

READING BOROUGH COUNCIL

REPORT BY ACTING EXECUTIVE DIRECTOR FOR ADULT SOCIAL CARE AND HEALTH AND EXECUTIVE DIRECTOR FOR ECONOMIC GROWTH AND NEIGHBOURHOOD SERVICES

TO:	POLICY COMMITTEE		
DATE:	13 MARCH 2023		
TITLE:	ADULT SOCIAL CARE ASSETS - RESPITE PROVISION		
LEAD COUNCILLOR:	CLLRS ENNIS & EMBERSON	PORTFOLIO:	ADULT SOCIAL CARE HOUSING & COMMUNITIES
SERVICE:	DACHS/DEGNS	WARDS:	BOROUGHWIDE
LEAD OFFICER:	CHRIS GREENWAY ZELDA WOLFLE	TEL:	0118 937 2576 0118 937 2285
JOB TITLE:	ASSISTANT DIRECTOR COMMISSIONING AND TRANSFORMATION & ASSISTANT DIRECTOR HOUSING AND COMMUNITIES	E-MAIL:	Chris.greenway@reading.gov.uk Zelda.wolfle@reading.gov.uk

1. PURPOSE OF REPORT AND EXECUTIVE SUMMARY

- 1.1 The report focuses on the Council's delivery of an Adult Social Care respite service to support carers and vulnerable people who have complex needs.
- 1.2 It was agreed at Policy Committee in January 2021 that there was a need for a respite facility, and this would be delivered at Hexham Road. The Council subsequently took the decision that it was too much of a risk to proceed with the build on Hexham Road as originally planned, due to the Care Quality Commission (CQC) advising that they were unable to grant registration until the building was completed as per their policy and the co-location of a respite service with sheltered and general needs housing may not meet the regulatory guidance.
- 1.3 Consequently, alternative proposals have been considered to deliver a respite facility. The recommended option proposes the development of a respite facility at Amethyst Lane which will deliver a respite service that meets peoples' personalised expectations and outcomes whilst meeting the Care Quality Commission's regulatory requirements.
- 1.4 In order to proceed it is proposed that the land required to deliver the Respite Service (known as Amethyst Lane) is, under Section 19 of the Housing Act 1985, transferred from the Council's Housing Revenue Account to the General Fund.

- 1.5** The report also provides an update on the progress to utilise Battle Street and Hexham Road to deliver Adult Social Care services, sheltered housing and general needs housing, which was agreed at Policy Committee in January 2021 as outlined in Appendix 1 attached.

Appendices:

Appendix 1 - Policy Committee report - Adult Social Care Asset Review and Capital Strategy - January 2021

Appendix 2 - Equality Impact Assessment

2. RECOMMENDED ACTION

- 2.1** That Policy Committee endorse the recommendation to utilise the Amethyst Lane site to deliver a respite facility for Adult Social Care subject to capital funding approval by Council in February 2023.
- 2.2** That Policy Committee approves the appropriation of the land know as Amethyst Lane from the Housing Revenue Account to the General Fund to enable the delivery of the proposed Respite Service, with effect from 1st April 2023.
- 2.3** That Policy Committee:
- (a) notes the procurement process to date;
 - (b) delegates authority to the Executive Director for Economic Growth and Neighbourhood Services in consultation with the Executive Director for Adult Social Care and Health, the Assistant Director for Legal and Democratic Services, the Director of Finance, the Lead Councillor for Housing and the Lead Councillor for Adult Social Care, to enter into all necessary works and agreements, including with Gleeds Cost Management and HTA Design, the multi-disciplinary team, and Hampshire County Council for the development of the site at Amethyst Lane, including detailed designs, the securing of planning permission and the procurement of a main building contractor for the construction works;
 - (c) delegates authority to the Executive Director for Economic Growth and Neighbourhood Services, in consultation with the Executive Director for Adult Social Care and Health, Assistant Director for Legal and Democratic Services, the Director of Finance, the Lead Councillor for Housing and the Lead Councillor for Adult Social Care, to procure, award and enter into a contract with the main building contractor for the construction works at Amethyst Lane; and
 - (d) authorises and allocates additional spend approval of capital of £1.8m from the General Fund in addition to the £5,993m already in the capital programme to deliver an adult social care respite facility.

