

Report subject	<b>Extra Care Housing Strategy</b>
Meeting date	1 September 2021
Status	Public
Executive summary	This commissioning strategy sets out the future approach and intentions of Bournemouth, Christchurch and Poole Council (BCP Council) and NHS Dorset Clinical Commissioning Group (CCG) with regard to the commissioning of extra-care housing provision. It follows on from an in-depth review of extra-care provision and commissioning carried out in 2021 and builds upon the vision and aims set out in the Market Position Statement issued in 2021
Recommendations	<p><b>It is RECOMMENDED that:</b></p> <ul style="list-style-type: none"> <li><b>(a) Cabinet approve the Extra Care Housing Strategy; and</b></li> <li><b>(b) Cabinet authorise the Director of Commissioning working with the Urban Regeneration Company on the identification and development of suitable sites for extra care housing schemes.</b></li> </ul>
Reason for recommendations	<p>Ensuring a diverse, vibrant, sustainable and quality market for Adult Social Care is a key duty for all local authorities under market shaping requirements of the Care Act 2014. This commissioning strategy supports meeting that duty in respect of extra care housing.</p> <p>The development extra-care housing in Bournemouth, Christchurch and Poole is a necessary measure to deliver on the Council's commitments to both promote greater independence and to reduce the numbers of people entering residential care. There are a variety of shapes that extra-care housing provision can take and BCP Council needs to ensure that it has a good range and span of schemes and options.</p>

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Wards	Council-wide
Classification	For Recommendation

## Background

1. The Care Act (2014) introduced new duties for local authorities to facilitate and shape a diverse, sustainable and quality adult social care market, emphasising that local authorities have a responsibility for promoting the wellbeing of the whole local population, not just those whose care and support they currently fund.
2. Responding to this duty can involve market oversight, which aims to understand the local care market; contingency planning, providing a robust response in the event of provider failure in order to minimise the impact on people using the service; and Market shaping which is activity to enable choice for people who might need services and to ensure that the care market as a whole remains vibrant and stable.
3. As part of the market shaping element, the Council and NHS Dorset Clinical Commissioning Group need to ensure the range of services available can meet the diverse needs of our communities, from low level preventative services within communities through to 24 hour care and support in a care home setting. This strategy focuses on extra-care housing for vulnerable adults and older people.
4. With support from the Local Government Association, the Institute of Public Care (IPC) was engaged to support the development of the Bournemouth, Christchurch and Poole Extra Care Housing Commissioning Strategy for Vulnerable Adults and Older People.

## Context

5. Nationally, BCP Council placed a higher proportion of older people into a care home setting during 2019 - 2020 when compared to many other authorities, although the number decreased significantly in the last year during the Covid pandemic and the continued reduction in new admissions to care homes is one of the strategic objectives within BCP Adult Care Strategy.
6. Extra-care housing can provide a viable alternative to some levels of care home provision. It is 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.
7. However, extra-care housing can be for people of all types and ages of people and needs. It tends towards accommodating older people, but this is not as pronounced

as with care homes. There is significant scope for developing extra-care housing that can accommodate people with a range of needs and for bringing together people from different categories and age groups.

### **Local Provision**

8. Bournemouth, Christchurch and Poole currently has a limited number of extra-care housing schemes and also some enhanced support housing schemes that are able to meet a lower level of needs. Overall, there are 12 schemes identified as being extra care housing including two also labelled as 'Retirement'. They have varying age thresholds, which for the majority is identified between 50+ and 70+ and they vary in size from 6 units to up to 144 units.
9. In addition to this, there is a large swathe of retirement housing. Mostly it is described as 'Retirement Housing' or 'Age Exclusive Housing'. There are approximately 6,100 units across Bournemouth, Christchurch and Poole.

### **Future Demand**

10. Using available figures on the local population projections it is suggested that, to provide sufficient extra care housing accommodation, Bournemouth, Christchurch and Poole should have 1,075 units of extra care housing accommodation now, rising to 1,312 units in 2030 and 1,577 units by 2040. This would require significant development of this specialist housing provision.

### **Options Appraisal**

11. The commissioning strategy (Appendix 1) sets out the future approach and intentions of BCP Council and NHS Dorset Clinical Commissioning Group (CCG) for the commissioning of extra care housing provision. It follows on from an in-depth review of current provision and commissioning carried out in 2021 and builds upon the vision and aims set out in the Market Position Statement for Adults that was written in 2021.
12. The strategy sets out 15 key objectives that the Council and NHS Dorset CCG agree they would wish to pursue together and in collaboration with Housing colleagues, developers, care providers and other stakeholders. These are:
  - (i) To develop and open over the next 5 years schemes to bring us up to the target number of units of 1,312 by 2030 and 1,577 by 2040.
  - (ii) To ensure that the development of extra-care housing is fully incorporated into the Housing strategy.
  - (iii) To have in place a clear policy and procedure in place regarding the allocation of tenancies/available places in extra- care housing schemes and to monitor demand and allocation of places.
  - (iv) To have a clear assessment of the suitability and viability of currently identified provision and to develop plans for each scheme accordingly.
  - (v) To compile and maintain an up-to-date register of existing local schemes that can be categorised as extra-care.

