

**EXTRA CARE AND ENHANCED CARE HOUSING****1. INTRODUCTION**

- 1.1 In November 2002 a report was presented to Cabinet seeking agreement for the Council's housing service to work in partnership with Hampshire County Council (HCC) to develop extra care provision in two sheltered housing schemes within the Council's sheltered housing stock. Cabinet agreed to this proposal.
- 1.2 Since that time Officers have worked with HCC and established 10 units of extra care sheltered housing at Barfields Court in Lymington. Work is on-going to extend this to Winfrid House in Totton.
- 1.3 The principle of extra care has now developed significantly across the country and standards have been established upon which extra schemes are now firmly based. HCC commissioned a report on developing extra care housing that was published in November 2007 entitled "Providing a context and setting priorities in accommodation and care for older people in Hampshire"
- 1.4 The HCC Older People's Well Being Strategy underwent a consultation process during March and April 2008 and this supported the benefits of a county wide approach in dealing with older people's issues.
- 1.5 This report recommends the continuation of partnership working with HCC and the further development of extra care and enhanced care housing across the New Forest primarily by improving existing council owned accommodation to incorporate extra care principles but also by NFDC, as the strategic housing authority, working with partners to develop both existing and new extra care accommodation in the New Forest to meet the need.
- 1.6 As part of the rapidly developing older person's agenda a joint working party has been established, the Older Persons' Housing Strategy Board, specifically to look at the housing needs of older people in the New Forest and this is attended by the Housing Portfolio Holder Councillor Mrs Cleary, Officers from NFDC and HCC. This joint working will allow many of the policies needed to support the housing needs of older people to be developed. Extra care and enhanced care housing is an important aspect of this work.
- 1.7 As part of the process of developing extra care housing within the District, Officers have identified that a range of types of accommodation will be necessary to meet the needs of older people. This will range from traditional sheltered housing through to dedicated new build extra care housing. In between these two types of housing will be enhanced care housing which will meet many of the desirable aspects of extra care housing but because of building constraints is unlikely to be fully compliant extra care housing. Many of NFDC's existing sheltered units will fall into this category.

## 2. BACKGROUND

- 2.1 Population ageing will have significant implications for housing and care needs in the future. Nationally, it is forecast that over 65's will grow from 8.3m in 2008 to 11.4m in 2025 and the number of over 80's will grow by one million over the same period, an increase of almost 50%. New Forest district has an over-65 population of 40,434, representing 23.55% of the total population (this is higher than any other Hampshire district.) More significantly, it is estimated that the over-85 population will increase in the district to more than 8000 by 2012.
- 2.2 Older people who are over 75 tend to have increasing care needs. Using data from the General Household Survey, it is estimated that more than 2,000 people who are over-75 experience difficulty with bathing, showering and washing, and more than 3,000 struggle with getting up and down stairs and steps. Over 1,700 people who are over 75 have problems getting to the toilet and more than 2,400 have difficulties dealing with personal care. There is a need to plan to meet these growing housing and care issues.
- 2.3 Extra care and enhanced care housing can play an important part in meeting housing and care needs. The most important feature of extra care and enhanced care housing is that it is housing first. People who live in such housing have their own self-contained homes. This enables older people to maintain their independence for longer whilst ensuring they have access to care and other services. Extra care housing can accommodate people who would otherwise be frequent users of acute services, largely because their housing is unsuitable for them to self-care.
- 2.4 Extra care and enhanced care housing can also be instrumental in modernising sheltered housing schemes and care provision for older people so that accommodation and care meet current best practice.
- 2.5 It is also crucial to understand the split between the care and support needs of older people and how these needs are met. NFDC are not responsible for the care needs of older people but can, in the provision of housing, ensure these needs can be met in the right environment. The actual care needs are provided by HCC Adult Services. Support needs for older people can be provided by sheltered housing managers both in terms of existing sheltered schemes and also more recently by providing "floating" support to other older people living in their own homes within the community. Funding for this support is being provided through the "Supporting People" programme.
- 2.6 As mentioned above the principles of extra care housing have developed over the past few years. It is now considered that for accommodation to be defined as fully compliant extra care accommodation it should meet all the following criteria:-
- That the accommodation offered in the scheme would be self-contained flats or bungalows meeting a minimum size standard of 55m<sup>2</sup> for one bedroom properties and 65m<sup>2</sup> for two bedroom properties.
  - That the proportion of two bedroom properties should be the maximum that the site and funding will allow.

