

FALKIRK COUNCIL

SUBJECT: REVIEW OF CARE HOMES FOR OLDER PEOPLE
MEETING: EXECUTIVE
DATE: 9 JUNE 2015
AUTHOR: DIRECTOR OF SOCIAL WORK SERVICES

1. PURPOSE

- 1.1 The purpose of this report is to provide members with information of the outcome of a review of care home and other accommodation based provision for older people in the Falkirk area. The report recommends the reprovision of 2 Council care homes through the creation of a new purpose built facility.

2. BACKGROUND

- 2.1 In November 2012 Members of the Council's Housing & Social Care Committee approved a proposal to undertake a review of the efficacy of residential and other high dependency services for older people in the Falkirk Council area. It was noted at that time that an application had been made for funding from the East Central Hub Company to enable detailed scoping work to be undertaken on potential capital developments which would enable the council to be better placed to meet future needs.
- 2.2 A particular driver for this work was challenges which the Council faced in relation to the appropriateness of the physical environment of 2 of our current care homes, Oakbank and Summerford House. Although fit for purpose at the time they were built, these care homes are no longer compliant with modern standards the bedrooms are too small, corridors too long, bathrooms small with no natural light and lack of ensuite facilities. This led to the Care Inspectorate over successive inspections classifying these care homes as being weak measured against the quality standards relating to the physical environment. The Council had made a significant financial provision of £3.459m in the capital programme for refurbishment of care homes, however, before committing this capital resource to a specific project or projects it was considered to be important to;
- a) Review the future need for care home provision in order to be sure that continued care home provision was justified.
 - b) To undertake a review of the technical feasibility of bringing the 2 existing care homes up to a standard in a cost effective manner.

- 2.3 In February 2013 the Council succeeded in attracting the sum of £116,633 with a further £26,010 in the process of being claimed in this financial year in the form of capital enabling monies from Hub East Central Scotland which could be deployed to take forward both aspects of this review. The review is taking place alongside the development of the Joint Commissioning Plan for Older People, which was approved by Members in January 2014. The outcome of the review, outlined in the remainder of this report, is entirely consistent with the vision and priorities set out in the Joint Commissioning Plan for Older People.

3 THE REVIEW

- 3.1 The review is being led by The Hub East Central Scotland and has been a highly participative process involving a range of stakeholders. It has also involved consideration of models of good practice elsewhere in Scotland.
- 3.2 The first stage of the review considered the demography of the area and the scale of current provision including occupancy rates as an indicator of demand. Key issues which were identified;
- The population of older people has risen significantly in the last 5 years with the projections indicating an increase of 13.9% over the period 2010 – 2015.
 - The population is expected to increase further by 2020 with an overall increase of 24.4% anticipated.
 - Existing care home provision consists of 23 care homes with a combined total of 974 places. Of these 6 care homes are operated by Falkirk Council providing a total of 164 beds. These care homes are Burnbrae, Cunningham House, Grahamston House, Oakbank, Summerford and Torwoodhall.
 - The split between Council care homes and those run by the Private/Independent Sector is 17% to 83% which is similar to Scotland as a whole.
 - The level of care home provision in the area equates to 86 places per 1000 population which is slightly below the Scottish average of 91 per 1000 population.
 - The vacancy levels across care homes in Falkirk are very low and over the last 5 years average 1.7% which indicates both a high level of demand and occupancy.
- 3.3 In order to reach recommendation based on a full understanding of the range of high dependency provision in the area, an analysis was also undertaken of Housing with Care provision, albeit this is considered in much more detail in the work Housing Services undertake to plan for the needs of older people.

Members will be aware of the report to Housing and Social Care committee in 2011 which requested the preparation of an Older Peoples' Housing Plan be carried out by Corporate and Neighbourhood, Social Work Services, Health and the Third Sector. This will be informed by the following work streams:

- Council Housing with Care review including analysis of demand for the current model of housing with care, consultation with stakeholders, a survey with the Citizens Panel and focus groups with Older People;
- Change Fund project on mainstreaming Disabled Adaptations;
- The Strategic Commissioning Plan and the Housing Contribution statement;
- The Hubco review.

The report which is attached at Appendix 1 included a desk top exercise carried out by the consultants. This is an initial feasibility study which will be progressed through detailed consideration by Council technical staff, detailed analysis of the need for housing with care extra and consultation with Council tenants currently living in Housing with Care developments.

In the past year there has been a shift in focus from some Registered Social Landlords who are looking to move away from specialist housing with support due to a number of reasons including low demand for the current model.

There are also national changes relating to Health and Social Care integration which will be considered in the Older Peoples' Housing Plan. From a housing perspective these relate to private sector and Council disabled adaptations which are included in health and social care integration.

Also on-going at present is the Housing Need and Demand Assessment specifically the section relating to specialist housing.

The Older Peoples' Housing Plan will consider all of the above and a joint report will be brought forward to Executive before the end of the year from Corporate and Neighbourhood Services.

- 3.4 Community Hospital provision was not able to be considered in detail as the view of the NHS was that this provision should not be part of any potential redesign.
- 3.5 From the information gathered, consideration was given to whether there was sufficient evidence to warrant the maintenance or growth of care home provision in this area and, if so whether places should be provided directly by the Council, commissioned from the Private/Independent Sector or a mixture of both.
- 3.6 Sufficient evidence was established from the demographic trends and from the analysis of occupancy of local care homes to lead to the conclusion that care home provision should at the very least be maintained and could potentially grow further over the coming years. In reaching this conclusion account was also taken of;
 - The impact that current occupancy levels have on the ability of older people to exercise choice over placements which is a key factor which contributes to people being delayed in hospital (delayed discharge).

