

Decision Maker: CARE SERVICES POLICY DEVELOPMENT AND SCRUTINY COMMITTEE

Date: Tuesday 29th October 2013

Decision Type: Non-Urgent Executive Non-Key

Title: LONG TERM CARE FOR OLDER PEOPLE - EXTRA CARE HOUSING STRATEGY UPDATE

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Ward: (All Wards);

1. The report updates Members on the Council's extra care housing strategy for older people which was originally agreed in 2007 as an alternative to placements in residential care homes. The report sets out the current provision within the borough and the current position with regard to numbers of people living in extra care and residential care as well as the 2013/14 budget position.

2. RECOMMENDATION(S)

The Care Services PDS Committee is asked to note and comment on the current position with extra care housing for older people.

Corporate Policy

1. Policy Status: Existing Policy:
 2. BBB Priority : Supporting independence for older people
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Financial

1. Cost of proposal: £1.8m per annum
 2. Ongoing costs: £1.8m per annum
 3. Budget head/performance centre: Extra care housing 829**** Older people 824***3785
 4. Total current budget for this head: £870k in extra care housing and £930k in older people
 5. Source of funding: Care Services revenue budget
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Staff

1. Number of staff (current and additional): 56.84FTE in the 4 in house schemes; care and support in the 3 new schemes is contracted out to external providers
 2. If from existing staff resources, number of staff hours:
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Legal

1. Legal Requirement: Statutory Requirement: Although extra care housing is not itself statutory, it is one method by which the Council fulfils its statutory responsibilities to adults who meet eligibility criteria for care services
 2. Call-in: Applicable:
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Customer Impact

1. There are currently 301 units of extra care housing in the borough
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Ward Councillor Views

1. Have Ward Councillors been asked for comments? Not Applicable
2. Summary of Ward Councillors comments:

3. COMMENTARY

- 3.1 The Council's strategy for long term care for older people is to support independence by moving away from a reliance on residential care towards a new mix of services, marked by a greater emphasis on services to support independent living at home. Since 2004 reports to Members have highlighted the potential for expansion of extra care housing for older people as an alternative to residential care.
- 3.2 Promoting choice and independence are two of the central concepts currently framing policy on health, housing and social care. The Department of Health champions extra care housing on the basis that it has potential to offer choice and independence to very frail or disabled older people whose care needs might have traditionally been met by residential care.
- 3.3 The Council agreed its strategy for the development of additional units of extra care housing in 2007. Given the time elapsed since the strategy was agreed this report starts by reviewing the place of extra care housing in the strategy for supporting independence for older people which Members considered at the time.

Background to extra care housing

- 3.4 A MORI survey carried out nationally in 2004 showed 25% of adults over 60 indicated that some form of specialised housing would be their preferred future option if they were unable to stay in their existing home. People are now more mobile and accept that they may need to move if their existing home is unsuitable for adaptation to their needs. However full time permanent residential care is costly and people do not aspire to institutional care. Many people recognise that a move to a care home may diminish their independence.
- 3.5 If considered as part of a "continuum of care", extra care housing is designed to cater for people with low, medium or high care needs when care in their existing living environment is no longer sustainable:
- Family home
 - Care in family home
 - Family home adapted
 - Sheltered housing – low dependency
 - **Extra care housing** – low/ medium/ high dependency
 - Care homes (residential and nursing) – very high dependency
- 3.6 Extra care housing has been available for a number of years. It is primarily a type of housing which helps people to maintain their independence. There are a number of models built on the principles of:
- Promoting independence – providing self contained accommodation, with access to on site care services to enable people to continue to live in the community and to avoid becoming isolated
 - Empowerment – making health, care and support services available to the individual where they are rather than requiring them to move to a care home to access them
 - Accessibility – providing specially designed or adapted accommodation to facilitate the delivery of care
- 3.7 Within extra care housing, care and support can be available 24 hours a day, 7 days a week. The amount of care provided at any time can be flexible to accommodate fluctuating needs, and can be supported by in- built smart technology or "telecare" (e.g call alarms or sensors to

alert staff to particular circumstances). Living within the wider community can help people to maintain and build up the skills needed to retain their independence. Extra care housing provides a home for life which most do not have to leave if their level of need increases, although some people do leave if their nursing needs cannot be met in the community.

