



A healthy partnership: predicting future demand for extra care housing in Calderdale

This Case Study from the Yorkshire and Humber Housing Learning and Improvement Network provides an overview of the triggers that led to the procurement of Willow Court, Elland, Halifax. The Case Study entails Pennine Housing 2000 and Calderdale Council sharing their experience from the past, present and vision for the future of developing Extra Care housing.



It aims to capture the journey of both the provider Pennine Housing 2000 and commissioners Calderdale Borough Council leading up to the decision to provide Extra Care housing, and the lessons learnt on earlier schemes which were used to develop this scheme. It also captures how their vision for the future development of

Extra Care housing is being influenced by the changing expectations of older people and the challenges of reduced budgets.

Written for the Housing Learning & Improvement Network by
Paula Broadbent, Keepmoat

With thanks to **Sue Lewis**, Pennine Housing 2000, and
Chris Willis and **Stephanie Furness**, Calderdale MBC for their input.

June 2013

Background

As a Group, Pennine Housing 2000 currently has ten Extra Care Housing schemes in management in West and South Yorkshire and 3 more in development in Derbyshire. The total number of Extra Care Housing (ECH) units currently in management within Together Housing group is 445. ECH is very much part of their growth plan strategy, to improve the housing on offer locally for older people and responding to the increasing ageing population. This includes the expansion of tenure choices and development of different funding models. Their growth strategy is being taken forward, both with current local authority commissioning partners and new commissioners, such as the emerging Clinical Commissioning Groups.

Pennine Housing 2000 are a learning organisation, committed to continuous improvement of their product (both design and service delivery). Their latest scheme was shortlisted for the national Homes and Communities Agency (HCA) design awards, for its inclusive design. They have used this learning to improve quality of design not only in their ECH schemes but also in their sheltered housing schemes and general needs stock for older people.

Furthermore, their experiences have been recognised and published as good practice by the Housing Learning and Improvement Network¹, the National Housing Federation, and they have been key partners in influencing age-friendly design as part of the Northern Housing Consortium's project.²

Driving up standards, building quality

The quality of Pennine Housing 2000's latest scheme is reflected in the feedback they have received, from their customers, partners, colleagues and stakeholders in the sector, and from the fact that all units were let and sold within two months of opening.

The outcomes being delivered are also a testament to the commitment of their key development partners (Southdales and their Architects, Langtry Langton) to sign up to the vision of creating a scheme that has at its heart a focus on the individual. This required a step change in the way they planned, designed and delivered the scheme as well as influencing their partners' thinking around the concept of ECH to get the right result for residents.

Pennine Housing 2000 firmly believe the success of ECH lies in the quality of design, the culture of partnership working during development, service delivery, retaining the housing-based ethos, and last but not least, location. For example, during the development process they learnt from earlier developments that the relationship with the architect and contractor is essential to ensure that the scheme is not just fit for purpose, but is designed from day one as a truly housing-focused scheme.

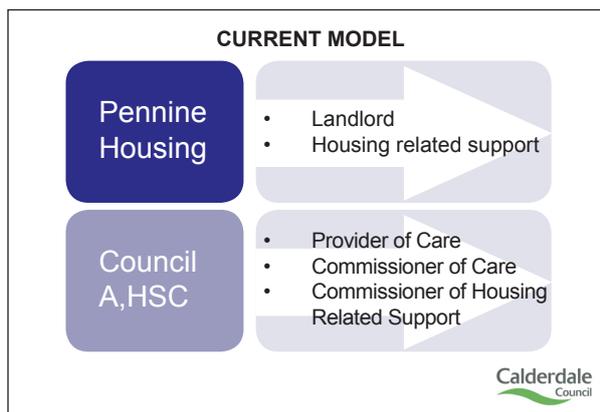
In relation to the Willow Court scheme, the partner consultants and commissioners were challenged to work in a very different way with Pennine Housing 2000, who had embarked on a project to lift the appearance of the fixtures and fittings for example. Partners were asked to assist Pennine in sourcing a high level of inclusive design throughout the scheme by stepping away from what appears to have become the norm in relation to handrails, flooring and kitchens etc... The topic of inclusive design was clear in their brief and was benchmarked at every project meeting.

¹ Housing LIN Viewpoint 14 (2010), *Putting Inclusive Design into Practice*

² Northern Housing Consortium (2010) *Age-Friendly Communities in the North*

Supporting more than people

Pennine Housing 2000's aim is to maintain a landlord and housing support service in its ECH schemes to ensure a seamless housing-based service and maintain a housing-based culture for residents, underpinned by choice, control and empowerment. They are continuously reshaping their services, with their customers and commissioners to respond to changing needs and expectations and to ensure affordability of the ECH product, whoever is paying.



