

Executive

29 November 2018

Report of the Corporate Director of Health, Housing and Adult Social Care

Portfolios of the Executive Member for Adult Social Care and Health and the Executive Member for Housing and Safer Neighbourhoods

Older Person's Accommodation Programme – A further phase

Summary

1. This report gives an update on the level of provision of older person's accommodation across the city and the mix of accommodation types available. It asks members to agree that the direction of the next phase of the Older Person's Accommodation Programme should be shaped by a programme of engagement and consultation with residents.

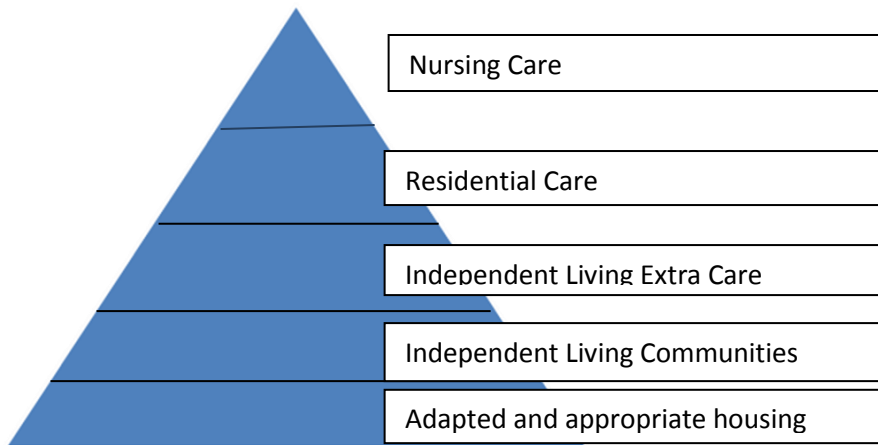
Recommendations

2. The Executive are asked to:
 - Note the information in the report and the challenges and direction for the future of the programme.
 - Agree the need to engage with residents and stakeholders to shape the future direction for Older Person's Accommodation in the city.
 - Agree the next phase of the work programme from December 2018 onwards. With reports to Executive from February 2019 as the programme develops.

Reason: In order to ensure that the provision of older person's accommodation in the city meets the needs and expectations of residents and to inform future Council investment in older person's accommodation.

Background

3. The provision for older people's accommodation can be represented as a pyramid with care needs traditionally increasing towards the top of the pyramid.



4. The first phase of the Older Peoples' Accommodation Programme has focussed primarily on the top 3 tiers of the pyramid.
- Addressing the Council's ageing residential care stock, safely closing buildings which were no longer fit for purpose, and encouraging and supporting investment in new modern residential care homes across the city.
 - Boosting the provision of accommodation for Independent Living with Extra Care. Including the extension of Glen lodge and the current project to extend the accommodation at Marjorie Wait Court and include 24 hour care at both schemes. The programme has also ensured the provision of 24 hour care at Auden House

Nursing & Residential Care

5. The city currently has 964 nursing and residential care beds. This is almost 18 beds per 100 residents aged 75+. The level of provision varies across the city, with provision highest in the north. Currently there are approximately 450 residents in care home places funded by the Council, this figure varies depending on the number of short breaks placements. The first phase of the programme has put plans in place to deliver approximately 560 high quality care home beds. However, if the proportion of residents aged over 75 who move into residential or nursing care remains the same over the coming years, (applying national benchmarks to current population projections), the city will have a demand for an additional 750 beds by 2032. Work is ongoing to support the development of nursing & residential care facilities in Burnholme, Fordlands, New Lodge and Green Lane. There is planning approval for a care home on the Lowfield Green site.

Independent Living with Extra Care.

