

NW Surrey Extra Care Housing Strategy (DRAFT)

1. Introduction/Background

Extra care Housing has emerged as a housing option against a background of:

- Increasing life expectancy, with the accompanying needs and aspirations of a growing older population;
- Increased partnerships of statutory and voluntary agencies coming together to provide a spectrum of care and social services;
- The inability of older sheltered housing schemes to maintain frail older people in their homes, and the unpopularity of these schemes as a housing option;
- Priorities to promote independence, reduce hospital admissions, reduce delayed discharge from hospital and reduce reliance on residential care.

Extra Care covers a range of specialist housing models. It can be:

- owned, rented, shared ownership or leasehold
- flats or bungalows
- new build or re-modelled sheltered housing.

Extra Care is based upon a set of key guiding principles including:

- a customer focused approach providing secure self contained accommodation and promoting independent living
- provision of flexible care and support (with 24 hour staff cover)
- an emphasis on quality including design features that help people to self care for as long as possible (including allowing ageing in place)
- innovative design features for the benefit of Extra Care tenants and the wider community including social and leisure opportunities
- joint assessment and allocation with a number of agencies working in partnership to provide seamless services

It can be useful to view housing provision in terms of a spectrum with general needs housing at one end and residential care at the other. In this context, Extra Care can be viewed as specialist provision for the elderly and individuals with special needs that sits in between conventional sheltered housing (Category Two Schemes) and residential care homes.

For the purpose of this Strategy, a clear distinction is drawn between Extra Care Housing and residential care. Extra Care is very much housing first and combines the advantages of high quality self-contained accommodation and the provision of flexible support and care.

The regional priorities for the South East are set out in 'Sustainable Communities in the South East' (Office of Deputy Prime Minister, 2003) with homeless and supported housing as Priority Number 4. The intention is to build on this by developing the Extra Care Model in NW Surrey in order to broaden choice and meet local needs.

Extra Care is a Government priority. The Department of Health has set a target to provide up to 1,500 new Extra Care places in England (2004-2006).

2. Why have An Extra Care Housing Strategy for NW Surrey ?

Strategic Context

The Boroughs of Woking and Surrey Heath are covered by one Primary Care Trust - Surrey Heath & Woking PCT (hereafter referred to as SHAW PCT).

Based on Woking's Community Strategy, Woking Borough Council has three priorities:

- decent and affordable housing
- health and well-being
- environment

In turn, Key Priority Two in Woking's Housing Strategy 2004-10 is 'to meet the needs of those who require support'. This includes the provision of additional Extra Care facilities for the elderly and other client groups.

In the same vein, Surrey Heath's Community Strategy aims to promote a community 'where lifestyles are encouraged which promote the healthy and positive growth of children, individuals and families'. The Surrey Heath Housing Strategy 2002-07 includes a commitment to assessing and meeting individual needs and promoting choice and independent living. Based on this, the Executive has resolved to work with partners to develop an Extra Care Housing Strategy.

The development of this Strategy arises from key local authority priorities. This relevance is also reflected by the link to the Surrey Supporting People Strategy. The initial Supporting People Strategy identified five client groups that are particularly affected by under-provision. These include:

- frail elderly and dementia
- people with learning disabilities
- people with physical disabilities.

The draft five year Supporting People Strategy for Surrey does identify Extra Care Housing as a priority. The Supporting People Team will provide in principle backing for Extra Care schemes **providing** schemes are being developed in response to locally identified housing needs.

The Extra Care Housing Strategy for NW Surrey dovetails with the Health & Social Care Plan (2004) and the Medium Term Strategy and NW Area Business Plan 2004/05 (Adults and Community Care)