3. POLICY CONTEXT

3.1 The approach to utilising Adult Social Care Capital Assets aligns with the overall direction of the Council by meeting the following Corporate Plan priorities:

- Inclusive economy
- Healthy environment
- Thriving communities

3.2 There is no statutory duty to provide services internally to meet eligible needs however the Local Authority does have a Statutory Duty under the Care Act 2014 to:

- Ensure there is a range of high quality & appropriate services to choose from.
- Ensure that those Adults are able to receive services that prevent their care needs from becoming more serious.
- Meet an Adult's need if they meet the eligibility criteria.

3.3 **Relevant background reports:**

Policy - January 2021 - This report adopted a cross Directorate approach in considering assets to:

- a. deliver options which met the needs of Adult Social Care service users in the short, medium and longer term
- b. accorded with the Council's Housing objectives
- c. maximised opportunities to offset capital expenditure.

Policy approved the recommendation to utilise Battle Street and Hexham Road sites to deliver both Adult Social Care and general housing provision subject to approval by Council in February 2021 in the Housing Revenue Account Capital Programme. This was subsequently approved by Council in February 2021.

Policy report - Adult Social Care Asset Review and Capital Strategy - January 2021 is included as appendix 1.

4. THE PROPOSAL

4.1 **Current Position:**

4.1.1 Battle Street

This site will deliver 13 Mental Health Supported Living flats, 35 places for Older Persons Day Opportunities, 49 affordable dwellings including sheltered housing and general needs housing.

Work on this site is well progressed with the completion of the design phase and public consultation events. The planning application was submitted in September 2022 and subject to approval in March 2023. Following completion of the detailed design and procurement of contractor, works on site is due to commence Autumn 2023. Completion is planned for 2025.

4.1.2 Hexham Road

The proposal approved by Policy Committee in 2021 was to develop the site to build a Profound and Multiple Learning Disabilities (PMLD) day opportunities service and a Profound and Multiple Learning Disabilities Respite facility alongside sheltered housing.

The respite service provides regulated activity which necessitates a requirement to be registered with the Care Quality Commission (CQC). Initial engagement took place with CQC in summer 2021 and as the conversations developed in line with the design development, CQC raised some concerns about the size, setting and layout of the building. They felt that it deviated from guidance for Services for Autistic People and People with a Learning Disability (*Right Support, Right Care, Right Culture*), as the proposal also included a day service and sheltered accommodation on the same site. They described this as having a 'campus feel' which in their view was not aligned to best practice in the guidance.

CQC have advised that they are only able to grant registration once an application has been made and the building is completed. Considering the feedback from CQC and being unable to mitigate against some of the issues raised by CQC, it was deemed too much of a risk to proceed with the build of respite provision on Hexham Road when CQC could then take the decision to not register the service for use.

As the respite service will no longer be at Hexham Road, this allowed a review of the site to determine how best to use the space created by the respite service. The outcome of the review, based on need and the site feasibility was that it will deliver PMLD day opportunities and sheltered housing as planned and in addition deliver some general needs housing flats.

Work on this site is progressing to plan. Public consultation events were held in November 2022 to share the proposals and seek community engagement. It is expected that the planning application will be made in March 2023 and subject to approval and procurement of the contractor, it is anticipated that work will start on site early 2024 with completion in 2025.

4.2 Option Proposed

It is proposed that a PMLD respite facility for up to 6 people is built at Amethyst Lane. This would offer short term support to people with complex needs and provide their carers with a break from their caring role.

In addition, it is proposed that the service will be developed to deliver a more flexible and person-centred service including offering support to young people transitioning to adult services to develop their life skills.

A site at Amethyst Lane has been assessed as meeting the requirements to develop a respite service. It delivers in terms of space, location, accessibility, it is on a public transport route and local amenities including a park and shops are nearby.

The design will respond to the feedback received from CQC in relation to the previously proposed development at Hexham Road. The site allows the respite facility to be designed as a standalone building and therefore will not have

multiple uses on one site, the number of rooms has been reduced to 6 and there will be a designated entrance to the building. Engagement with CQC has already commenced to ensure that the building is designed to meet the guidance outlined in the guidance, *Services for Autistic People and People with a Learning Disability (Right Support, Right Care, Right Culture)*.

The area at Amethyst Lane will also allow development of general needs housing with the site being split into 2 with housing and respite being built on adjacent sites.

A needs analysis was carried out at the beginning of this process and has since been refreshed and it continues to demonstrate the need for this service.

