

Appendix A (i): Further Information on Decisions required

1. What is Extra Care Housing?

Extra Care is a housing development designed to meet the needs of older people. The self-contained units within the development are available for rent, shared ownership or full leasehold, similar to general housing. What is different is the provision of on-site care and a range of communal facilities (e.g. restaurant, hairdresser, etc.) and activities to promote independence and prevent social isolation. Once built, the housing provider manages the property and provides intensive housing support and a landlord function, collecting rent and service charges from the residents. Meanwhile adult social services or self-funding residents pay an on-site care provider to meet the care and support needs of those who move in. The care provider can be the same organisation as the housing provider or separate. Residents can choose an alternative care provider although in practice few do so.

There is a growing evidence base for Extra Care Housing, both nationally and worldwide. In summary:

- Extra Care offers cost savings to local authorities as households maintain independence and do not require residential care. These cost savings are derived from the provision of flexible care and procurement efficiencies (providing care on one site rather than multiple sites), amongst other factors. Research shows that each year a resident postpones moving into residential care, the State saves on average £28,080 (“Fit for Living Network: Position Statement”, Housing Associations Charitable Trust, (HACT), 2010).
- There is also evidence for the benefits of Extra Care to physical and mental health (although evidence/literature is mixed on some issues). Research does highlight that Extra Care is associated with a ‘deceleration of diminution in functional ability’ and residents in Extra Care schemes are less likely to suffer from a fall. The literature also highlights the improvements in the health of informal carers (this may be through more formal care being available) (“Establishing the extra in extra care”, (2011), Kneale, D, International Longevity Centre).
- There is evidence that Extra Care residents have a good quality of life and good levels of wellbeing. This is assisted through enhanced opportunities to interact with neighbours, communal facilities and offering leisure and meaningful resident led activities. These activities are recognised as contributing to the reduction of isolation and loneliness. Extra Care can also benefit residents with mild to moderate dementia with research demonstrating they maintain quality of life as long as residents without dementia. Extra Care has also been the source of some of the more innovative approaches to dementia care.

2. Detail on decisions required

In October 2012, Cabinet approved the Bristol Retirement Living (BRL) Vision and Delivery Plan for a 10 year programme of ECH development across Bristol and/or the city borders if there is no suitable land within the city. The BRL Vision was set out in 3 phases. Given the time taken to build a site, some of these plans are now coming to fruition and require further decisions:

Phase 1 – Coldharbour Lane

In October 2012, Cabinet approved that Bristol would jointly commission an ECH scheme with South Gloucestershire Council at Coldharbour Lane, with negotiation on the detail to be delegated to Strategic Directors. This ECH scheme has now been developed by Extra Care Charitable Trust (ECCT) and is due to open later this year as Stoke Gifford Retirement Village with a total of 261 flats. Of these, 81 flats will be available at affordable rent through a formal Nominations Agreement. 40 flats are available to Bristol City Council nominees eligible for funded care and support and 41 units to South Gloucestershire Council eligible nominees. The remaining 180 flats in the scheme will be available to residents from both Councils to purchase.

Phase 2 – New Fosseway Road

In October 2013, Cabinet approval was given to develop a Strategic Partnership with a provider to build a co-located Extra Care Housing Scheme and a Dementia Care Home on New Fosseway Road, Hengrove. Due to the lag in time between the beginning of the procurement process in 2014 and the award of the contract due in July 2017, a review was undertaken of the proposed specification and contract price and these were scrutinised against updated Council strategic priority and direction. Following this review it was agreed by (the then) Senior Leadership Team that the Dementia Care Home element no longer aligned with current Council objectives and therefore it did not represent best value for money for the Council to continue with the proposed development and award the contract. The review did not consider the ECH element unsuitable. Following detailed legal and procurement advice it is proposed to undertake an appropriate EU compliant procurement exercise for the development of extra care housing on part of this site.

It is the intention that this site will be sold at Market Value on long leasehold. However, if there is a requirement for public subsidy or land discount to enable this development then a contractual provision for a 'clawback' to recover any subsidy given will be secured.

This report therefore seeks authority for the Executive Director of Adults, Children and Education (in consultation with the Director for Housing and the Executive Member for Adult Social Care) to take the necessary steps to deliver an Extra Care Scheme on the New Fosseway site. Such authority will include determining terms for disposal of the site and the procuring and award all necessary contracts and agreements relating to the development and operation of the scheme and the delivery of all associated services

Phase 3 – Additional Sites

In June 2015, the Health and Wellbeing Board agreed to delegate authority to the Strategic Director for People, subject to informing the Mayor, to agree capital funding to implement phase 3 of the BRL vision to develop further sites for ECH in Bristol. These new ECH schemes will require a care and support contract. This report therefore seeks approval from cabinet to award the care and support contracts within these potential new ECH schemes, in the manner outlined below, ahead of the practical completion of these developments.

