

## Central Bedfordshire Council

### Social Care, Health and Housing, Overview & Scrutiny Committee 24<sup>th</sup> August 2015

Learning Disabilities NHS Campus Re provision end of Project Report

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#### Purpose of this report

1. To provide the end of project report on the on the 2009-2015 capital development programme for the NHS Campus Re provision Programme across Central Bedfordshire, Bedford Borough and Luton Borough Council of adults with a learning disability.

#### RECOMMENDATIONS

The Committee is asked to note the project:

1. The programme has delivered 19 schemes from 2009 to 2015 and the capital programme has now ended.

#### 2. Issues

##### 2.1 Introduction

2.1.1 The Learning Disability NHS Campus Re provision Programme was started in 2007 by the legacy Council, Bedfordshire County Council and Luton Borough Council. The Programme related to adults with a learning disability and was funded with NHS grant capital contribution of c. £11m including recycled NHS Capital from the Campus, Housing and Communities Agency funding of £500,000 relating to Bedford Borough located schemes and further capital funding from Housing Association borrowing.

2.1.2 The programme aims were to replace 23 Care Homes which were set up as resettlement homes for people with a learning disability, who had lived for several years in long-stay hospitals, with 136 units of

supported living accommodation. This meant that the care home residents would become tenants.

2.1.3 Though planning for this extensive capital programme commenced in 2007, the first new scheme was not delivered until 2009. Then from 2009 until early 2015 a further 18 schemes of either extensive refurbishment of existing building, or complete new builds were completed.

2.1.4 It was agreed as part of establishing the two unitary Councils in 2009 that Central Bedfordshire Council would continue to host the programme.

## **2.2 Reasons for the Programme.**

2.2.1 The 23 Resettlement Care Homes were set up between 1991 and 1997, with funding provided by the then Bedfordshire Health Authority. Though the majority of these homes provided a better living environment for the people who were resettled from hospital, there were some issues which when identified made questionable the long term sustainability of the homes:

- Several of the homes were located in quite isolated locations, not close to shops, leisure facilities and opportunities for continued learning or even employment.
- Being relatively isolated meant they were not readily accessible for support from both Primary and Secondary care health professionals, meaning residents often had quite lengthy trips to specialist clinics held in either: Twinwoods Resource Centre, Clapham, North Bedfordshire, or Beech Close Resource Centre, in Dunstable.
- The majority of the care homes had been former general needs houses; mostly family homes. These proved problematic in converting to meet needs of people with a learning disability who needed more space both for their mental wellbeing but also to physically accommodate large pieces of equipment such as specialist hoists.

## **2.3 Delivering the Programme**

2.3.1 The Care Homes were owned by Bedford Pilgrim Housing Association and Aragon Housing Associations (HAs) who bought them from Beds & Luton NHS Partnership Trust, (BLPT) in 1996 and 2003. This arrangement though meant that the care and support was still provided by BLPT.

- 2.3.2 This contract was due to expire in March 2013 and due to the unsuitability of these existing care homes, required the then authorities: Bedfordshire County Council (BCC), Bedfordshire Primary Care Trust and Luton Borough Council to work with the Housing Associations on a capital funded building replacement.
- 2.3.3 A successful bid for Department of Health, NHS Campus Closure Capital (CCC) Grant of £6.1m was awarded in June 2008. The grant was offered as part of the Government policy to close NHS Campuses and transfer responsibility for social care from the NHS to the Local Authority. The grant had been held by the PCT and was transferred to BCC in March 2009.
- 2.3.4 Central Bedfordshire Council, as the successor Local Authority for hosting the capital funding from the former County Council, was notified that it had been successful in its further bid for an additional grant of £3.9m. This gave a total grant allocation of £10.m.
- 2.3.5 The Housing Association who refurbished and provided the new build accommodation in Central Bedfordshire was Aragon and the designs incorporated features to future proof them, to meet any changes in the physical care needs of the people who would be living there.
- 2.3.6 The CBC Adult Learning Disability Social Work Team, carried out individual needs assessments, to ensure any specific building adaptations were put into the designs, e.g. level access wet rooms for people with physical disabilities and lower level work surfaces in kitchens to allow people who may use a wheelchair to still use the kitchen to prepare food.
- 2.3.7 Delegated authority for the capital expenditure for the project was given to: Cllr Maurice Jones, then Portfolio Holder for Resources, Cllr Carole Hegley, Portfolio Holder for SCH&H and Julie Ogle, Director of SCH&H. Six monthly review meetings were held where the progress of the programme was monitored and any changes to the allocation of the capital grant were discussed so that evidence for the changes could be scrutinised and then approved. Overview of the delivery of the project, as part of the wider Councils Capital Programme was co ordinated through the: Capital Programme Review Group, chaired by the Chief Executive.

