

**CABINET – 15 DECEMBER 2009**

**TAKING FORWARD THE DEVELOPMENT OF EXTRA CARE HOUSING IN  
LEICESTERSHIRE**

**REPORT OF THE DIRECTOR OF ADULT SOCIAL CARE AND HEALTH**

**PART A**

**Purpose of Report**

1. To set out progress in the development of alternatives to residential care through appropriate housing provision and to seek approval of a strategy for the future development of Extra Care housing in Leicestershire.

**Recommendations**

2. It is recommended:
  - a) That the Leicestershire Extra Care Housing Strategy for Older People, 2010-2015 (attached as Appendix A) is approved.
  - b) That the Director of Adult Social Care and Health is given delegated authority to review the strategy in the light of experience and feedback from stakeholders.
  - c) That the Cabinet receive a 12 monthly update on progress in delivering the strategy.

**Reason for Recommendations**

3. The development of Extra Care housing is an essential component of the Council's Adult Social Care Strategic Plan. In the medium to long term more Extra Care provision is needed in Leicestershire, and this will only be possible if the Council takes forward a clear strategic approach with its partners.

**Timetable of Decisions (including Scrutiny)**

4. The strategy covers the period 2010-15. If agreed the roll out of the strategy will progress without delay.
5. The strategy will be considered by the Adult Social Care and Health Services Overview and Scrutiny Committee on 13 January 2010.

**Policy Framework and Previous Decisions**

6. The White Paper 'Our health, our care, our say', published in 2006 sets out a framework for adult social care in the future and expects local authorities to work

strategically with partners to promote independence and provide opportunities for greater choice and control for service users. The Department of Health expects all local authorities to continue to develop alternatives to residential care.

7. The Leicestershire Sustainable Community Strategy includes two outcomes relating to older people, with sub outcomes relating to helping people to live independently:

<b>Outcome 1.7: More older people are able to live independent lives</b>	Sub outcome: 1.7.1 More older people are supported to live at home.
<b>Outcome 6.6: The health and well-being of older people is increased</b>	Sub outcome: 6.6.2 The number of older people unnecessarily admitted to hospital and residential care is reduced.

8. Developing Extra Care is a priority identified within the Supporting People Five Year Strategy.
9. Following the presentation of the report “Developing Supported Accommodation for Older People in Leicestershire” to Cabinet on 7 August 2007, which highlighted the need to consider the aspirations of older people in developing a strategy for the future, the Director of Adult Social Care and Health was requested to report to the Cabinet in due course on the development of Extra Care Schemes.
10. This report should be read in conjunction with the Supported Accommodation for Older People report (also included on the agenda for this meeting) which sets out proposals in respect of the ten in-house Elderly Persons Homes and Silverdale Hostel site in Melton Mowbray. That report provides further detail of the policy framework and previous relevant decisions on in-house residential care and Extra Care.

### **Resources Implications**

11. The County Council currently invests £283,453 for Extra Care services (five contracts) through the Supporting People Programme.
12. Development of new Extra Care housing would potentially require the County Council to invest in three areas:
  - a) Reinvesting capital receipts from the sale of surplus assets arising from the re-provision of existing adult social care services. Such decisions would be subject to further approval from the Cabinet.
  - b) Through the provision of care packages for new residents (allocation of funding for care packages would be made in line with County rules on eligibility criteria).
  - c) Through the commissioning of services through Supporting People Grant (allocation of Supporting People Grant would be in accordance with the agreed commissioning framework).

13. Extra Care gives the opportunity for service users to access sources of funding that are not available to residential care, and thus provides the potential for efficiency savings. A business case to confirm potential benefits, and to clarify potential risks, is being developed. This will help inform the Medium Term Financial Strategy process.
14. The Director of Corporate Resources and the County Solicitor have been consulted during the preparation of this report.

