

Report to the Cambridge Sub-Regional Housing Board on Extra-Care Commissioning Strategy Group Activities

1.0 Date of meeting

3rd December 2010

2.0 From

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3.0 Why is the report coming to CRHB?

- To provide an update on the activities of the extra care commissioning group and its related sub-group

4.0 Decision(s) required from CRHB

- To note the activity and to comment on any required policy direction or suggested changes to the commissioning framework document

5.0 Background

5.1 The Extra Care Housing Commissioning Group was set up by CRHB in 2008 to take forward concerns about liaison between the partner organisations involved in strategic decisions about extra-care housing development and the revenue funding of new extra-care developments. The group has been meeting approximately every 6 weeks since the matter was raised at CRHB in 2008

5.2 The group consists of representatives of the five Cambridgeshire district councils, two people from Cambridgeshire NHS (older persons commissioning manager and extra-care and sheltered commissioning manager), the county council's older persons (care) commissioner, representatives of the county council's research group, supporting people and two provider representatives, (CHS group and Sanctuary Hereward).

Strategy document / Framework document

5.4 The group has developed a framework document which sets out strategic priorities for development, authorisation approach and standards for provision. This was approved by the Supporting People Commissioning Body, subject to some minor amendments, in May 2009. The final document is available from the author on request. This document had no detailed action plan, nor did it outline agreed strategic priorities. This is being added by the group, and an updated version is expected which will include these and will also take account of equality and diversity policy requirements

5.5 With regard to "Health, Social Care & Extra Care Services" the framework document tries to reiterate that the strategy is increasingly about providing cost-effective and financially sustainable services that can respond effectively to the needs of individual service users in a setting of their choice.

Standards

- 5.6 Sheltered housing and extra care management standards had been part of a nationally agreed accreditation process so it is not necessary to review these locally, however Supporting People will review the physical standards to see whether they require updating

Home Care Demand Mapping for County

- 5.7 With the help of the county research team work has been done to map home care provision (less than 20 hours per person per week), long term limiting conditions and age demographics as shaded areas on three separate maps of the county. This has been overlain with the locations of existing and planned extra care schemes, residential care, nursing homes and sheltered housing schemes to highlight areas where there is existing need and likely high demand for additional extra care schemes. The maps were seen as a good starting point for developing extra care needs mapping and they indicated an apparent higher priority need for additional extra care schemes in Ramsey (Hunts) and Girton and Over (South Cambs) and another “hot spot” in Littleport. Data from this mapping exercise helps to quantify demand, providing a better basis on which to make strategic decisions around targets.
- 5.8 South Cambridgeshire has undertaken a housing support needs assessment of all of their sheltered residents and the data from this will be used to compare with some of the other data on identifying extra care demand “hot spots”.

Capacity to Deliver Extra Care

- 5.9 The group has examined the county’s capacity to build new extra care schemes. It was found that the county as a whole is currently developing about one scheme per year and that it takes on average about five years from initiation to completion of a scheme. The group therefore agreed to look at targets over a five and ten year period.
- 5.10 It has been emphasised that it is important for revenue funders to commit to the programme. This commitment is challenged by the current funding cuts, the already decreasing Supporting People budgets, and the existing constraint that any social care funding for new extra care schemes has to be recycled from existing services e.g. home care. It is important that the commitment of Supporting People Commissioning Body and Cambridgeshire NHS is reaffirmed.
- 5.11 As all new schemes are dependent on recycling existing revenue commitments, Local Implementation Groups for each scheme have been established to manage this process along with the development approach. This has happened where new schemes are currently in development (Cambridge City, South Cambridgeshire, Fenland and East Cambridgeshire) It was also agreed that Districts may need to work together on schemes which may serve more than one district..

New Extra-Care Schemes recently Developed in Cambridgeshire

South Cambridgeshire District Council

- 5.12 SCDC has developed two schemes, Moorlands at Melbourn (35 rented units) ,a redevelopment of a residential care home, and Flaxfields at Linton (40 rented units) . These received £85000 and £82,750 respectively per rented unit in funding from the national affordable housing programme (NAHP). Moorlands took 2 years to get planning permission from the idea stage and Flaxfields took 4 years, and they took 17 and 18 months respectively to build out from start on site.
- 5.13 SCDC has two more proposed schemes in the pipeline, a 24 unit scheme at Girton which has planning permission and a potential 70 unit scheme on the Bayer site at Hauxton for which planning permission is being sought.

Huntingdonshire District Council

- 5.14 HDC has one 34 unit scheme currently on site at Brookside in Huntingdon for which NAHP funding of £44000 per unit has been obtained. There are further possible sites in Ramsey, Yaxley and Huntingdon and at Loves Farm St Neots.