- The ability of independent providers to “pick and choose” who they will offer places to which can result in certain people, including those with more challenging conditions and those who are publically funded, having difficulty in accessing places.
- The risks inherent in the Council being overly reliant on external provision which was evident in recent years when a major national care home provider went into liquidation.

3.7 At this stage in the review it also became apparent that an existing care home provider was progressing plans to open up a new facility which could potentially provide an additional 60 places. This was seen as a very welcome development which could undoubtedly create greater choice for local residents, however, it was not considered that this alleviated the need for the Council to maintain similar level of council provision in order to be able to meet the needs of those people who currently experience difficulty in accessing places.

4 THE REVIEW STAGE 2

4.1 The second stage of the review considered the feasibility of meeting some of the future care needs within either of the 2 existing sites of Summerford and Oakbank. The technical analysis of the Oakbank site indicated that layout of the site was such that a redevelopment of sufficient scale and design to meet the Council’s future needs would not be feasible on this site. However it was identified that there was considerable scope within the Summerford site to build a new care home which would meet the model of provision which was regarded as fit for purpose. The design brief which has been developed includes the following;

- The new care facility would be a specialist resource to the people of Falkirk and would not have a specific locality focus.
- The accommodation would be required to enable 24 hour care provision for residents with complex care and behavioural challenges.
- Those residents would generally be aged 60 plus, have complex care needs associated with conditions such as dementia, stroke and be generally less ambulant.
- Bedroom and ensuite facility would be sized and equipped appropriate to the target resident profile care needs.
- Accommodation would be arranged as 4 x 8 bedroom zones with the potential to reorganise operationally into 2 x 16 bedroom zones, thus providing the flexibility for different zones to be used for different purposes.
- Each 8 bed zone would have its own day space assisted bathroom, linen storage area, controlled garden access and external views.
- Building access for staff, residents and visitors would be a single centrally located main reception area.

- A central communal café would be provided as a destination point for residents, staff and visitors.
- Gardens would be safe and secure and comprise a mix of private local bedroom zone garden spaces and communal landscape spaces.
- The facility would make optimal use of technology to support safe care delivery.
- Person to person voice connectivity and staff messaging/alarm repeating would be a feature of the staff alert/call system.

4.2 A full feasibility review has been undertaken including a technical analysis of the Summerford site. This is attached at appendix 1.

The technical analysis has indicated that there are contamination issues on the Summerford site which will incur additional costs to deal with. These will inflate the cost of the project by approximately £444k but the project nevertheless still represents a more cost effective and modern long term option than current provision and a safer option than increasing our reliance on a care home market that can be volatile.

It should also be noted that no alternative site has been able to be identified and that advice from Development Services has been obtained on this matter.

5 FINANCIAL IMPLICATIONS

- 5.1 The overall capital cost of the proposed new provision is £3.729m
- 5.2 The capital programme currently has provision of £3.459m, specifically for care home development, a short fall of £270k.
- 5.3 It is proposed that the short fall of £270k is made by provision from Social Work's Repairs and Renewals Fund.
- 5.4 Savings of £109k per annum are anticipated in operating costs, as compared to the combined operating costs of Oakbank and Summerford, as indicated in Appendix 2. This will meet part of the Social Work Service target of £300,000 the balance of which will be met from non property savings.

6 NEXT STEPS

- 6.1 If this development is supported by the Executive then national guidance would be followed in relation to the closure of Summerford in order to enable the work to proceed and the closure of Oakbank following the completion of the new build on the Summerford site. This is obviously a very sensitive matter for residents, families and staff, and would be managed accordingly in consultation with residents and families. It should be noted that a similar process was adopted when the refurbishment of Burnbrae took place. It should also be noted that, in order to minimise the disruption to residents, both care homes wherever possible, have been used to provide short term placements. This practise would continue until the project was completed.

- 6.2 A full Equality Impact Assessment would be undertaken following consultation with residents and families.

7 RECOMMENDATION

That Members of the Executive:-

- 1 Note the feasibility study which has been undertaken and the proposals set out in section 4 of this report.**
- 2 Ask the Chief Executive to ensure that residents and families in both Summerford and Oakbank are consulted about how this new development can be taken forward in a way that minimises disruption to residents and meets their needs.**
- 3 Ask the Chief Executive to provide an update to Members following the consultation and completion of the Equality Impact Assessment in order to enable a final decision to be taken.**

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Margaret Anderson
Director Social Work Services
Contact 4035
Date: 29 May 2015

LIST OF BACKGROUND PAPERS

None



Falkirk Council

Draft Report

Feasibility Review for the provision of a new care home at Summerford



Contents

- 1.0 Executive Summary
- 2.0 Background
- 3.0 Validation Exercise Approach
- 4.0 Housing with Care Extra - Applicability to Existing Properties
- 5.0 Future Council Care Home Capacity
- 6.0 Further Specialist Care Home Design Development
- 7.0 Conclusions and Recommendations

Appendix 1 – Applicability of Housing with Care Extra

Part 1 – Desktop Space Analysis of HWC Level 1 & 2 Properties

Part 2 - Conversion Proposals for Tygetshaugh and Dorrator

Appendix 2 – Future Council Social Care Capacity Discussion Paper

Appendix 3 – Further Specialist Care Home Design Development

Part 1 – Architectural Design Development

Part 2 – Topographical Survey and Building Location

Part 3 – Site Investigation

Part 4 – High Level M&E Strategy Overview

1.0 EXECUTIVE SUMMARY

In discussion with Falkirk Council it was agreed that the intent of this Validation Exercise should be to undertake additional work that would both validate the rationale for and bring greater definition to the development of a specialist care home on the site of the existing Summerford House. This Validation Exercise therefore provides additional information that adds weight to the Preferred Service Model Option and Preferred Accommodation Option and supports the Council's internal Business Case for provision of a new specialist care home.

