



Maximising value: A strategy to deliver Extra Care Housing in North Yorkshire

This Case Study seeks to understand the strategic approach taken by North Yorkshire County Council (NYCC) in structuring their delivery model to continue the development of 1,800 units of Extra Care Housing to be completed by 2020. This is an ambitious development programme and arguably one of the largest if not the largest development pipeline to deliver Extra Care Housing in the UK.

The Housing Learning and Improvement Network (LIN) provides an update on NYCC's strategy and reviews schemes delivered between 2003 and 2011 (see Housing LIN Case Study No.1, 2003) and their strategy to deliver the additional units by 2020 in light of the changing economic environment.

Written for the Housing Learning & Improvement Network by
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National Context

Until recently capital funding specific to the development of Extra Care Housing was channelled through the Department of Health (DH) and the Homes & Communities Agency (HCA) enabling Registered Providers to deliver Extra Care Housing in accordance with Local Authority strategic needs. NYCC were beneficiaries of this programme and received capital grants from the DH and the HCA to develop new ECH schemes.

Following the government's recent announcement of an additional £200m for Extra Care Housing over the next 5 years in the Care and Support White Paper, there is debate over what other available capital funding there will be beyond 2015 to fund housing growth, both for mainstream housing and specialist housing. Current considerations are being given to alternative funding mechanisms and structures that require new and innovative partnerships between Local Authorities, Health Trusts, housing providers and the private sector.

A model - recently consulted upon by the Coalition Government - is the Real Estate Investment Trust. Initially set up to attract investment from the capital markets to finance the development of commercial property, Registered Providers are being asked whether it is a suitable mechanism to finance affordable housing.

Places for People Housing Association (Inside Housing 15th June 2012) announced a new initiative modelled on the Real Estate Investment Trust where the quoted yield at 7% meant that the rent levels had to be agreed at 80% market rent.

Changes to the Affordable Rent Model were introduced in response to the scaling back of public sector capital to deliver affordable housing. Registered providers now have the autonomy to raise affordable rent levels up to 80% market rent. The additional revenue generated from higher rent levels is intended to subsidise future developments seeing a switch from capital to revenue as the means to continue an Affordable Housing Programme.

However, some local Authorities like NYCC have, using their Partnering Framework, worked closely with their preferred partners to keep rents at an affordable level helping schemes stay affordable over the longer term.

In the absence of a 'major' capital grant from the Homes & Communities Agency and Department of Health, new challenges lay ahead for Local Authorities looking to commission Extra Care Housing and the sharing of good practice, knowledge and experience will become increasingly pertinent across the sector.

The Strategic Approach & Context

The relationship between local and national demographics is generally consistent and increasingly evident in places like North Yorkshire County Council. The growth of the older aged groups is forecast to accelerate in the next five years linked to the longer term trend of rising life expectancy.

The ONS mid-year population estimates between 2001 and 2008 suggest an average annual increase of 1.55% in the 65+ population in North Yorkshire. From 2008 this annual rate of growth is projected to double to +3.13% under the POPPI forecasts from 2008 to 2014. The result would be a 20% increase in the 65+ population by 2014. In the longer term, the POPPI forecasts suggest that the 65+ population will grow by 2.34% per annum so the group increases by 86,100 people (+78%) between 2005 and 2030.

As a result of the above, three revised growth scenarios were developed to consider potential future gross demand for accommodation with care and Extra Care Housing. A **low growth scenario** (+1.5% per annum) suggests that from 2008 the 65+ population will increase by 22,600 (+20%) by 2020 and by 44,800 (+39%) by 2030. A **medium growth scenario** (+2% per annum) suggests that from 2008 the 65+ population will increase by 31,000 (+27%) by 2020 and by 63,100 (+55%) by 2030.

In line with the long run POPPI forecast (+2.43%) and the initial HNA (+2.49%), a **high growth scenario** (+2.5% per annum) suggests that from 2008 the 65+ population will increase by 39,900 (+35%) by 2020 and by 83,400 (+72%) by 2030.

