

**Meeting date:** 7th February 2019

**Report to:** Cabinet



**Subject/report title:** Draft Extra Care Housing Strategy 2018-2023

**Report from:** Councillor Karen Grinsell, Cabinet Portfolio Holder for Adult Social Care and Health

**Report author/lead contact officer:** Karen Murphy, Assistant Director Commissioning  
Julia Phillips, Strategic Commissioner for Older People and Dementia

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**Wards affected:**

- All Wards |  Bickenhill |  Blythe |  Castle Bromwich |  Chelmsley Wood |  
 Dorridge/Hockley Heath |  Elmdon |  Kingshurst/Fordbridge |  Knowle |  
 Lyndon |  Meriden |  Olton |  Shirley East |  Shirley South |  
 Shirley West |  Silhill |  Smith's Wood |  St Alphege

**Public/private report:** Public

**Exempt by virtue of paragraph:** Select an Exemption paragraph from the Quick Parts drop-down list

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**1. Purpose of Report**

- 1.1 To present to Cabinet the final draft of the Extra Care Housing Strategy 2018-2023 for approval.

**2. Decision(s) recommended**

- 2.1 Cabinet to approve the Extra Care Housing Strategy 2018-2023.

**3. What is the issue?**

- 3.1 Solihull has a population that is living longer, and people tell us that their preference is to remain in their own home, with the ability to access care and support if needed at some stage. There has been considerable growth in the development of retirement apartments for people aged over 55 in the borough. Where their home is unsuitable, or an older person wishes to downsize from a larger family home (whether privately owned or rented), such accommodation is one option that has proved popular. While some support may be available to residents in such developments, for those who already have support needs, or whose health is declining and indicates that they may need more help in the coming years, extra care housing offers a further option. The key distinction is in the availability of flexible levels of care to meet the assessed needs of each person.

- 3.2 The production of this Extra Care Housing Strategy follows extensive discussions with key stakeholders, including current and future providers of extra care housing in Solihull, and research into best practice in other localities. This has now been incorporated into the final draft of this strategy.
- 3.3 The Extra Care Housing Strategy 2018-2023, which will form part of the wider Strategic Housing Framework for the Council, incorporates both the learning that officers have gained from the current contracts, changes in practice of extra care providers and changing expectations and preferences of individuals who choose extra care housing.
- 3.4 Officers were supported in a facilitated workshop by the Institute of Public Care (Oxford Brookes University) in February 2018, which was used to shape the model(s) and to ensure the use of best practice from around the country to inform our thinking.
- 3.5 Officers in Managed Growth commissioned the Housing Learning and Improvement Network to produce an analysis of the future need for older people's housing in Solihull. Their analysis was combined with the needs assessment work undertaken by the Solihull Observatory which considered current and proposed developments across all three localities in Solihull.
- 3.6 In addition to looking at anticipated need officers have considered current and proposed future supply across the Borough. Only two schemes have been directly commissioned by the Council, one in the North and one in the South. Other schemes independently proposed by private developers have already received planning approval. Taken together this indicates an overall oversupply of extra care in the period up to 2025.
- 3.7 While there is a shortage in the East (rural) and North localities, this is offset by a projected oversupply in the Shirley, Olton and St Alphege areas. This intelligence has been included in the Extra Care Housing Strategy 2018-2023 and developers should be expected to take this into account when considering new planning applications in the period of this strategy. Borough wide, the need for further units is projected to rise again by 2035.

#### **4. What options have been considered and what is the evidence telling us about them?**

- 4.1 The Extra Care Housing Strategy 2018-2023 replaces the Extra Care elements of the Independent Living and Extra Care Housing (ILEX) Strategy produced in 2013, which is now out of date.
- 4.2 The Extra Care Housing Strategy 2018-2023 will cover the next 5 years of developments, with the aim of ensuring that extra care housing is a key part of the local care and support landscape, well understood by local people and professionals who advise them.
- 4.3 We anticipate the need to review the supply and demand for extra care housing in 2022/23. At this stage we will review how many of the proposed developments have been built and how successful they have been. We will continue to consult and assess the preferences expressed by local people and the projected continuing rise in

the numbers of older people living in the borough and revise the next strategy in light of this intelligence.

- 4.4 Any changes in legislation or national policy that will impact on the delivery of extra care housing or the funding model will trigger an immediate review of this Extra Care Housing Strategy.

