

SURREY COUNTY COUNCIL**CABINET****DATE: 21 JUNE 2016****REPORT OF: MR MEL FEW, CABINET MEMBER FOR ADULT SOCIAL CARE, WELLBEING AND INDEPENDENCE****MS DENISE LE GAL, CABINET MEMBER FOR BUSINESS SERVICES AND RESIDENT EXPERIENCE****LEAD OFFICER: HELEN ATKINSON, STRATEGIC DIRECTOR, ADULT SOCIAL CARE & PUBLIC HEALTH****SUBJECT: LINDON FARM, ALFOLD – BUSINESS CASE FOR SUPPORTED LIVING ACCOMMODATION FOR ADULTS WITH AUTISM****SUMMARY OF ISSUE:**

There is growing demand for, and a shortage of, accessible accommodation with care and support for young adults with autism and high support needs in Surrey.

This paper sets out the business case for the construction of long term supported living accommodation for ten young adults at Lindon Farm and seeks Cabinet approval for capital investment. It demonstrates how the development will deliver better outcomes by enabling young people to live in Surrey near their families and support network, in specialist accommodation with appropriate space and access to activities.

This aligns with the Council's strategic goal of 'wellbeing' and the accommodation with care and support strategy. It also supports the national direction of travel set in the Transforming Care Programme.

RECOMMENDATIONS:

It is recommended that Cabinet:

1. Agrees to invest to build long term supported living accommodation for ten adults with autism and high support needs at Lindon Farm.
2. Delegates authority to the Chief Property Officer in consultation with the Cabinet Member for Business Services and Resident Experience for awarding the contract for developing the site and construction of the supported living accommodation.
3. Delegates authority to the Strategic Director for Adult Social Care and Public Health in consultation with the Cabinet Member for Adult Social Care, Wellbeing and Independence to award the contract for the provision of care services to the residents once construction has been completed.

REASON FOR RECOMMENDATIONS:

The site offers an opportunity to build supported living accommodation for ten adults

with autism and high support needs to:

- Enable individuals to live in Surrey near their families and support network, rather than out of county.
- Provide supported living accommodation with appropriate space and a range of activities for residents, whilst they are also supported to be part of their local community.
- Deliver long term savings in the provision of their care and support.

DETAILS:

Growing demand

1. Autism is a lifelong condition that can affect the way a person communicates and relates to other people. The three main areas of difficulty associated with autism are communication, social interaction and social imagination ie understanding and predicting other people's behaviour, making sense of abstract ideas and imagining situations outside the immediate daily routine. Autism is not a learning disability in itself, but there is a significant overlap – many people with autism also have a learning disability.
2. Surrey County Council's Special Educational Needs and Disabilities (SEND) needs analysis shows a steep increase in the numbers of children with autism and the most complex needs. This analysis projects that the numbers will more than triple from 191 to 660 between 2013 and 2033, and these young people are expected to transfer to adult services once they reach 18. This increase reflects national trends and is due to increasing prevalence and better diagnosis.
3. Adult Social Care supports approximately 3,200 people with a learning disability and/or autism (18-64 years). 11% of this group are identified as having autism but we believe this is an underestimate. Adult autism diagnosis in Surrey is improving but historically has been poor, reflecting the national situation. Prevalence studies suggest that a more accurate number of Surrey adults with autism currently funded for social care support would be at least 25% of the total cohort, or upwards of 800 individuals.

Aim and Approach

4. One of the Council's strategic goals is 'wellbeing', where 'everyone in Surrey has a great start to life and can live and age well'. As part of this commitment, the Council's accommodation with care and support strategy and the national direction of travel is to support individuals with disabilities to 'live in suitable accommodation with appropriate care and support to meet their changing needs', to be part of their local community and to live near their families in Surrey.
5. There is a shortage of accessible accommodation with care and support for young adults with autism and behaviour support needs in Surrey. The County Council's commissioners have been working actively with providers to develop new services over recent years. Despite the development of successful in-county specialist services, individuals with a particular profile of needs have continued to be hard to accommodate, and each year we still need to place young people in out of county specialist services, away from their families and support networks, and at high cost. This is largely because

of the difficulty of finding accommodation with large indoor and outdoor space, in locations close enough to amenities and a support provider with the appropriate skills and experience.

