

EAST CAMBRIDGESHIRE ADULT SOCIAL CARE SERVICE DEVELOPMENT

To: Commercial & Investment Committee

Meeting Date: 22nd May 2020

From: Service Director - Commissioning

Electoral division(s): All

Forward Plan ref: 2020/025 **Key decision:** Yes

Purpose: To consider the use of the former Burwell Highways Depot and Fire Station Site for the development of a specialist Supported Living building to serve East Cambridgeshire.

Recommendation: It is recommended that, in principle, the site can be used to deliver specialist accommodation for a new social care service pending agreement of Capital Funding from NHSE.

<i>Officer contact:</i>		<i>Member contact:</i>	
Name:	Amanda Roach	Name:	Councillor J Schumann
Post:	Commissioner – Learning Disabilities and Autism	Post:	Committee Chairman
Email:	Amanda.roach@cambridgeshire.gov.uk	Email:	Joshua.schumann@cambridgeshire.gov.uk
Tel:	07467 339208	Tel:	01223 706398

1. BACKGROUND

1.1 This report outlines a proposed development to provide a new Supported Living Service in East Cambridgeshire.

In response to Winterbourne View and the subsequent investigations and learning, the Transforming Care Program was put in place. The aim being to improve health and care services so that more people can live in the community, with the right support, and close to home.

The proposed development of a specialist service is part of a broader strategy to build capacity in Cambridgeshire. This will enable Cambridgeshire County Council to repatriate people with Learning Disabilities and/or Autism from Out Of Area (OOA) provision, and provide suitable provision within County for young people moving into adulthood.

The proposal is to use County Council land and capital funds from both NHS England and the County Council to build six units of accommodation that meet the needs of service users with complex environmental requirements.

Progress to date:

- Adults Committee agreed the development of the service in November 2019, due to anticipated spend for the support that will be commissioned, this was seen as a key decision.
- Capital Board approved a capital investment of £1 million in November 2019. This was predicated on the potential savings on the support expenditure of around £200k per annum
- NHSE has agreed in principle the £2 million capital investment. The application can be submitted once a postcode is agreed.

2. MAIN ISSUES

2.1 Service Need

Cambridgeshire County Council has limited provision in county that can meet the needs of adults with complex learning disabilities and/or autism with specific support and environmental needs. This has led to Service Users being placed in specialist provisions out of county which does not support maintaining their local links with families and communities. The cost of out of county provisions is generally higher than we would expect to pay within County as the placements are not commissioned via our Specialist Frameworks where we have the ability to control costs and also strong relationships to support negotiation of costs. Placements in out of county provisions are generally within a residential setting where the Council would fund both the care and support for service users and in addition all 'hotel' costs associated with residential care – food, utilities, activities, etc It is proposed that the new service will be a supported living service where service users will have their own tenancies and will fund this and all day to day living

costs via income from benefits. It is estimated the savings to the Social Care budget will be in the region of £50,000 per person per year.

Furthermore, Transforming Care Partnerships have been directed by the Department of Health (DOH) to ensure that where at all possible, Local Authorities develop local provisions for service users who have complex needs.

A number of individuals who are currently placed out of county would benefit from this new service. The specification of the proposed building and support services will be such that other service users who are currently in Specialist Commissioned placements could also be supported to move here. Additionally, there are a number of young people who are currently out of county in Residential Education placements who will require specialist adult services and who will benefit from the development of this service. One of the adults who would be considered for this new development has particular links with East Cambridgeshire which has focused the development to this district.

2.2 Options

Commissioners have looked at how complex service user needs could be met and as part of this have considered the following options:

- Whether there is any current provision that could be adapted to support complex environmental requirements.
 - None were considered to be suitable, either because of cost implications, location, or existing tenants.
- Go to market for a developer/ service provider to build and deliver
 - Soft market testing was completed in 2018, responses were limited and financial commitment required in terms of land costs and building stated as the barrier
- Reviewed, in conjunction with Strategic Assets, sites available on the open market, both buildings that could be adapted or plots of land with building potential.
 - Extensive searches did not find anything suitable.
- Reviewed, in conjunction with Strategic Assets, all available land owned by the County Council which met the search requirements based on the service need: within 25 minutes' drive of Ely, on the edge of a town or large village; accessible by foot to services and amenities, not overlooked/in very close proximity to private residential accommodation.
 - Two plots of land in East Cambridgeshire were identified as potentially suitable and potentially deliverable in planning terms: 1) Land at Swaffham Bulbeck and 2) Former Burwell County Highways Depot and Fire Station Site
 - A Feasibility study, undertaken by Faithful & Gould evaluated the merits of each plot.
 - The Burwell site has been identified as the best option as it satisfies both the environmental requirements and also the service requirements in terms of supporting community presence and community engagement. Burwell is a larger conurbation and has several Day Opportunities (both The Prospects Trust farm based in Reach and Burwell print based within the village) and within easy reach of the proposed site and community for

support for these day opportunities is established. The village also offers several amenities for use such as grocery shops, hairdressers and several pubs. Additionally, the village is well served with public transport thus supporting wider access to facilities if required.

