

SURREY COUNTY COUNCIL**CABINET****DATE:** 29 JUNE 2021**REPORT OF CABINET MEMBER:** MRS NATALIE BRAMHALL, CABINET MEMBER FOR ECONOMIC DEVELOPMENT AND PROPERTY**LEAD OFFICER:** LEIGH WHITEHOUSE, EXECUTIVE DIRECTOR FOR RESOURCES**SUBJECT:** SUPPORTED INDEPENDENT LIVING – FEASIBILITY STUDY**ORGANISATION STRATEGY PRIORITY AREA:** TACKLING HEALTH INEQUALITY/EMPOWERING COMMUNITIES**Purpose of the Report:**

This report is asking Cabinet to approve capital programme funding to carry out a feasibility study to progress supported independent living schemes for accommodation units at four identified sites in Surrey.

The feasibility study is required to develop a business case for each scheme and enable Surrey County Council to progress the four schemes up to the stage of submitting full planning applications. A business case for each scheme will be set out in future Cabinet report(s) by the end of March 2022.

The Supported Independent Living programme aims to Empower Communities and Tackle Health Inequalities by increasing the number of working age adults with support needs living in supported independent living settings and reduce reliance on traditional residential care provision. The Council will commission a greater number of a variety of supported independent living housing options so that appropriate housing is available to meet a range of needs, giving individuals more choice and control over the support they receive.

Recommendations:

It is recommended that Cabinet:

1. Approves capital funding of £1.9m from the capital programme Medium Term Financial Strategy (MTFS) pipeline allocation for Supported Independent Living for a feasibility study to progress supported independent living accommodation schemes at four identified sites up to full planning applications.
2. Approves procurement of appropriate supply chain partners for the delivery of all associated services required, in accordance with the Council's Procurement and Contract Standing Orders.
3. Agrees that, regarding the procurement of supply chain partners, within the +/-5% budgetary tolerance level, the Executive Director of Resources and the Director of Land and Property are authorised to award such contracts.

Reason for Recommendations:

The decisions recommended in this report will contribute to enabling the Council to:

- i. Meet the need, identified by the Council's Adult Social Care (ASC) team, for supported independent living accommodation units in the four identified sites.
- ii. Enable local residents with Learning Disabilities and/or autism to have their own accommodation to improve their independence and wellbeing.
- iii. Make an essential contribution towards the Council's strategic objective to tackle health inequality, in line with the 2030 Community Vision to ensure no-one is left behind.
- iv. Potentially release assets for alternative use or disposal, where identified as surplus to supported independent living requirements by the ASC team.

Executive Summary:

Background

1. Please see: [Transformation of Accommodation based Care and Support for Working Age Adults: Delivering Supported Living Options \(Item no. 187/20\)](#), approved by Cabinet on 24 November, 2020, and hereafter referred to as the "November 2020 Cabinet report".
2. Regarding the four identified sites as set out in the November 2020 Cabinet Part 2 report, Cabinet resolved:

"That the sites disclosed in the Part 2 of this paper to be used to deliver supported independent living accommodation be approved in principle. Business cases will be presented to Cabinet to confirm final approval for the development of these sites for independent living."
3. The proposed feasibility study will inform the business case for each identified site.

Business case

4. This report builds on the recommendations, business case and Adult Social Care (ASC) strategy as set out in the November 2020 Cabinet report and addresses the need to progress the delivery of the Supported Independent Living scheme, support residents with Learning Difficulties and/or autism to lead independent lives and improve their wellbeing, and meet the strategic objectives of the ASC team.
5. The four identified sites are owned by Surrey County Council. The site locations are commercially sensitive at this time and are set out in the Part 2 report.
6. All four identified sites have been previously approved by the ASC team as meeting the criteria to provide suitable and fit for future Supported Independent Living accommodations for those with Learning Disabilities and/or autism.
7. Initial feasibility sketches based on planning feedback and a review of the local area show that the identified sites could provide affordable Supported Independent Living accommodation, subject to design and planning permission.
8. The Council's focus is on developing a Supported Independent Living programme which delivers affordable units for individuals with eligible needs that the Council is

required to support. As such, the Council's default approach is to develop 100% affordable schemes whereby the Council has nomination rights for all the units.

9. Further work to explore additional potential delivery opportunities is underway with local officers. Specific proposals will be included in the future Cabinet report(s) setting out the full business case for each site, including investment required and efficiencies achievable.

Options considered

10. Two options have been considered to deliver the Supported Independent Living scheme:
 - A. Do nothing
 - B. Progress the scheme up to the stage of submitting full planning applications for the four identified sites
11. The recommended option is Option B to deliver the scheme, provide affordable accommodation units for residents with eligible needs and meet the demand in the four identified sites.
12. Full descriptions, pros and cons for each option are set out in Annex 1.