6. The map in Annex A illustrates the care settings around the country where the Council currently places young people and adults with autism and high support needs. There are currently 41 young people in transition to adulthood who will need this type of accommodation with care and support within the next 2-5 years.
7. Surrey County Council approved the acquisition of the freehold interest in Lindon Farm (six acres) in August 2015 for potential future service needs. Annex B provides a map of the site. The original proposal was to refurbish the existing buildings for supported living accommodation. As the project brief has evolved and following the completion of more detailed feasibility work it has been concluded that the most practical and cost effective way forward would be to demolish these buildings and develop bespoke new buildings.
8. The new building will be designed by the appointed architect in consultation with all relevant stakeholders and constructed by an experienced building contractor. These facilities will be single storey units, to meet the highly specific needs of the residents and to ensure their high levels of support can be efficiently and effectively provided. The planned development, for which an outline design is included in Annex C, will include:
 - Individual supported living flats for five tenants with a shared lounge area and accommodation for one sleep-in member of staff.
 - Shared supported living flat for three tenants with accommodation for one sleep-in member of staff.
 - Shared supported living flat for two tenants.
 - Activity centre for day time activities, sensory and therapy sessions; office and break out space for staff.
 - Landscaping on the north of the site.
9. The Council awarded the contract for the design of the development to Haverstock Associates LLP working collaboratively with Breeze Landscape. Haverstock are widely regarded as one of the leading architects in the design of buildings for people with special education needs and have delivered a number of autism specialist projects. Prior's Court, a specialist school for 5 to 19 years and supported living and learning environment for young adults aged 19 to 25 years, is providing advice to the Council on a consultancy basis
10. The Lindon Farm development is being led by a Project Board which is chaired by the Deputy Director Adult Social Care and involves internal officers as well as Surrey & Borders Partnership Foundation Trust. A stakeholder partnership group has been set up to act as a sounding board and critical friend.

Specialist accommodation with care and support

11. The design of the accommodation needs to be specialist for a number of reasons:

- People with autism can perceive sensory information differently, which can cause stress and anxiety when they find themselves in confined, noisy or visually busy spaces.
 - Some people with autism manage their stress by boisterous movement, which requires a lot of space both indoors and outside.
 - People with this profile of needs can require high levels of staff support, particularly when anxious, and their accommodation needs to be big enough to accommodate staff as well as tenants.
 - When anxious the building design needs to facilitate the safe movement of people around the site, and to get in and out of their accommodation without passing through communal areas or high risk points such as kitchens.
 - Access to community settings can be difficult for this group. Over time, this can be addressed, but while people are learning to cope with the stresses of the outside world, it is important to have space available for them to be active and engaged at home. This can mean having access to indoor and outdoor activities on site, while learning to use general community facilities.
 - The specialist nature of the support required means staff need to plan and prepare activities and keep accurate records. Space for this will need to be available close to the accommodation.
12. Surrey County Council will be responsible for deciding who will be offered a tenancy and this will be based upon assessed needs. Decisions will be made by the end December 2016 and will be informed by an external autism expert.

CONSULTATION:

13. This proposal was scrutinised by Investment Panel on 15 March 2016. Local politicians have been made aware of the plans for Lindon Farm, including Member of Parliament - Anne Milton; County Councillor - Victoria Young; Waverley District Councillor - Kevin Deanus; Chair of Local Committee (Waverley) - Pat Frost; and Chair of Parish Council - Nik Pidgeon. A community engagement event was held on 19 May and attended by approximately 40 local Alfold residents.