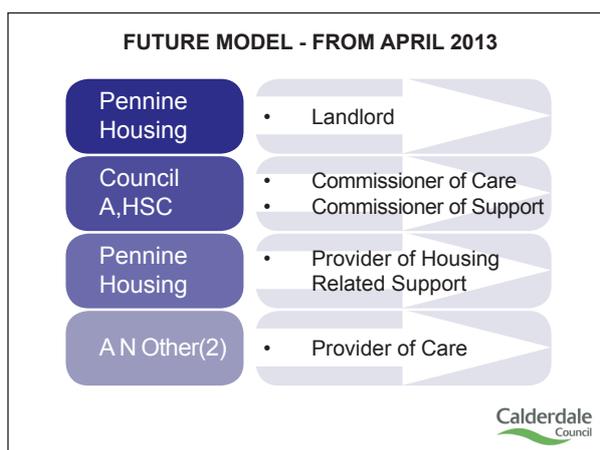
Pennine Housing 2000 has developed strong collaborative partnerships with care providers, based on the *one team* and *can do* approach. They respect the policy developments relating to the personalisation agenda and seek to meet the challenges this brings to accommodation-based services by continuing to provide and develop excellent services, to respond to the aspirations of future generations and to maximise choices.

Working in partnership

Over the last decade and more, 3 ECH schemes have been developed jointly between Calderdale Council and Pennine Housing 2000; the first opened in 2001, the second in 2004 and the third in 2009. Partnership working is fundamental in such an undertaking to ensure continuity of approach for the customer and clarity for the staff.

A fourth scheme is currently being developed by Abbeyfield Society at Ing Royd, Skircoat Green. The 30 unit scheme will open this year and will offer 8 shared ownership units with a mixture of one and two bedroom apartments.

Corporate Procurement Rules dictate that Calderdale Council has to tender for support services, both housing-related support and care. Pennine Housing 2000 has been successful in retaining the housing support contract for its schemes, following a competitive procurement process. However, had it not been successful, it could potentially have meant that the other four agencies would have been responsible for delivering the housing-related support.



Predicting future demand

Based on current figures (demand and provision) for ECH, Calderdale Council will need approximately 510 units by 2030 to keep up with population increases.

| Projected outputs | 2012/13 | 2013/14 | 2014/15 | 2015/30 |
|-----------------------------------|----------------|--------------|--------------|--------------|
| Extra Care units for older people | 30 | 60 | 40 | 250 |
| Location | Skircoat Green | Lower Valley | Lower Valley | Unidentified |

Due to changes in the aspirations of this group it is likely that the demand will be higher, with their lifestyles and interests being different to the generation before. Despite uncertainty around welfare reform and Housing Benefit, recent design standards, such as those principals adopted at Willow Court and the upcoming Ing Royd, reflect these changes from simple considerations such as including on site amenities like a bistro, to offering 2 bedroom apartments to attract those households who are moving from family-sized accommodation. This is all working towards offering a greater aspirational housing choice between sheltered accommodation and residential care homes.

Developing Willow Court

This development responded to the local authority's older people strategy and local housing policy to increase access to Extra Care housing. The scheme was the first mixed tenure Extra Care scheme for both the provider and the council and the early marketing of the development through local stakeholders has proved successful in all units being allocated shortly after completion.

The 52 unit scheme received a grant from the HCA's National Affordable Housing Programme which influenced the design to include all 2 bedroom apartments, and rents were comparable with social rents. The sale prices for the shared ownership were originally conservative to ensure early sales, but resales have proved that there is a market for this product with achieved sale prices increasing approx 19% during the down turn in the housing market.

The scheme provides an attractive "community hub" as well as attractive accommodation which local people value and the scheme manager works closely with the care and support provider to ensure that the services available provide people with support to utilise the facilities.

The table below provides an overview of Willow Court and Pennine Housing 2000 and Calderdale Council's Extra Care profile.