Projected need

There are currently estimated to be 3,051 adults 18 years and older with a Learning Disability and 658 predicted to have a profound and multiple learning disability in Reading¹

Respite services: projected need		
Year	Number of people requiring service	Number of places
Current provision	11 people	4
2025	74 (11 current + 65 new people)	6
2030	139 (11 current + 130 new people)	6
<p>Rationale: Projections are based on young people who have Education and Health Care Plans and projecting these figures forward to anticipate the potential number of places. Note whilst the numbers of people requiring the service grow rapidly, we are retaining a broadly similar sized service as a more flexible service model will be developed to support the projected demand.</p>		

Timeframes

The projected high level timeframes for this work are outlined below:

Milestone	Timeframe
Planning submission	Spring 2023
Commencement on site	Winter 23/24
Building completion	25/26

Project delivery

Project delivery will be managed by Gleeds Cost Management and HTA Designs. They will provide the multi-disciplinary role with support from Hampshire County Council (HCC) to provide a link between the work previously undertaken by HCC on the respite and the new scheme at Amethyst.

Officers from Reading Borough Council in Property Development, Housing and Adult Social Care will act as the Client Project Officers.

¹ Projecting Adult Needs and Service Information (PANSI) and Projecting Older People Population Information (POPPI) system, Office of National Statistics (ONS)

Governance will be managed through the DACHS and DEGNS Governance processes through the Transformation Board and Local Authority New Build Programme respectively.

4.3 Other Options Considered

Option 1: That the Council no longer provide an inhouse respite service provision for people who have complex needs.

The current service at 188 Whitley Wood is a 4 bedded unit which supports people with complex needs who mainly require 1:1 support. It provides planned respite to support carers. In addition, it offers the option to support people who require an emergency respite placement depending on staff capacity and resource and bed availability. People who require lower levels of support benefit from support from Community Services. In addition, Whitley Wood has some emergency beds which are well used to support with for example, carer breakdown.

An assessment of the condition of the current building and suitability to meet future need was carried out by Hampshire County Council in 2020. The existing property does not meet the service's full needs with a poor layout, narrow corridors and inadequate circulation spaces. The building is therefore considered sub-optimum for its current purpose. It is also the view of Officers and Hampshire that the building has reached the end of its design life and cannot be reconfigured to create a suitable environment to provide facilities to meet future need.

Consequently, the service will be unable to continue to operate from the current building and a decision should be made whether it is prudent to close the building in the next 3 years.

Not reprovisioning the service would have a significant impact on service users and carers in terms of, supporting people to remain in their home of choice, providing respite for carers, preventing or delaying a move to permanent care and supporting people to have opportunities to develop their life skills and personalised outcomes.

There is very little in the current market which supports people with the complexity of needs being presented. The services which may be able to meet this need within the Berkshire area are at or near capacity, so the best that could be offered currently is an occasional spot purchase. This has impacts in terms of travel costs and time, people will not be local to their family/friends and other community services, including health services if they are placed out of borough.

Option 2: Alternative sites

As part of the review of Adult Social Care accommodation review as outlined in **Appendix 1 - Policy report - Adult Social Care Asset Review and Capital Strategy - January 2021** several options were considered, and sites assessed for suitability to deliver the respite service. The outcome of this was that Amethyst Lane and Hexham Road were considered appropriate sites for respite.

The sites where the current services are situated at Strathy Close (PMLD day service) and 188 Whitley Wood Lane (current site for respite) were also considered, however, both sites would require either the PMLD day opportunities or the respite to close for the duration of the construction. This was considered unacceptable as there is no alternative provision in the Borough which can offer similar support to people who have complex needs.

5. CONTRIBUTION TO STRATEGIC AIMS

5.1 Reading Borough Council's vision is:

To help Reading realise its potential - and to ensure that everyone who lives and works here can share the benefits of its success.

5.2 The recommendations contribute to the following Corporate Plan Themes:

Healthy Environment

The respite provision will support people who need adult social care support to have time away from their usual environment. It will provide them with support and give them the opportunity to have a break, as well as taking advantage of the support and opportunities on offer through the respite provision. It will also support carers to have a break and by doing so supports carers to carry out their role and sustain it.

The design will consider a fabric first approach by applying passivhaus house principles reducing greenhouse gas emissions and delivering significant long-term energy savings to the service. The low running costs and higher quality buildings mean that costs are significantly reduced over the life of the building.

The site is well located with good public transport links and access to local amenities. It will also encourage and support sustainable travel and will provide charging points for electric vehicles where appropriate.

Thriving Communities

The proposal supports vulnerable adults who have complex needs and their carers through offering a range of support.

