

Report of Juliet Duke, Service Manager, Older People

Report to Housing Advisory Board

Date: 2 February 2016

Subject: Development of Sheltered Housing Support models with a particular focus on Extra Care Sheltered Housing

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): Otley and Yeadon	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Summary of main issues

1. Leeds City Council has a portfolio of approximately 4200 category 2 sheltered units within 126 schemes across the city. A Category 2 unit is defined as being within a purpose built scheme for older people usually with communal facilities and benefits from a Sheltered Support Officer (SSO) visit, with properties being exempt from the Right to Buy. The schemes are spread across the city, and include 8 multi-storey blocks, 28 'complexes' with integral communal facilities a further 40 with use of a stand-alone community centre and the remainder being dispersed bungalows or flat schemes with no communal facilities.
2. It is projected that by 2020 the number of older people most in need of care and support, mainly aged 75 years plus will increase by around 13%. Leeds City Council has recognized that this demographic shift is likely to result in a change in how we need to develop and continue to deliver services for older people.
3. Housing Leeds is committed to ensuring that its housing provision for older people is of the highest quality. The current sheltered housing support model is standard across all 126 Cat 2 sheltered housing schemes regardless of any environmental factors such as integral communal buildings or those schemes which are only dispersed properties. The sheltered support officer's work in area based teams, each supporting a number of schemes, and are available during normal working hours Monday to Friday. Out of

office hours and weekends incidents and emergencies would be supported through the 24 hour emergency Telecare response centre or 999 emergency services available.

4. A review has commenced to consider the way that support is provided to older people and to look at re-modelling both its sheltered support model and support to older tenants living in general needs properties to meet changing future needs and ageing population of Leeds. This review will be undertaken in conjunction with the review of the Lettings Policy.
5. Research indicates that access to appropriate housing and support has a positive impact on health and social care services costs, providing value for money benefits as well as an improvement in quality of life for the city's older people. The review of Support Models will also consider the costs of the models and how these could be funded either through charging or housing benefit eligibility.
6. The LCC Adult Social Care Strategy - 'Better Lives for Older People' identified the need for approximately 900 units of Extra Care housing by 2020. As part of its role as an enabler in the housing market Leeds City Council will support the construction of an additional 1000 units of extra care housing by 2028 in areas of the city where there is known demand, in the main via private sector investment.
7. In support of this strategy LCC is currently developing its first Extra Care scheme at Wharfedale View, Yeadon, construction has commenced and is expected to be completed in autumn 2016. The scheme will remain in LCC ownership with Housing Leeds providing the housing management service and Adult Social Care procuring the core care service. Wharfedale View has the potential to be a flagship development for the Council in terms of design and signalling commitment to providing excellent quality accommodation for older people across a range of needs.

Recommendations

8. That HAB support and comment on proposals for the development of the flexible support model and Extra Care Sheltered housing.
9. That a further update on proposed support models for older tenants is shared with HAB at a future meeting.

1 Purpose of this report

- 1.1 This report outlines progress being made with developing more flexible support models for older tenants.
- 1.2 In particular it also outlines proposals for management of a new Extra Care sheltered housing scheme in Yeadon.

2 Background information

- 2.1 The formation of Housing Leeds in October 2014 has provided the first opportunity for more than a decade for the older persons housing provision to be reviewed as a whole including learning from best practice across the sector.
- 2.2 There is clear evidence that there is an increasing ageing population therefore a long term strategy is required to ensure that there are suitable council housing options available with flexibility to meet the changing needs and aspirations of older people and to ensure the best use of council housing stock.
- 2.3 It is projected that by 2020 the number of older people most in need of care and support, mainly aged 75 years plus will increase by around 13%. Leeds City Council has recognized that this demographic shift is likely to result in a change in how we need to develop and continue to deliver services for older people. It is projected that over the next 14 to 20 years there will be a rise in over 85 year olds from 4% to 18% (Renew Research 2014). Overall 27% of Council tenants are aged 65 years or over and population projections indicate a 30% increase in the over 75s by 2026. It is essential that Leeds City Council has both a short term and long term strategy to manage effectively its council housing assets to meet this increased demand and tenants support needs.
- 2.4 The current sheltered housing support model is standard across all 126 Cat 2 sheltered housing schemes regardless of any environmental factors such as integral communal buildings or those schemes which are only dispersed properties. A review has commenced to consider the way that support is provided to older people and to look at re-modelling both its sheltered support model and support to older tenants living in general needs properties to meet changing future needs and the ageing population of Leeds. This review will be undertaken in conjunction with the review of the Lettings Policy.
- 2.5 The LCC Adult Social Care Strategy - 'Better Lives for Older People' identified the need for approximately 900 units of Extra Care housing by 2020. As part of its role as an enabler in the housing market Leeds City Council will support the construction of an additional 1000 units of extra care housing by 2028 in areas of the city where there is known demand (latest data supplied in April 2015 by LCC Adult Social Care). The Leeds Vision for Extra Care Housing is to work with private partners to establish extra care homes in neighbourhoods with demonstrated demand and in doing so:
 - support the health and well-being of older people who wish to live independently

