

2018 - 2025

Nottinghamshire Older Persons' Housing with Care Strategy



Older Persons' Housing with Care Strategy for Nottinghamshire: 2018 - 2025

Executive Summary

The UK has an ageing population. By 2040 nearly a quarter of people will be 65 years of age or over. Housing plays a vital role in supporting people to maintain good health, independence and improve quality of life. The housing needs of older people are therefore linked to the general challenge of meeting social care needs.

The Council's 'Your Nottinghamshire, Your Future' Plan 2017-2021 and the Council's Adult Social Care Strategy set out a strong commitment to ensuring older adults are able to live as independently as possible, helping people to help themselves.

The Council's aspiration is for older adults to remain living in their own homes and avoid any unnecessary moves wherever possible. The Council can help people to access a wide range of services to enable people to remain independent in their own homes, whilst having their care and support needs met. Where support is required, the purpose of the support will be to restore, maintain or enhance people's independence, helping them to live as settled and fulfilled a life as possible.

For anyone with long-term social care needs which can't be met with a combination of personal care and assistive technology in their original home, the Council will commission 'housing with care' to avoid the need for people to move unnecessarily into residential care.

'Housing with care' schemes are defined as offering older people the privacy of their own self-contained home and security of tenancy or ownership rights, within a community setting¹ which provides readily accessible personal care support.

'Housing with care' and 'extra care housing' are terms that are often used interchangeably. In Nottinghamshire the Council has chosen to use the broader term 'housing with care' for this strategy because it better reflects the wide range of possible schemes and models that can deliver its objectives. This includes the desire to encourage mixed tenure schemes of housing with care units including options to fully and partly buy as well as rent, in order to provide a range of tenure choices to meet the wide variety of preferences and circumstances among older people in the County.

The Council recognises that the design and operation of housing with care schemes vary in their intention and ability to meet different types and levels

¹ Joseph Roundtree Foundation May 2013

of care needs, with some providers having successfully supported residents with advanced stages of dementia and residents with chronic health conditions to end of life.

Nationally, housing with care models are accepted as providing a supportive environment to maximise an individual's independence, as well as being cost-effective alternatives to residential care. This strategy sets out the Council's ambition for nomination rights to 1,015 new housing with care places to be created across Nottinghamshire by 2025 in order to reduce reliance on residential care for those eligible for social care support.

The County Council is responsible for the provision of social care across Nottinghamshire. It is not a housing authority and therefore needs to work with Housing Providers who will provide the accommodation to create the required new housing with care places for older people. Section six of this strategy sets out a number of possible future delivery options for the development of new housing with care places for Nottinghamshire. The Council will work with the full range of potential partners and utilise a variety of options as appropriate to deliver the required new housing with care places, assessing the business case for each new housing with care scheme on its own merits. Nottinghamshire County Council will also continue to work collaboratively with District and Borough Councils to ensure new housing with care developments align with local housing plans and assessed housing need.

As set out in section six of this strategy, a single approach to the delivery of new housing with care schemes cannot be specified or costed in detail for all future schemes, since each will be tailored to particular circumstances around local demand and the negotiated requirements of the different sets of partners. There are, however, some consistent principles and elements that the Council will seek from each scheme and partnership:

- design specifications to ensure all new housing with care accommodation created is built to the same standard including accessibility in accordance with the Lifetime Homes standards and design that follows the principles of creating aspirational housing for older people as described in the HAPPI² series of national reports.
- an agreed number of nomination units for people eligible for social care within new schemes. The Council would expect to have nomination rights for a minimum of 15 units in each new scheme subject to the location and size of each scheme
- a 24/7 domiciliary CQC (Care Quality Commission) registered care team dedicated to each scheme which delivers both planned care and a rapid response to any urgent care needs as a means of providing

² HAPPI: 'Housing our Aging Population Panel for Innovation', Homes and Communities Agency

the support and reassurance of a flexible care service. This will be arranged by the Council via its contracted local domiciliary care provider.

- The Council will seek to work with partners to fully utilise available capital grants to develop housing with care schemes. The Council will seek to minimise any requirement to borrow capital funds.
- The Council will consider use of its own land on negotiated terms where a County Council-owned site is located within an area of demand for housing with care.

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Section One - Understanding Housing with Care

If an older person's care needs mean that they can no longer remain in their original home, then housing with care is a nationally recognised alternative to residential care.