Scope of works

13. The Council's Land and Property officers will carry out early works where possible to speed up the overall delivery of the Supported Independent Living scheme, to include:
 - i. Commence feasibility studies and concept design to RIBA Stage 2.
 - ii. Complete already commissioned surveys and site investigations, including planning, environmental and legal reports.
 - iii. Where strategically advantageous, complete the demolition of existing structures on the identified sites, assess and address site abnormal conditions and associated enabling works on site.
 - iv. Complete the Pre-Application consultations and Planning Applications.
 - v. In collaboration with the ASC and Consultant Design teams, compile Employer's Requirements in preparation for tendering the schemes to market.
 - vi. Prepare the necessary documentation to enable a competitive tender process for suppliers and early contractor involvement.
14. The sites will be designed to take into account environmental impacts, sustainability and ongoing life-cycle costs which will support the Council's Greener Futures agenda. Details will be included in the future Cabinet report(s).
15. All necessary pre-application engagement, stakeholder group and member consultation will be carried out ahead of planning submission.

Consultation:

16. Relevant teams within Surrey County Council, namely Adult Social Care (ASC) and Land and Property (L&P), have been consulted and had input into this report.

17. The initial site proposals have been shared with Cllr Sinead Mooney, Cabinet Member for Adults; Simon White, Executive Director for Adult Social Care; Jonathan Lillistone, Assistant Director, ASC Commissioning and Anna Waterman, Head of Commissioning, Disabilities.

18. The relevant District and Borough Councils were consulted in November 2020 as part of the consultation process for the November 2020 Cabinet report.

19. Local councillors will be consulted after the May 2021 local elections.

Risk Management and Implications:

20. Please also refer to the Risk Management and Implications as detailed in the November 2020 Cabinet report.

21. The table below summarises the key risks for the identified sites at this stage.

	Risk description	Mitigation action/strategy
i.	Site constraints – ecology, levels, soil contaminants, demolition, asbestos, existing services, tree surveys and Tree Preservation Orders (TPOs)	<ul style="list-style-type: none"> • Extensive series of due diligence site surveys and investigations will be undertaken in parallel with early designs and cost planning to determine if the remaining sites are suitable for the planned development and represent value for money. • Surveys will be carried out to sustainably manage the local ecology in accordance with the natural environment of the local community. • Project Management and Cost Consultant appointed to manage overall development.
ii.	Protected Species (e.g. bats, badgers and slow worms) identified on site. Design, programme and cost impact.	<ul style="list-style-type: none"> • Ecology reports and sensitives analysis being undertaken to identify next steps.
iii.	Failure to obtain Planning Approval	<ul style="list-style-type: none"> • A planning consultant will be appointed alongside the designers to lead the pre-application discussions before any application for planning consent is made. • Engage with the local community to understand local concerns and to shape plans e.g. closer working with residents and community groups. • Consider the close proximity of the neighbouring building and design a scheme which is complementary to its surroundings. • The Council's Legal Team are currently undertaking title investigations to ensure that any restrictive covenants do not prohibit or significantly inhibit the development of the sites for the Supported Independent Living Housing.
iv.	Procurement	<ul style="list-style-type: none"> • Via established frameworks, using robust Invitation to Tender (ITT) assessment and evaluation criteria to secure appropriately

	Risk description	Mitigation action/strategy
		<p>skilled consultants/contractors with relevant experience.</p> <ul style="list-style-type: none"> This will be procured within our current Contractor ITT Procurement process.
v.	Reputational – communications and approvals	<ul style="list-style-type: none"> Clear and precise project plan include key dates and deliverables to be communicated regularly with partners, members, service and local residents.
vi.	Change in laws/governance e.g. health and safety, Brexit, elections	<ul style="list-style-type: none"> Project team and stakeholders to keep up to date on all legal matters and forward plan.
vii.	Financial risks	<ul style="list-style-type: none"> Ongoing review and assessment of any financial risks. The sites will be developed in the most efficient way in relation to design and construction in order to achieve value for money.

Financial and Value for Money Implications:

22. The cost of the proposed feasibility study for the four identified sites is estimated at £1.9m and will be financed by Surrey County Council from the existing capital pipeline funding included in the Medium Term Financial Strategy (MTFS).
23. The cost of £1.9m is based on estimated costs for fees, surveys, planning applications and other associated due diligence works. A breakdown of the costs per site is included in the Part 2 of this report.
24. If any of the sites are not progressed for supported independent living, any costs incurred in relation to these sites will need to be funded from revenue budgets. Such costs are not budgeted for in the MTFS and will result in a pressure on revenue resources. In order to mitigate against this risk, only limited expenditure will be incurred prior to sign off of the sites as appropriate.
25. As set out in the November 2020 Cabinet report, £4.4m of efficiencies are currently budgeted in the 2021-26 MTFS for delivery of the Adult Social Care Supported Independent Living programme. It is estimated that 500 new units of independent living accommodation will be required to fulfil the objectives of the programme. Subject to completion of feasibility and preparation of full business cases, the proposed development of independent living accommodation on the four identified sites would contribute towards the planned MTFS efficiencies, and it is estimated could deliver circa 82 units of new supported independent living accommodation.

