TO: EXECUTIVE
19 January 2010

ACCOMMODATION AND SUPPORT SERVICES FOR OLDER PEOPLE
Director of Environment, Culture & Communities
Director of Adult Social Care & Health

1 PURPOSE OF DECISION

1.1. The purpose of this report is to set out proposals to implement the decision contained in the Council’s housing strategy to undertake a programme of consultation with older people to establish an accommodation and support services strategy for older people.

2 RECOMMENDATIONS

2.1 That a programme board is established to manage a consultation programme with older people to establish an accommodation and support services strategy for all older people in Bracknell Forest which will subsequently be recommended to Executive.

2.2 That the consultation programme covers a range of accommodation and support services that could be offered to older people rather than limited to those services currently available in Bracknell Forest.

3 REASONS FOR RECOMMENDATIONS

3.1 The Council’s Housing Strategy has committed to develop an accommodation and support services strategy for older people. The aim of the strategy will be to identify the quality and type of accommodation older people will seek in Bracknell Forest in the future so as to influence the market response. The majority of older people in Bracknell Forest live in their own homes and so the future accommodation needs of the majority of older people will be either in their own homes or in an alternative home provided in the private sector. The Council will need to intervene to provide accommodation for those who cannot afford the market price or who have specific accommodation or care needs that cannot be met in the market place.

3.2 There are short term issues concerning the accommodation provided for older people by the Council and Bracknell Forest Homes. Bracknell Forest Homes own nearly 400 units of sheltered accommodation for older people. Nearly a third of that accommodation is bedsit which is not popular and difficult to let. Many other Councils have already reviewed older persons sheltered housing and found that location and bedsit type homes prove very difficult to let. Bracknell Forest Homes are beginning a review of their sheltered housing offer with a view to identifying the long term demand for schemes. Existing Housing Register information and a recent marketing campaign has shown there is limited demand for the schemes which offer bedsits in a form of extra care.
3.3 The requirements placed under the LA Circular Transformation of Adult Social Care, it is believed, will particularly impact on the provision of day care as people are given their individual budget and develop their own support plan.

3.4 There is a range of accommodation that can be offered to older people as set out below and it is suggested that this forms the basis of the consultation with older people.

**Care villages or retirement villages**

These developments are usually offer more than 100 units of accommodation. Joseph Rowntree Foundation study ¹ found six positive benefits of care/retirement villages; they offer a positive choice for older people providing a combination of independence and security, they provide economies of scale to provide facilities and care not available on smaller development, they can provide mixed tenure or be a purely market provision, they play an important role in promoting health and well being as they can flexibly meet changing care needs, can help address shortage of suitable homes for later life and can generate employment opportunities in localities.

**Assisted living / extra care schemes / frail elderly schemes**

These developments usually offer between 45-60 units of accommodation. The Department of Health extra care tool kit² has identified six types of extra care housing;

- Purpose built extra care schemes of 40-60 units in one location without community resources;
- Purpose built extra care scheme of 40-60 units but with community resources such as leisure or recreational open to non-resident older people;
- Core and cluster extra care scheme. One core building from which services are provided but residential accommodation spread out over a geographical area with 8-10 units on each scheme. The scheme can be virtual e.g. the link is through the services provided rather than geography;
- Remodelled extra care scheme from existing sheltered accommodation or residential care home. Any scheme below 30 units unlikely to be economically viable;
- Retirement village. Usually more than 100 units in one geographical area. Scheme may incorporate residential care home;
- Extra care linked to care home provision. Usually a number of two bedroom flats linked to a scheme to provide support for a member of a household who needs high level of support and their partner is their carer;
- Extra care scheme for households with specialist needs. Usually smaller units of say 20-30 units.

Sheltered housing for older people

This form of housing is usually a scheme of between 30-45 flats which provide self contained homes and limited communal facilities. The tenure of this type of housing can be affordable rented, market owner occupied and market subsidised leasehold. Some schemes will have bungalows attached to them for households to live near neighbours of the same age.

4 ALTERNATIVE OPTIONS CONSIDERED

4.1 The Council could let the market respond to the demand that they perceive exists for older person housing in Bracknell Forest. This may lead to older people moving into the borough at the expense of meeting the needs of older people who already live in Bracknell Forest. Therefore, this is not recommended.