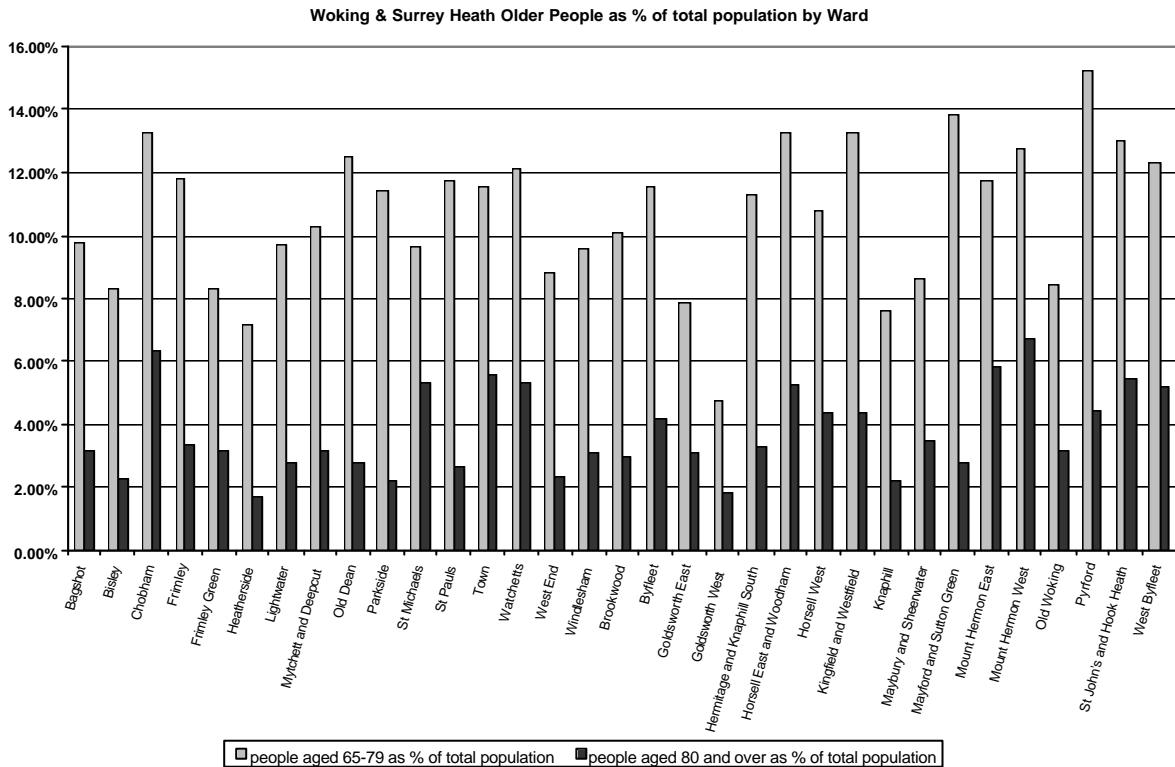
The Role of the Primary Care Trust

Looking beyond the realm of Council involvement, SHAW PCT are also a key joint-commissioning partner in taking Extra Care forward in NW Surrey. In particular, the Trust recognise the need for services to be accessible and, from the perspective of the user, for provision to be 'seamless'.

Supply and Demand

Across the whole of Surrey, Extra Care is in its infancy. In contrast, there are 9984 units of conventional sheltered accommodation. (Source: Surrey Supporting People Team Research, October 2004).

In terms of gauging demand, a useful starting point is the demographic profile for the NW Surrey Area (SHAW PCT). The following graph shows older people form a significant proportion of the population across all wards in both boroughs.



Source: ONS Census 2001

Adult and Community Care (Social Services, Surrey County Council) commissioned a market research project in 2004 and this included coverage of likely future demand for older persons sheltered housing and the requirements of other client groups. The main findings include:

- older people in Surrey will increase by 7% over the next seven years (very old by 16%).
- in the context of an over-supply of sheltered housing places for older people, re-modelling into Extra Care is seen as an option
- lack of supported living for younger disabled adults in Surrey
- disabled adults in care homes in Surrey who could leave registered care and become independent if more supported living was available
- expectations of disabled people and their relations for a near normal life are increasing and demands for independent living will also grow.

Older People's Perceptions of future housing needs

When participating in surveys, individuals may not always recognise the issue of a gradual deterioration in health/well-being. In the same vein, consultation to date with Black & Minority Ethnic Communities (Woking Borough Council 2004) indicates little demand for conventional sheltered housing. In both respects, the Extra Care Model can represent an opportunity to provide a more appropriate housing service. Clearly, there is a need to:

- promote Extra Care as a housing option
- ensure systematic engagement with older people to build up an accurate picture of need/demand.