To date, three sites have been identified as suitable for Phase 3 of the Bristol Retirement Living Vision and these Extra Care Housing schemes are in different phases on development: Haberfield House and Redhouse in the South, and Blake Centre in the North of the City. Details can be found

below. Additional sites are likely to be sought for Extra Care Housing in Bristol, as the analysis of further need for ECH is finalised by the Adult Care Commissioning Team early in autumn in consultation with older people and their carers, and ECH Providers.

Haberfield House

Haberfield House is a new Extra Care Housing scheme, due to open in late 2018. Bristol Charities purchased the land on Hollway Rd, Stockwood from Bristol City Council at market rate in April 2015. This land is adjacent to an existing ECH scheme which opened in 2012, known as Bluebell Gardens and will share some communal facilities with that scheme. The bid from Bristol Charities to purchase the land was accepted, as their proposal to build affordable Extra Care Housing met strategic Council objectives. The ECH scheme will provide 100% affordable housing and the Council has, through a formal Nominations Agreement, secured nominations to 18 flats in perpetuity. This arrangement can however be flexed upwards informally.

Bristol Charities developed the new ECH flats and will act as Landlord. In total there will be 41 one bed flats, 12 two bed flats and 7 fully accessible flats. A Bristol City Council Care and Support contract is required for the scheme until 31st March 2021, after which a procurement exercise for all Extra Care Housing Schemes in Bristol is due to be undertaken.

As Bristol Charities own the freehold for the land on Hollway Rd, they can control who can provide care services on the site. This report seeks authority to approve the procurement, via a negotiated procedure without a call for competition, of the Care and Support Contract within Haberfield House Extra Care Housing scheme, and delegate authority to the Executive Director, ACE in consultation with the Executive Member for Adult Social Care to undertake the procurement process and award the Contract. Initially a block contract will be implemented to establish the scheme in the first few months, and then the terms of the negotiated contract will be aligned with the existing care and support contract in the adjacent Bluebell Gardens scheme and will be co-terminus.

Redhouse

Redhouse will be built as an additional wing to an existing ECH scheme known as Waverly Gardens. Brunelcare are the Landlord at Waverly Gardens and currently provide the Care and Support within the 65 flat scheme until March 2021. The Redhouse development on the adjacent land will add another 62 flats to the Waverly Gardens scheme (52 social tenancies and 10 shared- ownership) and is expected to open in early 2020. The approval for the capital spend to dispose of the land to Brunelcare for the Redhouse development was given by Health and Wellbeing Board in June 2015 under phase 3 of the Bristol Retirement Living (BRL) vision. The Council entered into an Agreement with Brunelcare on 21st June 2018; the land was sold for £1 to create leverage for £1.98M additional grant from the Homes and Communities Agency (HCA). (The HCA requires local authorities to gift land so that the allocated grant from the HCA can be used for the actual build, rather than subsidising the land value). The land was released on 116 year leasehold which is co-terminus with the Waverly Gardens lease. Under a formal Nominations Agreement the Council will have nomination rights to 100% of the flats on first lettings and then 75% on subsequent lettings.

Under their leasehold for the land, Brunelcare can control who can provide services on the site. This report seeks authority to approve the procurement, via a negotiated procedure without a call for

competition, of the Care and Support Contract within Redhouse Extra Care Housing scheme, and authorise the Executive Director Adults, Children and Education in consultation with the Executive Member Adult Social care to undertake the procurement process and award the contract. The terms of the negotiated contract will be aligned with the existing care and support contract in the existing adjacent Waverly Gardens scheme and will be co-terminus.

Blake Centre (Lockleaze Day Centre)

Following the decommissioning of the Blake Centre as an Adult Day Centre in 2015, a potential opportunity has been identified to develop an Extra Care Housing scheme on its former site in Lockleaze. Further work is required to develop the requirements for an Extra Care Housing scheme, including full needs analysis and consultation with Older People and their carers, and the local community. It is hoped that this scheme, given its size and location, will offer intergenerational opportunities and prospects for innovation at the heart of the Lockleaze community.

Market Development activity in relation to Better Lives at Home is also scheduled for the autumn. The current intention is to dispose of this site at Market Value and to secure an organisation to develop, own and operate the scheme and deliver care and support. This report therefore seeks approval to authorise the Executive Director of Adults, Children and Education (in consultation with the Executive Member for Adult Social Care and the Director for Housing) to take the necessary steps to deliver an Extra Care Scheme on the Blake Centre site, such authority to include determining terms for disposal of the site and the procuring and award all necessary contracts and agreements relating to the development and operation of the scheme and the delivery of all associated services.

