



Leicester
City Council

WARDS AFFECTED:
All

FORWARD TIMETABLE OF CONSULTATION AND MEETINGS:

Cabinet

3rd September 2007

A Vision for ExtraCare in Leicester

Report of the Corporate Director of Adults and Housing

1. Purpose of Report

- 1.1 This report describes a vision for the development of Extra Care in Leicester and seeks Cabinet support to pursue this with partners.

2. Summary

- 2.1 Extra Care housing is a key component in the range of services and supportive infrastructures for people that aim to achieve the following: -
- Enabling independence for as long as possible
 - Providing care and support closer to home
 - Avoiding use of high level acute hospital or residential care services
 - Promoting meaningful community involvement and social inclusion
 - Working with people to achieve self-defined outcomes, with emphasis on the promotion and maintenance of good physical and mental health and wellbeing
- 2.2 These aspirations are featured in the governmental white paper Our Health, Our Care, Our Say, which, alongside subsequent documents, offers a framework for the modernisation of health and social care services. Our delivery of the modernisation agenda, including using Extra Care as an alternative to traditional residential care, is assessed by the Commission for Social Care Inspection and will impact on our star rating.
- 2.3 Extra Care housing will be central to the emergent Accommodation with Care strategy for Leicester, which will consider the role of housing options alongside traditional residential and domiciliary care services for older, frail, and vulnerable people.
- 2.4 Extra Care contributes to the development of financially sustainable models of care in order to manage the pressures of increased numbers of older people, living longer with higher levels of need.

3. Recommendations (or OPTIONS)

Cabinet is recommended to: -

3.1 Endorse the vision for Extra Care in Leicester

3.2 Note the opportunity to develop a scheme at Butterwick House / Tilling Road

4. Report

4.1 What is Extra Care?

4.1.1 Extra Care housing (sometimes known as Very Sheltered Housing) will offer services for older people that will help to bridge the broad gap between independent living in the community and residential care. It will fit into a system of services as follows.

Level 1	Independent living with domiciliary care (personal and housing-related)
Level 2	Ordinary sheltered housing
Level 3	Extra Care housing
Level 4	Residential or nursing care

4.2 Some of the key features of Extra Care Housing are as follows.

- Residents are supported to live independently in individual flats or bungalows that are totally self-contained.
- Extra Care housing complexes feature community facilities and restaurant/catering provision which residents can use as they wish and according to their needs.
- Extra Care housing provision includes support staff available on site over the 24-hour period to provide housing-related support and personal care.
- Extra Care supports community involvement and social inclusion. Developments are sited with this in mind, favouring close proximity to healthcare provision, shops and other local services/amenities.
- Extra Care enables couples with differing levels of need to continue to cohabit rather than experience separation as a result of eligibility for residential care.

4.3 Who might live in Extra Care housing?

4.3.1 Some examples follow.

- People with degenerative conditions who, with support and care, would benefit from prolonged independence
- People who are highly vulnerable and at risk (e.g. with a long term condition, or at risk of falls) making access to support invaluable, even if their actual care needs are not high
- People with unpredictable levels of need (e.g. Parkinson's Disease, variable mental health)
- People with high levels of care need
- Couples, or people with informal carers who would gain benefit from a more supportive living situation

4.4 Leicester's Extra Care plans.

- 4.4.1 At present Leicester has little housing that satisfies the above criteria, and which could qualify as Extra Care. Different needs analyses offer varied suggestions about the number of units that the city would need in order to offer choice to its older population.
- 4.4.2 The Adults and Housing Extra Care strategy (2006-10) adopts a Department of Health tool of analysis that suggests that around 1,350 people have needs that could be met in Extra Care. Not all will want this option. As a minimum the "Extra Care Direction Paper – Social Care and Health November 2004", used to inform the Supporting People Strategy 2005-10 suggests that there is a need for around 480 units of Extra Care housing. This would meet the needs of those otherwise likely to enter residential care.
- 4.4.3 Further analysis of the potential benefits of Extra Care indicates that more people could be supported in a way that is cost effective than just those at immediate risk of entering care, thus for the purposes of ongoing Extra Care strategic work, a round figure of 1,000 units of Extra Care housing is to be used. This figure will be reappraised during this financial year as more detailed needs assessment work is done.
- 4.4.4 It is noted that there will be implications for the residential care provision in the city. Residential care cannot provide the independence of home, retention of financial equity and choice of care that Extra Care can offer, thus is seen as a positive move forward. The likely impact is a reduced market for basic residential care and a shift in that market towards the provision of specialist services. The Council is a provider of 8 traditional residential homes and would need to consider how it responded to this impact, for example the specialisation of a smaller number of those homes.

4.5 Present capacity and ongoing developments

- 57 units of Extra Care housing are presently under construction on the former allotment site behind Wycombe Road.¹ This scheme will be called Danbury Gardens.
- Up to 30 units of Extra Care housing will be created in Anchor Housing's Sandyhurst accommodation, on Hockley Farm Road in Braunstone.
- 78 units of accommodation denoted Extra Care already in existence in John Woolman House
- 80 units for sale, planned by a private company on London Road (South Lodge site)

4.6 Preferred model for development

- 4.6.1 Given the number of units that will need to be provided and the distribution of older people around the city, it will be necessary to have a good spread of Extra Care provision in all of the areas of Leicester.