5 SUPPORTING INFORMATION

5.1 Estimated population projections indicate by 2025 there will be 19,100 households aged 65 and over which is 29% increase on current estimated population. Of that 9,600 will be 75 years old or more, a 50% increase on the current estimated population. The majority of older people live in their own home.

5.2 At present it is estimated that there are around 35 households who could live in an extra care scheme provided by a Registered Social Landlord. This is insufficient demand to make a viable scheme which needs a minimum of 45 units to work. However, provision of such a scheme could enable some households above the 35 identified the option of continued independence before moving into a residential care home thus existing demand can be demonstrated for such a scheme at present.

5.3 The Transforming Adult Social Care Programme is likely to enable older person households the choice to receive home care in their current homes. This decision may impact on an increase demand for disabled facility grants long term. The Supporting People Programme is reducing by 12% over the next three years. The housing support for older people via that programme is moving away from accommodation based to people based services. Thus it will be possible to provide floating support services to people in their own home if necessary rather than require them to move to specialist provision to receive the service. Clearly, an accommodation offer to enable older people to become self-funding by releasing equity in their current homes is preferable in terms of the call on public sector resources.

5.4 In consulting older people on their accommodation desires for the future it will be necessary to identify the range of types of accommodation some of which are not currently available in Bracknell Forest. For example care villages are not available in Bracknell Forest and may be attractive to those older people who currently own their own home. Investigation into this type of development shows they provide a range of accommodation and support. Older people who move to such developments are normally local to the development and also self-funding having released substantial equity from the sale of their existing home. The other types of accommodation that the market currently provides are assisted living and conventional sheltered older person’s accommodation.

5.5 If the Council is to be successful in influencing the market in the provision of older person housing in Bracknell Forest it will need the consultation programme to hold
credibility with the potential developers. Therefore, it is suggested that a programme board is developed to steer the consultation programme which will include representation from the developer sector.

5.6. It is suggested that the programme board is constituted on the following basis:

- Representative from Bracknell Forest Homes
- Representative from private sector older person housing providers
- Representative from Age Concern
- Representative from Bracknell Forest Voluntary Action
- Executive Member for Adult Social Care, Health and Housing
- Director of Adult Social Care and Health
- Chief Officer: Housing

The aim of the consultation programme is to inform the production of a strategy that will, address the following,

That the people of Bracknell Forest will be able to plan their older years in the knowledge that regardless of their personal circumstances there will be the right sort of accommodation available for them, or their loved ones, in a setting that is safe, healthy and close to local services such as the doctors surgery, shops or transport

The desire by most people to remain in their own home as they get older is well recognised and will be at the heart of the council’s priorities when planning for the future, as long as it is safe for people to do so.

Working with local health and housing partners a range of accommodation options for older people will enable them to stay in their own homes for longer but if they do want or need to change there will be high quality alternatives available locally. If older people wish to move to an older person friendly location then good quality retirement communities will be available.

We will consult on a range of older people’s accommodation options that will include:

- New houses designed and built to meet the aspirations of older people;
- Supported housing schemes for those who wish to be independent but have help close at hand;
- Modern extra care homes for those who need closer support and daily living assistance or nursing care;
- Fully integrated retirement and assisted living communities or care village schemes.

The aim will be that older and frail elderly population will have greater choice, better facilities, and accommodation that focuses on their needs and aspirations.

5.7. Bracknell Forest Homes are undertaking a review of their older persons housing but they have already identified that existing extra care schemes such as Barnett Court are difficult to let. As mentioned previously reviews of schemes which offer bedsits in a location that is not accessible have led to decommissioning.

5.8. The Housing Strategy includes a provision of £1.5 million across 2011/12 to 2012/13 to fund the Older Person’s Accommodation Strategy. As this is funded from the stock transfer receipt it will need to provide affordable housing for older people.
5.9. The intention is that these opportunities will be informed by the consultation programme with older people so as to establish an accommodation and support services strategy.

5.10. It is anticipated that the Board will meet early in January 2010 to agree the scope of the consultation and then it will steer the consultation and receive reports on the results of the consultation with a view to recommending the strategy to the Executive in autumn 2010. It is envisaged that the consultation with older people will take place at different times and at different rates depending upon the specific needs and community. It is not intended that action that is indentified will be delayed until the overall strategy is in place.