RISK MANAGEMENT AND IMPLICATIONS:

14. Risk that planning permission will be refused – mitigating actions being taken:
- Design team to take account of likely issues eg transport, access, draining etc as part of pre-application discussions
 - Engage with the local community to listen to local concerns and to shape plans eg Local Waverley Committee; Alfold Parish Council; community event
 - Consider the timing of our planning application around other large scale local applications eg Dunsfold Park, Springbok Estate
15. Risk of social isolation of individuals in a semi-rural setting - mitigating actions being taken:
- Mapping has shown over 30 activities in the local area (less than 10 miles) in which tenants can engage eg Cranleigh Sports Centre which welcomes individuals with high support needs, National Autistic

- Society in Godalming which offers a resource centre, day services and outreach
 - The service provider will be required to enable individuals to use local community and specialist facilities
16. Risk of difficulties in finding a service provider who is able to recruit and retain staff in this semi-rural area - mitigating actions being taken:
- Providers in the Transforming Care consortium will be approached
 - National Autistic Society in Godalming has a resource centre, day services and outreach, so could potentially be a resource for staff training etc
 - Jigsaw Trust in Dunsfold has a specialist provision for individuals 18+ and a staff development programme - there may be opportunities to work together
 - Alfold is located between Guildford and Horsham, both of which are large conurbations with recruitment opportunities
17. Risk of the development costs escalating - mitigating actions being taken:
- A detailed building cost estimate has been undertaken to enable the Council to predict the final outturn construction cost.
 - The building cost estimate has a contingency to 10% to allow for the early stage of the design process and construction on a brownfield site.
 - Consideration will be given to a building construction procurement method which allows for early involvement of the building contractor. This will include a pre-construction phase where project cost, programme and design quality can be reviewed to provide a higher level of cost and programme predictability.

Financial and Value for Money Implications

18. Interested parties will be able to fund raise for non-infrastructure items which will enhance and personalise Lindon Farm for tenants.
19. Building to best practice in autism design will mean that larger rooms and circulation spaces will be required together with robust materials and fittings suitable for people with autism. The budget thus allows for an increased specification, rather than a standard housing development.
20. Financial analysis has demonstrated that the Council needs to provide supported living accommodation for ten adults at Lindon Farm to make the business case viable. Investment Panel considered other options, including providing for more than ten individuals. This has been discounted because:
- Having more than ten tenants in a single development risks becoming an institutional, campus-style facility.
 - This does not reflect the model set out in the Council's accommodation with care and support strategy, draft learning disability and autism strategy or national direction of travel.
 - Advice from a planning consultant is that the increase in size of accommodation and activity centre and the need for additional night staff, mean this option is less likely to secure planning permission.

21. The government is consulting on a proposal to cap housing benefit to Local Housing Allowance (LHA) rates. If implemented this may affect the sustainability of some supported living and extra care business models. However, these changes would not impact on the viability of this project. A prudent approach has been taken in the financial modelling set out in Annex D, with housing benefit income already capped at the LHA rate for the area. It is possible that housing benefit income could be higher, potentially increasing the return on capital employed, but it should not be any lower than currently estimated even if the changes proposed by the government are implemented.

Section 151 Officer Commentary

22. The Section 151 Officer confirms that all relevant financial implications have been taken into account in formulating the business case for the Lindon Farm site. The recommended option of developing units for ten adults with autism and high support needs, and the associated capital investment required, represents the best use of financial resources in achieving the strategic aims of the project and is supported by the Investment Panel.

Legal Implications – Monitoring Officer

23. Under the Care Act 2014 there is a duty on local authorities to carry out an assessment of an individual's needs which is triggered by the appearance of need and arises regardless of the level of those needs and the individual's financial resources. Where eligible needs are identified the authority is under a duty to provide services to meet those needs.
24. The proposed development at Lindon Farm will enable the authority to meet the needs of adults with high needs arising as a result of a diagnosis of autism. The location of the development will additionally enable the authority to meet its general duty to promote well-being in that the residents will be able to live near their families in Surrey rather than in out of county specialist services across the Country.
25. The financial modelling projects an annual revenue savings thereby allowing the authority to meet its fiduciary and best value duties.