## **5. Reasons for recommending preferred option**

- 5.1 The borough faces the challenge of anticipating and helping to shape the housing options available for our older population. Extra care housing is recognised nationally as a welcome choice for older people since it offers suitable accommodation, with flexible care and support available when needed, and a sense of community to reduce the risk of social isolation. This Extra Care Housing Strategy informs the public and potential developers of the likely volume of need in the borough and the preferred model for delivery.

## **6. Implications and Considerations**

- 6.1 Delivery of key themes in the Council Plan:

How will the options/proposals in this report contribute to the delivery of the key themes in the Council Plan?

- Improve Health and Wellbeing - services developed will be Care Act compliant in seeking to improve well-being and to reduce, delay and prevent the need for Adult Social Care Services
- Managed Growth - services form part of the Strategic Housing Framework for the Council
- Build Stronger Communities - people will live as part of communities within a community in Extra Care Housing.
- Deliver Value – best value can be achieved by reducing or delaying people going into long term residential care by widening housing options for people who need care and support.

- 6.2 Implications for children and young people, vulnerable groups and particular communities:

- 6.2.1 Vulnerable older people will be supported to live independently for longer in their own home/ tenancy.

## **6.3 Consultation and Scrutiny:**

- 6.3.1 In addition to consultation with key stakeholders to shape the early drafts of the Extra Care Housing Strategy, Health and Adult Social Care Scrutiny Board considered the final draft in November 2018. Their recommendations were:

(i). That the Scrutiny Board make RECOMMENDATIONS to Cabinet Member for Adult Social Care and Health to recommend to Full Cabinet approval of the Extra Care Strategy and take into consideration the following points:

**a). That the move away from banding to hourly rates does not adversely affect the service user experience;**

Response:

The intended approach is that people who live in extra care housing will have an assessment of their needs which will inform the individual support to be provided.

**b). Ensure the Extra Care provision developed in the Borough retains a community environment;**

Response:

The Extra Care Housing Strategy sets out clearly the expectation that providers should make particular efforts to ensure a sense of community within each development and that each relates to the surrounding community.

**c). Work with developers of extra care housing sites to consider the likely workforce demands for the provision of care, and collaborate with local initiatives to create a sustainable social care workforce.**

Response:

Officers in Adult Care and Support and Managed Growth are working to encourage the availability of affordable housing for the workforce, transport to work considerations and development of the care sector job opportunities as a contributor to the local economy.

6.3.2 Following this, a further opportunity was given to comment on the draft Extra Care Housing Strategy by publishing it on the Council's website. Two detailed consultation responses were received from consultants acting for private developers of extra care and other specialist accommodation for older people. Paragraph 6.3.3 below summarises the main points and provides a short response to each comment.

**6.3.3 Comment: An Extra Care Strategy should not be produced in isolation of other forms of specialist housing and accommodation, such as care homes, given the overlap that exists between the two.**

Response:

It is the case that extra care housing should not be seen in isolation from other forms of provision. In its introduction the Strategy states that it should read in conjunction with the forthcoming 'Market Position Statement' which has a wider focus. The stated purpose of the Strategy is;

*'.. a key aim of this strategy for extra care housing to give clarity to people, social workers and potential providers of housing and care of the preferred local model which is both affordable and future-proofed to meet people's expectations in terms of independent living, helping to promote extra care as a housing choice at the right time as people age.'*

**Comment: That the Council's needs assessment for extra care (summarised in Appendix 4 of the Strategy) understates the level of need**

Response:

With regard to needs assessment, one response acknowledges that there is no reliable industry recognised benchmark for assessing need. Needs assessments should not just be a reflection of demography and must make informed assumptions. For example some potential demand for support at home will be met through better use of assistive technology, reablement services to help people regain independent living skills, through ensuring good support for carers and by supporting people to avoid reliance on care services. The Council's assessment will need to be reviewed as part of an update to the 'Strategic Housing Market Assessment' - a technical study required to support the 'Submission Draft' of the Local Plan later this year.

**Comment: Criticism of the approach to assess need by the three localities of the Borough**

Response:

This was done to improve local intelligence but the study remains valid by just focusing on the Borough wide figures.

**Comment: Assumption that consented schemes (those that have already received planning approval) will be developed. One respondent queried whether this might change in view of current economic uncertainties**

Response:

To date, local evidence in Solihull is that consented schemes are built out but this could change and build out rates will be monitored.

