

Meeting: Housing Committee

Date: 19th November 2018

Wards Affected: All

Report Title: Extra Care Housing needs assessment and strategy development

Is the decision a key decision? No

When does the decision need to be implemented?

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1. Proposal and Introduction

- 1.1 This Report seeks to inform members and gain support for development of an Extra Care Housing Strategy. It outlines demand assessment work that the Council is carrying out currently to develop an evidence base and understanding of the aspirations of people for housing and care in later life. It is intended that the demand assessment research will inform development of a cross-tenure Extra Care Housing Strategy and Supplementary Planning Document on older peoples housing.
- 1.2 The Council faces significant increases in the proportion of the local population who are elderly and frail. In order to provide appropriate housing opportunities and reduce the burden of expenditure on residential care placements, the Council is exploring alternative housing provision for people who require specialist housing with on-site care. The majority of households in Torbay are owner occupiers but currently Extra Care Housing (ECH) provision in the Bay is all affordable housing, either rented or shared ownership. To meet future needs the Council needs to understand the demand/need for alternative housing with care from across tenures and be in a position to stimulate development of both appropriate market sector provision and affordable models.
- 1.3 To this end we have secured funding through the Improved Better Care Fund and the Local Government Housing Advisers programme to employ consultants to carry out demand assessment research.

1.4 Outcomes:

The demand assessment research will provide an evidence base for development of a cross tenure Extra Care Housing Strategy including design guidance for

developers and a Supplementary Planning Document (SDP) on older peoples housing. The Strategy will provide a framework for future site selection and procurement of partners for development of new ECH provision.

2. Reason for Proposal and associated financial benefits/commitments

- 2.1 Torbay has a higher percentage of both men and women aged 60 and over and a lower percentage of the population in the younger age groups compared with England. Population projections suggest the number of people aged over 65 in Torbay will increase by almost 10,000 by 2030. The largest increase is expected in those aged 80 to 84, which is expected to see an increase of some 3,000, or a 62% increase on the current number. Populations aged 85 and over are expected to increase by over 50% by 2030. These demographic trends are expected to increase demand on care and support services.
- 2.2 Torbay Council has responsibility to provide social care for adults who, by reason of age, illness, disability, pregnancy, childbirth, dependence on alcohol or drugs, or any other similar circumstances, are in need of such care or other assistance. Individuals who are unable to manage unaided at home may be placed into residential care. Residential placements are costly to the authority and do not necessarily provide the most appropriate form of care/support or level of independence for people. The 'New Model of Care' in Torbay is intended to divert people from 'bed based care', by delivering services closer to home with the understanding that 'your own bed is the best bed'.
- 2.3 Extra Care Housing (ECH) combines individual self-contained accommodation with care and support to maximise the independence of older people and other vulnerable people; this includes younger people with long term conditions requiring regular high levels of care and/or support. Some models of ECH cater for specialist needs such as dementia or include 'step down' from hospital to aid hospital discharge. In some cases ECH is seen as a community hub with other people in the community making use of the facilities, therefore increasing social integration of residents and making on-site facilities, such as restaurants, more financially viable. The housing costs of the scheme cover a basic on-site care presence, additional care is provided through personal care packages bespoke to the individual resident. ECH has potential to offer more suitable accommodation for people with support and care needs, whilst also making savings to health care costs for hospital admissions and residential care.
- 2.4 Research suggests that older Extra Care residents can benefit from improvements in depression, memory and autobiographical memory when compared to those living in other settings. It also suggests that abilities to carry out daily living functions and social functions decline less with age for those in Extra Care housing (Holland et al, 2015).
- 2.5 Initial analysis of placements into residential care in Torbay suggest a significant proportion (39%) could have been placed into ECH had it been available. Analysis of the costs of residential care placements as compared to placement into ECH in Torbay suggests that significant savings may be made to the net costs of providing suitable housing and care – see Appendix 1. There may also be reductions in the individual resident's contribution. This is partly because the housing costs of rental may be met through the benefit system where the individual is entitled to state

support and subsidy for the capital cost of development of affordable ECH schemes is available through Homes England Specialised Housing with Care and Support funding.