Other potential sites for Extra Care Housing

Further in depth analysis on the need for additional Extra Care Housing schemes in Bristol will be finalised by the Adult Commissioning Team early in autumn, as part of the Better Lives at Home Programme. This analysis will include consulting with older people and their carers to understand their requirements for new schemes and market engagement and development with potential providers. A full risk analysis will also be completed. The Bristol Retirement Living Vision will then be updated as part of the Better Lives at Home Programme and plans for capital allocated to the development of Extra Care Housing will be laid out in a future Cabinet Report including proposed costs. An annual update will be provided to Cabinet on achievements of the Better Lives at Home Programme.

Appendix A (ii) Better Lives at Home

1. The “Better Lives at Home” Work Stream

Better Lives at Home is a Project set up under the Better Lives programme in Adult Care. It aims to deliver a step change in the development, provision and effectiveness of supported accommodation within the community as a real alternative to residential care for older and/ or vulnerable working age adults with care or support needs. The Project involves an active and positive partnership within the Council between Adult Social Care and Housing Development. There is also a much wider connotation for this work. Our vision is for people to live better lives within communities that are inclusive and supportive.

The Project represents a sharing of resources and expertise across adult care and housing:

- 1 FTE Better Lives Project Manager (agreed as part of the Cabinet Paper April 2018).
- 1 FTE Housing Development Project Manager, funded through capital
- 1.2 FTE Adult Care Commissioning Managers, 0.5 Commissioning Officers
- £9.725m of agreed Capital Funding 2017 -2021. Adult Care budgets for support needs
- Additional funding may be available for development of housing
- Workstream is led by the Head of Adult Care Commissioning, working closely with colleagues in Housing Development and other service areas, and with external partners including from the Voluntary Community Sector and other providers and the NHS.

The Work Stream is based on Fundamental “Better Lives” Principles:

- More citizens will retain their independence through accessing support in the community. We are working to make it easier to connect residents with their local offer and improve access to support in their community.
- Adults of working age will be able to live as independently as possible in their own homes and supported to access education or employment wherever possible.
- People can get the right help at the right time to promote independence and to prevent, reduce or delay the need for long term support.

2. Focus of Work

The Project focuses on:

- A. Support in Specialist Housing –
 - Support in / provision of a housing setting specifically designed to meet needs/ support independence.
 - As part of a pathway to more generic housing, or to meet specific complex needs
 - Work will include additional Extra Care Housing and development of new Supported Living provision
 - Specific design to meet care/ support models.
 - Support models to include step up/ step down, and skills development
 - Includes Extra Care Housing for older people
- B. Support in Generic Housing

- Support to enable people to remain in, or move to, generic housing (private ownership, private rental accommodation, general social rental housing)
- Key design features:
 - An ability to “step up” and “step down” support dependent on need
 - Must enable the person to remain in their home as long as appropriate.
- Most of this work will focus on working age adults (with learning difficulties, mental health, autism or physical/ sensory needs.)
- Also includes options for older people to enable them to remain in generic housing (e.g. intergenerational work), and accommodation options such as Shared Lives.

3. Initial Scoping and Needs Analysis

Scoping work with key officers across adult care and housing, informed also by discussions with NHS colleagues has identified:

- We currently support too many adults in residential/nursing provision for too long.
- There is not enough physical provision with the right support in place across the city, in the right locations, to provide appropriate supported housing options for people that need it, both now and in the future to help them stay at home. This means many people currently go into a residential or nursing home setting which overprovides for their needs, reduces their independence and costs the Council significant amounts of money. Current lack of appropriate alternatives to residential provision for younger adults where market pressures lead to high costs, and often high ratios of care/ poor models of support delivered that don't develop independence.
- We currently sustain high levels of delayed transfers of care for working age adults with mental health issues, often linked to accommodation and pathway issues. The lack of effective alternatives for people who do not really require ongoing high ratios of support in a residential provision contributes to the ability of the Market to demand these ratios and prices inappropriately for some.
- There are gaps in provision of supported housing options for people with some specific needs e.g. people on the Autistic Spectrum.
- Models and provision of support for people with more complex needs that maximise independence is in short supply.
- Anecdotal evidence suggests that, in some cases, appropriate placements are available but some providers are refusing to take those with complex needs and are 'cherry picking' placements.
- Evidence suggests that current supported housing provision can get full up quickly, with minimal change or movement of people through a pathway. This prevents the possibility of people with new and changing needs having the right provision to meet their needs.
- Housing benefits changes and delays currently pose challenges as timeframes for receiving the correct benefits don't always align with the timeframes for meeting individual's needs and can cause further stress and anxiety for the person affected, potentially making their support needs greater (at least in the short term).
- Bristol's competitive housing market, which suffers from high housing costs and an insufficient supply of social housing. Those individuals who could manage with support in general needs housing are often unable to secure suitable accommodation due to these factors.
- Understanding future need/demand is complex and thus future proofing provision is challenging.
- Too many people currently go into a residential or nursing home setting which overprovides for their needs, reduces their independence and costs the Council significant amounts of money.
- Supported Housing should be an alternative, but not enough physical provision with the right support in place across the city, in the right locations, to help people stay in their own home.
- Initial estimates suggest, to meet the Better Lives trajectories in reduction in residential care, we will require, at a minimum, an additional 273 ECH/ Supported accommodation for older people per year in the next few years (60 affordable) and 70-80 additional supported living units for working age adults. We are carrying out more detailed needs analyses.