6. The aim to support people with high care needs to continue to live independently with any level of care needs, is continuing to drive the development of Extra Care accommodation. The first phase of the programme has extended and improved the facilities at Glen Lodge and provided 24 hour care at Auden House, Glen Lodge and Marjorie Waite Court. Work is underway to extend and improve Marjorie Waite Court to provide additional accommodation with Extra Care.
7. The programme is also supporting partners with the development of Independent Living with Extra Care accommodation at New Lodge and Regency Mews. The Council is continuing to work with the preferred bidder to explore opportunities for extra care provision at Oakhaven.
8. There are a total of 224 extra care units in the city, with a further 194 planned. The city will then have a provision of 2.4 units per 100 residents aged 75+. Provision of Independent Living properties with Extra Care is significantly higher in the east and west of the city than in the north. The units at New Lodge and Marjorie Waite will create a more even distribution. Applying national benchmarks to current population projections it is anticipated that there will be a demand for a further 155 extra care units by 2032.

Independent Living / Sheltered Housing

9. The city currently has 1170 independent living units in, with plans in place to increase this to 1252. York has 38 independent living schemes with an average of 39 units per scheme. Many of the Council's schemes are smaller than this. They are provided by a range of Registered Housing providers, some schemes are dated and in poor condition, are no longer financially viable due to their size or have opportunities for expansion or redevelopment.
10. The average number of applications for Council 1 bed roomed independent living properties is 18.4, reflecting the significant demand for properties. However the number of bids per property varies across the schemes from 30+ to 1 when vacancies were last advertised, which may be reflective of the location and quality of the facilities.
11. The Older Peoples' accommodation stakeholder group, made up of representatives from older person's advocacy groups and Independent Living providers, has requested that the next phase of the programme should include a review of the independent living model in the city and an analysis of opportunities for improvements in each of the schemes.

60+ Housing.

12. 81% of the city's residents aged 75+ own their own home, and have had no involvement with Social housing services. This is significantly higher than the national average. Currently all extra care housing schemes in the city are provided by social landlords. The range of housing stock in the city does not reflect the needs of these older home owners.
13. The Council currently fund domiciliary care for approximately 650 residents. This is provided in general needs housing, independent living schemes and in extra care accommodation.
14. The Council's local plan housing policies promote a mix of housing types within developments, but there is not a policy direction on the type of accommodation for older people which is the most sought after. There is a role for the Older Person's Accommodation Programme to ensure that our planning policies and strategic housing sites address the need for housing for residents of all ages. To do this, officers should engage early with developers and promote the benefits of a housing mix that reflects the city's demographics, and to influence design to ensure that the accommodation is integrated with access to services and community facilities.
15. Advocacy groups for older people in the city report that they are regularly contacted by people wanting support to find appropriate accommodation, seeking assistance with down sizing, clearing out clutter, viewing properties, and moving house. Often the prospect of moving house becomes overwhelming and residents choose to remain in their existing property. House moves for older people are often as a result of reaching a crisis point rather than a lifestyle choice.

A Further Phase of the Programme.

16. Despite the successes of the Older Person's Accommodation Programme and the current development schemes, it is clear that there is a need to continue to develop further accommodation and to ensure that there is a range of accommodation types to suit the needs of York's older residents.
17. The purpose of the Older person's Accommodation programme is to
 - Provide and enable the provision of appropriate accommodation to support older people to live well independently with a wide range of care needs,
 - Where this is no longer possible or desirable, to ensure the provision of good quality, modern, care accommodation for York's residents.

18. Officers will continue to deliver the schemes which have already been planned into the programme. This work is shown in the work plan at annex 1. It includes:
- Delivery of Council capital programme schemes at Lincoln Court and Marjorie Waite Court
 - Support and enable the development of a care home at Burnholme
 - Complete the transfer and support the transformation and extension of Haxby Hall care home.
 - Work to support other housing and care providers in the city to develop accommodation to meet the needs of York residents.
19. Work to date on the programme has focussed on nursing, residential and extra care accommodation. The next phase of the programme will review the Council's independent living stock, ensuring it is fit for purpose, looking for opportunities to increase the provision and enabling the facilities to serve the surrounding community. A time table for this work is also included in the work plan at annex 1.