- provide an alternative to residential care
- ensure that older people have a wider choice of housing and care options including the provision of person centred care and support
- increase the supply of specialist homes for older people that are for rent, shared ownership and for sale

2.6 The Housing Learning and Improvement Network define extra care housing as 'housing with care primarily for older people where occupants have specific tenure rights to occupy self-contained dwellings and where they have agreements that cover the provision of care, support, domestic, social, community or other services.' There is broad agreement that there is a core set of ingredients that are part of extra care:

- Purpose-built, accessible building design that promotes independent living and supports people to age in place
- Fully self-contained properties where occupants have their own front doors, and tenancies or leases which give them security of tenure and the right to control who enters their home
- Office for use by staff serving the scheme
- Some communal spaces and facilities
- Access to care and support services 24 hours a day
- Community alarms and other assistive technologies
- Safety and security, often built into the design

2.7 To ensure that there is a co-ordinated approach towards provision of housing for older people, an Older People's Housing Strategy for Leeds has been developed. The objective of the strategy is to ensure that there is a mix of accommodation provided to meet needs and choice within tenures with provision for rent and owner occupation. A key aim of the strategy is to meet a wide range of aspirations and needs across a variety of tenures and localised housing markets by ensuring a mix of public and private delivery. The emphasis of the strategy is provision of housing for over 75s, with a particular focus on extra care to address the projected shortfall in this accommodation type.

2.8 The Older People's Housing Prospectus has been produced as one of the key tools to stimulate housing growth in this sector and to promote collaborative working with a wide range of partners to deliver new housing for older people. The prospectus outlines the potential location for and type of accommodation required to meet the needs of older people, along with identified land deemed to be suitable as part of the Unitary Development Plan and Site Allocation Plan.

2.9 Housing Leeds has an important role in ensuring that older tenants are effectively supported and housed to support pressures on Adult Social Care and health budgets. Research demonstrates that extra care is effective in reducing the amount of care or delaying an increase in care combined with an improvement in individual wellbeing. There is a substantial cost saving to the alternative residential / nursing care model (approx. £250 per week for Extra Care and £800+ for residential care).

3 Main issues

3.1 Review of Support Models

- 3.1.1 Housing Leeds has recently reviewed, in consultation with tenants, its core Sheltered Service Offer to put a greater focus on tenants receiving support throughout their tenancy.
- 3.1.2 However, in recognition that more diverse support options are both available and needed to meet changing demand a detailed review of the support models is currently underway.
- 3.1.3 It is essential to undertake this review in line with the review of the Lettings policy. Research has determined that the age criteria for most sheltered properties nationally is 60+, or over 55 with a support or medical need. Alongside the ageing population is the issue of the ever rising state retirement age which will be 66 from 2020 for both men and women. The existing age of 60+ in the Lettings Policy is not reflective of the current retired population and may result in some tenants being successful to a sheltered property who are currently working full time and not in need of sheltered housing support.
- 3.1.4 Progress with the review has outlined that the service could be developed as follows:
- Strengthening the lettings criteria, putting greater emphasis on a need for support
 - Providing a higher level of support in some schemes, particularly complexes with integral communal facilities
 - Consider if some schemes are suitable for Extra Care housing
 - Putting less emphasis on age in some dispersed bungalow schemes, to meet needs of younger people who have support needs
 - Providing 'floating' support to older people who wish to remain in a general needs tenancy
 - Developing 'retirement housing' and 'retirement plus' models which offer retirement communities but with the flexibility to receive support when it's needed.
- 3.1.5 The review of the Support Models will also explore other factors that are reflective to living in sheltered housing, such as building type, access to additional communal and shared facilities including the ability to promote social inclusion and activities where communal rooms are available to tenants.