- That all properties are occupied on the basis of a tenancy or a long lease.
- That all common parts of the scheme and its approaches should be fully wheelchair accessible.
- That at least forty percent of the units should be to wheelchair standards and that the remainder should be easily accessible by people using wheelchairs.
- That the scheme should have the infrastructure to deploy Telecare devices within individual dwellings in appropriate cases.
- That at least one meal a day should be available to those who live in the scheme.
- That a care team should be located within the scheme, under the direction of a member of staff onsite and able to use the team flexibly to meet changing patterns of care needs on a day to day basis.
- That care from the team should be available to those who live there on a 24/7 basis.
- That the scheme should include assisted bathing facilities, in addition to accessible bathing facilities within each unit.
- That exercise facilities should be provided within the scheme with appropriate staff or volunteer support to ensure their safe use.
- That a range of provision should be made for social, recreational, craft and cultural facilities within the scheme and staff or volunteers provided to support the use of these facilities.
- That the facilities and activities of the scheme should be available to the families and friends of those who live within it and also to other members of the surrounding community.
- That access to the scheme should be through a joint allocation process involving housing, social care and provider organisations.
- That the aim should be to achieve and maintain a balance within the community of approximately one third of people whose support needs arise from housing, personal or social circumstances but who have no immediate requirement for care; one third who have minimal needs for care and one third whose needs for care are more substantial and might otherwise have led to allocation to a registered Care Home.

- 2.7 It is anticipated that only new build schemes would be able to meet all 15 criteria. However, whilst a number of the standards are essential a number are also desirable and many existing schemes would be able to meet the reduced list of essential items. In such cases they would be designated as enhanced care schemes (rather than fully fledged extra care schemes).
- 2.8 New Forest District Council as a housing provider is working with HCC to identify suitable sheltered housing schemes within its own stock that might be suitable as extra care or enhanced care schemes. As mentioned previously Barfields Court is already a designated extra care scheme (Although this will, in the future, be called an enhanced care scheme) and discussions are taking place surrounding the use of Winfrid House. There are other sheltered housing schemes that are also likely to be suitable to meet the growing need across the District for the type of accommodation.
- 2.9 As a housing provider NFDC are able, where applicable, to provide suitable accommodation for the provision of extra or enhanced care. In these circumstances residents receive and pay for their accommodation and support needs from the District Council. Any specific care needs are assessed by HCC adult services and when necessary these care needs are provided and paid for by HCC care staff. HCC staff will often work within the scheme in accommodation provided by the District. Where necessary the care is 24/7. This is currently the arrangement in Barfields Court. In the case of Barfields Court this scheme is also used as a base by the care workers to provide care to a nucleus of residents who live within 1 mile. This ensures economies of scale in providing care to the maximum numbers of local residents.
- 2.10 It is anticipated that the model described above will be replicated across other sheltered schemes within the New Forest.

### **3. PROPOSALS**

- 3.1 An issue with the current scheme at Barfields has been the relatively restricted number of residents allocated to be defined as extra care within the scheme. Currently this is “up to” 10 as approved by the original Cabinet recommendation.
- 3.2 The problem with identifying older people who need care is that often demand can arise suddenly after illness or surgery. In other cases it will be a gradual decline in an older person’s health or well being that means they need extra care. In both cases the point at which HCC adult services identify that extra care accommodation is needed will rarely be at the same point when accommodation is available at one of the current extra care units.
- 3.3 A way needs to be found whereby accommodation is made available on a more flexible basis so that the when the need arises, either the older person is already in appropriate accommodation or that accommodation can be quickly found. This can only be achieved by having greater numbers of extra care and

- enhanced care accommodation available. However, the down side of such a policy might mean that sheltered accommodation that is also designated as extra care or enhanced care accommodation is occupied at some stage by older people who need support but do not need or qualify for any additional care.
- 3.4 Officers have discussed the issues with colleagues in HCC adult services and we all concur that greater numbers of extra care or enhanced care units of accommodation should be provided to meet the need. The fact that some may at some stage be occupied by older people who may not need additional care is a relatively minor concern. The view of HCC adult services is that a large majority of residents will in the later stages of the tenancy need care support of some kind.
- 3.5 In order to manage the process of allocations to extra care and enhanced care accommodation there will be a need for close working between NFDC Allocations Officers and HCC Adult Services Officers. Discussions have taken place and Officers consider that solutions can be found to maximise the use of our sheltered accommodation for extra care and enhanced care without amending our existing allocations policy for sheltered housing.
- 3.6 In order for the best possible results to be achieved it is recognised that to meet the demand we must increase the number of designated sheltered housing units that the Council currently have available (i.e. 10). This report therefore seeks the agreement of Cabinet to ultimately nominate at least 50% of our sheltered units as available as extra care or enhanced care accommodation.
- 3.7 Of the current 539 units of sheltered accommodation it is likely that some would be inappropriate for extra care either as a result of the difficulty of conversion to meet the necessary criteria or the need for excessive levels of expenditure to meet that need. It is therefore suggested that a maximum of 50% (270 units) be designated as available for extra care or enhanced care accommodation.
- 3.8 To be able to designate existing units for extra care or enhanced care it will be necessary for a thorough assessment of all existing sheltered housing schemes in conjunction with HCC Adult Services. This is currently planned to take place over the next few months.