National research, such as reports by the national Housing Learning and Improvement Network (Housing LIN), shows that people have better health and wellbeing outcomes in housing with care than in residential care, by retaining their independent living skills and levels of activity, including social interaction.

Housing with care can be suitable for people with dementia and can enable couples to stay living together. Wherever possible people are supported in housing with care through to the end of their lives. Housing with care schemes in Nottinghamshire have the following core characteristics:

- Each person has their own home with a front door and completely self-contained private accommodation;
- There is a 24/7 care team assigned to each scheme which delivers planned care as well as a rapid response to any urgent care needs as a means of providing the support and reassurance of a flexible care service
- There are accessible communal facilities and activities, which help to prevent social isolation and promote mental and emotional wellbeing.

In housing with care, individuals live in their own apartment, bungalow or house as part of a wider housing scheme. Unlike residential care, the older people living in housing with care are tenants or owner-occupiers, responsible for their accommodation and other living costs including food and utilities. The housing provider is responsible for maintaining the onsite communal facilities and for providing housing related support to residents.

For people who have eligible social care needs, the County Council arranges and funds domiciliary care delivered to them in their own homes within each housing with care scheme. This care will be provided by a homecare company registered to provide personal care with the Care Quality Commission (CQC).

It is important that the housing with care building and environment are specifically designed to meet the care needs of older people in order to support increased independence and safer mobility for individuals in their homes. This includes for example, providing specialist features such as level access showers in order to maximise independence and reduce the risk of falls. The combination of lifelines and the dedicated care team provides quick responses to day and night time care needs and emergencies.

Housing with care provides an alternative to residential care for older people who want to live in their own home but who have fairly high care needs and therefore need a flexible and responsive personal care and support service to be able to remain living as independently as possible.

There is an increasing awareness of the benefits of people of different ages living together in a community. Whilst housing with care schemes are usually intended for older adults, where people's needs can be met together appropriately, adults under the age of 65 years with lifelong disabilities might also live in housing with care schemes.

In addition, the Council will work with housing providers and health partners to maximise the wider benefits of new housing with care schemes, including, for example, the use of some units for short term community-based re-ablement and where appropriate, the involvement of non-residents in social and wellbeing activities to help build resilience within the local community surrounding the scheme.

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Section Two - The County Council's Strategic Intentions

The Council Plan 2017-2021 sets out the Council's commitment to support independent living and enable people to remain living in their own original homes as long as possible. As part of the work to achieve this, for those who are eligible for social care support, the Council will explore options for better co-ordinating and making use of a combination of Assistive Technology and existing domiciliary care that is already provided on an individual basis to people living either in their own original homes or in general needs sheltered housing schemes. The aim is to identify cost effective options that avoid the need for people to move unnecessarily and enable them to remain at home for the maximum length of time possible. At the point that a person's needs require higher levels of support than can be met through a combination of domiciliary care visits and technology, housing with care can provide an alternative to residential care. Wherever possible and appropriate, individuals are supported to remain living in housing with care schemes for the rest of their lives. The different types of support available are shown over page.

Housing with care is also an effective means of the Council meeting its duties under the Care Act. From a national perspective, the Care Act 2014 places a duty on local authorities to co-operate with partners to ensure that care and support is delivered in an integrated way. The Care Act is clear that housing is a health and social care related service as it plays a vital role in supporting people to maintain good health, independence and improve quality of life. Housing with care plays an important part in helping the Council to meet its duties under the Care Act:

- in terms of promoting wellbeing, the Care Act makes reference to suitable accommodation for older adults as part of the duty of promoting wellbeing, and the concept of 'independent living' as a core part of the wellbeing principle.
- in terms of prevention, the Act states that housing must be considered as part of an assessment process that may prevent, reduce or delay adults' social care needs – and that care and support should be delivered in an integrated way, in cooperation with partner bodies, including housing.
- in terms of provision of choice, the Act requires local authorities to have regard to the need to ensure that sufficient services are available to meet the needs for care and support of adults and carers. It also requires that there exists a diverse and efficient market with a 'variety of high quality services to choose from'. Increasing the availability of specialised housing with care will enable older people to have the choice of housing that is more suited to their needs, thereby reducing the risk for them of needing to go into care homes or hospitals

Overview of different types of personal care support available to older adults:



Section Three - What older people in Nottinghamshire think about housing with care

The aspirations of older people are changing. National evidence shows that older people prefer to remain as independent as possible and to retain their own front door for as long as they can.