In fulfilling the above noted intent, the Validation Exercise's three areas of focus have been:

1. How the Housing with Care Extra element of the preferred Service Model Option might be implemented in a cost effective way using existing Council stock as a compliment to specialist care home provision
2. Where the development of a new 32 bed specialist care home will likely sit within an overall Council picture of future social care / care home capacity
3. Those aspects of the specialist care home design brief and design concept that would benefit from greater clarity and enhance delivery certainty

The key findings of the Validation Exercise in each area of focus are as follows:

1. How the Housing with Care Extra element of the preferred Service Model Option might be implemented in a cost effective way using existing Council stock as a compliment to specialist care home provision
 - An initial space planning review of the Council's 5 HWC Level 1 & 2 properties, identified Dorrator Court and Tygetshaugh Court as having the greatest potential for conversion to HWC Extra.
 - As Dorrator Court already provides Housing with Care Level 1 and has production kitchen and dining facilities, the key objective has been to convert the one bedroom bedsits into one bedroom flats and achieve greater usage of the dining and lounge areas. In so doing it is believed that not only could the level of care provided in these facilities be elevated to 'Extra' but also the attractiveness of the 1 bedroom units for rent could be increased.
 - At Tygetshaugh Court (currently HWC Level 2) the key objectives have been to increase accessibility within the flats to more closely benchmark against the exemplar flat layouts and allow them to function better, create production kitchen and dining functionality and increase lounge availability. The adoption of such changes would allow Tygetshaugh to be elevated to HWC 'Extra'.
 - These two facilities comprise a total of 63 flat units and represent an opportunity (if capital is available) to achieve HWC Extra in a number of units greater than the care home beds not being replaced under the preferred Service Model.
2. Where the development of the new 32 bed specialist care home will likely sit within an overall Council picture of future social care / care home capacity

- The proposals to re-provide care home capacity currently delivered at Oakbank and Summerford House (currently 62 beds but at only 60% occupancy) through a single 32 bed facility would appear to be well within the total future council owned care home capacity likely to be required (82 – 135 beds)
 - There is probably no argument to suggest that the facility will not be required as a result of future capacity requirements
 - The new facility would represent between 24% and 39% of the total Council capacity required based on the assumptions documented
 - The drop in beds within the care home segment represented by these proposals appear entirely consistent with the opportunity to commission more capacity from the private sector through the joint commissioning strategy, subject to the strategic objectives of this strategy and agreement of what “core” Council operated capacity should be
 - Considering future capacity requirements is likely to increase both global and core Council capacity requirements, providing ample opportunities for controlled re-shaping of services in the context of global commissioning over a longer period of time
3. Those aspects of the specialist care home design brief and design concept that would benefit from greater clarity and enhance delivery certainty
- Architectural design aspects such as Landscaping Strategy, Destination Mapping and Wander Routes, Communal Café / Lounge Appearance, Internal Layouts & Area Sizing and general specification have all been developed in more detail with the Council working group
 - M&E Strategy has been developed and clarified in key areas such as Monitoring and Energy
 - The Site Investigation has identified significant quantities of made ground and the widespread presence of Chromium contamination. Whilst, considered serious, these issues can be addressed through appropriate technical solutions. There is however a significant site specific cost associated with these solutions which may challenge the financial viability of developing the specialist care home solution on this particular site
 - In order to mitigate these potential costs the Civil & Structural Engineer has had dialogue with the Council’s Contaminated Land Officer to establish if a less onerous technical treatment might be applicable. Indications are that, based on the age profile of the site occupiers (ie adults rather than children) the potential may exist not to restrict treatment to capping rather than capping and removal. Technical calculations and risk assessments will be required to validate this. Hubco has instructed this work and awaits the outcome.
 - The additional site specific cost associated with these two issues is estimated at £444k with a resultant capital cost total of £3.729m. This pricing assumes a favourable treatment can be agreed in due course with the Council’s Contaminated Land Officer. At the current time this agreement is not yet in place and technical work remains ongoing.

2.0 BACKGROUND

Hub East Central Scotland has been engaged by Falkirk Council to implement a process that will help it identify how best to address concerns over the physical condition of two existing Council owned Care Homes, Oakbank and Summerford House, through consideration of alternatives beyond simply a “like for like” replacement. The agreed process has consisted of four sequential steps as outlined below:

1. Strategic Service Planning Review of current High End Care provision and analysis of key drivers for change. The output of this exercise was to identify a range of high-level service delivery and care provision options within a set of defined parameters for further consideration and appraisal; COMPLETE
2. Strategic Option Appraisal of short-listed service model options to identify a preferred service model. The development of accommodation requirements, enabling accommodation options and a review of accommodation options leading to a preferred approach; COMPLETE
3. Feasibility Review of the viability and financial deliverability of the preferred accommodation option; COMPLETE
4. Detailed validation of Feasibility Review assumptions to enable the development by Falkirk Council of a Business Case and in due course an associated Hub New Project Request; COMPLETE

The outcome of the Strategic Service Planning Review and Service Model Option Appraisal exercise provided a clear steer that the Council’s preferred approach is not to re-provide an equivalent number of care home beds but rather a mix of care home and Housing with Care accommodation. The rationale underpinning this preference is a strategic commitment to meet the key objectives of the Joint Commissioning Plan and the national direction of travel around helping people to live at home for longer.

Crucially, by placing the resident at the centre of the Service Option and Accommodation Option development process it has allowed the Council to form a clearer view moving forward on the nature of the care groups to whom it should be providing a service. In the context of this exercise covering Oakbank and Summerford this represents a strategic shift away from providing beds for residents with ‘typical’ care home needs towards those with the most complex and challenging care needs and behaviours.