## 2.4 Outcomes of the Programme

2.4.1 With the completion of the programme the following outcomes were delivered:

- The new schemes provide much more individual living space and in most instances self-contained living space for one person. The new accommodation enables personalised care and support to be delivered and independence to be promoted whilst potential disputes between service users, used to living in quite closely confined communal living, are avoided thus reducing the need for some of the previous high staffing levels.
- Savings to the social care budget are made where the housing costs are transferred to the individual, often through Housing Benefit rather than paid through the care home fee. Also with the move from Residential to Supported Living care schemes, hourly fee rates are now in place, which means only the hours required are purchased, rather than a block of hours irrespective of the individual peoples needs. For the two main providers of the care and support, this has enabled the following shift in hourly rate:
  - Affinity Trust residential rate in 2009-£19.26 per hour to 2015-£14.15
  - Choice Support residential rate in 2009-£18.86 per hour to 2015-£14.51
- The schemes are generally bigger thus more cost effective, savings have been achieved by creating groups of dwellings with shared night care, extensive assistive technology and on-call support. Each care home had five or six beds in comparison with the new blocks which have between six and eighteen dwellings each.
- Use of Assistive technology and the inclusion of Occupational Therapy staff on all project teams has meant that the most effective use is made of these aids to increase independence and reduce the need for staff to be with service users constantly, which in itself caused problems.

2.4.2 The schemes delivered in Central Bedfordshire are: Cedar Walk and Gloucester Court, in Ampthill, Benson's Court and Hitchin Street, in Biggleswade, Newbury Lane in Silsoe and both No 27 and 29 Lancott Drive, Dunstable.

A brief description of all these Central Bedfordshire follows, which includes who the current support provider is:

***Bensons Court, Biggleswade (Choice Support) New Build***

Bensons Court has 11 flats and is located very close to the town centre of Biggleswade. It was officially opened in July 2012. It is built on two stories and has a lift which enables full access to the whole building for people with mobility needs. All other residents in the flats are very happy with their accommodation/lifestyle, and the locality links which they made.

***Hitchin Street, Biggleswade (Choice Support) New Build***

Hitchin Street has 7 flats and is located walking distance to Biggleswade town centre. It officially opened in 2011. Also has a lift enabling full access to the building.

***Gloucester Court, Ampthill (Choice Support) Refurbishment***

Gloucester Court has 5 tenants' flats and is located opposite the library in Ampthill. It officially opened in July 2010.

***10 Newbury Lane, Silsoe (Affinity) New Build***

Newbury Lane has 7 flats and is located on one of the small housing developments in Silsoe. It officially opened in October 2013.

***Cedar Walk, Ampthill (Choice Support) Refurbishment***

Cedar Walk is a three bedroom bungalow located at the back of the library in Ampthill. It has two tenants and one bedroom which is used as sleep in accommodation for the support staff. It was officially opened in April 2012.

***27 Lancot Drive, Dunstable (Affinity) Refurbishment***

27 Lancot Drive is a four bedroom property (was two semi-detached houses which were converted into one) in Dunstable and was officially opened September 2013.

***Main Development at 29 Lancot Drive (Affinity) New Build***

The final Central Bedfordshire scheme located in Dunstable. Demolition of the existing building commenced in September 2013. After this the building works commenced which lasted for 10 months. The building was completed by the end of August 2014, which allowed in September/October for building faults to be rectified. The building was handed over at the end of November 2014. The first tenants moved in January 2015. There are 8 x one bedsits, 2 x one bed flats and 4 x two bed flats.

2.4.3 One issue which did emerge from feedback from people who moved into the schemes was the potential for them to be isolated within their own flats. This has resulted in the Support and Care Providers ensuring there are increased opportunities for people to invite their friends in from neighbouring flats, attend social events in the community and look at taking up voluntary work.