Between 2012 & 2019 the Council will have developed seven new Extra Care housing with care schemes, informed by an initial county-wide consultation exercise.

For the next phase of housing with care developments, the Council will draw on national research about what good practice looks like for housing with care, informed by the experiences of the older adults living in the current Nottinghamshire schemes:

"Making sure my parents kept their independence was really important to all of us. They wanted to carry on living in their own home for as long as possible. Now in their Extra Care apartment they have freedom and privacy, but also support and help whenever they need it. It really is the best of both worlds."

Resident from Hilton Grange Extra Care scheme, Rushcliffe

"Mum likes it here because she's getting care when she needs it day or night yet still has her own independence, knowing that the flat is her home"

Relative of resident from St Andrew's House Extra Care scheme, Gedling

The Council will work with key partners such as District and Borough Councils to ensure developments align with local housing plans and assessed housing need.

The Council will also work with Health partners to ensure that the preventative benefits of new housing with care are realised and that the necessary health resources are engaged with the delivery and operation of each scheme (for example GPs).

In addition, there will also be local consultation for the new schemes to be developed as a result of this strategy.

Section Four - Needs assessment for Housing with Care

The Office for National Statistics (ONS), forecasts the number of over 65s in the UK rising by more than 40% by the mid-2030s to over 16 million. For Nottinghamshire, the forecast is even higher – a 42% rise by 2035. This means that over the 10 years between 2015 and 2025 there will be an additional 32,000 older people living in Nottinghamshire.

In addition to increasing numbers of people living longer into old age, there is also an increase in the number of years older adults spend living with complex care needs. Nationally, the number of people who are diagnosed with dementia is set to increase by 35% by 2025.

Recent national research has highlighted that as life expectancy increases, an additional 71,000 residential care home places will be required nationally by 2025 *unless* other alternative services are put in place to provide 24/7 access to support. An increase in the amount of housing with care available across Nottinghamshire will therefore help to avoid unnecessary admissions to residential care. Given these 'population need' projections and social care budget pressures, other councils have already planned to significantly increase their provision of housing with care. The Council has analysed the data for Nottinghamshire, informed by a nationally established and recognised analysis tool, to predict the need for specialist housing provision, assess the future demand by different types of tenure and prioritise areas for investment and development.

Analysis projects an estimated minimum of 2,030 additional units of housing with care will be required across Nottinghamshire by 2025. The Council is not, however, the only provider of such schemes, for example, private housing developers offer a range of retirement options for people to buy. The assumption has therefore been made based on current provision, that 50% of this total demand will be for nomination units for people with care and support needs for whom the Council is required to fund care and support i.e. 1,015 new housing with care nomination places by 2025 for use by the County Council. The needs analysis will be subject to review as new relevant data becomes available.

The Council will use its place shaping role to facilitate and support the development of the wider provision and market as part of implementing this strategy. The Council is committed to working in partnership with a range of potential agencies in order to increase mixed tenure provision of housing with care. This will be accessible and appropriate to the diverse needs and circumstances of older people living in Nottinghamshire.

As shown below and as set out in Appendix A, the County Council will have 242 housing with care places for older adults by 2019. Based on the analysis set out in appendix B, the County Council is seeking nomination rights to a total of 1,015 additional housing with care places by 2025.

| | Existing housing with care places / those places already in development as at Dec 2017 | Total number of new housing with care places required by 2025 <i>less the existing places/ those already in development as shown in the left hand column</i> |
|-------------------|---|--|
| Ashfield | 10 | 170 |
| Bassetlaw | 56 | 130 |
| Broxtowe | 0 | 173 |
| Gedling | 15 | 164 |
| Mansfield | 46 | 104 |
| Newark & Sherwood | 78 | 118 |
| Rushcliffe | 37 | 156 |
| TOTAL | 242 | 1015 |

The map in Appendix B gives an indicative guide as to where the Council envisages needing new housing with care nomination places by 2025. However the exact sizes and locations of new schemes will be informed by discussions with the housing authorities and by compliant procurement processes.

Section Five - The financial case for Housing with Care

National research by Professor John Bolton has recognised the importance of getting the right housing model in which to meet people's care needs and specifically identified having a 'reasonable volume of Extra Care/Supported Housing' as part of an overall framework to help a social care authority to make the best use of its resources through a strategic shift towards prevention and early intervention.