¹ Danbury Gardens is due to cost between £7 and £8 million. The council has identified a partner in Hanover Housing Association, which has a national reputation for experience and knowledge in the field of Extra Care housing. The build is possible due to our successful joint bid for just over £3.8 million, 50% of which was secured from the Department of Health, and 50% from the Housing Corporation. Hanover Housing will be providing the balance of the total development cost. The build will be complete by November 2007.

- 4.6.2 Each locality should have an Extra Care housing development, which could act as an older person's 'hub', from which crisis support, extensive domiciliary care/support and other community services and facilities could be provided. The older people of each locality would appreciate the locality-based services within Extra Care, and could use the facilities to further their local involvement and participation. Each Extra Care development would have close links to local health centre/s, housing offices, libraries, supermarkets and leisure facilities. The necessary levels of support and care would be available for people to enable them to remain active within their communities.
- 4.6.3 At this stage it is thought that Extra Care capacity could be developed in the following ways.
- New build purpose-built Extra Care facilities
 - Remodelled/refurbished sheltered accommodation in local authority and RSL sectors alongside the redesign of services within such schemes
 - Private/independent sector investment in Extra Care in Leicester, with potential for a degree of nomination rights to be secured via affordable housing requirements.
- 4.6.4 Leicester's Local Area Agreement (2006-9) (HCOP 3.1a) commits the authority to provide 136 Extra Care housing units by the end of financial year 2007/8, and 160 units by 2008/9. These targets are not too onerous in the context of present developments. It would be desirable to have a more challenging set of internal goals.

4.7 Broader benefits of Extra Care Housing

- 4.7.1 Aside from the obvious improvements in independence and social inclusion that people experience when living in supported accommodation with care such as Extra Care housing, there are many additional benefits for the local authority and partners, and for the community as a whole. These include the following.
- Extra Care Housing is affordable housing. Future developments will expand the city's available housing for some of the most vulnerable people.
 - Extra Care housing will benefit people living in unsuitable accommodation, which will be freed up to meet the needs of others requiring that housing type (e.g. family homes).
 - The need for adaptation in people's own homes is reduced, as the design of Extra Care ensures they are fully accessible.
 - Extra Care Housing can provide a cost-effective model of service to Local Authorities and assist with the management of resources.
 - The additional stability and 'peace of mind' that 24 hour care/support service availability offers to service users often can allow gradual decreases in levels of domiciliary care need.
 - The health and wellbeing benefits of Extra Care create noteworthy decreases in unnecessary recourse to acute sector/hospital admissions.
 - New build Extra Care developments can revitalise areas of the city that would benefit from inward investment and regeneration.

4.8 Ongoing activity

4.8.1 There is a cross-departmental Extra Care strategy group. The group has been considering the following.

- Audit of available (and soon to be available) building land within the authority, and proximity of land to existing social care facilities
- Exploration of potential finance options to fund future developments
- Audit of existing domiciliary care activity in ordinary sheltered accommodation

4.8.2 Deloitte are preparing a piece of analytical work about the potential for Extra Care development in the city, which will inform broader strategic thinking. This work is considering the options for best use of existing facilities and resources to develop Extra Care, alongside specific financial modelling options. This has included consideration of the potential for development through LIFTCo. This work has been funded via NRF monies in 2006-07. The report is due for completion in July 2007.

4.8.3 Needs analysis and consultation work (primarily with people in existing sheltered housing and older peoples' homes) is taking place.

4.8.4 Much discussion and liaison is taking place with our existing partner (Hanover Housing Association) and potential future partners about the possibility of new build and remodelled Extra Care developments in the city.

4.8.5 Danbury Gardens, the existing Extra Care build off Wycombe Road is providing many opportunities for us to learn about the design of facilities and the commissioning of services to work within them. Some work continues to take place that is nationally unique, including the establishment of innovative ways of jointly commissioning care and housing related support services.

4.9 The Butterwick House/Tilling Road proposal

4.9.1 At present, Adults and Housing, alongside key Extra Care partners (see below) are working up a proposal to develop a new-build Extra Care scheme around the Butterwick House site. This is detailed in a separate report to Cabinet (Accommodation with Care Capital Build Project – Butterwick site, 3rd September 2007)

4.10 The present Extra Care Partnership

- Leicester City Council Adults and Housing Department
- Leicester City Council Property Services
- Hanover Housing Association
- Supporting People Team
- Acorn Homecare
- Leicester City Primary Care Trust

5. FINANCIAL, LEGAL AND OTHER IMPLICATIONS

5.1 Financial Implications

There are no direct financial implications arising from this report

Rod Pearson, Head of Finance
x 8800

5.2 Legal Implications

There are no direct legal implications arising from this report.

Kamal Adatia, Legal Services x 7044

6. Other Implications

OTHER IMPLICATIONS	YES/NO	Paragraph Within Supporting information	References
Equal Opportunities	Y	Throughout	
Policy	N		
Sustainable and Environmental	Y	Throughout	
Crime and Disorder	N		
Human Rights Act	N		
Elderly/People on Low Income	Y	Throughout	

7. Report Author

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DECISION STATUS

Key Decision	Yes
Reason	Significant effect on one or more wards
Appeared in Forward Plan	Yes
Executive or Council Decision	Executive (Cabinet)