Local Housing Needs Surveys

Based on the Surrey Heath Housing Needs Survey (2002), the over 75s group are expected to grow by 56% between 1996 and 2011. This group is expected to have significant support and care needs. The data suggested that there was a combined requirement for 1,212 units of 'sheltered' accommodation for older people living in the borough and those who may in-migrate to be near family.

613 are in the affordable sector and 599 in the private sector.

Some of this requirement will be addressed by flow of the existing sheltered stock, but acceptability of existing stock to meet today's standards, needs and expectations is limited and new services and accommodation needs to be delivered to meet the needs of older people in the borough.

Woking's Housing Needs Survey (2001) mirrored this picture of an ageing population with increasing support needs. In 2003, Woking Borough Council commissioned a research project through Cordis Bright to consider future housing and support requirements of older people. 221 people over the age of 55 participated and one theme to emerge was a negative perception of Council sheltered accommodation with concerns expressed about size and facilities. The research also indicated demand for Extra Care Housing with 54% of respondents expressing preference for the Extra Care Model.

The Joint-Commissioning partners held an Extra Care Housing Strategy Workshop (for professionals) in March 2004. More information on this event is in Appendix One.

In summary, the development of Extra Care Housing in NW Surrey is strategically relevant and is a response to local housing needs.

Additional benefits arising from increasing Extra Care provision include:

- reduction of pressure on Acute Services (prevent unnecessary admissions and ease delayed discharges)
- assist local authorities in dealing with under-occupation across tenures (particularly by increasing the housing options open to elderly sole occupants).

3. Scope of Strategy & Key Partners

In terms of geographical coverage, this Strategy relates to North West Surrey. This takes in the boundaries of Surrey Heath and Woking Borough Council. Taken together, the two borough's constitute the Surrey Heath and Woking Primary Care Trust and make up the North West Surrey area for the delivery of Social Services. Aside from being aligned with the administrative boundaries of key statutory service providers, this cross-boundary (sub-regional) approach is intended to enable specialist service provision that would not be feasible on an individual basis. In short, this Strategy is a collaborative venture involving:

- two local authorities
- the County Council (Adult and Community Care Services and also the Supporting People Team)
- the Primary Care Trust.

By means of this Strategy, the relevant statutory bodies are committed to a joint-commissioning approach to Extra Care Housing.

At the same time, key partners also include:

Service users and carers

In keeping with the guiding principles upon which Extra Care housing is based, service development will place the customer at the forefront. One good example of this is the Extra Care Strategy Workshop held at Woking Borough Council in March 2004 (see Appendix One for more details).

In 1998, Surrey Heath Housing Association (now Peerless Housing Association) carried out research with the tenants of Ballard Court. This exercise revealed residents recognised the value of additional services and did aspire to have those services provided on site.

Specialist Providers – Housing Associations and the Private Sector.

'Experienced housing developers can teach inexperienced commissioners a great deal' – Department of Health Factsheet 2 – Commissioning and Funding Extra Care Housing. One example of this is the partnership between Surrey Heath Borough Council and Peerless Housing Association. In turn, Peerless are part of a wider partnership of specialist providers.

The Voluntary Sector

The Voluntary Sector participated in the Extra Care Housing Strategy Workshop. Also, the potential role for voluntary organisations by illustrated in proposals from Age Concern to provide restaurant facilities at Ballard Court in Surrey Heath.

It is also worth noting that the region is dominated by owner-occupation. In the context of the customer preferences and buying power, this Strategy seeks to promote Extra care across tenures. This will include ensuring the potential of the private sector is maximised.

4. The Process

This Strategy lays down the framework for future Extra Care Housing in North West Surrey. Clearly, the Strategy has a role in raising the profile of Extra Care Housing Based on locally identified need/demand, it is proposed to expand provision by means of the following three routes:

New-Build

This generally offers the greatest flexibility as buildings can be designed to incorporate all the required facilities and design features. This will include consideration of modern construction methods including timber-frame techniques. At the same time, due regard is to be given to the link between Extra Care and the emerging 'liveability' agenda (sustainable communities).

Re-modelling

The decades following World War Two saw an expansion of sheltered housing with significant provision by local authorities and housing associations. Much of this accommodation is now affected by lack of popularity and low demand. It can have the potential for re-provision as Extra Care Housing especially where the accommodation is in the right location and with the right physical attributes.