Equalities and Diversity

26. An Equality Impact Assessment has been undertaken to assess how the proposal to develop supported living accommodation at Lindon Farm will impact on residents and staff with different protected characteristics. A summary follows:

<p>Information and engagement underpinning equalities analysis</p>	<ul style="list-style-type: none"> • Range of data including Surrey, Projecting Adult Needs & Service Information (PANSI), Learning Disability in Surrey Health Needs Assessment, legislation and independent research and literature • Engagement with members of the stakeholder partnership group • Engagement with the local Alfold community and politicians
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<p>Key impacts (positive and/or negative) on people with protected characteristics</p>	<p>Potential positive impacts on residents, service users and carers</p> <ul style="list-style-type: none"> • People with autism and high support needs will be able to live in supported living accommodation built to best practice in autism design • Individuals will be able to live with specialist care and support near their families and networks in Surrey • People will have sufficient internal and external space with safe boundaries • Individuals will have a range of indoor and outdoor activities on site, whilst being supported to be part of their local community • People will be offered a tenancy in supported living accommodation and a home for as long as they need <p>Potential negative impacts on residents, service users and carers</p> <ul style="list-style-type: none"> • Identifying compatible tenants for the shared flats • Stress for tenants associated with the change of a new environment and routine • Risk of social isolation of individuals in a semi-rural setting • Access to community settings and activities can be difficult for this group • Potential increase in vehicle traffic for local residents on Rosemary Lane <p>Potential positive impacts on staff</p> <ul style="list-style-type: none"> • Opportunity to work in a setting built to best practice in autism design, with space to plan, prepare and deliver activities and keep accurate records • New opportunities, roles and responsibilities • Opportunity to potentially access training through, and work together with, the National Autistic Society and Jigsaw Trust <p>Potential negative impacts on staff</p> <ul style="list-style-type: none"> • Risk of difficulties in recruiting and retaining staff in this semi-rural area • A period of readjustment as staff take on new roles and responsibilities • It may be challenging for staff with caring responsibilities to work night shifts
<p>Changes you have made to the proposal as a result of the EIA</p>	<p>No amendments are proposed as a result of the Equality Impact Assessment as the potential positive and negative impacts had already been considered</p>

<p>Key mitigating actions planned to address any outstanding negative impacts</p>	<p>Mitigating actions to address potential negative impacts on residents, service users and carers</p> <ul style="list-style-type: none"> • Compatibility of tenants will be part of the needs assessment process • Tenants will be invited to move into Lindon Farm on a phased basis so they can each be supported to adapt to a new environment and routine • Service provider will be required to support individuals to use local community and specialist facilities • Provision of indoor and outdoor activities on site, while people learn to use local community resources and to cope with the stresses of the outside world • On-going engagement with the local community and efforts to grow awareness of autism • Ensure families are provided with regular briefings • Service provider will be required to arrange staffing rotas to vary shift start and finish times <p>Mitigating actions to address potential negative impacts on staff</p> <ul style="list-style-type: none"> • Providers in the Transforming Care consortium will be approached to provide services • Work with National Autistic Society and Jigsaw Trust to explore opportunities to support the service provider's recruitment and training • As part of the tender process, service providers will need to demonstrate their ability to recruit and retain staff in this semi-rural area and to resource night shifts • Service provider to have a clear strategy around the use of bank and agency staff • Take any caring responsibilities staff may have into account when setting up rotas, undertaking any changes in roles and responsibilities etc
<p>Potential negative impacts that cannot be mitigated</p>	<p>There are no potential negative impacts that cannot be mitigated</p>

Other Implications:

27. The potential implications for the following council priorities and policy areas have been considered:

Area assessed:	Direct Implications:
Corporate Parenting/Looked After Children	No significant implications arising from this report
Safeguarding responsibilities for vulnerable children and adults	Safeguarding responsibilities will be built into the service specification for

	the care provider
Public Health	No significant implications arising from this report
Climate change	No significant implications arising from this report
Carbon emissions	The building will be designed and constructed to Building Regulations, particularly Part L Consideration of Fuel and Power which will result in lower carbon emissions

WHAT HAPPENS NEXT:

28. Should Cabinet approve the business case for supported living accommodation at Lindon Farm, the next steps will be:

- Detailed design and specification (to Aug 2016)
- Planning application (Sept – Dec 2016)
- Building contractor tender to market and award (Dec – Feb 2017)
- Support provider tender to market and award (Dec – Feb 2017)
- Construction (Apr 2017 – Summer 2018)
- Residents move in (Summer 2018)

Contact Officer:

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Consulted:

The following have been consulted on the business case:

- Victoria Young, County Councillor
- Liz Uliasz, Deputy Director, Adult Social Care
- Helen Atkinson, Strategic Director, Adult Social Care and Public Health
- Sheila Little, Director of Finance (Investment Panel)
- Wil House, Finance Manager, Adult Social Care
- John Stebbings, Chief Property Officer (Investment Panel)

Annexes:

- Annex A – Current placements for young people and adults with autism and high support needs
- Annex B – Site map
- Annex C – Outline design
- Annex D - Capital and revenue impact (in part 2 – item 18)

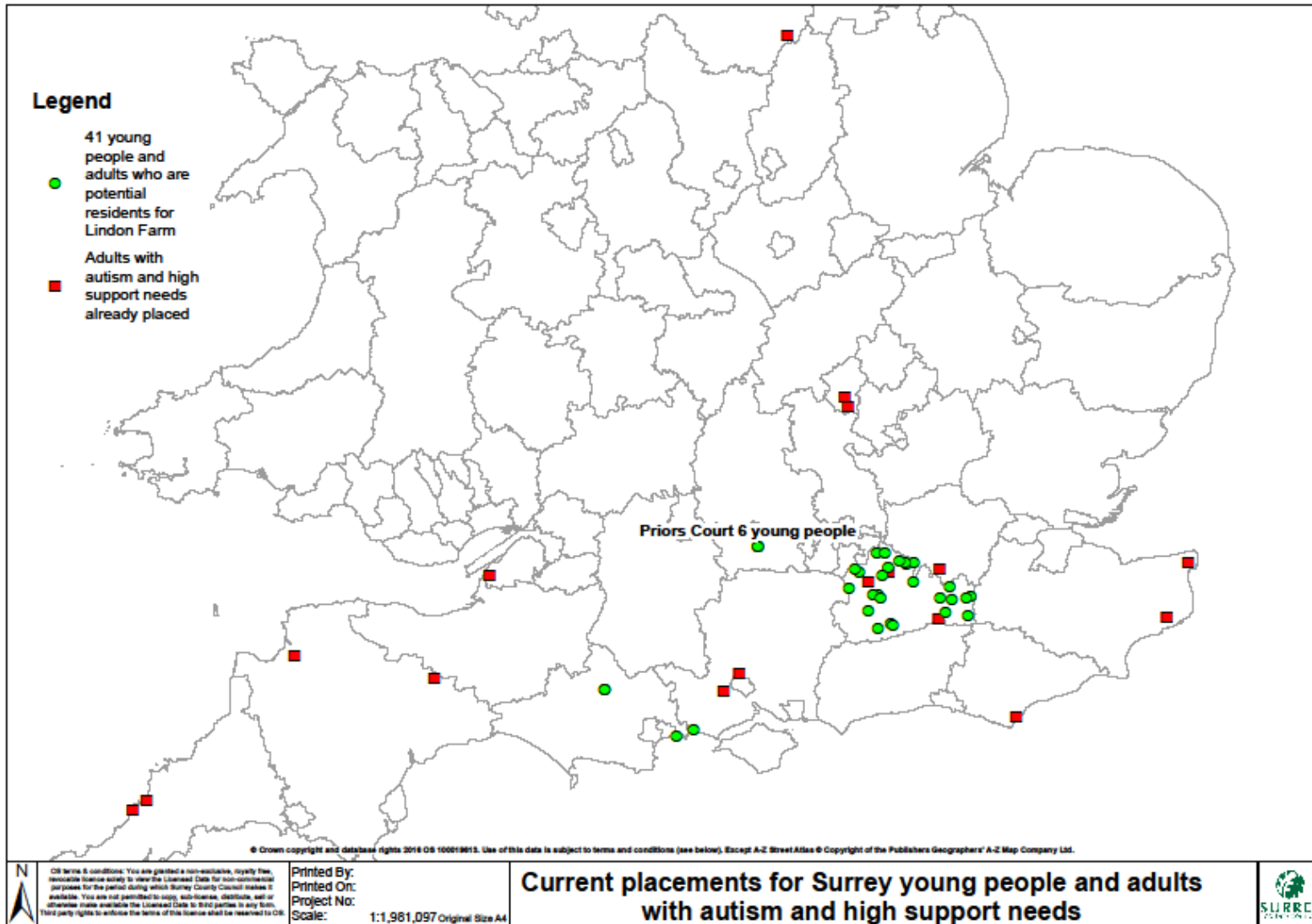
Sources/background papers:

- SEND 16-25 Needs Assessment 2013
- Cabinet paper - 29 July 2015 – Acquisition of premises in Alfold, Cranleigh

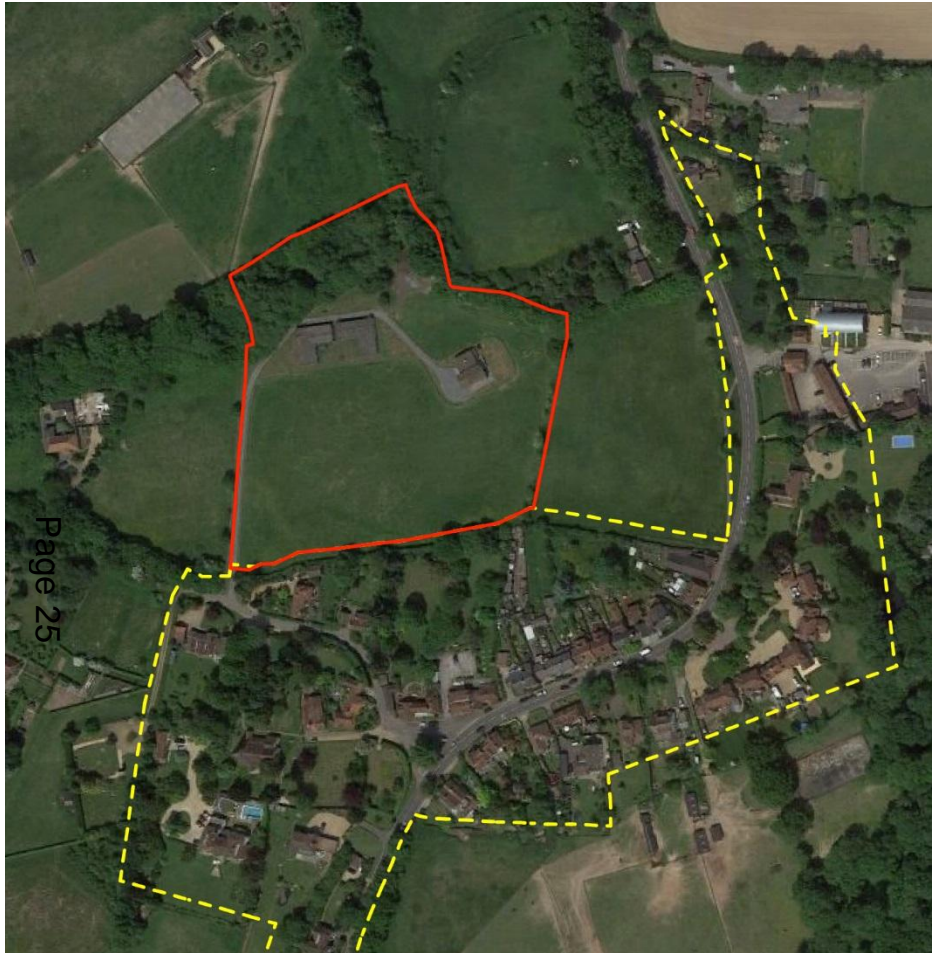
Current placements for Surrey young people and adults with autism and high support needs

Annex A

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Lindon Farm – Site Map



The red solid boundary marks Lindon Farm

Annex B



Lindon Farm - Outline Design

Annex C

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