Swaffham Bulbeck had less to offer in terms of community facilities, with only one small village shop and 1 pub and furthermore the availability of public transport is very limited to enable access to further facilities.

- Therefore Burwell is the only viable option available at this time.

2.3 Governance

A Project Board is in place to consider how to take the proposal forward. The Board is made up of officers from Strategic Assets, Education Capital Build, Procurement, Finance, Transformation, LGSS Law, Operations and Commissioning.

To date, an in principle agreement has been given for capital funds of £2 million from NHS England and £1 million from the County Council, approved by Capital Programme board.

The Project Board will be responsible for ensuring there are appropriate legal agreements between all parties and that the design and build meets the specifications required.

There are two options for the model of development:

1. The land is leased to a Registered Provider (RP). The capital funds for the build will be granted to the RP. The RP will manage the build and manage the property once it is built, providing intensive housing management and providing the service users with tenancy agreements.
2. The County Council designs and builds the accommodation using the available framework arrangements and then leases the land and building to an RP who will provide management support and tenancies to the service users living at the service.

The current opinion of the Project Board is that Option 2 is preferable as it ensures the County Council retains control over the design and building to ensure it is fit for purpose, within costs and timely. LGSS Law are scrutinising the NHS England Terms and Conditions and considering the best legal platform to ensure the appropriate rights and responsibilities and written into both lease agreements and contracts.

There are no current framework arrangements for commissioning Registered Providers currently in place, however advice will be given on engagement with this sector during the application process. Additionally, learning from other Local Authorities who are taking a similar approach to developing new services will be factored in to the process.

It is intended that the project will be managed by a Project Manager from the Education Capital Team who have experience in running capital funded projects using the County Council Framework arrangements.

2.4 Site

The proposal is to build six residential accommodation units, en bloc, that will be designed to meet the needs of service users with complex environmental requirements. It is envisaged that the building and land will be leased to a Registered Housing Provider (RHP) at either Market Rent or on a 'less than best consideration basis, for a fixed term with landlord break options. The RHP will issue tenancies directly to occupants, nominated by the County Council. The County Council will commission specialist housing support from a provider who has proven expertise and experience in supporting adults with complex needs. The support provider will provide twenty four hour care and support for the service users.

The former County Highways Depot and Fire Station is a 0.27 ha site with a range of existing buildings close to the outskirts of Burwell.



The existing buildings will need to be demolished as part of any redevelopment. The site is currently surplus to operational requirements and is being held for its long-term development potential. It has been previously leased out to produce a rental income but is currently vacant. Strategic Assets was investigating the opportunity to obtain planning permission for residential development, under the opportunity provided by East Cambridgeshire District Council housing shortfall, in order to maximise the value of the site prior to disposal. The potential to obtain planning permission for market residential development was not deemed to be straight forward due to a variety of site specific and planning factors. Pre-application advice obtained (please refer to Appendix 2), from East Cambridgeshire District Council (ECDC), on the proposed development of the site for private residential units raised two main issues relating to:

- 1) the close proximity of the site to employment uses and concerns that this may provide an unacceptable living environment in terms of noise and pollution; and,
- 2) the responding ECDC Planning officer did not agree with the conclusions of the sequential test for flooding, submitted by the County Council, based on an argument that the 350 unit development site on Newmarket Road now has a reserved matters consent and is considered an available alternative site which does not face the same level of flood risk.

Strategic Assets' planning consultant, whilst recognising the negative response received from ECDC, advised obtaining further assessments to address the points above which would inform the potential next steps –whether to progress further or not. It was recommended that the County Council promote the site through the Local Development Framework as and when the opportunity arose. Strategic Assets has and will continue to actively promote the site through the LDF process. It was also highlighted that the County Council could delay submitted a planning application to allow existing sites with planning permission to be built out which would focus attention on alternatives sites, such as the depot sit, which may strengthen the County Council's position for obtaining planning permission at the appropriate time. The depot would continue to be held for long-term development and relet on the open market to generate an income to the County Council meanwhile. The current market value for the site is approximately £650,000. If the County Council obtained planning permission for private residential units this would increase. The exact market value for the site with planning permission for residential units would depend on the size and number of units to be provided which is currently unknown.