## 2.5 Capital Legal Process

2.5.1 The high level breakdown of the capital spend is as follows:

	Grant received	Recycled capital Total Income	Recycled Capital CL.CB
2008/09	-£6,142,000	-£6,142,000	
		-£387,400	
2009/10	-£2,270,000	-£2,657,400	
		-£433,000	
2010/11	-£1,660,000	-£2,093,000	
2011/12	£0	£0	
		-£390,954	
2012/13		-£390,954	
			-£695.00
2013/14		-£695,000	
2014/15			
		-£1,211,354	
	-£10,072,000	-£11,978,354	-£695.00

The final expenditure on the whole project was: £11,459.997

### 2.5.2 Legal Documents.

All Section 256 agreements to enable Central Bedfordshire Council to take on the management and pass porting of the capital funding were completed and signed in 2013. The oversight of the actual completion of the then one remaining Bedford located scheme: Orchard House development, was delegated to Bedford Borough Council. Central Bedfordshire Council however retained the administration of the actual capital payments for the build and released payments on production of invoices from Aragon Housing Association once verified by Bedford Borough.

### 2.5.3 Recycling of property

The final schemes in CBC and LBC relied upon recycled capital and the monies had to be routed through the NHS England before being reclaimed by Central Bedfordshire Council.

The BCCG have agreed with the Property Management arm of NHS England, Propco that any benefit from the legal charges and capital receipt identified as part of the programme, will be returned to the Bedfordshire Clinical Commissioning Group for reinvestment in Learning Disability services in Bedfordshire. This amounts to a further circa 700K capital from the recycled capital from the sale of the NHS residential and work is ongoing with BCCG to ensure the recycled capital is returned from Propco.

2.5.4 The Programme formally completed in February 2015, with the handover of the Orchard House development to Bedford Borough Council.

## 2.6 Council Priorities

2.6.1 The development of the 19 schemes has supported the Council's priorities, listed below:

- Enhancing your local community – creating jobs, managing growth, protecting our countryside and enabling businesses to grow. With the development of each of the Schemes, additional local employment has been generated,
- Improved educational attainment-with all the schemes now being located in or close to the main urban Centre's in Central Bedfordshire, people have been able to greatly increase take up of adult courses provided by Central Bedfordshire College.

Promote health and well being and protect the vulnerable. With the development of each of the Schemes, more individualized support has resulted in better management of any health conditions, improved access to Primary Care and reduced levels of safeguarding alerts, partly due to move from communal to more individualized living.

### 3.0 Corporate Implications

#### 3.1.1 Legal Implications

The funding of this programme was made through s256 of the NHS Act 2006 relating to the transfer of funding and responsibilities from the NHS to the Local Authority as part of Government policy which gives Local Authorities responsibility for the social care of people from former NHS Campuses.

3.1.2 An s257 Agreement (NHS Act 2006) also supported the transfer of funding to Aragon Housing Association for the purposes of providing the accommodation; a legal charge against the property protects the NHS grant funding investment.

3.1.3 Delegated authority for the capital expenditure for the project was given to: Cllr Maurice Jones Portfolio holder for Resources, Cllr Carol Hegley, Portfolio Holder for SCH&H and Julie Ogley, Director of SCH&H. Overview of the delivery of the project was co ordinated through the: Capital Programme Review Group, chaired by the Chief Executive.

### **3.2 Financial Implications**

3.2.1 The capital programme was administered by the Central Bedfordshire Corporate Finance Service in accordance with the Council's Financial Procedures and throughout the duration of the programme monthly reconciliation of the income and expenditure was carried out. Updated information was made available to the Director of Finance in the BCCG, to allow recycled capital to be reclaimed by Central Bedfordshire Council.

### **3.3 Equalities Implications**

3.3.1 This completed programme has enhanced the opportunities of people with Learning Disabilities to exercise their rights over where and how they live by providing new and appropriate housing and support services within several communities in Central Bedfordshire. The new housing has enabled service users to have greater choice and independence and also to have a greater presence in their communities and participate in more local activities.

### **4.0 Conclusion and next Steps**

4.1 The programme has delivered 19 schemes from 2009 to 2015 and the capital programme has now ended. The target set out in 2009 of providing 136 supported living places has been met, with schemes spread across the Central Bedfordshire area, with more personalised outcomes being delivered for people with a learning disability.

### **Appendices**

None

### **Background Papers**

The following background papers, not previously available to the public, were taken into account and are available on the Council's website:

None