6. ADVICE RECEIVED FROM STATUTORY AND OTHER OFFICERS

Borough Solicitor

6.1 Nothing to add to the report.

Borough Treasurer

6.2 Paragraph 5.8 refers to the funding that has been provisionally identified from the stock transfer receipt.

Equalities Impact Assessment

6.3 A full EIA is attached to this report.

Strategic Risk Management Issues

6.4 With a growing older population it is important to enable a range of housing provision to meet the needs and aspirations of older people so as to avoid older person households having to move home at a point of crisis. This can be achieved by influencing the market and enabling older people to access homes that better meet their continuing needs rather than be forced to approach the Council for support when they are unable to continue living in their current home.

7. CONSULTATION

7.1 The purpose of this report is to establish a consultation programme and as such consultation on the proposals contained in the report would be superfluous.

Background Papers

Housing Strategy 2009-2014

Contact Information

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Environment, Culture & Communities Adult Social Care & Health
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Equality Impact Assessment Record

EIA Guidance
Please ensure that you have read the Council’s EIA Guidance booklet, available on Boris, before starting work on your EIA, it should be read in conjunction with this form. If anything is unclear please contact your departmental equality representative listed below. This form is designed to summarise the findings of your EIA. Please also keep a record of your other discussions in producing the impact assessment.

Drafting your EIA
The boxes in this form are designed to expand please ensure that you add data, consultation results and other information to back up any assertions that you make. A draft of this record form must be sent to the Council’s Equality Officer Abby Thomas and your departmental equality representative(s) (listed below) who will send you comments on it before it is finalised and signed off by your Chief Officer. This step is important to check the quality and consistency of EIAs across the Council.

Departmental Equality Representatives
ECC  Jane Eaton       SCL  Graham Symonds and Margaret Gent
CS    Abby Thomas     CXO  Stephanie Boodhna

Publishing
The Council is legally required to publish this EIA record form on the Council’s website. Please send a copy of the final version of the EIA record form to the Council’s Equality Officer Abby Thomas to publish.

| Date of EIA | 17th December 2009 |
| Directorate | Adult social care / Environment, Culture and Communities |

Part One - Initial Screening Record

1. Activity to be assessed
Consultation programme with older people to develop the older persons accommodation and support services strategy

2. What is the activity?
☐ Policy/strategy  ☑ Function/procedure  ☐ Project
☐ Review  ☐ Service  ☐ Organisational change

3. Is it a new or existing activity?
☑ New  ☐ Existing

4. Who are the members of the EIA team?
Simon Hendey / Glyn Jones

5. Initial screening assessment.
1. Does the activity have the potential to cause adverse impact or discriminate against different groups in the Council’s workforce or the community?

The purpose of the activity is to consult with older people to develop an accommodation and support services strategy. The consultation will need to ensure that all section of the older person community are consulted.

2. Does the activity make a positive contribution to equalities?

The consultation is aimed at developing a strategy which will make a positive impact on meeting the housing and support needs of older people

6. Did Part 1: Initial Screening indicate that a full EIA was
If the answer to question one above is 'yes' then it is necessary to go ahead with a full Equality Impact Assessment.
☐ Yes – full EIA completed and recorded below.
Part Two - Full EIA Record

7. Who is the activity designed to benefit/target?

The purpose of the activity is to:

The activity is designed for:

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8. Summarise the information gathered for this EIA including research and consultation to establish what impact the activity has on different equality groups.

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9. A) With regard to the equalities themes, which groups does the activity impact upon?

B) Might any of these groups be adversely impacted?

If you have not got sufficient information to make a judgement, go to box 17 and list the actions that you will take to collect further information.

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10. What evidence is there to suggest an impact/adverse impact?

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11. On what grounds can impact or adverse impact be justified?

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12. Have any examples of good practice been identified as part of the EIA?

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13. What actions are you currently undertaking to address issues for any of the groups impacted/adversely impacted?

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See Pages 14-15

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<td>15. Into which action plan/s will these actions be incorporated?</td>
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<td>18. Which PMR will this EIA be reported in?</td>
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