3.2 Development of Extra Care Housing

- 3.2.1 Housing Leeds is currently developing its first Extra Care housing scheme, using both HRA funding and £1.57m successfully acquired through the Department of Health Care and Specialist Housing Supported Housing Fund.
- 3.2.2 Wharfedale View will have 45 self-contained apartments (18 one bedroom and 27 two bedroom apartments). Each apartment will be self-contained with its own kitchen and wet floor shower room so that residents can live independently but with access to onsite 24/7 emergency support.

- 3.2.3 Additional facilities include multi-use community rooms and restaurant which will be opened up for the local community of older people and friends and family of residents to use. A therapy area and assisted bathing suite will be provided in a spa setting for the use of residents. This is a fully accessible purpose built facility with parking for residents and visitors, mobility scooter store and cycle store. The garden area is fully accessible and raised planters have been included in the design to encourage an active role by residents in maintaining the gardens.
- 3.2.4 The on-site care is in the process of being commissioned by LCC Adult Social Care and will be provided by a domiciliary care provider that is registered with the Care Quality Commission and is rated as 'good'. The provider will be on-site 24/7, 365 days a year to respond to emergencies but to also provide planned 'add-on' support such as assistance to get up on a morning, assist with personal care/washing/bathing and administration of medicine.
- 3.2.5 Additionally, domestic support and personal assessed care will be available to purchase, usually provided by the on-site staff depending on individual choice and can be adapted to reflect the changing needs of a tenant over time.
- 3.2.6 Construction of Wharfedale View has commenced and completion is expected in autumn 2016. The site sits at the bottom of Yeadon High Street with good access to shops, banks and a doctor's surgery.
- 3.2.7 Wharfedale View will remain in LCC ownership with the Council providing housing management and support services in the normal way.
- 3.2.8 35 of the apartments will be for rent from the Council and 10 apartments will be for shared ownership. This is where a person buys a share of their home (for this scheme 75% of the home's value), the remaining share will stay in the ownership of the council.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 A survey was conducted in summer 2015 with tenants living in sheltered housing who had withdrawn from receiving the sheltered support service. The survey highlighted that 95% of tenants would recommend living in Sheltered Housing to others, suggesting that most sheltered tenants are happy where they have chosen to live in their retirement years. 51% of the tenants who responded advised that they were currently independent but suggested that they had moved knowing that the service would be there should their needs change. The responses suggested the need for a more flexible service to meet the changing needs of older people and a varied level of service being required by sheltered tenants.
- 4.1.2 The Voice for Older Leeds Tenants (VOLT) has been established as a strategic tenants group to work with Housing Leeds to understand the needs of local older communities, perform an advisory role on the quality of service delivery in sheltered housing and influence change in future service provision and investment

4.1.3 Early consultation on the review of Support Models has taken place at 6 Sheltered Housing Forums across the city, at a VOLT meeting, a sheltered housing staff forum and at the Housing Leeds Older People's Project Board. Further consultation on the models is planned for the Sheltered Housing Forums in March 2016 followed by reports to VOLT, Older People's Project Board and a further report to HAB.

4.2 Equality and Diversity / Cohesion and Integration

4.2.1 The 'Vision for Leeds' is aimed at reducing the inequalities that still exist. In developing future support models due consideration will be given to promote housing equality and how support will assist older people to live independently in the community.

4.2.2 The review of Support Models will ensure that Housing Leeds will be able to provide a more flexible service to meet the changing needs of older people and a varied level of service to meet their individual requirements.

4.2.3 Nationally older people have identified tackling loneliness and social isolation as a priority. Housing Leeds are committed to working with our most vulnerable tenants and statutory and community partners to build cohesive communities and improve social inclusion. The proposals contained within the report will have a positive impact on the wellbeing of older people as the new support models and Extra Care scheme will address social isolation issues and increase the opportunity for independent living, particularly through Sheltered Support Officers being more proactive in facilitating stimulating activities at schemes.

4.2.4 Improved and flexible support also fits within the duties under the Care Act (2014) to improve older people's independence and well-being and prevent the need for increasing care and support.

