

Leicester
City Council

WARDS AFFECTED
All

FORWARD TIMETABLE OF CONSULTATION AND MEETINGS:
Cabinet

16th August 2004

Extra Care Housing

Report of the Director of Social Care and Health

1. Purpose of Report

- 1.1 The purpose of this report is to outline the potential to develop Extra Care Housing in Leicester and seek agreement to submit a bid to Department of Health Extra Care Housing Fund (to develop a local strategy for extra care as part of the bid preparation).

2. Summary

- 2.1 The Department of Health (DOH) has created a national Extra Care Housing Fund that will cover capital costs for new build or refurbishment. The 2005/06 fund totals £40 .3 million for older people and £2.32 million for adults with learning disabilities. Guidance and applications were issued at the end of July 2004 for bid submission by 25th October 2004.
- 2.2 Central Government has set the development of extra care as a national priority, with the specific target to develop 6,900 additional places between 2000 and 2006. Local progress is monitored through Social Care & Health's annual Delivery Improvement Statement.
- 2.3 Leicester's over 65 population will increase overall by 2% by 2011 from the current 37,847 to 38,600. 17% of this growth, however, will be in the 85 + age group which typically has higher needs and therefore consideration of accommodation and support within a broader older person's strategy is required.
- 2.4 Leicester currently has a gap in supported housing provision for older people. There is no accommodation whereby you can live in your own independent accommodation and receive twenty- four hour on call, staff care and support.
- 2.5 People assessed as eligible for social care support have a choice of either moving to a residential/nursing care home or receiving a package of domiciliary care at home. There are limits to the level of care needs that can cost effectively be met by providing domiciliary care packages to individuals.

- 2.6 Sheltered housing offers a little extra support through a daily monitoring intercom check, support to access other services, as well as a sense of security and community. Leicestercare Alarm service is staffed 24 hours but relies on informal carers or emergency services to visit. Neither, however, offers additional levels of care or staff on-call.
- 2.7 An example of a typical extra care development would be a modern accessible complex of between twenty to forty separate flats or bungalows with community areas and catering/restaurant facilities. Twenty-four hour on-site staff would be available to meet individual's care needs and housing related support needs.

3. Recommendations

Cabinet is asked to;

- 3.1 Agree to proceed with selection of a housing developer and submission of the bid to the DOH Extra Care Housing Fund.
- 3.2 Agree to proceed with the development of a Leicester Extra Care Strategy, which will include a strategy for revenue funding. This will be part of the wider multi-agency Older Person's Strategy being developed this year for the City.
- 3.3 Seek a further report on recommendations for a site to be brought to Cabinet, following more detailed investigation with Property Services of potential existing City Council sites. This will include consideration of where the proposal fits within the current property disposal framework. The DOH have indicated that they will give preference to bids that can demonstrate they have secured a site.
- 3.4 Appoint a Cabinet Lead for the project, if the project is successful since the project meets the requirements for a major project under the LCC project management guidelines. A Project Director and Project Manager will be identified from within Social Care and Health.
- 3.5 Note that assistance in the competitive selection of a housing developer will be given by the Housing Department's Development Team on a partnership basis. Any preferred providers resulting from this should be used to work with us to develop and also take forward any extra care projects agreed within the extra care strategy (3.2).
- 3.6 Receive a progress report alongside the proposed Extra Care Strategy, in due course.

4. Headline Financial and legal Implications **Financial implications from Head of Finance**

- 4.1 The capital bid to the Extra Care Housing Fund will be between £3 - £4 million for a new build project. The bid will cover a sum for full market value for the site.
- 4.2 The overall funding of on-going revenue costs is complex, with a combination of social care funding, local housing benefits and national benefits. Current spending on residential and domiciliary care should reduce, as extra care is an alternative way of meeting eligible needs. If the bid is successful, the revenue funding for costs payable by the City Council for the extra care project would in principle come from existing Social

Care and Health commissioning budgets for residential care and domiciliary care. The detailed costs of the proposed extra care scheme and the funding to be redirected from existing budgets will be scoped in detail as the bid is developed, to ensure that it is affordable.