**Circulation under the Local Issues Alert Procedure**

15. This report is being circulated to all Members of the Council via the Members' Information Service.

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## **PART B**

### **Background**

16. The report “Developing Supported Accommodation for Older People in Leicestershire”, presented to the Cabinet on 5 March 2007, highlighted the need to consider the aspirations of older people in developing a strategy for the future. A process of consultation was undertaken on a number of proposals contained in the report, including the proposal to develop Extra Care schemes across Leicestershire as a way to enable more older people to live independently. There are currently five housing schemes in Leicestershire that are badged as Extra Care that between them provide a total of 166 tenancies. They are:

- Gretton Court – Melton Mowbray.
- Clover Court – Market Harborough.
- St Mary’s House – Lutterworth.
- Birch Court – Blaby.
- Connaught House – Loughborough.

17. Developing Extra Care is a priority identified within the Supporting People Five Year Strategy. It offers an opportunity for many older people to lead more independent lives and prevent unnecessary admissions to residential care. The Leicestershire Sustainable Community Strategy recognised the benefits of maintaining independence for older people:

*Independence is a significant desire for many older people, especially for those over 75 who are the highest users of social care services. Supporting people to live independently in their own homes with local community support is preferred by many but it is essential for all service agencies to provide dignified care.*

18. Development of Extra Care contributes to the introduction of the personalisation agenda, which aims to promote more individual personalised choice and control throughout the process of social care and support provision allowing people more control over their environment and the services they receive.

### **Levels of Need**

19. The Leicestershire Joint Strategic Needs Assessment (JSNA) 2009 predicts that over the next 15 years the numbers of people aged over 75 years is expected to increase significantly and the number of older people in Leicestershire aged 85+ is set to double between 2008 and 2025. The JSNA reports that in line with national guidance, the use of residential care in Leicestershire is decreasing and more people are being supported to live in the community. In order to ensure this trend continues into the future, substantial investment in services such as supported housing is needed. The introduction of personalisation, personal budgets and more choice and control may also impact on residential care home admissions.

20. In 2007/8 approximately 700 people entered residential care facilities funded by the Adult Social Care Service. It is estimated that a substantial proportion of people currently admitted to residential care could benefit from Extra Care, giving a more independent lifestyle.

21. To make a significant impact on the numbers of residential care admissions, around 500 additional Extra Care places will be needed in Leicestershire by 2015.

### **Definition of Extra Care**

22. Extra Care Housing is based on three key principles:
- a) The promotion of independence – the provision of self contained accommodation with access to on site care and support enables individuals to live independently in the community, promotes their well-being and helps to alleviate social isolation
  - b) Empowerment – primary health, care and support services should come to the individual, as and when needed, rather than the individual being required to change their accommodation, in order to receive services that can and should be available in the community.
  - c) Accessibility – where individuals live should be designed, or be capable of being adapted, to facilitate the delivery of personal social and health care services.
23. The characteristics of Extra Care combine the best aspects of residential care homes and sheltered housing with the independence of living at home. Occupiers have a tenancy rather than a licence, offering tenants more security than in residential care. They make their own decisions, for example on when to have meals, what to have to eat on any given day, whether to stay in their flat or join in with others.
24. Extra Care housing incorporates particular design features and has key guiding principles and can be owned, rented, part owned and part rented. Schemes can either be 'stand alone' or based on a "hub and spoke" principle, providing outreach services to other individuals living in the vicinity.
25. Some developments mix types of tenures. Most Extra Care in the United Kingdom is developed with public subsidy by housing associations, but a thriving commercial sector also exists.
26. There are a number of services which can be thought of as essential, if Extra Care is successfully to provide accommodation and potentially act as a 'home for life'. There will need to be:
- a) On-site provision or access to 24 hour personal and practical care services. Provision of personal care needs to be flexible and tailored to individual needs, so that as these change people can remain in their home.
  - b) Access to one or more meals every day which can help to ensure that residents receive their minimal nutritional value per day. These may be provided by on site catering facilities or by existing providers within the authority.
  - c) Access to domestic and housing support services particularly services which 'work with' rather than 'doing for' residents.
  - d) A range of assistive technology approaches designed to be enabling rather than disabling.