The County Council's original Business Case for Extra Care, as developed in 2013/14, showed Extra Care on average as being between £44 to £94 per week, per person, less expensive than a place in a residential care home. The figure varies due to the differing individual costs of each scheme.

A refreshed evaluation of potential savings carried out by the Council's Finance Team in November 2017 confirms that for the county as a whole, Extra Care is now on average between £49 to £91 per person per week less expensive than residential care.

The business case indicates further savings can be made through providing additional units of housing with care.

The costs of each individual scheme will differ in relation, for example, to the size of the scheme. The Council will therefore consider the business case for each potential opportunity on its own merits, through the relevant governance process.

As part of the business plan for each new scheme, the Council will also consider whether contribution of Council resources would be appropriate. This may be in a variety of forms, such as for example, through granting a lease of land for the development of a scheme. The aim is to deliver the new housing with care schemes without the need for Nottinghamshire County Council to incur additional costs through needing to borrow capital funding.

Section Six – Options for creating new Housing with Care and next steps

In developing this strategy, Nottinghamshire County Council has drawn upon other local authorities' experiences and the factors that they identified that made their approaches and models most successful. Other councils do not tend to rely solely on one model. The best approaches change over time and are affected by multiple factors, including, the wider economy, public sector funding and the availability of capital grants.

Many local authorities have successfully developed additional housing with care through a process of identifying suitable County or District Council land as part of wider planning developments and then seeking housing providers to build and manage the schemes. They usually have a mixture of different tenure options with units for part/full ownership, as well as rented units. Derbyshire has also developed some multi use buildings that provide other types of care and support in the same building, for example, daytime and specialist care services. North Yorkshire already had nineteen operational schemes in 2015 when it appointed six partners under an Extra Care Housing Framework to deliver further schemes across the county.

Rather than relying on one single option the Council seeks a mixed model approach to both tenure and models for developing the schemes. Schemes will have accessible communal facilities and activities which help to prevent social isolation and promote mental and emotional wellbeing. The Council may also seek to develop some multi-purpose buildings that provide other care and support services alongside housing with care.

The Council will consider use of its own land on negotiated terms where a council-owned plot coincides with an area of demand for housing with care.

The Council will undertake initial soft market testing and use that information to develop partnerships and/or follow due process to contract with potential partners to develop the required housing with care places, with detailed proposals for schemes bought to ASC&PH Committee for approval.

The schemes may include the following options:

- **Use of existing high quality sheltered housing schemes**
Some of the current older adults sheltered housing schemes have been designed and built to a high standard. Where such schemes exist and the housing providers seek to work with the Council, there would be consultation with the existing tenants regarding whether these schemes have the potential for development as housing with care. Options will include exploring how to better use and co-ordinate

existing domiciliary care already provided to any individuals living in the schemes and/or the provision of a 24/7 care service for the scheme, in order to provide a mixture of planned and rapid response care.

- **Remodelling of older sheltered housing schemes**

As part of their asset management plans for existing stock housing providers may wish to propose remodelling existing buildings into housing with care schemes in the required locations.

- **Working with Housing Providers and Private Developers**

Housing providers and private developers may wish to submit proposals to build and manage the schemes. They also often have, or acquire, sites which could be suitable for the development of housing with care. The Council will develop appropriate contractual arrangements to enable developers to bring such opportunities forward to the Council as proposals for potential new housing with care schemes.

- **Working with District and Borough Councils**

The Council has an established housing with care delivery model which has already worked successfully with District and Borough Councils to deliver new housing with care schemes. This approach has also been successful in drawing down national capital grant funding from the Homes & Communities Agency. The Council will continue to work with the District Councils and other partners to plan to meet the agreed demand requirements for older adults housing with care and to ensure that the strategic plans of all Councils are aligned.

Next steps

The Council is seeking to double its current older adults housing with care capacity to provide up to a total of 500 nomination units by 2021, as well achieving its overarching ambition of 1,015 additional housing with care nomination units by 2025 as an alternative to residential care.

To achieve this the Council will develop a county-wide housing with care delivery plan in partnership with the District Councils and other key stakeholders. Housing providers and developers across local authorities, registered social landlords and potential private investors will be engaged in the discussions about what new developments or remodelling of existing stock is possible. Consultation will be undertaken with local citizens on the draft plan for creation of new schemes.