- 4.3 The care and support element i.e. the revenue costs will be tendered to an external provider, by Social Care and Health and Supporting People.
- 4.4 The Supporting People Commissioning Body has agreed to fund the revenue costs for any housing related support for the initial bid.
- 4.5 The long-term strategy for developing extra care will include proposals for capital and revenue funding of projects.
- 4.6 **Legal Implications from Head of Legal Services**

Further specific advice will need to be taken in respect of the appropriateness of asking the Director of Housing to reserve sites. At this time there are no other specific legal implications arising from the report. (Kamal Adatia, Barrister, Ext 7044)

5. Report Author/Officer to contact:

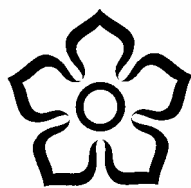
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DECISION STATUS

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



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SUPPORTING INFORMATION

1. Report

- 1.1 In 1999 a paper was presented to Housing and Social Services Directorates to develop local sheltered and very sheltered housing for older people, in order to be able to offer a continuum of accommodation and support services, meet older people's needs and offer choice.

Since this date the Supporting People Programme has been implemented. The programme now revenue funds all existing sheltered accommodation in the City. The Supporting People Commissioning Body is responsible for planning and developing all housing related support services in the City. This body has agreed that the development of Extra Care for the City is a priority.

- 1.2 Table 1 up-dates the range of services presented in this paper. Locally the main developmental need remains in the middle areas two and three. Current sheltered housing does not have care shared over the scheme, but is commissioned by Social Care & Health on an individual basis for each person, from a range of different agencies. There are potential cost efficiencies to be made by converting this to shared care per scheme, which could then be reinvested to provide twenty-four hour on-call cover for some schemes. Long-term re-investment of this money could produce benefits if targeted at maintaining independence. In LCC sheltered housing, for example, twenty-five per cent of people ceasing to use the schemes move into residential care. This is a key area to focus on to maximize older people's independence, health & well-being, reduce turn over and meet Government targets to reduce residential care placements.
- 1.3 Very sheltered housing is now termed as Extra Care and offers a combined housing, care and support service with a primary ethos to promote and sustain independent living in a non-institutional setting. We currently have no extra care schemes in Leicester that provide twenty-four hour care.

Table 1

MODEL/OPTION	DESCRIPTION	COMMISSIONING & PROVIDER AGENCIES
ONE	<p>Independent living</p> <p>Good standard of housing stock/accommodation, combined as needed with:</p> <ul style="list-style-type: none"> • Disabled access • Aids/adaptations • Housing related support • Domiciliary care • Community health services • Advice and information • Local universal services 	<p>Housing RSLs Supporting People SC & H PCTs Private & voluntary sector Education & Lifelong Learning Regeneration & Culture</p>
TWO	<p>Sheltered Housing:</p> <p>Independence in a protected, community environment with shared scheme support & care packages tailored to individual needs. Access to a wide range of communal facilities & universal services. Some schemes will need access to 24 hour on call service.</p>	<p>Housing RSLs Supporting People SC & H PCTs Private & voluntary sector Education & Lifelong Learning Regeneration & Culture</p>
THREE	<p>Extra Care/Very Sheltered Housing:</p> <p>Modern, accessible housing complex of between twenty to forty separate flats or bungalows with community areas and catering/restaurant facilities. Twenty-four hour on-site staff available to meet individual's housing related support and care needs. Access to community health services and range of other local universal services.</p>	<p>Housing RSLs Supporting People SC & H PCTs Private & voluntary sector Education & Lifelong Learning Regeneration & Culture</p>
FOUR	<p>Residential nursing care:</p> <p>For older people with critical care needs, where all community options above are unable to meet needs.</p>	<p>Social Care & Health PCTs Private & voluntary sector</p>

1.4 A local population needs analysis has demonstrated sufficient numbers of older people will require such a service in the future. Information from operational commissioning teams has re-in forced this gap. Comparative authorities have between one to eight schemes and are developing more.