There is also the potential to re-model residential homes although there is likely to be a greater challenge in identifying properties with the right attributes.

In the case of both new-build and re-modelling, energy efficiency and the need to reduce 'greenhouse gas' emissions are significant.

Extra Care at Home

Given high levels of owner occupation and also the Department of Health Target to support as many people at home as possible, this third option will be developed. The Action Plan contained in this Strategy includes ensuring the link with Home Improvements Agencies is enhanced.

In terms of selecting the most appropriate route, key factors to consider include:

- need/demand
- user views
- costs
- development opportunities

Scheme Design

The emphasis is to be on quality accommodation with the use of detailed project briefs for every proposal with a focus on value for money and the management of risk. Where appropriate, the process will be informed by The Housing Corporation's Scheme Development Standards (SDS).

Close attention will be paid to current Good Practice examples including, for example, the Suffolk Extra Care/Dementia Design and Management Guide. The approach will reflect the desirability of buildings and support workers relating to people as individuals and re-inforcing a sense of well-being. For more information on this, please see Appendix Two.

Aside from use of assistive technology, thought will be given to allocation of properties. For example, in the case of dementia, people who move into Extra Care

and then develop dementia tend to be continued to be supported by neighbours. In contrast, moving people with dementia in alongside people who do not have dementia is less successful.

In order to ensure Extra Care provides a quality living environment, the input of users and carers is essential. One of the key points arising from the Extra Care Strategy Workshop was the need to consult users. The event focused on a range of client groups:

- older people
- people with learning disabilities
- people with physical disabilities
- people with dementia.

Despite the span of client groups, common themes did emerge, most notably the significance of good quality design to maximise accessibility and promote independence (see Appendix One for more details). The learning from this event (including concerns regarding scheme composition) will inform the development process.

5. Resources

The development of Extra Care Housing in North West Surrey requires the securing and co-ordination of:

- land
- capital funding
- revenue funding

Joint-commissioning demands a collaborative approach. In particular, current difficulties relating to marrying up capital and revenue funding for the development of supported housing schemes represents a challenge that partners have to meet in order to get schemes off the ground.

Land

Potential exists within the assets of partner bodies. For example, Woking Borough Council's Housing Strategy 2004-10 refers to the Asset Management Plan and a review process considering development opportunities to increase the number of family homes for rent and to provide Extra Care Housing for the elderly and people with special needs.

Capital

There are a number of potential routes including:

- a. Commissioning services in partnership with Housing Associations. This will entail accessing Social Housing Grant and private finance.
- b. Working with private developers who develop lease-hold Extra Care and recoup capital costs from private purchasers
- c. Bidding for Department of Health Grant funding.
- d. Mixed tenure route whereby sale of part of a site for a private development generates a capital receipt which contributes to the development of the social housing element.

Revenue

The link with the Supporting People Programme is of particular relevance. New supported housing schemes require approval via both the Surrey Supporting People Joint Management Board and the Commissioning Body. Similarly, in the context of revenue funding for staffing costs, Social Services fund personal care needs (for example, the Brockhill Support Aide – see Appendix Four).

Case Study – Proposals for Byfleet, Woking

Woking Borough Council is considering the development of Extra Care at Byfleet. Project partners include Woking Borough Council, Surrey County Council and Byfleet Village Hall Trustees. The aim is to develop Extra Care as part of a wider scheme to improve existing services and to provide new services. A preliminary feasibility study indicates the site could be developed to provide up to 75 units to meet a range of needs. This would include accommodation for the elderly, sheltered and Extra Care, together with wider community facilities.

The intention is to start on site by March 2006. In addition to capital funding, it is proposed to access revenue funding via Supporting People Grant (for housing related support) and care services costs via Adult & Community Care Services.

6. Existing and Proposed Extra Care Housing in NW Surrey

As stated earlier, there is very little Extra Care Housing in Surrey at present. At the same time, the schemes that do exist tend to work well.