This strategic shift means not only is the number of Council Care Home beds going to change but crucially the way in which the Council provides care to the people of Falkirk with the most complex and challenging needs is going to be safeguarded. The development of a more specialist care home environment constitutes a resource that will be accessible on an area wide rather than locality specific basis. The care home element of this strategic shift is

developed further through this Feasibility Review and is described more fully in the following sections.

Similarly, from a Housing with Care perspective it has been recognised that the Council's ability to focus on care groups with the most challenging needs in a more homely setting requires the development of a Housing with Care 'Extra' model that sits beyond its current Housing with Care Level 1. The Accommodation Option Appraisal exercise previously undertaken recognised that whilst, any form of new facility provision would likely be more economically provide by the 'market' the potential may exist to adapt / extend / reconfigure some of the Council's existing Housing with Care Level 1 and 2 properties..

3.0 VALIDATION EXERCISE APPROACH

In discussion with Falkirk Council it was agreed that the intent of this Validation Exercise should be to undertake additional work that would both validate the rationale for and bring greater definition to the development of a specialist care home on the site of the existing Summerford House. This Validation Exercise therefore provides additional information that adds weight to the Preferred Service Model Option and Preferred Accommodation Option and supports the Council's internal Business Case for provision of a new specialist care home.

In fulfilling the above noted intent, the Validation Exercise's three areas of focus have been:

- How the Housing with Care Extra element of the preferred Service Model Option might be implemented in a cost effective way using existing Council stock as a compliment to specialist care home provision
- Where the development of a new 32 bed specialist care home will likely sit within an overall Council picture of future social care / care home capacity
- Those aspects of the specialist care home design brief and design concept that would benefit from greater clarity and enhance delivery certainty

Hubco has undertaken the Validation exercise with the support of its Private Sector Development Partner, Amber Blue and the following appropriately experienced specialist advisors who have supported the strategic review from the outset:

- | | |
|---------------------------------|--------------------------|
| • Service Planning | Buchan Associates |
| • Architect | Aitken & Turnbull |
| • M&E Consultant | TUV SUD Wallace Whittle |
| • Civil / Structural Consultant | Scott Bennett Associates |
| • Cost Advisor | Red Skye Consulting |

4.0 HOUSING WITH CARE EXTRA – APPLICABILITY TO EXISTING PROPERTIES

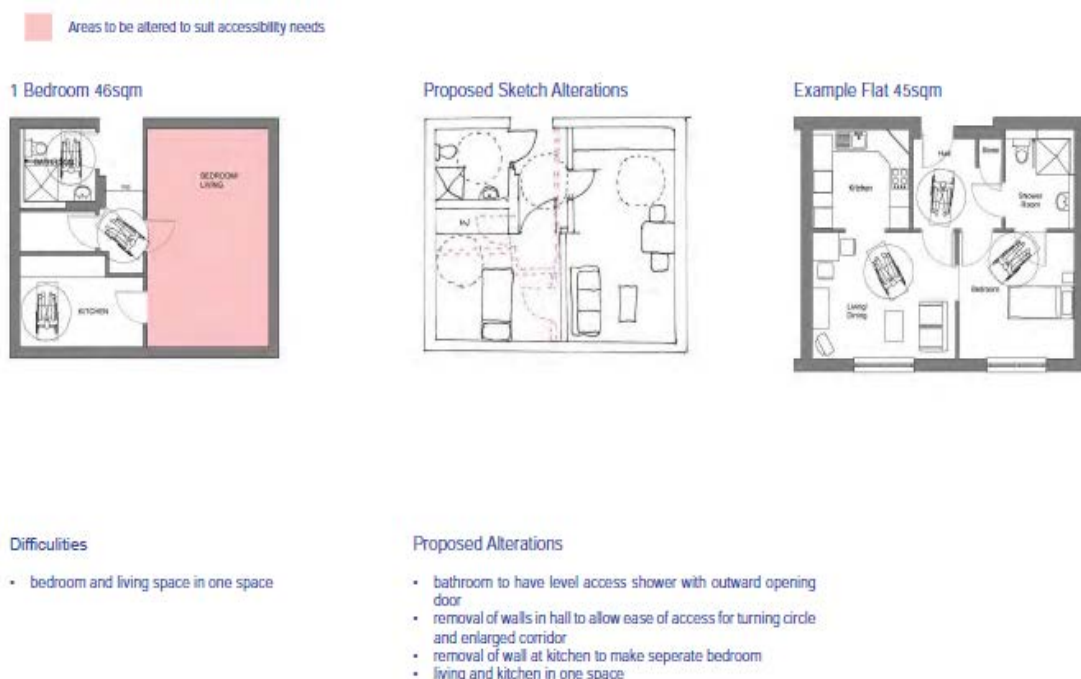
The conclusion of the Service Model Option Appraisal was that the existing 62 care home beds currently provided at Oakbank and Summerford should not be re-provided and instead a new model of care should be pursued. This new service model would focus on those Falkirk

residents with the most challenging and complex needs, caring for them in a more homely setting where possible and in a more specialist facility where not. In order to achieve this strategic shift in provision it was agreed that a new specialist care home should be developed further for the benefit of all Falkirk residents and a review of existing Council Housing with Care Level 1 and 2 properties should be assessed for their potential to be converted to more closely resemble a Housing with Care Extra model. A two stage analysis and development process was instigated.

Initially, the Council's Housing with Care Level 1 property at Dorrator Court and 4 Housing with Care Level 2 properties at Tygetshaugh Court, Salmon Court, Glenfuir Court and Glenbrae Court were the subject of an initial desktop space planning test. The Accommodation Option Appraisal exercise developed a series of exemplar flat layouts that would support a Housing with Care Extra model based on an extra care philosophy. The initial test undertaken compared these exemplar flat layouts to a variety of flat layouts in the existing properties and demonstrated the extent and nature of changes that would be required.