- 3.8 Extra care housing is primarily the individual's home, and this is reflected in a variety of models of tenure - social rented, private rented, shared ownership, leasehold. Many schemes provide a mixture of tenure types in order to provide as normal an environment as possible in terms of the community profile. The optimum size of scheme is between 30 and 60 units.
- 3.9 Funding for the building of extra care housing schemes may be via the Homes and Communities Agency, the Department of Health, private investment, Registered Social Landlords (RSLs) or housing developers which specialise in this type of provision, or via the local authority. As noted above, people who live in the schemes may be tenants or may share in the ownership or own the lease. In Bromley all extra care housing schemes are classed a social rented.
- 3.10 Care within schemes may be organised by the local authority, by the landlord or by a private company in association with the freeholder. Care may be paid for by the local authority (if people are eligible) or via their own funds.
- 3.11 The table below shows how costs are usually met within the social rented model of extra care housing:

Cost	Source of funding
Development costs	RSLs, Homes and Communities Agency, Department of Health
Rent (including some services)	Housing Benefit
Council tax	Council Tax Benefit
Home care/ domestic assistance	Attendance Allowance/ Disability benefits
Support to maintain tenancy	Supporting People funding
Personal Care	Care contract funded by local authority (with contribution if not eligible for full funding)
Heat, light and power within dwelling	Pension or other income

Development of extra care housing in London Borough of Bromley

- 3.12 At the time of the first report on the Council's extra care housing strategy in 2007 ((ACS07100) there were already 186 units of social rented extra care housing in the borough, to which the Council has nomination rights. Five of the schemes were owned and run by Broomleigh Housing Association (now Affinity Sutton) and one by Kelsey Housing Association (now A2 Dominion). People within the schemes are tenants of the housing association and are responsible for their own housing costs (with Housing Benefit support if they are eligible).
- 3.13 Within these schemes, care is provided by the Council's Direct Care service, and tenancy support is provided through Supporting People funding.

- 3.14 In recent years nominations to existing extra care housing units in the borough have been predominantly for older people, both physically frail and people with dementia, with high dependency levels who might previously have been assessed as needing residential care. Based on this experience, and the experience of other local authorities, suitably designed and staffed extra care housing was considered to be a viable alternative to residential care.
- 3.15 As a result of the report in 2007 the Portfolio Holder endorsed a formal strategy for extra care housing as an alternative to residential care for older people. Estimates at that time were that this would mean approximately 140 older people moving into extra care housing by 2020 who would otherwise have moved into residential care (in addition to the 180 plus people in existing extra care schemes in the borough who were not factored in to the future projections for residential and nursing places). In order to achieve this it was agreed to seek prospective development partners. The majority of the new provision would need to be available by 2012.
- 3.16 Since 2007, two of the original extra care housing schemes have closed (Denton Court in Petts Wood and Cranbrook Court in Penge). Subsequently the Council secured three new extra care housing developments leaving a net gain in the new schemes of 115 units compared to the target of 140 new units. Current provision is shown in the table below and is amongst the highest level of provision in London Boroughs:

Scheme	Number of units	Landlord	Tenure	Care provider	Opening date
Apsley Court St Mary Cray	26	A2 Dominion	Social rented	In house Direct Care Service	Pre 2007
Durham House Shortlands	30	Affinity Sutton	Social rented	In house Direct Care Service	Pre 2007
Lubbock House Orpington	30	Affinity Sutton	Social rented	In house Direct Care Service	Pre 2007
Norton Court Beckenham	45	Affinity Sutton	Social rented	In house Direct Care Service	Pre 2007
Crown Meadow Court Bromley Common	60	Hanover Housing Association	Social rented	Mears Care	2011
Regency Court Bromley Common	60	Hanover Housing Association	Social rented	Sanctuary Care	2012
Sutherland House Penge	50	Hanover Housing Association	Social rented	Sanctuary Care	2013
Total	301				

- 3.17 The strategy assumed that by 2013/14 there would be 140 new units of extra care, with a consequent reduction in the number of people in residential care to 218. Potential savings were calculated on the basis of the reduced costs to the Council of supporting someone with high level care needs in extra care rather than residential care. In 2008 this was estimated to be between £170 and £220 per week per person. Assuming all of those provided with extra care housing would otherwise have required residential care the annual savings to care costs from these 140 units were estimated to be as much as £1.3m by 2012. Even allowing for the slightly lower number of new units (115 rather than 140), as the results of the tenders for care and support services in the new schemes produced extremely competitive rates, the savings increased to £1.5m from 2013/14.