- e) Access to a range of community health services such as district nursing, community dentistry, chiropody services and occupational therapy services.
27. Extra Care can be specifically designed to incorporate 'dementia friendly' features, for example through design, appropriate staffing and support and telecare. These include schemes which can accommodate residents with dementia as part of the wider scheme, those which have purpose built wings or areas for individuals with dementia, and those which are solely for individuals with dementia.

### **Developments in Leicestershire**

28. In September 2005, Leicestershire County Council, in conjunction with all of the Borough and District Councils, NHS Primary Care Trusts, and the voluntary sector represented by Care and Repair (Leicester), collaborated on a one year project, "Housing and Support for Older People" (HSOP), to develop joint working on services for older people. A vision for the project was adopted by the project board:

*"To develop a County-wide continuum of provision of supported housing for older people that addresses support as well as housing need, is flexible to the changing needs of older people, maximises independence, and is provided in properties and places where people choose to live."*

29. One element of the audit was to identify sheltered schemes that may be suitable for refurbishment or remodelling as Extra Care. Two approaches to the development of new Extra Care housing were identified through this route:

- a) Upgrading existing "frail elderly" schemes to a full "Extra Care" housing specification without needing to upgrade the buildings. Two schemes were identified in this category – Gretton Court in Melton Mowbray and Clover Court in Market Harborough.
- b) Identifying existing sheltered housing schemes that could, with capital provision, be refurbished to achieve Extra Care housing standards.

30. The report "Developing Supported Housing for Older People in Leicestershire", presented to Cabinet on 7 August 2007, considered the outcome of the recent consultation on developing supported accommodation for older people and made a commitment to consult on a number of proposals, one of which was "the proposal to develop Extra Care schemes across Leicestershire as a way to enable more older people to live independently".

- a) The results of the consultation on that issue indicated that:
- b) There is strong support for the development of Extra Care housing.
- c) Many respondents recognised that Extra Care housing could provide an alternative to residential care for many older people.
- d) Meetings with the Borough and District Councils established a strong commitment to this model of care and a desire to work in partnership with the County Council to increase the choices available, although not all were in a position to do so at that point in time.

31. Officers have been working on this directive in two ways:
- a) Reviewing existing schemes from the point of view of ensuring that they provide a genuine alternative to residential care for the majority of older people. There has been progress on working towards balanced communities, flexibility of care services, including the introduction of waking night cover in some schemes, and the upgrading of community alarms or “lifelines” connected to a response service.
  - b) Working with partner agencies in the Council, Housing Association and Independent Sectors to identify potential opportunities for the development of additional Extra Care housing - Identifying sheltered housing schemes that could be upgraded through capital investment to enhance the building to provide the necessary infrastructure to deliver Extra Care, and identifying suitable development sites for new build initiatives. A number of potential initiatives have been identified, and exploratory discussions have taken place with the Homes and Communities Agency (HCA).

### **Delivery of Extra Care**

32. The development and delivery of Extra Care requires partnership across a number of agencies. The lead agency, in most instances will be the local authority, although within the authority it will be important to balance the housing and social care perspectives, especially in areas with two tier local government as in the County. The lead agency will be expected to identify, develop and co-ordinate partnership arrangements in order to facilitate the development of a local strategy. Specific responsibilities should include:
- a) Identifying what partnerships are required and how they might best be managed.
  - b) Ensuring the involvement of key partners at the correct time. The involvement of individual agencies or groups will vary and some will need to play a less continuous role. However, this does not mean that their role in the development of schemes should be ignored.
  - c) Providing assistance to those partners who need support in order to participate, e.g. some voluntary agencies may be valuable partners to any new developments, but may not be able to resource attendance at a large number of planning meetings.
  - d) Ensuring that all partners are signed up to common outcomes and objectives, have an agreed rationale as to why they are being pursued and a common understanding of their involvement in the process.
33. For each individual Extra Care development there will be a number of active participants, Consideration needs to be given in individual schemes as to whether all the functions (housing management, care and support) are carried out by a single specialist organisation, or whether the separation of these two functions is to be preferred, as their delivery requires different skills.