The output of this initial testing exercise can be found in Appendix 1, Part 1 - Desktop Space Analysis of HWC Level 1 & 2 Properties. The findings were reviewed with the Council working group in a workshop environment and the two properties with the greatest potential for conversion to HWC Extra were identified as Dorrator Court and Tygetshaugh Court. These two facilities comprise a total of 63 flat units.

The second stage moved beyond an analysis of flat layouts and additionally considered the properties more holistically and in particular examined lounge and dining spaces. These spaces were seen as key to offering a more supported level of Housing with Care. As Dorrator Court already provides Housing with Care Level 1 and has production kitchen and dining facilities. The key objective was to convert the one bedroom bedsits into one bedroom flats and achieve greater usage of the dining and lounge areas. In so doing it was believed that not only could the level of care provided in these facilities be elevated to 'Extra' but also the attractiveness of the 1 bedroom units for rent could be increased. An example of the conversion proposals is shown below:



At Tygetshaugh Court (currently HWC Level 2) the key objectives were to increase accessibility within the flats to more closely benchmark against the exemplar flat layouts and allow them to function better, create production kitchen and dining functionality and increase lounge availability. The adoption of such changes should allow Tygetshaugh to be elevated to above HWC Level 1 status and provide extra care. In total 4 options were developed ranging from a minimal intervention strategy to addition of a new facility / extension.

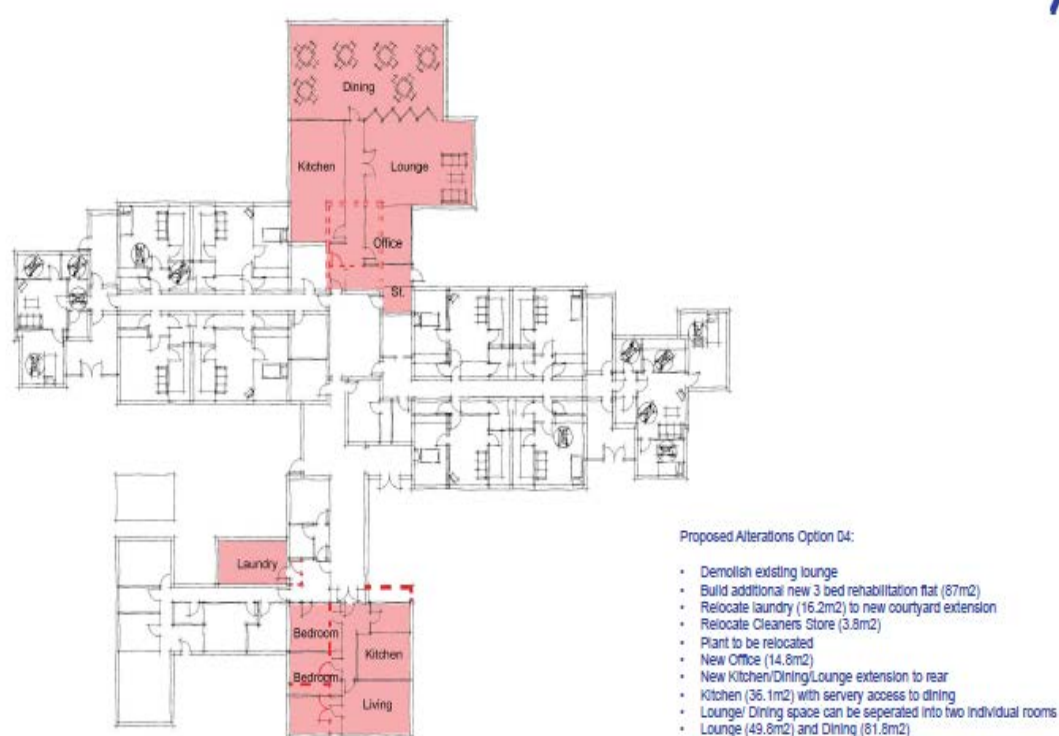
Option 1 - Minimal intervention to the existing facility providing an enhanced suite of kitchen, lounge and dining accommodation at the front of the existing building. This option requires alteration work to the existing re-ablement flat and provides an enlarged staff office.

Option 2 - Demolition and re provision of existing re-ablement accommodation to provide additional dining and kitchen facilities also to the front of the building.

Option 3 - Option 3 explores the use of an area of ground to the rear of the existing building for the provision of a new kitchen and dining area and an enlarged staff office. This would require the relocation of the existing laundry and some external plant, but involves a minimal intervention to the existing building.

Option 4 - The final option in our study provides an entirely new lounge, dining and kitchen facility to the rear of the existing building and through the demolition of the existing lounge allows for the extension of the existing re-ablement accommodation.

Option 4 layout shown below as an example:



The output of this more detailed exercise can be found in Appendix 1, Part 2 Conversion Proposals for Tygetshaugh Court and Dorrator Court.

5.0 FUTURE COUNCIL CARE HOME CAPACITY

The original Hubco brief was very clearly to review provision at Oakbank and Summerford rather than Council care home provision as a whole. As part of the validation process it was felt appropriate by the working group to test how the proposed solution might fit within likely future Council Health and Social Care strategy.