Section 151 Officer Commentary:

26. Although significant progress has been made over the last twelve months to improve the Council's financial position, the medium term financial outlook is uncertain. The public health crisis has resulted in increased costs which may not be fully funded in the current year. With uncertainty about the ongoing impact of this and no clarity on the extent to which both central and local funding sources might be affected from next year onward, our working assumption is that financial resources will continue to be constrained, as they have been for the majority of the past decade. This places an onus on the Council to continue to consider issues of financial sustainability as a priority in order to ensure stable provision of services in the medium term.

27. The Section 151 Officer supports the allocation of £1.9m of pipeline funding to further develop the business cases for the identified Independent Living sites, which will support the delivery of efficiencies budgeted in the MTFS. It should be noted that any costs incurred which do not result in the creation of an operational asset will need to be funded from revenue budgets and therefore costs should be closely monitored and controlled. Detailed business cases will be presented once the work to secure planning permission has been completed. These business cases will set out the proposed approach, detailed investment requirements and efficiencies relating to each site.

Legal Implications – Monitoring Officer:

28. Please refer to the legal comments provided in the Part 1 of the November 2020 Cabinet report which remain applicable to this updating report.
29. This report seeks approval to progress schemes up to the stage of submitting full planning applications for the four identified sites (identified in Part 2 of the November 2020 Cabinet report) and proposes approval of £1.9m to facilitate feasibility works and associated activities to ascertain whether the identified sites could be utilised to deliver Supported Independent Living facilities in the county. When considering the recommendations, in particular approval for funding, Cabinet should have regard to its fiduciary duties to local residents in respect of utilising public monies. Accordingly, Cabinet Members will want to satisfy themselves that the proposals represent an appropriate use of the Council's resources in light of the risks set out in this report.

Equalities and Diversity:

30. An Equality Impact Assessment (EIA) was completed and submitted as part of the November 2020 Cabinet report which remains applicable to this updating report and is set out in Annex 2.

Other Implications:

31. The potential implications for the following council priorities and policy areas have been considered. The potential implications identified in the November 2020 Cabinet report remain applicable to this updating report.

Area assessed:	Direct Implications:
Corporate Parenting/Looked After Children	No significant implications arising from this updating report.
Safeguarding responsibilities for vulnerable children and adults	No significant implications arising from this updating report.
Environmental sustainability	No significant implications arising from this updating report. Environmental Sustainability Appraisals will be completed as part of the business case for each site and will be included in the future Cabinet report(s).
Public Health	No significant implications arising from this updating report.

What Happens Next:

32. Should Cabinet approve this proposal the next steps and timescales are as follows:

Action	Timescale
Complete already commissioned surveys, site investigations, planning, environmental, and legal reports. <i>Subject to discovery of site constraints, legal or ecological.</i>	Apr – Jul 2021
Preparation of Employer's Requirements.	May – Jul 2021
Preparation of necessary documentation to enable a competitive Tender process for suppliers and early contractor involvement.	Aug – Oct 2021
Commence feasibility study and concept design to RIBA Stage 2. <i>Subject to contractual start of Consultant team in June.</i>	Jun – Sep 2021
Communications – early engagement with key stakeholders will be scheduled prior to the commencement of works on sites.	Oct 2021
Complete the Pre-Application consultations and Planning Applications. <i>Subject to resolution of all comments and objections where, and if raised by any third-party.</i>	Apr – Nov 2021
Where strategically advantageous complete the demolition of existing structures and associated enabling works on site. <i>Subject to completion of all due diligence and asbestos surveys.</i>	Dec 2021 – Feb 2022
Future Cabinet report(s) – to include a business case for each site.	By end Mar 2022

Report Author:

Anthony Wybrow, Assistant Director – Capital Delivery, Land and Property, 07929 824862

Elaine McKenna, Contract Manager – Capital Delivery, Land and Property, 07368126653

Consulted:

Cllr Sinead Mooney, Cabinet Member for Adults

Cllr Edward Hawkins, Deputy Cabinet Member for Property

Simon White, Executive Director, Adult Social Care

Jonathan Lillistone, Assistant Director – Commissioning, Adult Social Care

Anna Waterman, Head of Commissioning – Disabilities, Adult Social Care

Steven Hook, Assistant Director of Disabilities and Autism, Adult Social Care

Patricia Barry, former Director, Land and Property

Annexes:

Annex 1: Options considered

Annex 2: Equality Impact Assessment

Part 2 report

Sources/background papers:

Cabinet report, 24 November 2020: [Transformation of Accommodation based Care and Support for Working Age Adults: Delivering Supported Living Options \(Item no. 187/20\)](#),

[Community Vision for Surrey in 2030](#)

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