3. Recommendation(s) / Proposed Decision

That members note and approve the work currently underway on ECH demand assessment and the development of the Extra Care Housing Strategy to provide a framework and design guidance to inform the business case for specific ECH sites/schemes.

Appendices

Appendix 1.

Summary of cost information on package of care costs and Extra Care Housing in Torbay

1. A desktop exercise took place of 102 people entering long term residential care between April and October 2018; judgements were made as to whether they would have been suitable for Extra Care Housing rather than residential care had it been available. The 95 where a judgement was made are shown in Fig 1. below. There were seven people with insufficient evidence to make a judgement. 39% of the 95 adults were deemed suitable for Extra Care Housing.

Fig 1. Adults entering residential care April-October 2018 where a judgement was made as to whether they could have been suitable for Extra Care Housing

Adults where a judgement was made	Suitable for Extra Care Housing	Not suitable for Extra Care Housing	Total
Number of adults	37	58	95
% of adults	39%	61%	

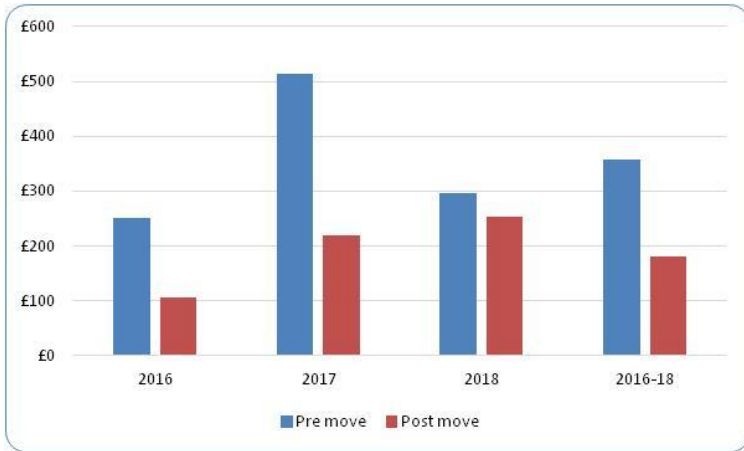
2. The data below shows an average saving over the three years of £9137 p.a. for placements into ECH as opposed to residential care. The mean number of placements into residential care over the three years is 16 with an average cost per placement of £290,633 p.a., totalling £4,650,128. The evidence below suggests that this could have been reduced by £1,813,549 p.a. if placements into ECH were available.
3. The charts below illustrate the calculated savings of placements into ECH as opposed to residential care for the past three years, with some commentary on the reduced savings indicated for the current year.

Fig1: Number of clients who moved into Extra Care Housing

Year	2016	2017	2018
Number	19	17	11

N.B. 2018 is not a full year

Fig2: Average net weekly package of care cost per client before and after they moved to Extra Care Housing

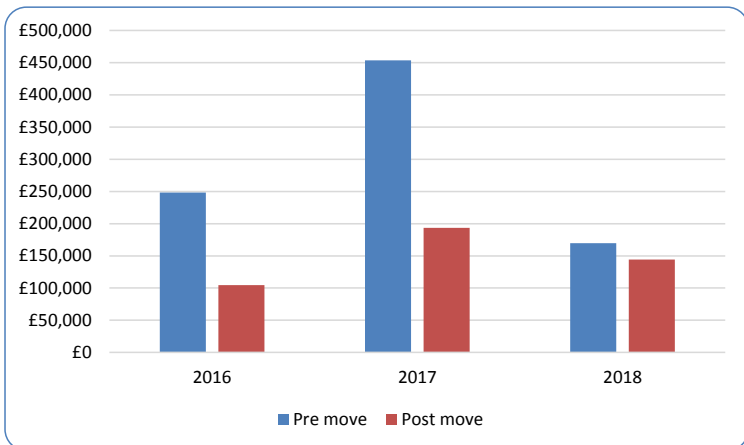


	2016	2017	2018	2016-18
Pre move	£251	£513	£297	£357
Post move	£106	£219	£252	£181

Fig2 shows an average weekly cost per client, taking into account any client contribution, before and after their move to Extra Care Housing.