East Cambridgeshire District Council

- 5.15 ECDC has one new 90 unit scheme currently in development at Keith Leonard House, Soham which is a mixed tenure development providing 90 units and replacing an existing 31 extra care scheme. NAHP funding was obtained at £68,000 per rented unit and £25,000 per shared ownership unit. Construction is in two phases because of the need to decant residents of the existing extra care scheme, Phase 1 is completed and phase 2 expected to take an additional 17 months (34 months to completion in total). Planning permission took 4 years from the initial idea stage but the crux of the scheme was a transfer of land as part of a developer's section 106 contribution, and there was less than one year between outline planning permission and detailed permission.
- 5.16 ECDC has no definite proposal for a further scheme but is looking for sites in north Ely and/or Littleport to meet the demand from the "hot spots" identified in the mapping exercise. Work is progressing to convert a small existing scheme at John Beckett Court in Ely to extra care incrementally as units become available

Fenland District Council

- 5.17 FDC has one new scheme in development at Jubilee Court. This is a complex scheme including development of a doctors surgery, sales of shared ownership bungalows and redevelopment of an existing 36 unit scheme. It was funded by £47,000 per unit for extra care flats from NAHP, a capital grant of £500,000 from FDC, a capital grant of £1,200,000 from the HCA and revenue from the sale of the shared ownership units. It took 18 months to build out
- 5.18 FDC has another scheme in the pipeline at Doddington, which will provide 50 units with NAHP funding of £80,000 per unit. This is also a complex arrangement including the long term lease of NHS land and the provision of an intermediate medical wing and is expected to take 18 months to complete. FDC also plans new schemes at Whittlesey and at Wisbech and is exploring site opportunities at these locations.

Cambridge City Council

- 5.19 CCC transferred a sheltered scheme at Dunstan Court to CHS group for conversion to a larger mixed sheltered and extra care scheme with 46 units in 2002 and has been granted NAHP funding for CHS group to redevelop Simons House (now Richard Newcombe Court) to extra care, including provision for Chinese elders. The latter is on site with an expected completion date of March 2011. NAHP funding rates for these schemes were an average of £85,000 per unit. Two further sheltered schemes in the city at Talbot House and Mansel Court were converted to extra care standards and redevelopment work is due to start shortly at Brandon Court but these are not currently receiving extra care revenue funding through block contracts. These were funded through City Council capital resources and had no NAHP funding.

Publicity

- 5.20 The group identified a need to publicise the concept of extra-care both to other stakeholders and to the public, to raise interest in and demand for the services which these schemes can provide. This is particularly acute as the transfer of services from the primary care trust to GP consortia gains momentum. GP consortia will be commissioning services and referring people to suitable services, and it is essential that they are aware of extra-care schemes and understand what can be provided and for whom. An opportunity to make a short information video free was not able to be realised but there is still funding which was made available by the Department of Health for developing extra care strategies

(about £20k for each authority with social care responsibilities) and this could be used to fund such a video. This is being progressed.

Commissioning processes

- 5.21 The agreed commissioning process is as agreed at CRHB in 2009. The process is summarised as a flow chart which is appended to this report and is outlined in the framework document . The key to building new schemes while not losing sight of the agreed shift of resources which arose from the Best Value Review of Sheltered Housing is to take a pragmatic approach based on real opportunities for new-build. This can be further informed by the needs mapping process.
- 5.22 The group agreed to consider tendering for several contracts at the same time rather than tendering separately for individual contracts . Current arrangements for tendering for the care and housing related support contracts for extra care say that where contracts are already in place, any reduction in the number of hours from the current contract (e.g. to core hours) is likely to incur TUPE obligations, some of the costs of which may be unfunded.

BVFSR sheltered Sub-group

- 5.23 A small task-and-finish sub group met to consider the role for the existing Sheltered Housing Best Value Review (BVR), the changing drivers for sheltered housing and identification of actions needed to develop a coherent new approach. The group made a number of suggestions:-
- that the title to represent the range of services we are considering should be 'Supported Housing for Older People', not 'Sheltered Housing'
 - that aspects of the BVR were considered to be still valid, notably:
 - Increased level of extra care needed, in part funded by:
 - Reduced level of sheltered housing
 - Redistribution of resources within county to better reflect demand.
 - that it would be useful to take a wider view and assess the housing needs of all older people and rebuild the picture of where demand for sheltered housing comes from.
 - an assessment of wider housing needs for all older people is likely to suggest that a varied and mixed set of responses are required
 - the needs mapping undertaken by the BVR was useful starting point but data sets have now been added to by Extra Care mapping, HIA demand mapping exercise and the Older Persons JSNA. There is a potential role for a specialist section of the SHMA group to pull together this mixed data and identify demand figures for older persons housing. The survey at SCDC will provide useful insight and a format which may be able to be used for sampling in other districts
 - solutions are also likely to come from exploring new partnership working with the third sector (e.g. possible extension of village wardens concept) as well as new GP commissioning consortia (e.g. falls prevention, out of hours cover).
 - need to be able to assess demand for 'good neighbour' type services, 'village warden' style services and more formal housing support services etc.
 - there is considerable uncertainty over the future funding position. It is clear that the existing ring fenced older persons budget in Supporting People will need to be reduced to make its contribution

to balancing the SP budget, to help meet the Comprehensive Spending Review shortfall and to divert funds to extra care.

- this is a politically sensitive area of work so need to consider communications and political aspects carefully. This to include a workshop of series of workshops aimed at elected members, GP consortia and third sector at the right point in the future to bring everyone up to speed with thinking and to help to develop the Supported Housing for Older people offer.

6.0 Key Messages

- Extra care group meeting regularly
- Commissioning and approval process in place and working well
- Updating framework document to produce strategy with action plan
- Need to plan five and ten years ahead – schemes take about 4 years to produce
- There is an active programme of work across the whole county
- Capital and revenue restraints will provide considerable future challenge
- Urgent need to publicise the concept of extra-care and services available, especially with new GP consortia
- Demand mapping has produced a clearer picture of where new services are likely to be needed in future
- Group needs to look at all supported housing for older people, picking up the BVFSR work on sheltered housing, and find innovative means of provision

CRHB: Outcome (if possible, complete at CRHB for inclusion in minutes)

Decision/ action	Who takes action	When by