In support of the proposal to develop a new specialist care home that replaces the existing Oakbank and Summerford House facilities, an exercise was therefore undertaken to determine future Council owned/operated care home capacity requirement in order that this potential development could be seen in context. Specifically, it sought to understand the care home capacity that it may always be advantageous for the Council to deliver directly, even in the context of a joint strategically commissioned care home model. This exercise was taken forward by a small joint Council/Hubco sub-group consisting of; Susan Nixon, Service Manager, Older Peoples Services; Sarah McKenna, Service Development Officer (Care Homes); and Norman Sutherland, Health & Social Care Planning Consultant, Buchan + Associates (for Hubco).

It is important to note that the remit of the sub group was not to determine future overall (global) care home capacity requirements or to pre-empt a future joint strategic commissioning strategy in any way. Rather, it was responsible for developing initial

assumptions relating to the potential baseline for Council owned/operated (core) care home capacity in the Falkirk Council area. This was primarily to ensure that any impact on the case for the new build care home facility as proposed was appropriately considered. As such the element of the Validation Exercise should be regarded as for 'discussion and development'.

The total care home provision across Falkirk is 974 beds across 23 different facilities. This equates to 86 care home beds/1000 population aged over 75 in Falkirk compared to 81 beds per 1000 population aged over 75 across the whole of Scotland. Of these total beds/facilities, 164 beds in 6 facilities are operated by Falkirk Council. These are; Burnbrae; Cunningham House; Grahamstone House; Oakbank; Summerford House; and Torwoodhall. In addition, St Margaret's is operated by a charity on a voluntary basis. Overall this equates to a Council: Private: Voluntary run ratio of 17%:79%:4% for Falkirk compared to 18%:69%:13% for Scotland as a whole.

Consistent with the Service Model Option Appraisal exercise, the group sought to focus on those client groups who may represent future "core capacity" in order to inform a wider discussion/debate on the matter, identifying it as "that element of overall capacity there may be an argument for retaining Council owned/operated care homes, even in an optimally out-sourced joint strategic commissioning model". The following capacity considerations were considered by the sub-group:

- The capacity associated with residents who now reside in Council owned/operated care homes following their transfer from privately owned/operated facilities as a result of the private facility being unable to cope with their specific care needs or behaviours.
- The capacity associated with current "unmet" need, as represented by those clients who have been refused a place at one or more private care homes and whose care needs have consequently had to be managed in a different way, often through complex and expensive care packages.
- The capacity associated with any contingency planning requirements, specifically any physical capacity required to deliver required contingency in the event of a provider going out of business or being unable to deliver required capacity for other reasons.
- The capacity associated with specific complex and/or condition-specific care needs that may be optimally delivered from council owned/operated facilities even in the context of a global commissioning model.

The detailed exploration of these issues by the sub-group can be found in Appendix 2. The output of this initial review (based on the provisional assumptions documented indicate a future baseline requirement of between 82 and 135 Council care home beds (as a component of overall care home capacity) before any element of future growth, occupancy or other factors / challenges are considered. This broadly equates to the following allowances:

Challenging behaviours:	22-36 beds
Existing "unmet need":	20-45 beds
Contingency planning:	12-24 beds

Complex/"condition-specific" care needs:	28-30 beds
TOTAL	82-135 beds

Now that better data is now being routinely gathered by the Council a more accurate picture will emerge over time. Based on the 'provisional' information used to inform this initial review it indicates that:

- the proposals to re-provide care home capacity currently delivered at Oakbank and Summerford House (currently 62 beds but at only 60% occupancy) through a single 32 bed facility would appear to be well within the total future council owned care home capacity likely to be required
- there is probably no argument to suggest that the facility will not be required as a result of future capacity requirements
- the new facility would represent between 24% and 39% of the total council capacity required based on the assumptions documented
- the drop in beds within the care home segment represented by these proposals appear entirely consistent with the opportunity to commission more capacity from the private sector through the joint commissioning strategy, subject to the strategic objectives of this strategy and agreement of what "core" council operated capacity should be
- the information presented here is restricted to council – not global capacity requirements. It is also important to note that the current project is also seeking to create alternative additional capacity within the Housing With Care segment of the overall social care model
- considering future capacity requirements is likely to increase both global and core local authority capacity requirements, providing ample opportunities for controlled re-shaping of services in the context of global commissioning over a longer period of time

A full capture of the Future Council Care Home Capacity can be found in Appendix 2.

5.0 FURTHER SPECIALIST CARE HOME DESIGN DEVELOPMENT

During the initial Validation Exercise workshop it was agreed that further development of the following areas of design would bring greater clarity and definition to what the Council might ultimately choose to procure. A high level summary of each aspect is highlighted in the following text and the more detailed work can be found in the referenced appendices.

Landscaping Strategy

The brief required a range of safe, secure and accessible external spaces which will be easy to maintain and use. The architect has carried out an initial assessment of the extent of existing green spaces and landscaped areas at Summerford, those included in the new proposals and provided a visual comparison so the extent of new landscaped areas is clear. The design intention has been to increase the path network and access for those using the building, and to provide a rationalised road and parking network, without increasing the area.

The private garden spaces accessed from the bedroom wings will provide areas of reflection,

and wander routes for the residents in a safe, peaceful environment. The central communal gardens spaces will include high level planters, paths and seating for all to enjoy. Accessible paths throughout will allow all residents to have access to the gardens, including seating areas, bird tables and other landscaping features can be incorporated.

The landscaping should be easily maintained therefore both some hard landscaping paths and grass areas are included. Window and door positions have been used to maximise both natural light and views for the residents including views near and in the distance with the existing trees providing some points of interest.

A visual capture of the Landscaping Strategy can be found in Appendix 3 - Part 1, pages 2, 3 & 4.

Destination mapping and Wander Routes

The working group had expressed a real desire for light to be a key feature of the building. Natural light to communal and circulation spaces has therefore been maximised, with glazed links between the central hub and accommodation areas and roof lights to the corridors in the wings. A Natural Light Indicative Areas assessment has been carried out and can be seen in Appendix 3 – Part 1, page 4.