Case Study – Brockhill in Woking

This development is composed of 48 units of accommodation – mainly 1 bed flats (one or two persons) and also two, two bed bungalows and ground floor flats adapted for people with disabilities. The design includes a communal dining room, residents lounge and specialist bathrooms. Brockhill caters for the frail elderly, varying from those with limited mobility to severe disability.

Brockhill is popular – as at October 2004, there was a waiting list of 25.

More information on Brockhill is in Appendix Three while Appendix Four contains a job description for a Brockhill Support Aide.

Ballard Court, Surrey Heath

The re-modelling of this Category Two Scheme has been considered. The appraisal process concluded that remodelling does not represent a viable proposition. In view of this, Surrey Heath propose to demolish the scheme and replace it with a purpose built Extra Care Scheme to address local housing need.

7. Action Plan & Targets

Action	Timescales	Responsibility
1. Use Strategy as part of supporting package in funding bids. This will include ensuring compliance with <ul style="list-style-type: none"> • Department of Health guidance • Housing Corporation scheme development standards • Best practice 	Ongoing	Service Manager Adult and Community Care Services Director of Clinical Services (Shaw PCT) Housing Strategy Manager (Woking Borough Council) Housing Needs Manager (Surrey Heath Borough Council) Extra Care Development Manager (Surrey County Council)
2. Use Strategy to raise awareness of Extra Care housing.	Ongoing	As above
3. Use Strategy as basis for further consultation involving users/carers/wider community.	June 2005	As above

4. Review eligibility criteria for Brockhill, Woking.	March 2005	Home Support Manager, Woking Borough Council Service Manager, Adult & Community Care Services
5. Evaluate the scope for Home Improvement Agencies to contribute to Extra Care Housing Strategy.	March 2005	Homelink Manager
6. Evaluate the scope for private sector providers in the provision of extra care facilities.	June 2005	Housing Strategy Manager, Woking Borough Council Housing Needs Manager, Surrey Heath
7. Review Strategy including enhancing links with county-wide strategy and ensuring strategy development aligned with customer requirements.	March 2006	As action 1.

APPENDIX ONE

NW Surrey Extra Care Housing Strategy

The Extra Care Housing Strategy Workshop (March 2004)

A range of professional stakeholders participated with the aim of informing strategy development.

The event included visioning exercises covering specific client groups – older people, people with dementia, people with learning disabilities and people with physical disabilities. The key issues arising for each group are summarised below.

Older People

Design (sensitive to client group needs)

Quality of life including enabling independence

Flexible staffing

Access to health & recreational facilities including shopping and internet access

People with Dementia

Joint agency working

Trained staff

Design including creating a safe and secure environment

One question raised was that of separate or mixed provision

People with Learning Disabilities

Independence rather than institutionalisation

Real choice

Social inclusion

Again, the issue of separate or mixed provision was flagged up as a question

People with Physical Disabilities

Individual care

Internal accessibility

Community links

This list indicates an emerging picture of some consistent themes across groups - design, accessibility and independence

Main Outputs from Event

Key conclusions from the day were

- It is essential to consult with users/carers
- Joint-commissioning is necessary
- Need to map requirements
- Create and sign up to a shared vision for Extra Care Housing
- Identify resources early (land, capital and revenue funding).

APPENDIX TWO

NW Surrey Extra Care Housing Strategy

Summary of Suffolk Extra Care/ Dementia Design & Management Guide

The aim is to ensure all functions of social activity, care, support and housing management are integrated to provide a seamless service. A range of preventative services should be available to tenants to assist and preserve own health and well-being (mental & physical).

Care Management

Services should be flexible and responsive to wishes of individual. Care staff should be available 24 hours a day to provide personal care and support services in line with an individually agreed support plan. Each tenant should have a flexible care and support delivery plan.

Community Links

Schemes should look outwards and be seen as a community resource. Links and networks should be fostered between tenants and people in the surrounding community (volunteers/projects). Scope should exist for the community to use some of the facilities.

Building and Design for People with Dementia living in Extra Care Housing

Research shows that people with dementia function at very different levels with the same level of neurological damage. Other factors are at work and these appear to include background/personality of individual and the impact of the buildings they live in and people relating to them. If buildings and support workers relate to people as individuals and re-inforce a sense of well being and provide opportunities for them to practise remaining skills, it will help individuals to function at their greatest potential.