1.5 The development of Extra Care locally has been identified as a priority within the Supporting People Shadow Strategy and is now a regional Housing Corporation priority.

1.6 **Potential Benefits offered by Extra Care**

- A cost efficient way of providing care and managing risks as an alternative to residential care or intensive domiciliary care at home.
- The potential to maximize older people's independence and well being within the community.
- Purpose built, fully accessible accommodation to meet the diverse needs of Leicester's elderly population.
- A vehicle to meet targets of the DOH National Service Framework for older people, which includes the development of Extra Care as a national priority, with the specific target to develop 6,900 additional places by 2006.

1.7 **Potential barriers to developing Extra Care**

- Complex partnership arrangement to funding with costs for capital build (and potentially management) by the housing provider and revenue staffing costs from Social Care and Supporting people.
- Current Central Government budget allocation methodologies will not provide sufficiently to meet the needs of the increasing demographic trend for older people. Extra Care, however offers different funding opportunities. Care and some meals only are funded through social care, whereas in residential care accommodation, all food, rent and amenities are included. Residents pay an assessed charge to Social Care and have a small disposable Personal Allowance. In Extra Care older people will still be charged for care by Social Care, however, they are allowed to claim and retain the full range of benefits, this means they will have more income available to them and greater choice on how to use it.
- Social Care will need to set targets to reduce residential care placements and re-focus the funding to develop extra care.
- No existing services (e.g. residential homes, sheltered housing) could be adapted to offer accessible environments. New build is therefore required. Appropriate sites in the City will need to be identified and secured.

FINANCIAL, LEGAL AND OTHER IMPLICATIONS

2. Financial Implications

- 2.1 The capital bid to the Extra Care Development Fund will be between £3 - £4 million for a new build project. The bid will cover a sum for full market value for the site.
- 2.2 The overall funding of on-going revenue costs is complex, with a combination of social care funding, local housing benefits and national benefits. Current spending on residential and domiciliary care should reduce, as extra care is an alternative way of meeting eligible needs. If the bid is successful, the revenue funding for costs payable by the City Council for the extra care project would in principle come from existing Social Care and Health commissioning budgets for residential care and domiciliary care. The detailed costs of the proposed extra care scheme and the funding to be redirected from existing budgets will be scoped in detail as the bid is developed, to ensure that it is affordable.
- 2.3 The care and support element i.e. the revenue costs will be tendered to an external provider, by Social Care and Health and Supporting People.
- 2.4 The Supporting People Commissioning Body has agreed to fund the revenue costs for any housing related support for the initial bid.
- 2.5 The long-term strategy for developing extra care will include proposals for capital and revenue funding of projects.

3. Legal Implications – Head of Legal Services

- 3.1 Further specific advice will need to be taken in respect of the appropriateness of asking the Director of Resources and Diversity to reserve sites. At this time there are no other specific legal implications arising from the report. (Kamal Adatia, Barrister, ext 7044)"

4. Other Implications

OTHER IMPLICATIONS	YES/NO	Paragraph References Within Supporting information
Equal Opportunities	Yes	Throughout report as extra care promotes the independence of older people.
Policy		
Sustainable and Environmental		
Crime and Disorder		
Human Rights Act		
Elderly/People on Low Income	Yes	1.7 Supporting Information

4. Background Papers – Local Government Act 1972

5. Consultations

Colin Sharpe – Head of Finance, Social Care & Health

Guy Goodman – Legal Services, Social Care & Health

Pat Hobbs – Assistant Director Housing

Mike Forrester – Director of Housing

Denise Steadman – Supporting People Co-ordinator

Elaine Yardley – Service Director, Older People, Social Care & Health

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6. Report Author

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