34. Account needs to be taken of the impact of the recession on the provision of Extra Care housing, in terms of development funding and the slowing down of the housing market making it harder for older people to sell their properties and move to Extra Care.

### **A Leicestershire model for Extra Care Housing**

35. It is proposed that the model being adopted for Leicestershire will be based on each scheme offering a number of key services. These include:
- a) A collaborative arrangement being in place between agencies providing services to tenants.
  - b) People remaining as tenants or home owners thereby retaining legal rights.
  - c) Personal care and housing support being available on site throughout a 24 hour period, (with waking night care where needed).
  - d) Services being flexible in response to people's needs, offering a 'home for life' concept.
  - e) The design of the building being adapted to maximise physical accessibility.
  - f) A balanced community being maintained so that the more independent tenants can support those with higher dependencies.
  - g) Social events and activities being provided in communal/meeting areas.
  - h) A main meal being available on site each day.
  - i) One home care provider being contracted to provide services flexibly in each scheme.
36. It is proposed that the Adult Social Care Service will work in partnership with the landlord and other stakeholders to ensure that appropriate allocations will be made, including allocating tenancies to people who would otherwise be considered for a residential care placement.

### **Planning for Delivery**

37. In order to meet the future needs of frail older people across Leicestershire a wide range of services will be needed. A combination of upgrading existing sheltered accommodation and new developments should achieve a minimum of 500 additional Extra Care homes by 2015.
38. This is a complex programme which involves a number of key partners from the private and voluntary sectors as well as domiciliary care providers. The investment plan resulting from this strategy will result in a shift of resources from existing services by the Council and its partners in the delivery of services, helping to decrease dependence on residential care

39. It is proposed that a high level steering group be set up to oversee and coordinate a programme of development of Extra Care housing, to include:
- a) Development of a service specification to become the base model for all Extra Care schemes
  - b) Devising County-wide protocols for allocation procedures and nominations to Extra Care schemes (this could include offering a small number of properties to older people with learning disabilities).
  - c) Exploring a range of funding possibilities in order to kick start the development programme. Capital funding can come from grants from the HCA or Department of Health, discounted land values and private finance. Revenue funding can come from a variety of sources including housing benefit, community care funding, Supporting People funding and Attendance Allowance in addition to contributions from people able to self fund.
  - d) Undertaking a countywide programme of consultation with key stakeholders, including older people's reference groups, service users and carers and key strategic partners about the development of the programme.

### **Background Papers**

- Report to Cabinet: 5 March 2007: Developing supported accommodation for Older People In Leicestershire
- Report to Cabinet: 7 August 2007: Developing supported accommodation for Older People in Leicestershire
- Leicestershire Supporting People Five Year Strategy 2005-2010
- Leicestershire Sustainable Community Strategy 2008
- Leicestershire Joint Strategic Needs Assessment 2009

### **List of Appendices**

Appendix A - Leicestershire Extra Care Housing Strategy for Older People, 2010-2015.

### **Relevant Impact Assessments**

#### **Equal Opportunities Implications**

40. Provision of Extra Care services is aimed at enabling vulnerable people to maintain their independence. The strategy will ensure that a range of services are developed that meet the diverse needs of all communities in Leicestershire. An Equality Impact Assessment will be carried out twelve months after the Strategy has been approved to measure its effectiveness in terms of promoting equality,

#### **Environmental Implications**

41. The drive to improve energy efficiency in buildings and to reduce carbon emissions from energy use is likely to result in tougher standards for new and renovated buildings in the near future. As such any specification in relation to new buildings and renovation of buildings will include requirements to be built or renovated to high

energy efficiency standards. Making these extra care dwellings as energy efficient as possible will also support policies related to affordable warmth and reducing fuel poverty which is a particular issue for the target group.