- (vi) To identify potential sites for extra-care housing schemes within Bournemouth, Christchurch and Poole.
- (vii) To identify and retain contact with potentially interested developers of extra-care housing schemes.
- (viii) To develop and maintain a policy/checklist for balancing risk and opportunity in developing extra-care housing schemes.
- (ix) ensure all developed schemes meet the minimum size of 45 places.
- (x) To monitor the availability of subsidised sources of funding.
- (xi) That all extra-care provision will make use of the latest and most effective technology to support the well-being of residents and the efficiency of service provision.
- (xii) To ensure there is a range of extra-care provision that meets the needs of our population including older people and also those younger people who would benefit from that form of provision.
- (xiii) To ensure that the provision of extra-care housing takes full account of those people who fall under the various identified characteristics set out in equalities legislation.
- (xiv) To increase visibility and understanding of services offered in extra-care housing and supported living schemes amongst professionals and the wider community
- (xv) To ensure that any work to develop the social care workforce in the Bournemouth, Christchurch and Poole area takes full and proper account of the skills and competencies required in the operation of extra-care housing schemes.

## **Consultation**

13. Consultation on the strategy has been limited by the Covid-19 pandemic but there was a Market Engagement on-line workshop held with providers in June 2021 that provided valuable insight into what the strategy could helpfully address.
14. General feedback was that:
  - The strategy is being written at the right time, and in conjunction with Care Home Commissioning Strategy it means that providers need to align their business plans accordingly.
  - Providers are receptive and keen to work with commissioners to co-produce action and implementation plans to meet objectives going forward
  - Providers are keen to develop partnerships with extra-care housing and supported living services peers and BCP Council
  - There is a general lack of visibility and understanding of services offered in extra-care housing and supported living schemes amongst professionals and the wider

community and there could be an objective reflecting the need to address this (one has now been included).

- Workforce issues (recruitment etc) impact upon extra care housing and supported living schemes as much as other parts of the sector e.g. care homes and community care and there could be an objective reflecting the need to address this (again, one has now been included).
- Care and housing provided together can meet the needs of a range of people and groups, including older people but also some younger people with disabilities and people with mental health problems who can benefit from living in extra-care schemes and enhance the communal aspect of living in such schemes.

15. Should the strategy be approved, more detailed co-production that includes people who use services, their carers and families as well as wider stakeholders would be undertaken on the development of specific approaches and potential schemes.

### **Summary of financial implications**

16. A number of the objectives set out above are intended to have a positive financial impact on the Council's Medium Term Financial Plan. At this time it is not possible to quantify those, but as the objectives are implemented they will be subject to the relevant level of financial scrutiny.

### **Summary of legal implications**

17. The Care Act 2014 imposes a duty that the Council must promote the efficient and effective operation of a market in services for meeting care and support needs with a view to ensuring that any person in its area wishing to access services in the market has:
  - a) a variety of providers to choose from
  - b) a variety of high quality services to choose from
  - c) sufficient information to make an informed decision about how to meet the needs

### **Summary of sustainability impact**

18. Delivering against the objectives set out in this strategy will have a positive impact across a number of the Council's sustainability themes, including health and wellbeing, learning and skills, economy and sustainable procurement.

### **Summary of public health implications**

19. The provision of suitable accommodation through extra-care housing can help address health issues, especially if used imaginatively.
20. Extra care housing an important element in the provision of a range of services to meet the needs of the most vulnerable people in our communities. The provision of good quality care by trained and caring staff supports the health and wellbeing of those people.

### **Summary of equality implications**

21. This strategy can have a positive equality impact and will improve accessibility, availability and affordability of accommodation for some of the most vulnerable people within communities and allow them to retain a higher level of independence. An Equalities Impact Assessment has been carried out and is appended to this

report and changes suggested by the EIA Panel have been incorporated into the strategy.

22. As a means of keeping people in the community, making available extra-care housing will have a positive impact upon carers as more people will be able to stay in their own homes longer.
23. The minority ethnic population within the BCP Council area is less than 6% of the total population and significantly less within the older population. Nevertheless, it is recognised that for people of any ethnicity, language culture and religious belief can be very important contributors to their wellbeing. Commissioned services to support people in extra-care housing will be aware of this and able to respond accordingly.
24. People with physical disabilities, learning disabilities and mental health problems have all been identified in the past as those who can benefit from living in extra-care housing accommodation and some schemes within Bournemouth, Christchurch and Poole do specifically accommodate those needs. New schemes will be inclusive and meet a range of needs.

### **Summary of risk assessment**

25. There are a small number of risks that are set out below and the mitigations will be developed as part the detailed implementation plan to deliver the key objectives of the strategy:
  - (a) Housing and care providers may not wish to fully engage with the delivery of the objectives of the strategy. Commissioners will work collaboratively with the market to mitigate this and the market engagement event held showed broad support for the objectives.
  - (b) the reduction in financial pressures is not achieved.
  - (c) Workforce recruitment and retention is not sufficient to meet the demands for care and support in the future.

### **Background papers**

Bournemouth, Christchurch and Poole Market Position Statement for Adults

### **Appendices**

Appendix 1 – Bournemouth, Christchurch and Poole Council Extra-Care Housing Commissioning Strategy 2022-2030

Appendix 2 – Equalities Impact Assessment

Appendix 3 – Recommendations from the Health and Adult Social Care Overview and Scrutiny Committee