stop and remove the proposal – The EIA identifies actual or potential unlawful discrimination. It must be stopped.	
Explanation of why option has been chosen. (Include any advice given by Legal Services.)	

Although we have highlighted those groups at greater risk of impact we believe that any additional needs have been incorporated into the design of the scheme.

Section 10. If the proposal is to be implemented how will you find out how it is really affecting people? (How will you monitor and review the changes?)

- Management liaison meetings are held with the provider of the scheme on a monthly basis from occupancy to monitor any issues within the scheme

Section 11. Action plan. List any actions you need to take which have been identified in this EIA, including post implementation review to find out how the outcomes have been achieved in practice and what impacts there have actually been on people with protected characteristics.

Action	Lead	By when	Progress	Monitoring arrangements

Section 12. Summary Summarise the findings of your EIA, including impacts, recommendation in relation to addressing impacts, including any legal advice, and next steps. This summary should be used as part of the report to the decision maker.

The EIA considers the impact of the development of Extra Care within the locality on people who may be eligible for social care services.

We believe in the development of Extra Care will have a positive impact on the local community allow people to remain living within their own homes for longer when they require social support.

Section 13. Sign off section

This full EIA was completed by:

Name: Mike Bedford

Job title: Commissioning Manager

Directorate: Health and Adult Services

Signature: M Bedford

Completion date: 29th August 2018

Authorised by relevant Assistant Director (signature): D Owens

Date: 29th August 2018