Population Profile: North Yorkshire	Figures rounded up Bracketed figure = % of County Pop
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Age Profile	2001	2020	% change 2001 - 2020
0 – 19	136,600 (24%)	127,800 (21%)	-6.4%
20 – 49	216,100 (38%)	197,900 (32%)	-8.4%
50 – 64	113,600 (20%)	139,300 (22%)	+22.6%
65 – 84	89,800 (16%)	132,800 (21%)	+47.9%
85+	13,600 (2%)	22,500 (4%)	+65.4%
Total Population	569,700	620,300	+8.9%

Using 2001 census information, it was estimated that in North Yorkshire by 2020:-

- There will be 50% more people aged 65+, representing 25% of the total population
- There will be 65% more people aged 85+, representing 4% of the total population
- Around 1 in 4 people aged over 80 years will have a significant degree of dementia
- Every year up to 2020 there will be 466 people new to the 85+ age group (group of people most likely to require support) and approximately 116 will have dementia or memory-related problems.

Why Extra Care in North Yorkshire?

Extra Care Housing is a self evident tried and tested model throughout the United Kingdom as well as North Yorkshire. There are currently 15 schemes in operation across North Yorkshire since the first one completed in 2003. North Yorkshire is a net importer of older people, mainly because it is a beautiful county where people come to retire. It is the largest geographical county in England with 28 main market towns and is predominantly rural. Evidence suggests local people wish to age in the communities they are familiar with and therefore, in response to their needs, North Yorkshire County Council is aiming to provide a high number of schemes across the county so people don't have to move far, if at all, to access Extra Care Housing.

What are the unique features of Extra Care Housing for North Yorkshire County Council?

Extra Care Housing is unique in that it addresses more than one solution because by virtue of its definition it has more than one meaning.

For example, it addresses a local solution to people needing accommodation with care and support. It also provides a community resource that meets other needs locally such as post office, hair and beauty salon, shop, restaurant, that can be incorporated in to the design brief and developed as part of the Extra Care Housing scheme. Increasingly there is a greater participation of working with other partners for joint solutions such as GP surgery, community library, respite, Learning Disability housing and supporting Independence. The flexibility of the design, the built form is integral to long term sustainability so that flexibility in use can evolve with changing needs and expectations.

More widely, it can 'kick start' and lever in funding to enable other needs to be met. For instance, NYCC have a project in Harrogate that, based on assets of sites provided by the County Council, Borough Council and Registered Providers, are currently delivering two ECH schemes and a number of general needs affordable housing.

NYCC are also influencing the ongoing management services on Extra Care Housing schemes – i.e. catering - via a social enterprise model that enables people to access training and employment opportunities when they maybe wouldn't do so through traditional routes because the opportunities would not have been there had the Extra Care Housing not been delivered.

How is North Yorkshire seeking to attract inward investment from a range of capital or revenue funding streams to deliver their Extra Care Housing development strategy?

NYCC have conducted market testing which gave reassurance that the market is keen to respond to such opportunities. At the time of writing, NYCC cannot provide too much detail at this stage about the procurement process as all information is considered commercially sensitive. However, this will be outlined by the Housing LIN at a later date.

North Yorkshire County Council Summary of Existing Provision and Development Pipeline 2003 & 2015

Existing provision:

- 15 extra care housing schemes with 7 providers, 606 units (replacing 10 Elderly Persons' Homes) (EPH)
- Currently 7 County-owned EPH and 6 County-owned Resource Centres

Development pipeline:

- 1 in development
- 4 in planning
- 845 units by 2015

Input of Department of Health funding to existing or pipeline schemes; private funding; HCA schemes

Funding breakdown of developed schemes	
NYCC Sites	£4,995,000
NYCC Capital Grant	£8,874,542
NYCC Second Homes Fund	£1,317,200
District/Borough Council funding (land & capital)	£3,410,942
Housing Corporation/Homes & Communities Agency	£21,222,072
Department of Health Funding	£3,955,532
Registered provider/developer investment	£38,825,932
TOTAL	£82,601,220

(The total funding from public purse is £43,775,288 which includes £15,186,742 from NYCC)

Scheme Development

North Yorkshire County Council initiated their implementation strategy in response to the findings identified in their Housing Needs Analysis – Accommodating with Care (2010) and ‘What is extra care and how can it help me?’ (August 2010) and Dementia in Yorkshire & Humber - a demographic profile. These studies contributed to an understanding of the demographic and socio economic profile that could relate to a geographical location of need via a needs mapping exercise. Mapping out the demographic profiles and needs of their local communities captured information such as the population of existing and future numbers of older people requiring accommodation with care, especially people living with dementia which are projected to grow.