Also shown on Appendix 3 – Part 1, page 4 is a profiling of internal wander routes for residents, staff and visitors. From the main entrance, all residents, visitors and staff have a clear view to the central café lounge space which will act as a destination point for the residents. The entrance area will have views out to the main communal garden to the south, to allow both light and views.

The Central Hub building allows for shorter corridors to each wing, again with views out to garden spaces beyond. Within each wing internal routes allow residents to wander to the day space located at each end or to have access to the garden spaces from the centre point of the wing.

Community Café/ Lounge

Perhaps the greatest area of interest amongst the operational members of the working group was the role the communal café / lounge would play in the day to day lives of the building users. Appendix 3 – Part 1, page 5 provides some indicative 3D images to capture how the communal café / lounge might feel and how it could be flexibly used.

The Café/Hub space is located at the entrance and is intended to provide a central focus for all building users and their visitors, providing additional lounge space and an internet access area. Also near the café is the hairdressers room, both are located in the hub to provide easy access for all residents and to promote the idea of 'going out' while staying within the safety of the building. A private enclosed conference and meeting space is included within the café space and this can be flexibly opened up when a larger central space is required.

Internal Layouts and Area Sizing

During the Validation stage workshops with the working group the following design aspects were updated:

- More detailed communal café space layout developed
- Laundry shape adjusted to allow for dual access / egress as per informal Care Commission comment to Council
- Plant room size increased to reflect M&E strategy
- Inboard bathroom model adopted and changed to a mirrored arrangement to allow for a shared central service zone.
- Day lounge location shifted slightly to enable easier wheelchair access into bedroom wing garden areas
- Greater security and privacy to the bedroom wing staff base space

By way of overview the following aspects of the draft design concept were re-visited in discussion and confirmed during the Validation Exercise;

- 32 bed care home on a single level with individual wings attached to central hub to create a sense of community and scale of a 'house'
- preferred option of a bedrooms situated into 8 bed units (sized to staffing clusters) With scaleable 16 bed clusters.
- each unit to have 1 larger bedroom (21m²) to allow for more specialist residents (extra room for hoists etc)
- each unit to have clinical support/staff areas (Assisted bathrooms/DSR/Clinical) to allow for staff to be near residents.
- distributed day space so each unit has a day lounge/ with small kitchenette area (35m²)
- private gardens for each unit to allow safe wander routes for patients around the bedroom cluster and to the outside.
- small staff touch down base at 2 x 16bed units to allow for safety of patients
- bedrooms all with views to gardens either communal or private
- main central hub to include Entrance and central staff functions with a café/lounge as destination point for both visitors and residents to use
- conference room incorporated into the café to maximise potential for flexibility of space
- plant room has been sized by M&E consultant to reflect services strategy
- all kitchen/plant/services located to the north of the site near the main entrance- good accessibility
- car parking to be kept to the north to minimise road disruption to the south and provide good access to the main entrance (23 spaces & 3 disabled)
- maximise views and south light for communal gardens and glazed circulation corridors
- monopitch roof to reduce mass and use the glazed circulation corridors as points of interest/views through from the main reception to the communal garden etc.
- mixture of brick and render externally and varying heights of each block of the building.

A capture of the Internal Layouts and Area Sizing can be found in Appendix 3 - Part 1, page 6.

Topographical Survey and Building Location

Given the varying levels across the Summerford site it was considered beneficial to undertake a full topographical survey to ensure the building was positioned in the most economical location. The Civil & Structural Engineer has, for the purposes of a scheme design, restricted access routes for the car park and footpaths to a 1 in 20 gradient (on the basis of the end users needs) and this generates a floor level of circa 41.8m.

Falkirk High End Care
Revised Site Plan (Overlay with Topo)



When reviewed in connection with external boundary levels to both the south and west boundaries, the requirement for 1 in 2 embankments was identified with the loss of the existing fir trees which form the boundaries in some areas. The Civil & Structural Engineers suspect this loss of existing boundary planting will be unacceptable.

It has therefore been suggested that to accommodate the level differences between the floor level and south / west boundaries that the building footprint is moved both north and east – which looks to be readily achievable and will allow, at detail design stage, the existing boundary levels and landscaping to be respected more fully.

A capture of the Topographical Survey and updated Building Location plan can be found in Appendix 3 - Part 2.

Site Investigation

During the Accommodation Options Appraisal and Feasibility Review stage the past usage of the Summerford site was noted. Whilst the review of ground investigation data from the Council's neighbouring Windsor Road housing scheme suggested a manageable level of risk, it was considered prudent to undertake trial holes and laboratory analysis in various locations across the site. These are shown below:



The results of the laboratory tests and the Civil & Structural Engineers accompanying report were received on 9 March 2015. A full capture of the Site Investigation findings can be found in Appendix 3, Part 3. The report identifies two significant areas of concern, these are:

1. **Made Ground** – made ground soils were generally established to be comparatively thick across the area with recorded depths of 1.7 to >3m. This would not be considered suitable for accepting foundation loadings in an unimproved condition. Scott Bennett Associates is of the opinion, at this time, that it is likely that vibro compaction will be the optimum solution due to the depth to competent strata. An allowance should therefore be made for these works and strip foundations should be enhanced to 250mm thick with 2 layers B785 mesh.
2. **Chemical Contamination** – initial analytical data indicated the widespread presence of Chromium within the made ground which could affect the health of site users. Scott Bennett Associates consider that due to the elevated levels of contaminants a 600mm clean inert, imported, capping layer (sub-soil / topsoil) should be provided to all landscape and garden areas, this should include an allowance for excavation and removal off site of sufficient material to allow the capping to be provided. At this stage an excavation of 300mm is suggested once the capping is placed ground levels will be circa 300mm higher than existing. This would then be the target to achieve during detail level

design. An allowance should also be made to upgrade the water supply pipes to barrier pipe.