SCHEME OVERVIEW

| <i>EXTRA CARE HOUSING</i> | | | | | |
|---------------------------|------------|-----------------------|------------------------|--------------------------------------|-----------------|
| | 1 bed rent | 2 bed rent | 1 bed shared ownership | 2 bed shared ownership | Total no. units |
| No. units | | 42 | | 10 | 52 |
| Rent (weekly) | £ | £94.46 | £ | £120,000 at | |
| Sale price | | (13/14) over 48 weeks | | opening; last resale £142,000 (2011) | |
| Service charge (weekly) | | £54.48 (48 weeks) | £ | £54.48 (48 weeks) | |

| <i>FACILITIES</i> | | | |
|----------------------|----------------------|----------------|-----------------|
| Facility | Residents only | Open to public | Commercial rent |
| Lounge | | √ | n/a |
| Restaurant | | √ | no |
| Health suite | | √ | no |
| Bathing suite | √ | | n/a |
| Laundry | Mainly for staff use | | n/a |
| Library and IT suite | | √ | n/a |
| Hairdresser salon | | √ | no |
| Shop/café | | √ | no |

| <i>DEVELOPMENT STATISTICS</i> | | | |
|-------------------------------|---------------|-----------------|-------------------|
| Year opened | Grant funding | LA contribution | Total scheme cost |
| 2009 | £2.2m | nil | £6.1m |

| <i>PENNINE HOUSING 2000 STOCK & SERVICES PROFILE</i> | | |
|--|---|---|
| | Extra care housing | General needs |
| No. of units | 130 | 12,174 |
| Provider since | 2001 | 2001 (LSVT) |
| Support Services | Within Extra Care housing schemes. Also provider of housing support for older people in wider community (including sheltered) | Community support service is now purely floating support and tenure neutral |

| <i>CALDERDALE EXTRA CARE PROFILE</i> | | | |
|--------------------------------------|--------------|-----------------|-------------|
| Name of scheme | No. of units | Provider | Date opened |
| Clement Court | 36 | Pennine Housing | 2001 |
| Mytholm Meadows | 42 | Pennine Housing | 2004 |
| Willow Court | 52 | Pennine Housing | 2009 |
| Ing Royd | 30 | Pennine Housing | 2013 |

Delivering on-site care

There are currently three ECH schemes in Calderdale; in-house care teams are in Clement Court, the first scheme in the Borough, and Mytholm Meadows, the second, whereas the care is being delivered by Housing 21 in Willow Court, the most recent scheme, following a tendering process.

However, the Council has agreed that care will be delivered by an external provider in all three schemes and the procurement process is underway. It is estimated that the transfer of local authority services to the independent sector is projected to achieve budget savings of 10%.

The hours for care provision is not set to change; in the first two schemes care staff are on site 7am – 10pm; Willow Court operate with the team on site between those times, but one waking night staff between 10pm and 7am.

The Project Team did consider a single provider to deliver care and support, but rejected this model following consultation with people who use services. They are also acutely aware of the need for partnership working in front-facing services so that the residents can depend on a “seamless service”.

However, they do not underestimate the impact of change on people within the services, both staff and residents. It is clear that all parties will need to understand roles and responsibilities to ensure a smooth transition.

There is a certainty that the care provider management will change because of transfer of staff to the independent sector and it is expected that TUPE will apply.

Direct Payments and Personalisation; current policy dictates that, by going into an extra care setting, people will accept services from the in-house team; there are isolated occasions only where residents have a direct payment.

Making connections with health

With a move towards greater integration across housing and health, the council’s housing and adult social care team have funded a ‘Home from Hospital’ project to help older people returning home after a stay in hospital. This 6 month project has seen project officers working from a housing background in a health and social care environment. The aims include:

- identifying potential housing and support needs for adults who have entered hospital;
- enabling service users to consider their future housing options, making informed choices and regaining maximum independence;
- strengthening the links between Housing, Social Care and Health.

An emphasis was put on assisting adults who had suffered a stroke or hip fracture. This was due to approximately 270 people suffering a stroke during 2011/12 in Calderdale, with a further 1,123 people having a longstanding health condition caused by a stroke, and approximately 240 people in Calderdale suffering from hip fractures in 2011/12 which can lead to loss of mobility and independence at home.

The outcome of this is that a significant proportion of inpatient beds and residential care placements are used by adults following a stroke which costs the economy £7billion and directly costs the NHS £2.8billion every year.³ Hip fractures are the most common serious

³ NICE *Cost Impact and Commissioning Assessment: Quality Standard for Stroke* (2010)

injury sustained by older people which costs the NHS around £1.4 billion – a figure that is approximately doubled when the social care costs of hip fracture are considered.⁴

With this in mind, the new service was set up to offer advice and assistance and to also identify gaps in existing services. The type of advice provided includes:

- Working with hospital and community health and social care colleagues to identify any additional needs of the service user
- Discussing with and advising service users, their family and carers what changes may be needed to their home environment in preparation for their discharge from hospital
- Discussing with and advising service users, their family and carers of alternative housing options in a community setting if their home is unable to meet their new needs
- Carrying out an environmental assessment on the home prior to discharge, which will include looking at the health, safety, suitability and security of the house (e.g. the warmth, efficiency and accessibility)
- Linking in with local housing providers and wider support agencies (such as Age UK) to find the best housing solutions for each person



Since June 2012, 88 referrals have been received with a high referral rate from social workers in the hospital and the community. This has been increased by the project officers being located in the hospital part time.