Table Showing Overall Progress with the Bristol Retirement Living Programme against Vision					
Project Name	Area/Ward	Total Units	Market Housing	Affordable Housing BCC Nomination rights	Current estimated delivery date (<i>not explicitly approved by Cabinet in 2017</i>)
Coldharbour Lane	Stoke Gifford	261	221	40	Nov 2018
Haberfield House	Stockwood	60	0	60	Nov 2018
Redhouse	Hartcliffe & Worthywood	51	0	51	Sept 2020
Blake Centre	Lockleaze	60	0	60	2021
New Fosseyway	Hengrove & Whitchurch Park	220	160	60	2022
Totals					
		652	381	271	
Total Vision Requirements					
		986	764	222	

- Full Council approved an additional £7.5m Capital for new homes investment for Care Services as part of the Better Lives programme.
- It is the intention of this project to oversee and govern the remaining developments approved as part of the Bristol Retirement Living Vision and to develop a “Better Lives at Home” Strategy and deliver supported housing provision against this over the next 3 years (Apr 2018 – Mar 2021) and potentially beyond.

4. Better Lives at Home Project Outcomes: what do we need to achieve?

- The Market is aligned and ready to deliver against the outcomes we want to achieve
- Commissioning Strategy for accommodation with support/care in place
- Increased proportion of existing supported accommodation occupied by people with assessed care and support needs
- Reduction in new referrals to residential/ nursing care homes for people able to live semi-independently in supported accommodation monitored via brokerage
- Reduction in the gap between demand and supply through remodelling existing schemes and new developments
- Reduction in ECH tenants moving into care homes if their health deteriorates or after an acute episode in hospital
- Additional places in Supported Accommodation supports the planned trajectory for tier 3 provision as follows (*please note these figures are approximates and further work is required to test whether this type of provision and the numbers will effectively meet need and over what timescale*);
 - ECH: Additional 180 approx.
 - Adults with Learning Difficulties: 50 approx.
 - Adults with Physical Impairment: 20 approx.

- Working age adults with mental health needs: 20 approx.
- Appropriate models of Step Up/ Step Down accommodation for people with mental health needs (including those who also have learning difficulties) supports hospital discharge and helps avoid admission to Hospital.
- We have joined up processes for people in scope of this project who are entitled to Housing Benefits, ensuring that any issues around delays in receipt of benefits are overcome to the point where it doesn't prevent someone from receiving the provision they need, when they need it.
- More citizens are supported to live for longer within their own communities, leading to a reduction in the proportion of adults being supported by residential / nursing based provision for lengthy periods of time.
- More working age vulnerable adults, (including young people moving into adult care) moving out of residential provision to housing where support can be stepped down in line with increased independence.
- More adults who have experienced mental health difficulties, including periods in acute care, able to leave acute provision in a timely way, and reduce future admission through support.
- More young adults transitioning into adult care are supported along a pathway that promotes independence, through independent living with appropriate support that improves skills.

5. Initial Project Outline Structure:

1. This project will focus on design based around pathways relating to people's needs focused on outcomes.
2. The project will be divided into 3 workstreams:
 - a. **Working Age Adults Support:** with focus on the Mental Health, Autism and Learning Difficulties Pathways. This will look at the ideal flow through these pathways, establishing the right provision whether that be support in General Housing i.e. in someone's own rented or owned home, or in supported housing. We anticipate that this workstream will develop Briefs for delivery through the "Delivery of Supported Housing" workstream.
 - b. **Older Adults Support:** Looking specifically (but not exclusively) at Extra-Care Housing support, provision and design, focussing on the ability for someone to "step up" and "step down" dependent on need and looking to ensure, wherever possible, Extra Care housing provision becomes someone's long-term home. We anticipate that this workstream will develop Briefs for delivery through the "Delivery of Supported Housing" workstream.
 - c. **Delivery of Supported Housing:** The building delivery arm of the project where BCC looks to build and commission accommodation related to the above two workstreams.
3. The project will also consider existing supported living services commissioned through CSS, the development of Shared Lives provision, and other accommodation based provision.

We currently aim to complete our initial Needs Analysis and initial market engagement by end of October 2018.

Carol Watson

August 2018