Current position

- 3.18 There were 415 people in residential care at the end of March 2008. By the end of March 2013 this had only reduced to 349, although the number of new admissions in 2012/13 reduced by about 90. This would have been as a result of the new schemes coming on stream (Crown Meadow Court full effect during 2012 and Regency and Sutherland Courts opening later in 2012). However during 2013 the numbers have started to rise again and as at end of September 2013 there are still 355 people in residential care. This suggests that the availability of extra care housing is not resulting in the diversion of people who would otherwise have gone into residential care. There were, for example, over 30 emergency placements into residential homes in the winter of 2012/13.
- 3.19 The availability of the new units during the latter half of 2012 presented real challenges in identifying and managing the moves of 110 people within a short time frame to move into the new schemes and this has resulted in a significant number of flats being vacant for a long period of time in 2013. Moves into Regency Court were suspended for a period (6th August – 29th September) to enable the care provider to increase permanent staffing levels and this has had some impact on Care Services' ability to reduce the number of void flats as quickly as necessary to contain spend.
- 3.20 Within the new schemes vacant flats attract costs for both rent/ service charge (after a period of 28 days) and staff costs. In the older schemes, although the Council is not liable for void rents, staffing costs are still borne if there are vacant flats. For a number of reasons, including 5 recent deaths and the suspension of moves into Regency Court, there are currently 14 voids within the service.
- 3.21 The original assumptions for the new schemes were that residents would require on average between 7 and 12 hours of care per person per week including night time care, based on an activity analysis within the older in house schemes prior to the opening of the new schemes. In reality the average number of care hours being provided in the new schemes is approximately 13/14 hours average per person per week.
- 3.22 These factors have resulted in a projected overspend position for the full year 2013/14 as at the end of July of £285k in the extra care budget for the new schemes before management action. Taken together, the spend for residential care (which should reduce as people move into extra care instead) and the spend for extra care should be containable within the total budgets for these services even allowing for the increased number of care hours in extra care. However, the total spend is still being influenced by the continuing high number of people in residential care which could be a result of a number of factors:
- Admissions to extra care not being people who would otherwise have been considered for residential care, in effect bringing "new" people into the total population for extra care and residential care.
 - The length of stay in care homes increasing from an average of approximately two years to an average of 2.4 years.
 - People being placed as a result of emergency circumstances not being moved on to other more appropriate forms of care. There were 33 emergency placements as at the end of March 2013, a significant increase over previous years, of whom 18 are still in residential care. This has contributed to the overspend position of £519k as at the end of July) in the residential placements budget for 2013/14

3.23 In line with original strategy to provide 140 new units, officers had continued to seek a further development in the east of the borough where there are fewer units. This would have involved consideration of decommissioning in the medium term (i.e. during the next 3 years) one of the smaller existing schemes and replacing it with a larger new scheme. However as a result of the current position, these plans are on hold.

3.24 Officers will continue to work to understand the reasons for the current overspend position and to establish:

- whether the people going into extra care housing are in practice people who would otherwise have been considered for a residential care placement
- what else might need to be provided in extra care to support people with higher level needs to avoid a residential placement
- whether future demographics and anticipated demands on service support any further extra care developments

4. POLICY IMPLICATIONS

4.1 The development of extra care housing as an alternative to residential care is in line with the Building a Better Bromley priority of supporting independence.

5. FINANCIAL IMPLICATIONS

5.1 Current projections from July 2013 estimate the overspend in ECH to be £285k and in residential placements £519k. The full year effect of these overspends for 2014/15 is estimated to be £900k.

Non-Applicable Sections:	Personnel implications Legal implications
Background Documents: (Access via Contact Officer)	ACS07100 The Future of long term care for older people – extra care housing strategy. 12th June 2007 ACS08080 The Future of long term care for older people. 10 th June 2008 ACS10050 Award of contracts for care/support services in new extra care housing scheme. 1 st September 2010 ACS12022 Award of contracts for care/ support services in two new extra care housing schemes. 11 th April 2012 Executive