Relocation advice currently accounts for 55% of our referrals. Through linking in with the Home Improvement Service, they have offered advice and guidance around home maintenance, as well as carrying out work to properties. In one case a client was able to return home from Intermediate Care as essential repairs were carried out to the gas fire.

However, it became evident very quickly that the project could not solely focus on adults who had suffered a stroke or hip fracture. Instead, the criteria was widened out to help anyone who had experienced a condition related to reduced mobility which has so far included conditions such as heart attacks, falls, amputees and cancer to name a few.

Overall the project has proven successful. For example, eleven people have been assisted to move to a more suitable property. In particular:

- Successfully moved one out of residential care at a cost of £1,092 a week (total placement cost of £33,861) to a ground floor flat costing £85 a week. This took 7 weeks of officer time and will save £4029 in the first month. There is no longer a care package
- Helped identify a ground floor, wheelchair adapted flat for an amputee
- Supported an applicant who had suffered a stroke to move into an Extra Care scheme

⁴ The National Hip Fracture Database National Report (2010)

Elsewhere, ten people have been assisted to return home quicker, allowing for appropriate discharge from hospital:

- Officers completed a minor adaptation referral which saved the need for a separate referral to the Occupational Therapist team, cutting down waiting time for the patient from 10 weeks to 1 week
- Assisted with home repairs, e.g. boiler repair, enabling faster discharge
- Home visits identified need for additional equipment such as grab rails and key safes
- Officers are working with Keychoice (Choice Based Lettings) to ensure correct banding is issued for all cases, 13 of which included awarding Gold band, giving the client the highest housing priority. Activation time down from 4 weeks to 1 week

Feedback so far has included health staff highlighting that it is a valued service. Reasons include that health do not understand the housing system, finding it difficult to know who to talk to. This service also easily links in with other agencies such as environmental health as well as liaising with Registered Providers to arrange for someone to visit a scheme.

In the light of the above, the project has successfully been extended for a further 6 months. In the long term we hope to build stronger links with other West Yorkshire hospitals and agree procedures with health around discharge and earlier identification of adults who need advice and assistance.

Conclusion

Both Pennine Housing 2000 and Calderdale Council take great pride in the success of Willow Court and take reassurance in the fact that the scheme is continually fully occupied, especially the success of the inclusive design in attracting purchasers in this mixed tenure scheme.

The partnership between the provider, council and contractor/consultants has benefitted from the previous lessons learnt on earlier developments and the insistence of Pennine Housing 2000 to step outside of the normal specification has resulted in a scheme that will influence future developments in both the Borough and Together Housing Group, which Pennine Housing 2000 now belongs to.

This scheme has proved there is a market for Extra Care for sale, and people have been able to generate the capital required even in a very difficult housing market, so both take confidence in planning schemes for the future.

There are challenges in the service delivery revenue in particular following the demise of Supporting People and cuts in social care budgets. But the partners take some reassurance in the changes in health and the successful Home from Hospital scheme which illustrates health colleagues are keen to pioneer projects to work closely with housing and social care partners.

Key learning points

Partnership is absolutely key to the success of Extra Care and this must begin right from the start of planning when and where the scheme is to be developed.

Consultants and contractors can provide valuable input to scheme design and specification if they are involved soon enough in the specification.

The right location and an attractive housing-based offer is key to attracting purchasers to buy into a mixed tenure scheme.

The scheme manager is invaluable in not just commissioning the new scheme but in establishing and maintaining partnerships with local people, commissioners and service providers. As this will market the scheme and ensure properties are always full.

It will only be through joint investment from housing, health and social care that developments like this will be viable in the future, because cutting costs cuts corners and cutting corners loses the attractiveness of the scheme.

Note

The views expressed in this paper are those of the author, and not necessarily those of 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 LIN is the leading 'learning lab' 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 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 you have an example of how your organisation is closely aligned to a 'Living Lab' approach, or a subject that you feel we should cover, please contact us.

Published by:

Housing Learning & Improvement Network,
c/o EAC, 3rd Floor, 89 Albert Embankment
London SE1 7TP

Tel: 020 7820 8077

Email: info@housinglin.org.uk

Web: www.housinglin.org.uk

Twitter: @HousingLIN