The ‘A Housing Needs Assessment – Accommodation with Care’ was conducted to specifically identify how much extra care housing would be required to meet existing and projected need to 2020. It resulted in confirming a need for a further 30-46 schemes in all districts and boroughs across the county with a range of tenure options by April 2020. This document provides key headline data, and more analysis of demand relating to the specific required locations will be conducted in the future. The areas of need are identified in the following Districts (based on provision of a further 30 schemes):-

- Craven x 4
- Hambleton x 5
- Harrogate x 6
- Richmondshire x 3
- Ryedale x 4
- Scarborough x 3
- Selby x 5



Framework Procurement

Launching the needs and aspirations identified in the studies commissioned started by the Local Authority identifying what sites it had available in context to where the demand / location of need was identified. NYCC proceeded with identifying appropriate and suitable assets (sites) to bring forward and help stimulate Extra Care developments. NYCC would have no interest in retaining the freehold of the land and so were willing, in principle, to transfer the freehold at nil value as has often been the case with the existing schemes.

Dialogue with key strategic partners followed. NYCC launched a procurement process to inform the market what assets were available to help stimulate development to meet the identified need. The resultant partners undertook development appraisals to examine commercial viability identifying capital investment required and what returns through rental income and sales receipts could be generated over short, medium and long term. This programme offers further opportunities for economic development across North Yorkshire for housing, health, retail and leisure solutions.

Implementing innovation and creativity at every stage of the design and development process has to be embedded within the design brief as design criteria. For example, schemes that include commercial or health care facilities were designed so that their footprint is the equivalent of say 4 or 5 flats so that in the event at some point in the future the facility is no longer needed, the floor area can be subdivided accordingly into flats.

Current Extra Care Housing Providers in North Yorkshire

- Abbeyfield
- Broadacres Housing Association
- Hanover Housing Association
- Harrogate Neighbours Housing Association
- Housing 21
- Joseph Rowntree Housing Trust
- Yorkshire Housing Association

Selected examples of Good Practice

Esk Moors Lodge Extra Care Housing Scheme, Castleton



Landlord	Abbeyfield
Year built	2008
Floors	Three
Number of lifts	One
Accommodation	Six one-bedroom and six two-bedroom self-contained apartments
Accessibility	All apartments are wheelchair accessible
Services	24-hour care/support services are available on site if you need them; concessionary TV licence
Service providers	Housing and support is provided by Esk Moors Caring Care is provided by Esk Moors Caring
Facilities	Door entry and intercom system to every apartment; 24-hour emergency response alarm to every apartment; restaurant facilities; lounge and dining area; community centre (the Bradbury Centre); well equipped laundry room; and landscaped gardens and seating areas
Regular activities	The social and community hub provided by the Bradbury Centre within the scheme enables access to a wide range of programmed activities and events within the scheme that are available to both residents and the wider community
Pets	Both cats and dogs accepted
Tenure type	Affordable rent
Eligibility	You will usually need to be 55 or over, with a housing and/or care need and live in or have a local connection to the Upper Esk Valley area

Esk Moors Lodge is situated in the rural village of Castleton which is located in the Upper Esk Valley, an area of great natural beauty in the northern part of the North Yorkshire Moors National Park.

Historically this area has presented challenges in the delivery of care. In recognition of these issues the local community have worked with the County Council and other partners to develop an innovative, community based model of providing social care for this remote rural area. During this time the County Council has supported this work with grant funding and other practical support.

The development of the Extra Care scheme at Esk Moors Lodge was always seen as a fundamental element in ensuring the long term sustainability of the community based model of service provision that was developed.