N.B. 2018 is not a full year

Fig3: Net full year equivalent package of care costs before and after clients moved to Extra Care Housing, of all clients summed



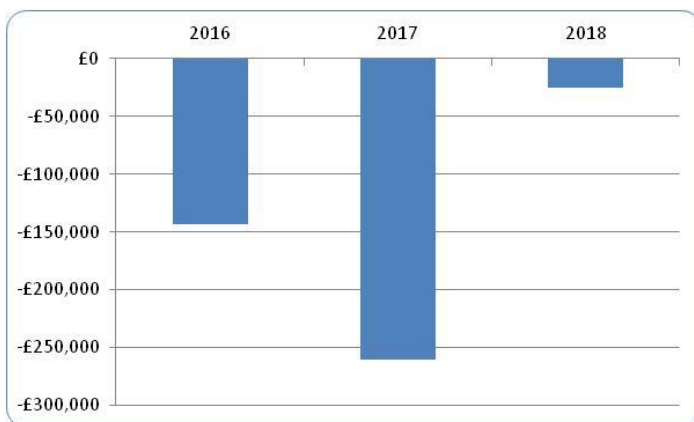
	2016	2017	2018
Pre move	£248,216	£453,851	£169,831
Post move	£104,638	£193,447	£144,367

Full year

equivalent is the weekly costs of all clients multiplied by 52. Fig3 is all clients summed, taking into account any client contribution.

N.B. 2018 is not a full year of data.

Fig4: Net full year equivalent package of care cost difference after moving to Extra Care Housing, of all clients summed



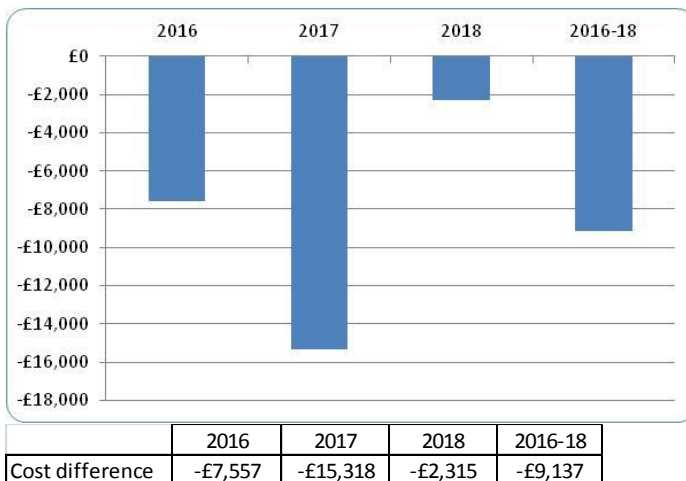
	2016	2017	2018
Cost difference	-£143,578	-£260,404	-£25,464

Full year equivalent multiplies the cost difference by 52

Fig4 shows difference in cost between clients' package of care before and after they moved to Extra Care Housing, taking into account any client contribution.

N.B. 2018 is not a full year.

Fig5: Average net full year equivalent package of care cost difference per client after moving to Extra Care Housing



by 52. Full year equivalent multiplies the cost difference

Fig5 is the average difference in package of care costs per client before and after they moved to Extra Care Housing, taking into account any client contribution.

N.B. 2018 is not a full year of data

Commentary

In some cases where costs have increased these were planned moves to avoid carer / family breakdown, where older carers were delivering high levels of informal care. In such cases, if ECH were not available and the care arrangements break down, or the carer dies, it is likely the person would be placed in residential care due to lack of ADL skills and risks.

In contrast, higher individual savings are demonstrated for people moving out of residential care who had been placed there because there was no alternative at that time and they were not safe living more independently.