Appendix A

Existing housing with care available to Notts County Council and new developments underway as at Dec 2017

| Scheme Name | Housing with care places | Assessment beds located within schemes | Status | District |
|---|---|--|-------------|------------|
| Darlison Court | 10 | | Open | Ashfield |
| Abbey Grove Currently 12 at Larwood House, rising to 37 in Spring 2019 when the Extra Care scheme transfers over to the new Abbey Grove building | 37 | | 2019 | Bassetlaw |
| Westmorland House | 19 | | Open | Bassetlaw |
| St Andrews House | 15 | | Open | Gedling |
| Poppy Fields | 36 | 12 | Open | Mansfield |
| Town View | 10 | | 2018 | Mansfield |
| Bilsthorpe Bungalows | 9 | | Open | Newark |
| Gladstone House | 32 | 8 | Spring 2018 | Newark |
| Moorfield Court | 15 | | Open | Newark |
| Vale View | 22 | | Open | Newark |
| Cricketers Court | 12 | | Open | Rushcliffe |
| Hilton Grange | 18 | | Open | Rushcliffe |
| Spring Meadow | 7 | | Open | Rushcliffe |
| TOTAL | 242 (currently 175, rising to 242 once Gladstone House, Abbey Grove and Town View open) | 20 | | |

Appendix B

Overview re housing with care needed in Notts by 2025

| | Existing housing with care places / those places already in development as at Dec 2017 | +75 years popn by 2025 | Places required based on 50% of 25 per 1,000 of older adults over 75s popn | Total number of new housing with care nomination rights (Less existing places/ those already in development as at Dec 2017) |
|-------------------|--|------------------------|--|--|
| Ashfield | 10 | 14,400 | 180 | 170 |
| Bassetlaw | 56 | 14,900 | 186 | 130 |
| Broxtowe | 0 | 13,800 | 173 | 173 |
| Gedling | 15 | 14,300 | 179 | 164 |
| Mansfield | 46 | 12,000 | 150 | 104 |
| Newark & Sherwood | 78 | 15,700 | 196 | 118 |
| Rushcliffe | 37 | 15,400 | 193 | 156 |
| TOTAL | 242 | | | 1015 |

The Council is not the sole provider of the total predicted demand of 2,030 new units. The assumption based on current market share is that the Council require 50% of the new demand to be available to it for nominations. The other half being provided by other organisations including Housing Authority partners, Housing providers and private developers. According to the analysis the Council will therefore need an additional 1,015 housing with care nomination places by 2025 to meet the expected growth in the older adults population.

Projected additional Housing with Care (HC) need by 2025

Status of scheme

- Existing schemes
- Schemes in development
- Possible future schemes

| Mansfield | | HC Places |
|-----------|-----------|------------|
| 1 | Mansfield | 70* |
| 2 | Warsop | 35 |
| | | 105 |

* Possibly two schemes

| Ashfield | | HC Places |
|----------|----------|------------|
| 1 | Kirkby | 45 |
| 2 | Sutton | 90* |
| 3 | Hucknall | 40 |
| | | 175 |

* Possibly two schemes

| Broxtowe | | HC Places |
|----------|-----------|------------|
| 1 | Beeston | 45 |
| 2 | Bramcote | 45 |
| 3 | Eastwood | 40 |
| 4 | Kimberley | 40 |
| | | 170 |

Exact number and size of schemes will depend on outcomes of commercial engagement.

| Bassetlaw | | HC Places |
|-----------|----------------------|------------|
| 1 | Retford | 45 |
| 2 | Worksop | 45 |
| 3 | Carlton -in-Lindrick | 40 |
| | | 130 |

| Newark & S | | HC Places |
|------------|-----------|------------|
| 1 | Newark | 40 |
| 2 | Olfernton | 40 |
| 3 | Southwell | 40 |
| | | 120 |

| Gedling | | HC Places |
|---------|-------------|------------|
| 1 | Carlton | 40 |
| 2 | Arnold | 40 |
| 3 | Woodborough | 40 |
| 4 | Ravershead | 40 |
| | | 160 |

| Rushcliffe | | HC Places |
|------------|----------------|------------|
| 1 | East Leake | 40 |
| 2 | West Bridgford | 40 |
| 3 | Bingham | 40 |
| 4 | Keyworth | 40 |
| | | 160 |

Forecast density of HC need



Units = people with HC needs by ward, using half of the 25 per 1,000 over 75s calculation

Contains Ordnance Survey data
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