#### **4. HCC SUPPORTING PEOPLE STRATEGIC REVIEW OF OLDER PERSON'S SERVICES**

- 4.1 Funding for the sheltered housing service in the New Forest is provided from Supporting People (SP) funding that is administered by HCC. A contract exists between NFDC and HCC and our sheltered housing managers provide support services to tenants which are charged via a service charge which for those on benefits is reimbursed from the Supporting People funding. Very few tenants in sheltered housing are self payers (less than 20%) so the funding received from SP is crucial to the continued sheltered housing staffing provision.

- 4.2 HCC has just completed a strategic review of older person's services in the District and have identified that NFDC services represent good value for money. However, the review has identified a number of existing sheltered housing schemes that do not meet current standards for disabled access, adaptations or in some cases, space standards. They are happy to continue with SP funding for a new 3 year contract commencing in 2009 but expect that a full options appraisal will be carried out into those sheltered housing schemes that have been found lacking. Failure to act on this may mean that funding would be withdrawn after 2012. Therefore, NFDC will need to assess the economic viability of those schemes, i.e. whether they can be modernised to meet modern day standards or will need to revert to older person's accommodation without support provision. A fully detailed report on the outcomes of these option appraisals will be brought to Cabinet in due course.

## **5. FINANCIAL IMPLICATIONS**

- 5.1 There are no direct financial implications as a result of this report. However, as and when existing sheltered schemes are identified as being appropriate for extra care housing some conversion and improvement works may be necessary to meet the essential criteria. Such works will be the subject of a bid against the annual Planned Maintenance and Improvement works that are recommended each year from the Housing Revenue Account.

## **6. ENVIRONMENTAL IMPLICATIONS**

- 6.1 There are no environmental implications arising as a result of this report.

## **7. CRIME AND DISORDER IMPLICATIONS**

- 7.1 There are no crime and disorder implications arising as a result of this report.

## **8. EQUALITY AND DIVERSITY IMPLICATIONS**

- 8.1 This report sets out future developments in the care and support of older people. One of the important issues that is considered in all aspects of older peoples' housing is that all older people have the equality of opportunity and access to the services available. The proposals contained in this report are based upon this principle and NFDC in partnership with HCC will ensure that wherever possible and practicable the care and support of older people is offered to all those eligible.

## **9. TENANTS COMMENTS**

- 9.1 To follow

## **10. HOUSING PORTFOLIO HOLDER'S COMMENTS**

- 10.1 We must ensure that our housing stock meets the needs of our residents, both now and in the future and I am pleased to note the development of extra care and enhanced care housing utilising our existing sheltered housing stock. I support the proposals contained within the recommendation.

## **11. EMPLOYMENT HEALTH AND WELL BEING PORTFOLIO HOLDER'S COMMENTS**

- 11.1 The well being of our older residents is essential to the sustainability of the District and I am pleased to note the proposals contained in this report will ensure all avenues of care are open for everyone. The use of the Council's housing stock to support this approach is welcomed.

## **12. CONCLUSION**

- 12.1 This report has highlighted the issues surrounding older persons housing. It is clear there will be a need for significant increase in housing that can provide for a care element and it is our responsibility as the strategic housing authority for the New Forest to plan for that need. Our existing sheltered housing stock could be a very useful resource for meeting the needs of the older people in our community and the further development of extra care and enhanced care within the stock could help the Council to modernise and improve the standard of housing and the options available to customers.

## **13. RECOMMENDATION**

- 13.1 That Cabinet agree to the progressive designation of up to 50% of existing sheltered housing schemes as extra care or enhanced care housing and that Officers continue to work in partnership with Hampshire County Council to increase the provision of extra care housing within the District to meet current and future needs.

**For further information please contact:**

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**Background Papers:**

HCC – Older Persons' Well Being Strategy