4.3 Council policies and Best Council Plan

4.3.1 The review of support models and provision of Extra Care tie in closely with Best Council Plan 2013-2017 by providing housing as the city grows and through supporting the delivery of the Better Lives programme - helping local people with care and support needs to enjoy better lives. With a focus on:

- helping people to stay living at home
- joining up health and social care services
- creating the right housing, care and support

4.3.2 The Council's Better Lives Programme established in 2011 aims to improve the lives of older people through its three key themes of integration, enterprise and specialist housing with care. Of particular relevance here is the strategy to support older people who wish to live in the community for longer by promoting choice in the way that their care is delivered. This has included a reduction in the number of LCC owned and operated residential care homes balanced by an increase in the supply of specialist housing for older people.

4.3.3 The proposals also support one of the Council's key breakthrough projects of 'Making Leeds the best place to grow old'.

4.3.4 The details contained within this report will contribute to the following best city outcomes:

- Be safe and feel safe
- Enjoy happy healthy and active lives
- Live with dignity and stay independent for as long as possible
- Live in decent, affordable homes within clean and well cared for places

4.4 Resources and value for money

4.4.1 It is clear that supporting older people who wish to live independently throughout their tenancy is an effective way to reduce the amount of care required or delaying an increase in care combined with an improvement in individual wellbeing.

4.4.2 Research indicates that access to extra care housing has a positive impact on health and social care services costs, providing value for money benefits as well as an improvement in quality of life for the city's older people. There is a substantial cost saving to the alternative residential / nursing care model (approx. £250 per week for Extra Care and £800+ for residential care). The delivery of additional housing units specifically for older people can also assist in freeing up larger family homes by encouraging downsizing and facilitate a more effective use of the existing housing stock.

4.4.3 Evidence from a series of studies by the Housing Learning and Improvement Network is beginning to build an evidence base on the potential cost savings of extra care compared with residential care. Evidence is also beginning to emerge about potential cost savings to the health economy. For example, research found that the falls rate in extra care housing was 31%, whilst the fall rate in a matched sample drawn from a community survey was 49%. The same study also found that residence in extra care housing is associated with a reduced level of expected nights spent in hospital than may be expected in an equivalent population living in the community. This translates to a lower level of hospitalisation for older extra care residents, with estimated hospitalisation of 4.8 nights per year per person among those aged 80+ compared to 5.8 nights for those matched and living in the community. The financial impact of a lower incidence of hospitalisation show that the savings in terms of hospital beds could reach up to £512 per person.

4.4.4 The review of Support Models will consider the costs of the models and how these could be funded either through charging or housing benefit eligibility.

4.5 Legal Implications, Access to Information and Call In

4.5.1 The Care Act (2014) has brought together previous legislation and put new duties and responsibilities on local authorities to improve older people's independence and well-being and prevent the need for increasing care and support.

4.5.2 The proposals contained within this report are not eligible for call in.

4.5.3 There is no exempt or confidential information contained in this report.

4.6 Risk Management

4.6.1 If Support Models are not reviewed there is a risk that sheltered housing will not be let to older tenants in most need and that tenants living in dispersed or general needs housing will not receive the support they require.

4.6.2 There is a risk of not selling all shared ownership properties, however, if the Council could demonstrate to the Homes and Communities Agency that it had made appropriate attempts to sell the properties they could be offered for rent.

5 Conclusions

5.1 Through the review of Support Models it is intended that a wider range of support options and choice are available to support older tenants, which are more flexible and allow Housing Leeds tenants to access and receive additional support without necessarily having to move from their homes.

5.2 It is essential that older people have access to a range of housing options appropriate to their stage in life and level of dependency.

5.3 Wharfedale View is in support of the Council's cross departmental Older People's Housing and Care project and brings together a co-ordinated response between Adult Social Care, Environment and Housing and City Development for Extra Care housing provision for older people.

5.4 Wharfedale View has the potential to be a flagship development for the Council in terms of design and signalling commitment to providing excellent quality accommodation for older people across a range of needs. The scheme will increase the variety, quality and number of specialist homes available, including for sale or shared ownership; support the supply of well-designed, affordable schemes; contribute to the development of new and innovative housing offers; improve supply across the wider market; improve joined-up working at a local level between Housing Leeds, Adult Social Care, health professionals and a care provider.

6 Recommendations

6.1 That HAB support and comment on proposals for the development of the flexible support model and Extra Care Sheltered housing.

6.2 That the revised Support Models for older tenants are shared with HAB at a future meeting.

7 Background documents¹

7.1

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.