Esk Moors Lodge opened to new residents in January 2009. The £3.6 million scheme was developed through a partnership between North Yorkshire County Council, Scarborough Borough Council, Abbeyfield (owner and landlord) and the local community, with its opening marking the culmination of 10 years' hard work and determination of the community and its partners to secure the development.

The scheme provides 12 apartments for rent to people who live in or have a local connection with the Upper Esk Valley area along with a range of other facilities. These facilities critically include the Bradbury Community Centre. The Bradbury Centre is a key element to the success of the Extra Care scheme by creating a 'community hub' where meals, activities, events and services can be accessed and used by both residents and the wider community.

The scheme was funded by a mixture of funding raised by Abbeyfield and the local community, a Homes and Communities Agency grant and funding from the County Council and Scarborough Borough Council.

Weblink: www.northyorks.gov.uk/eskmoorslodge

Greyfriars Extra Care Housing Scheme, Richmond



Landlord	Housing 21
Year built	2011
Floors	Four
Number of lifts	Two
Accommodation	Thirty nine two-bedroom, self-contained apartments
Accessibility	All apartments are wheelchair accessible
Services	24-hour care/support services are available on site if you need them; concessionary TV licence
Service providers	Housing and support is provided by Housing 21 Care is provided by North Yorkshire County Council and private domiciliary care agencies
Facilities	Door entry and intercom system to every apartment; 24-hour emergency response alarm to every apartment; restaurant; assisted bathing room; hairdressing salon; communal lounge; electric vehicle storage and charge room; community resource room; sensory room; well equipped laundry room; guest suite for use by family and friends for short stays; and landscaped gardens and seating areas

Regular activities	This is a new scheme but a programme of activities and events is currently being established
Pets	The scheme is pet friendly
Tenure type	Thirty four apartments are affordable rent and five are available for shared ownership
Eligibility	You will usually need to be 60 or over with a housing and/or care need to be eligible for this scheme (an exception can be made in light of physical or sensory disability)

Greyfriars is located in the centre of Richmond. It was built on a site that was previously a Richmondshire District Council sheltered housing scheme. The new Extra Care scheme provided a replacement for the sheltered housing scheme and the County Council's residential care home at Richmond House in Richmond.

The £5.2 million scheme was developed through a partnership of the County Council, Richmondshire District Council and Housing 21.

The scheme provides 39 two-bed apartments each with a lounge, kitchen, bathroom and two bedrooms. The scheme was funded by a mixture of funding raised by Housing 21, a Homes and Communities Agency funding grant and County Council and District Council funding and land.

The scheme incorporates the usual range of communal facilities which includes a hair salon, a restaurant run by Avalon via a social enterprise and a community space and sensory room that is currently used by people with learning disabilities on week days.

Weblink: www.northyorks.go.uk/greyfriars

Rivendale Extra Care Housing Scheme, Northallerton



Landlord	Broadacres Housing Association
Year built	2010
Floors	Three
Number of lifts	Two
Accommodation	Fifty one, two bedroom self-contained apartments
Accessibility	All apartments are wheelchair accessible
Services	24-hour care/support services are available on site if you need them; concessionary TV licence

Service providers	Housing and support is provided by Broadacres Housing Association Care is provided by North Yorkshire County Council
Facilities	Door entry and intercom system to every apartment; 24-hour emergency response alarm to every apartment; on-site shop; restaurant facilities; hairdressing salon; lounges and seating areas; guest room that can be booked for family and friends; well equipped laundry room; hobby room; assisted bathroom; and landscaped gardens with seating areas
Regular activities	This is a new scheme so regular social activities are currently being planned. Already there are plans for a domino drive, entertainer and possibly a film club
Pets	Cats and dogs are accepted (not to be replaced), with prior permission
Tenure type	Ownership, shared ownership and affordable rent
Eligibility	You will normally need to be 60 or over with a housing and/or care need

Rivendale Extra Care Housing scheme is a £7.7 million scheme built in Northallerton by Broadacres Housing Association in partnership with North Yorkshire County Council, Hambleton District Council and the Homes and Communities Agency. Major funding contributions came from Broadacres Housing Association as well as government money and financial support and discounted land from North Yorkshire County Council.