In design terms, it is useful to see Dementia as a disability. This means steps can be taken in scheme design to tackle 'disability' elements.

Design Principles

Design should compensate for disability and:

- maximise independence
- enhance self-esteem and confidence
- provide opportunities for integration and interaction
- consider needs of staff

Successful Design Features

Small number of grouped flats

Familiar, domestic design with different rooms for different functions (minimum of two).

In terms of management, the need for tenant participation is highlighted.

APPENDIX THREE

NW Surrey Extra Care Housing Strategy

Background to Brockhill, Woking, Surrey

Woking Borough Council identified a gap in provision between Category Two sheltered accommodation and Part Three Residential Care. In order to fill this gap, the Brockhill Scheme was developed.

There is 24 hour support for individuals able to live independently but with a higher level of support than is provided in sheltered housing. Use is made of selection criteria to determine suitability for the scheme (based on physical and mental needs). Tenancies are allocated to the frail elderly who:

- qualify for inclusion on Woking Housing Register
- meet Adult & Community Care Services eligibility criteria
- have needs that would otherwise require them to live in residential care or for whom home-based support is inappropriate.

As at October 2004, there was a waiting list of 25 for Brockhill.

The scheme comprises of 48 units – mainly one bed flats but also two, two bed bungalows and ground floor flats adapted for people with disabilities.

The design includes:

- communal dining room
- residents lounge
- hairdressing, podiatry and bathing facilities
- day care for people living in the surrounding community

APPENDIX FOUR

WOKING BOROUGH COUNCIL **HOME SUPPORT SERVICES** **JOB DESCRIPTION**

Job Title:	Brockhill Support Aide (FT) Funded by Surrey County Council Social Services
Grade:	104
Salary range:	£12,556 - £15,020
Service Area:	Housing
Responsible to:	Brockhill Manager

Overall Purpose of the Job

To provide care and support to frail tenants and day care clients, in a friendly manner, always maintaining the tenants dignity and encouraging their independence within their capabilities

Main Duties

1. To work as part of a team in providing care and support to tenants especially at times of crisis or during temporary illness, in order to prevent inappropriate admission to hospital or residential care.
2. To provide personal care to tenants as and when required. Care will include assisting tenants to and from bed in periods of illness, to and from the toilet, assisting with laundry where necessary and other tasks as maybe required from time to time.
3. To encourage day care clients to maintain their independence by providing them with appropriate support. Such as helping with social activities, and assisting in the coffee bar in the event of staff shortages.
4. To accompany tenants and day care clients on short excursions and if necessary to act as a wheelchair 'pusher'.
5. To assist tenants to make use of the communal facilities e.g accompany them to Hairdresser/Laundry facilities and provide assistance if necessary to use the facilities.
6. To encourage tenants and/or day care clients to join in social activities both at Brockhill and elsewhere to promote a healthy life style and maintain their quality of life.
7. To assist in the administration of medication to tenants as directed. This will include applying eye/ear drops and ensuring other medication is taken

8. To assist in record keeping, and cash handling as directed.
9. To deputise for the Manager or Support Officers in their absence and support them in their work. This will include occasional sleep-over cover in emergencies for which additional payment will be made.
10. Any other duties that may reasonably be required.

Hours of Work

Brockhill Support Aide post is a 37 hour week post. Monday to Thursday the hours are 8am to 4.30 pm. Friday 8.30am to 4pm.

	Essential	Desirable
Education and Training	Basic Literacy and Numeracy Basic IT skills	NVQ at level 2
	1st Aid Qualification or willingness to train	Evidence of other training in the care of older people
Special Skills	An understanding of the sensitivity required in carrying out tasks of a personal nature Capable of working within Brockhill guidelines whilst using own initiative	Some experience of personal care tasks Disability awareness Cultural awareness Experience of working with emergency alarm systems
Experience	An empathy for older people and an understanding of their needs	Experience of working with older people
Motivation	A genuine liking for older people and respect for their independence and personal choices Enjoy working as part of a team	
Personality	Friendly, caring, energetic, self-confident and flexible	
Special Requirements	Good physical and mental health Willingness to undertake training for NVQ 2 and other day courses Hold (or train for) 1 st Aid at work qualification, which must be kept up to date	