Both of these site specific issues carry a potential significant adverse cost impact in the region of £0.5m-£1.0m. In order to mitigate these potential costs the Civil & Structural Engineer has had dialogue with the Council's contaminated Land Officer to establish if a less onerous technical treatment might be applicable. Indications are that, based on the age profile of the site occupiers (ie adults rather than children) the potential may exist not to restrict treatment to capping rather than capping and removal. Technical calculations and risk assessments will be required to validate this. Hubco has instructed this work and awaits the outcome.

The Red Skye indicative cost plan included in Appendix 4 includes site specific extra over costs based on this more favourable treatment of £444k, giving a resultant revised total project capital cost of £3.729m. This figure can only be confirmed once the discussions have been concluded with the Council's Contaminated Land Officer.

High Level M&E Strategy Overview

The High Level M&E Strategy developed during the Feasibility Review Stage has been revisited and key areas such as Monitoring Strategy re-confirmed and Energy Consumption comparators developed for various Heat Source options.

A capture of the High Level M&E Strategy Overview can be found in Appendix 3, Part 4.

6.0 KEY VALIDATION EXERCISE FINDINGS

The key findings of the Validation Exercise in each area of focus are as follows:

1. How the Housing with Care Extra element of the preferred Service Model Option might be implemented in a cost effective way using existing Council stock as a compliment to specialist care home provision
 - An initial space planning review of the Council's 5 HWC Level 1 & 2 properties, identified Dorrator Court and Tygetshaugh Court as having the greatest potential for conversion to HWC Extra.
 - As Dorrator Court already provides Housing with Care Level 1 and has production kitchen and dining facilities, the key objective has been to convert the one bedroom bedsits into one bedroom flats and achieve greater usage of the dining and lounge areas. In so doing it is believed that not only could the level of care provided in these facilities be elevated to 'Extra' but also the attractiveness of the 1 bedroom units for rent could be increased.
 - At Tygetshaugh Court (currently HWC Level 2) the key objectives have been to increase accessibility within the flats to more closely benchmark against the exemplar flat layouts and allow them to function better, create production

- kitchen and dining functionality and increase lounge availability. The adoption of such changes would allow Tygetshaugh to be elevated to HWC 'Extra'.
- These two facilities comprise a total of 63 flat units and represent an opportunity (if capital is available) to achieve HWC Extra in a number of units greater than the care home beds not being replaced under the preferred Service Model.
2. Where the development of the new 32 bed specialist care home will likely sit within an overall Council picture of future social care / care home capacity
- The proposals to re-provide care home capacity currently delivered at Oakbank and Summerford House (currently 62 beds but at only 60% occupancy) through a single 32 bed facility would appear to be well within the total future council owned care home capacity likely to be required (82 – 135 beds)
 - There is probably no argument to suggest that the facility will not be required as a result of future capacity requirements
 - The new facility would represent between 24% and 39% of the total Council capacity required based on the assumptions documented
 - The drop in beds within the care home segment represented by these proposals appear entirely consistent with the opportunity to commission more capacity from the private sector though the joint commissioning strategy, subject to the strategic objectives of this strategy and agreement of what "core" Council operated capacity should be
 - Considering future capacity requirements is likely to increase both global and core Council capacity requirements, providing ample opportunities for controlled re-shaping of services in the context of global commissioning over a longer period of time
3. Those aspects of the specialist care home design brief and design concept that would benefit from greater clarity and enhance delivery certainty
- Architectural design aspects such as Landscaping Strategy, Destination Mapping and Wander Routes, Communal Café / Lounge Appearance, Internal Layouts & Area Sizing and general specification have all been developed in more detail with the Council working group
 - M&E Strategy has been developed and clarified in key areas such as Monitoring and Energy
 - Topographical surveys and Trial hole site investigations have been undertaken and informed the design concept
 - The Site Investigation has identified significant quantities of made ground and the widespread presence of Chromium contamination. Whilst, considered serious, these issues can be addressed through appropriate technical solutions. There is however a significant site specific cost associated with these solutions which may challenge the financial viability of developing the specialist care home solution on this particular site
 - In order to mitigate these potential costs the Civil & Structural Engineer has had dialogue with the Council's contaminated Land Officer to establish if a less onerous technical treatment might be applicable. Indications are that, based on

the age profile of the site occupiers (ie adults rather than children) the potential may exist not to restrict treatment to capping rather than capping and removal. Technical calculations and risk assessments will be required to validate this. Hubco has instructed this work and awaits the outcome.

- The additional site specific cost associated with these two issues is estimated at £444k with a resultant capital cost total of £3.729m. This pricing assumes a favourable treatment can be agreed in due course with the Council's Contaminated Land Officer. At the current time this agreement is not yet in place and technical work remains ongoing.

Cost Category	New Care Home Costs	Existing Summerford Costs*	Existing Oakbank Costs*
Maintenance Costs (25 yrs)	£588,400	£785,088	£596,130
Energy Costs (25 yrs)	£625,175	£850,000	£800,000
Life Cycle Costs (25 yrs)	£735,500	£725,000	£915,000
Whole Life Operating	£1,949,075	2,360,088	£2,311,130
GIFA	1,471	1,363	1,282
Whole Life Operating Costs per	£1,325	£1,732	£1,803
Average Annual Operating	£77,963	£94,403	£92,445

*Cost in use information provided by the Council and extrapolated by Hubco

Nb/ all whole life costs are projected in today's cost terms (ie un-inflated and non-discounted)