The scheme provided a replacement for the County Council's residential care home at Oak Mount and was built on a site that was previously occupied by a County Council day centre for people with learning disabilities. A new activity area and facilities for approximately 12 people with high support needs were provided alongside the new scheme as a replacement for the day centre.

The scheme provides 51 individual two-bed apartments each with a lounge, kitchen, bathroom and two bedrooms. A range of communal facilities including a restaurant and hair salon provide services and activities for the whole community. 46 of the apartments are for rent and 5 for purchase.

Weblink: www.northyorks.gov.uk/rivendale

The Learning from processes and scheme delivery to date

What has been established through the programme to date via a diverse stakeholder and procurement process is the understanding that Extra Care Housing is arguably the most complex type of affordable housing to deliver. The design, the non revenue generating areas like common rooms factored in to development appraisals, the economies of scale required for care provision, mixed tenure, future proofing and design flexibility are all essential criteria to be included within a process that also seeks to reconcile different perspectives and expectations of stakeholder groups.

The interrelationships between stakeholder groups learn and evolve as schemes inherently become more complex. The quantity of partners, the expectations, and individual timings for delegated authorities for approval are all interdependent and yet conversely interconnected in delivering the same development.

Reconciling and synchronising delegated authority cycles in the interests of project delivery can be a challenging exercise and one that needs to be tackled from the outset.

To date, in the majority of schemes developed, the care has been provided by North Yorkshire County Council as an in-house service. This is likely to change going forward in the delivery of future schemes up to 2020. However, the critical factors include:

The role and views of the host LA (vision and leadership)

Good strong relationships embedded in a clear strategic objective is essential as it is the Local Authorities that recognise Extra Care Housing developments provide wider socio-economic solutions in meeting other key strategic objectives like General Needs affordable housing and local employment opportunities. There are always inherent challenges relating to planning but a lot of work is done in advance to engage with planners and committee members and the local community in which a scheme will be built, (see Housing LIN/ADASS Resource Pack, Strategic Housing for Older People).

The wider impact that extra care schemes have for the resulting vacancy chain and local housing market ('down trading' market)

It is widely accepted that Extra Care Housing has had a positive effect on local housing markets, especially where mixed tenure Extra Care Housing is provided. This is also supported by a number of papers produced by the Housing LIN, (see Housing LIN Viewpoints 17 & 19 and Factsheet 33).

The customer perspective (consumer aspirations-managing expectations e.g.tenure profiles)

This is a huge area that is essential to the ongoing improvement process. Customer aspirations need to be gathered, understood and assimilated in to the design criteria and Performance Specifications and Care and Support Models to ensure that both form and function of Extra Care Housing is fit for purpose. For example, choice around tenure options based on affordability provides not only choice but control. A flexible service (i.e. menu of services for people to cherry pick from), also enables choice and control.

Designing flexibly

Flexible design and good space standards are well evidenced in improving quality of life, which also includes maximising daylight. Also, the design specification needs to consider energy performance with the intention of reducing bills on long term running costs, and these all need to be factored in from the outset.

The design and service provided need to enshrine dignity and respect, security, social integration, quality, empowerment, and all the ingredients required in creating a social environment that enhances well being and a place where people want to live and stay. (For further information on design principles in Extra Care Housing, see Housing LIN Factsheet 6.)

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The views expressed in this paper are those of the author, and not necessarily those of Project 1 Housing or the Housing Learning and Improvement Network.

About the Housing LIN

Previously responsible for managing the Department of Health's Extra Care Housing Fund, the Housing Learning and Improvement Network (LIN) is the leading 'knowledge hub' for a growing network of housing, health and social care professionals in England involved in planning, commissioning, designing, funding, building and managing housing, care and support services for older people and vulnerable adults with long term conditions.

For further information about the Housing LIN's comprehensive list of online resources and shared learning and service improvement networking opportunities, including site visits and network meetings in your region, visit www.housinglin.org.uk

The Housing LIN welcomes contributions on a range of issues pertinent to housing with care for older and vulnerable adults. If there is a subject that you feel should be addressed, please contact us.

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