Initial planning advice obtained on the proposal to develop this site for Adult Social Care indicates that obtaining planning permission for this specific use is feasible but there is no guarantee. Initial opinion from Strategic Assets Planning Consultant suggested that the success of an application for a full planning permission would largely rely on an argument on viability/deliverability grounds, insofar as the scheme couldn't be delivered if there was a land acquisition cost involved (i.e. to help dismiss the prospect of sequentially-preferable sites in lower flood zones entering the equation), and then the reasoning for the County Council selecting this site from their portfolio in preference to others e.g. Ness Road, Newstead Farm, Swaffham Prior etc. If the County Council can satisfy ECDC on the above arguments, the focus will then be on how to make the development flood resilient – which is largely design-led, increasing the heights of finished floor levels, careful configuration of habitable accommodation etc. The environmental impact of the site being close to light industrial uses may have been problematic in obtaining planning permission for private residential units but may actually be beneficial to the proposed development for Adult Social Care due to the environment needs of the clients.

The initial feasibility study indicated a construction cost of £3m which included the cost of demolition, asbestos removal and a contingency to offset any additional works required, and will take 24 months to complete. Please refer to Appendix 1 for details of the timeline. To note, the project dates have slipped, but the indicative time frame remains relevant.

2.6 Procurement

The current County Council Design and Build Framework can be used to commission the design and building of the service. There are a number of design guides that will inform the plans for the building and the contractor will be expected to engage a design partner who has specialist knowledge in this area.

The current Learning Disability Complex Supported Living Framework will be used to commission an appropriate Support Provider. The providers on this framework have proven expertise and experience in delivering support to service users with complex needs.

Both the Support Provider and the Registered Housing provider will be engaged early on in the design stage to enable them to bring their expertise and experience to the project.

2.4 Identified risks:

- Obtaining planning permission for this development is not guaranteed
- Soft market testing for a Registered Housing Provider has not been undertaken
- The development of the service is dependent on the capital funding from both the County Council and NHS England.

3. ALIGNMENT WITH CORPORATE PRIORITIES

Report authors should evaluate the proposal(s) in light of their alignment with the following three Corporate Priorities.

3.1 A good quality of life for everyone

The development of this service will enable citizens of Cambridgeshire with complex needs to live within their County and maintain links with their local communities and families.

3.2 Thriving places for people to live

There are no significant implications for this priority

3.3 The best start for Cambridgeshire's Children

There are no significant implications for this priority

4. SIGNIFICANT IMPLICATIONS

4.1 Resource Implications

The following bullet points set out details of significant implications identified by officers:

- The development of the service is dependent on the capital funding from both the County Council and NHS England.
- It is anticipated that the support costs for those service users who are currently supported Out of County will reduce, thus realising a saving to the Adult Social Care budget.
- It is anticipated that there may be an income from the lease of the building and land to a Registered Housing Provider.

4.2 Procurement/Contractual/Council Contract Procedure Rules Implications

The commissioning of the design and building of the service will be procured through existing Design and Build framework and additionally, the commissioning of the social care support will be procured using the current Learning Disability Complex Supported Living framework.

4.3 Statutory, Legal and Risk Implications

Legal services will be engaged to ensure there are robust legal arrangements in place in terms of the land and the capital funds invested in the services

4.4 Equality and Diversity Implications

There are no significant implications within this category.

4.5 Engagement and Communications Implications

There are no significant implications within this category.

4.6 Localism and Local Member Involvement

There are no significant implications within this category.

4.7 Public Health Implications

There are no significant implications within this category.

Implications	Officer Clearance
Have the resource implications been cleared by Finance?	Yes Stephen Howarth
Have the procurement/contractual/ Council Contract Procedure Rules implications been cleared by the LGSS Head of Procurement?	Yes Gus De Silva
Has the impact on statutory, legal and risk implications been cleared by LGSS Law?	Yes Fiona MacMillan
Have the equality and diversity implications been cleared by your Service Contact?	Yes Will Patten
Have any engagement and communication implications been cleared by Communications?	Yes Matthew Hall

Have any localism and Local Member involvement issues been cleared by your Service Contact?	Yes Will Patten
Have any Public Health implications been cleared by Public Health	Yes Tess Campbell

Source Documents	Location
	None