**Comment: Two responses related to planning policy,**

- That levels of need would in fact justify development in the Green Belt through 'very special circumstances'
- Criticism of the Council's intention through the Local Plan review to include some aspects of 'C2' accommodation within the scope of the policy requiring developers to make an affordable housing contribution

Response:

The planning related points are detailed and important but not directly material to this Strategy. This Strategy is not seeking to replace the proper process for adopting a Local Plan which must go through an independent examination process. This is the case for both need figures and the proposal that a new Local Plan will require some forms of 'C2' housing to provide an affordable housing contribution.

The Strategy does not preclude market developments coming forward and those that do will be assessed by planning officers with recommendations considered by Planning Committee.

The focus of this Strategy is to explain the Council's commitment to supporting people in their home and encourages private developers to think about forms of provision

seen elsewhere but not yet in Solihull – such as extra care housing for market rent and fixed and shared equity tenure, as well as more general purpose ‘age-friendly’ housing.

#### **6.4 Financial implications:**

- 6.4.1 The new Extra Care Housing Strategy sets some fundamental changes to the way that the services will be commissioned and what the expected offer will be. These have financial implications for the Directorate and should have a positive impact on managing the costs of this type of provision.
- 6.4.2 The review of the needs modelling for extra care housing, complete with lower banded hours for allocations more realistically matches the level of need that can be supported within the homes. This manages provider expectations and should reduce the issues about viability which have been raised by current schemes where a much higher dependency level was anticipated than proved to be the case. Equally the removal of unnecessary expectations – e.g. that every resident will have a hot meal each day from the on site restaurant - reduces the financial and time burdens on the providers in the schemes and should give them more flexibility to adapt to the needs of residents.
- 6.4.3 The removal of the block contracts which were tied to average hours for each band (on the current higher levels) will remove the current issue of the Council paying for care that it does not use, and should reduce the risk of new schemes becoming a financial pressure.
- 6.4.4 Individuals will be given a set number of hours of care rather than a band being allocated. The band had been viewed by some customers as an entitlement that they should fully utilise, which only increases their dependency on care. With set hours this should not happen. In addition, with the band system, people were charged based on the mid-point of the band, which meant that full cost payers could be under charged for their care. With actual hours known for customers, this will increase charging income and mean that there is not a potential subsidy in extra care.
- 6.4.5 Finally, the model of care will be set per scheme. This means, for example, that there will be night cover only where it is appropriate to that scheme. In doing this, there will be the opportunity to use the schemes to meet different types of need, and gain more efficiencies by not providing the same across all sites.
- 6.4.6 The overall impact of this will be to make extra care housing a more cost effective option, and the business cases for individual schemes or re-tenders will set out the expected benefits for those specific activities.

#### **6.5 Legal implications:**

- 6.5.1 The development of this Extra Care Housing Strategy has been informed by reference to the Council's legal obligations under the Care Act 2014. Officers have also advised on matters relating to planning policy, housing policy and duties and procurement rules.

6.5.2 The Strategy supports the delivery of the aspirations in the Care Act for more choice and control for people who need housing, care and support. Any changes following the anticipated Green Paper on future funding of Adult Social Care will be incorporated as necessary at a later date

## **6.6 Risk implications:**

6.6.1 In the absence of a well informed Extra Care Housing Strategy, there would be a risk that developments could continue to be presented for planning approval, potentially on a scale that is not supported by demand or in locations already well served. By presenting the data contained in this strategy, we aim to mitigate this risk by informing potential developers of extra care housing of local supply and demand. Until the current developments under construction are completed and further evaluation of actual demand is reconsidered, officers will not actively seek to encourage further provision. This does not preclude market developments from coming forward to be assessed by Planning Officers.

## **6.7 Statutory Equality Duty:**

6.7.1 A comprehensive Fair Treatment Assessment (FTA) was undertaken for the Independent Living and Extra Care Housing Strategy. This has been updated to reflect the refined focus on extra care housing for older people (see appendix 2).

## **7. List of appendices referred to**

7.1 Appendix 1 Draft Extra Care Strategy 2018-2023

7.2 Appendix 2 FTA for Extra Care Housing Strategy

## **8. Background papers used to compile this report**

8.1 N/A

## **9. List of other relevant documents**

9.1 N/A