We will be working with stakeholders to design a service to support collaborative working with the voluntary community sector and health colleagues through offering shared spaces and opportunities for joint working.

5.3 Full details of the Council's [Corporate Plan](#) are available on the website and include information on the projects which will deliver these priorities.

5.4 The proposal supports the TEAM Reading values as follows:

Together - How does it promote working together?

Joint working across Directorates between DEGNS and DACHS are delivering this project. Consultation and community engagement events will take place with all relevant stakeholders to shape the service.

Efficiency - How does it drive efficiency?

The building will be designed to passivhaus principles and will therefore deliver significant long term energy savings.

Ambitious - How does it support the Council's ambitions?

The development of a new respite service allows us to review the service model and our offer to service users and carers. This will allow us to develop an ambitious service model which delivers a flexible and creative approach to delivering respite support.

Make a Difference - How does it make a positive difference?

The respite facility will support service users and their carers to achieve their personalised outcomes and support carers in their caring role, thus sustaining the service user in their home of choice.

6. ENVIRONMENTAL AND CLIMATE IMPLICATIONS

- 6.1 The proposal has been designed to achieve Zero Carbon in using Passivhaus principles incorporating features such as air source heat pumps, PV panels, increased insulation and triple glazed windows. The approach to sustainability is not limited to energy performance, the integration of cycle stores along with improved cycle and pedestrian routes supports active lifestyles and reduces reliance on car use. Easily accessible recycling facilities are intended to encourage waste recycling, whilst enhanced tree planting and vegetation will help improve air quality, health and wellbeing.

7. COMMUNITY ENGAGEMENT AND INFORMATION

- 7.1 Public consultations have already been carried out in terms of shaping the future of the Learning Disability respite service. Service users, carers, families, staff, partner organisations and anyone with an interest in these services were encouraged to engage in the consultations (carried out Nov/Dec 2018). The key findings have been used to identify and shape options going forward.
- 7.2 Further engagement events will be held at key stages of the project to ensure that all relevant stakeholders have an opportunity to feedback and shape the development of the service.

8. EQUALITY IMPACT ASSESSMENT

- 8.1 An equality impact assessment has been carried out and is attached as **Appendix 2: Equality Impact Assessment**.

9. LEGAL IMPLICATIONS

- 9.1 A local authority can allocate land held for specific purposes under different statutory powers. If a local authority decides it needs to transfer land from one purpose or function to another, then it may appropriate the land under section 122 LGA 1972. Under this section, a local authority may appropriate land belonging to it, in the public interest of the locality for the purpose for which it is held immediately before appropriation.

- 9.7 Works contracts worth £5,336,937 (Works Threshold) and Services or Goods worth £213,477 (Services or Goods Threshold) or more must be advertised in the UK's e-notification service Find a Tender and then tendered or be procured via a framework agreement which itself has already been advertised in Find a Tender (and undergone a tender process). The Public Contracts Regulations 2015 do not require a Find a Tender advertised tendering process in the case of below Works or Services and Goods Threshold contracts. Such contracts must be awarded in line with the Council's Standing Orders.
- 9.8 It will be necessary to enter into contracts with all successful contractors.
- 9.9 The development of this site, will lead to the delivery of a Service which will require registration with the Care Quality Commission. It is not possible to obtain registration for a Service at this stage of development.

10. FINANCIAL IMPLICATIONS

The financial implications arising from the proposals set out in this report are set out below:-

10.1 Capital Implications

The capital development costs include all project costs and fees.

Through a previous years MTFs process a capital investment of £7m was agreed to fund the development of Adult Social Care services including the development of PMLD day opportunities and respite on Hexham Road.

The remaining capital budget now stands at £5.993m across the years 2023/24 to 2025/26 following expenditure on the Hexham Road project and will be used to continue the build of PMLD day opportunities on Hexham Road as well as part fund the proposal to build respite at Amethyst Lane.

An additional investment of £1.8m is required to build the respite service. This has been submitted as a business case in the 2023/24 budget setting process and is subject to approval by Council as part of the General Fund Capital Programme.

The additional investment is based on information known at this time, but until the final design and tender prices are known it should be noted that these costs are subject to change.

The revenue impact of the capital funding is included within the MTFs 23/24 - 25/26 which will be considered by Policy Committee in February prior to recommendation to Council.

10.3 Risk Assessment.

The proposed capital requirement is subject to cost inflation, the agreed tender price with the contractor and land valuation at the point of appropriation of land from HRA to General Fund.

11. BACKGROUND PAPERS

11.1 None