Engagement to establish the accommodation demand in York.

20. The supply and demand benchmarks used above are all national figures. It is not clear whether the population of York are similar to the national average when it comes to demand for the different accommodation types. Officers propose that the next phase of the programme will include engagement with advocacy groups, residents, housing providers, and estate agents to establish how people in York want to live in their later years and the type of accommodation that would best support this. This may lead to a recommendation for the Council to develop local benchmarks of supply to reflect local demand. The results of this engagement will be brought to members in Spring 2019.
21. Linked to the need to understand local demand for accommodation is the need to raise awareness of the housing options becoming available for residents. In particular the range of independent living options and the increasing range of housing tenures. Through the engagement process officers will share information about extra care accommodation, independent living schemes and shared ownership options for each housing type, and shared living models which are all going to be available from Autumn 2019. This information will be shared with residents through the Future Focus

programme, front line care teams and housing options staff, as well as partners, advocacy groups and the media.

Reviewing the programme.

22. Following the development of Glen Lodge Extra care scheme the Housing Learning & Information Network carried out a review of the project and the operation of the scheme. This review found that:
 - a. Residents are very happy with the building, and spoke positively about the design, staffing and location of the scheme.
 - b. Engagement with staff on site makes a big difference to how safe and happy the residents feel.
 - c. The council should appoint a single scheme manager at Glen Lodge, and at future extra care housing schemes, with overall responsibility for operational delivery of all aspects of the scheme including housing and care.
 - d. The Council should develop an approach to the use of Glen Lodge and future extra care housing schemes by older people from the surrounding community. This is an opportunity to generate considerable additional benefits from developing extra care housing for a larger number of older people in the wider community.
23. Implementing the findings of this review will be incorporated into the work of the programme.

Implications

Financial

24. The Older Persons' Accommodation Programme is on track to achieve the £553k saving agreed in the original business case. We will refine the financial modelling as the detail of the next phase becomes clearer and outcomes of the consultation can be considered.

One Planet Council / Equalities and Better Decision Making Tool

25. Following the proposed consultation and engagement, a full impact assessment of the proposed next steps, individual capital scheme elements within the programme and any York based accommodation benchmarks will be carried out and brought to a meeting of the executive in Spring 2019.

Legal

26. There are no Legal implications of this paper.

Property

27. Officers from the older person's accommodation programme are working along side colleagues responsible for the community asset strategy to identify opportunities for co-location of services, integration of community providers within Independent Living schemes and other community facility opportunities.

Risk Management

28.

	Risk	Mitigations
1	Options for accommodation for older people do not match the expectations and aspirations of the city's residents	The programme will engage with residents, families and stakeholders to better understand resident's expectations.
2	Those with high care needs and their carers/assessors do not recognise Extra Care accommodation as suitable because this model of accommodation is not yet well established in York.	Resident, carer, staff and advocates engagement will raise awareness of the options available and the opportunities that Extra Care accommodation provides.
3	Insufficient funding available to deliver all elements of the programme.	The programme's financial model is constantly reviewed. The provision for Older Person's Accommodation will form an integral part of the Council's housing development function. Each capital element of the programme will have an individual business case.

Annexes

1. Work Plan December 2018 onwards

Contact Details

Author:	Chief Officer responsible for the report:		
Vicky Japes Older Persons' Accommodation Programme Manager Tel: 01904 553382 vicky.japes@york.gov.uk	Michael Melvin Interim Corporate Director of Health, Housing and Adult Social Care		
	Report Approved	✓	Date 5/11/18
Specialist Implications Officer(s) Legal – Walter Burns (Ext 4402)Gerard Allen (Ext 2004) Finance – Debbie Mitchell (Ext 4161) and Steve Tait (Ext 4065) Property – Philip Callow (Ext 3360) and Ian Asher (Ext 3379)			
Wards Affected: All			