

CYNGOR SIR POWYS COUNTY COUNCIL

CABINET REPORT 21st May 2019

REPORT AUTHOR: County Councillor Stephen Hayes
Portfolio Holder for Adult Social Services

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Portfolio Holder for Corporate Governance, Housing &
Public Protection

SUBJECT: Extra Care Housing Development in Powys

REPORT FOR: Information

1. Summary

- 1.1. This report provides Cabinet with information about how the Council intends to work with partner housing associations to secure the development of extra care housing schemes across the county. The development of extra care housing will:
- improve the range of accommodation options available to older people across the county, in accordance with Vision 2025
 - reduce the Council's reliance on the provision of residential care for vulnerable older people, in time enabling the Council to close residential care homes, generating revenue savings
 - provide significant investment in the communities where extra care housing is proposed.
- 1.2. These developments are integral to the Health and Social Care aspects of the Council's Vision 2025 strategic plan.

2. Extra Care Housing

- 2.1. The Market Position Statement (MPS) on Accommodation for Older People in Powys, published in June 2018, sets out the current and projected demand for different long term accommodation options for the population of older people in Powys. A link to the document is at the end of the report. In so doing, the MPS undertakes a gap analysis and identifies the areas of Powys where there was a lack of appropriate accommodation options. There were some areas of Powys specifically identified as requiring the development of extra care housing (Brecon, Welshpool and Montgomery).
- 2.2. Extra care housing has been acknowledged nationally and internationally as one of the more appropriate ways of supporting people to live within their own communities and receive the care that they may need without having to move into institutional care. The first extra care scheme in Powys was opened in 2017 at Llys Glan yr Afon, in Newtown.
- 2.3. There is no single agreed definition of extra care. However, the Welsh Government has provided guidance and a general description of extra care is provided below.

- 2.4. Extra care delivers modern purpose accommodation and 24-hour care and support to meet the needs and changing expectations of the growing older population, allowing them to live as independently as possible in their own homes.
- 2.5. Extra care housing can provide an alternative to residential care, nursing care and sheltered housing. It aims to provide 'a home for life' for many people even if their care needs change over time. Extra care housing is different from the more traditional forms of residential care and sheltered housing because:
- People are living in their own home
 - It is about quality of life not just quality of care
 - People have their own self-contained home within their own front door
 - Couples and friends can stay together
 - There is a mix of people with differing levels of need
 - 24-hour care services are located on site
 - People receive support to maintain their independence
 - There are organised activities people can join in with if they wish
 - There is housing security – the aim is a home for life
- 2.6. Apartments usually consist of either 1 or 2 bedrooms. All apartments have accessible bedrooms, sitting room, separate kitchen area and walk in shower. Extra care housing is also likely to include:
- lifts and hand rails throughout the communal spaces
 - community alarm service and assistive technology
 - lounges, restaurants and cafe
 - activity room or computer area
 - hairdresser or well-being room
 - launderette
 - mobility scooter store
 - assisted bathroom
 - guest facilities
 - landscaped gardens
 - parking.
- 2.7. Extra Care facilities can also provide daytime opportunities for older people, as well as a community resource providing community opportunities. Staff are on duty 24 hours a day. It is ideal for people who have long-term deteriorating health conditions, people who need care at night or whose needs can change quickly. The care is flexible and can fit around your personal needs.
- 2.8. The benefits of independent living within extra care housing includes that as people live in schemes as tenants they are responsible for the payment of rent, which reduces the liability that falls on the council which only has to fund the cost of care. Work undertaken as a part of the market position statement found that the impact of developing extra care while remodelling the residential care provision would lead to financial savings by enabling a reduction in the number of residential care beds to be provided by the Council.
- 2.9. As a consequence of the Market Position Statement (MPS), officers in Housing and Adult Social Care have held discussion with housing association partners about the proposed development of extra care housing schemes in Welshpool, Brecon and Ystradgynlais.

- 2.10. One of highest priority areas identified in the MPS for the development of extra care housing was Welshpool and Montgomery. A refresh of the MPS in 2018 has shown that the situation has not changed since 2017 and that there is no extra care provision in the Welshpool area, while there is high demand. This is made up of a high population of older people (85+), high demand for sheltered accommodation and a low provision of residential care for people who have dementia.
- 2.11. The demand for extra care in Welshpool and the surrounding area is one of the highest in Powys. Population projections indicate a 157% increase in the numbers of people aged over 85 by 2036 (from 950 to 2,445), with a corresponding increase in individuals who have dementia of 83% (from 497 to 910). With no extra care available, only 115 sheltered accommodation units available and only 8 residential care beds for dementia per 1,000 population, there is a clear demand for extra care. Extra care housing is the ideal provision to address these current gaps in service and to meet the current and projected demand.
- 2.12. Extra Care Housing in Wales is delivered by Housing Associations using Social Housing Grant (SHG), Housing Finance Grant (HFG) and Intermediate Care Fund (ICF) which pays for 58% of the scheme costs, the remaining 42% is funded using private finance the Housing Association secure. The rents charged to tenants cover the developing housing associations private finance costs and are expected to fall with guideline rents set by the Welsh Government for social housing in Wales.
- 2.13. As stated in paragraph 2.4 officers have been in discussion with housing association partners about the development of extra care housing schemes initially in Welshpool, Brecon and Ystradgynlais. The Council is the Local Housing Authority and in performing its strategic housing function determines which locally based housing associations it works with and how Welsh Government SHG and HFG funding is allocated.
- 2.14. Historically Powys County Council's Housing Service have worked closely with housing associations within geographic areas in order to support development and this has often been done through provision of land for housing developments. Managing the risk to the Authority is paramount and ensuring that different housing providers are actively involved in different developments is essential. Therefore, there are different Housing Associations working on the three different Extra Care developments in Powys currently.
- 2.15. There are seven associations zoned for Powys with development status, however not all associations have stock across the whole of the county or would want to develop in every locality. Additionally, not all the associations have experience of delivering and managing extra care housing. Open and transparent discussions are held at the Powys Strategic Housing Forum on such developments.
- 2.16. The Housing Service has agreed that if extra care is to be provided in Welshpool it will work with the Pennaf Group. Pennaf have over 200 properties in Welshpool and an office in the town and the Group have experience of developing extra care housing in listed buildings and have recently completed an extra care scheme in Wrexham.
- 2.17. The Housing Service have worked previously with Wales and West on the provision of Llys Glan yr Afon in Newtown (a 48 apartment extra care housing scheme) and

have asked the association to assist in looking at options in Brecon. Wales and West Housing Association are currently considering viable properties and land in the Brecon area for suitability for an extra care development.

- 2.18. Llys Glan yr Afon is a successful scheme with a number of individuals living there who may otherwise have been residential care home residents. Whilst it is not possible to conclude that this is a result of the extra care scheme development, it is noted that there are now 3 fewer residential care homes in Powys (29) in comparison to 2015 (32).
- 2.19. The proposal for the development of extra care housing in Ystradgynlais is for Pobl Group to extend and convert the Pont Aur sheltered housing scheme, which is already in the ownership of the Pobl Group. This development would enable a review of the residential care required in the Ystradgynlais area. Discussion are currently ongoing with Pobl Group regarding the development and specific plans.
- 2.20. It is intended that developments in Welshpool and Ystradgynlais would commence during the 2019/20 financial year. The development in Brecon would follow from 2021/2 onward.
- 2.21. The approximate number of rooms within each development would be 60 in Welshpool, an additional 12 in Ystradgynlais (with other rooms refurbished to an extra care standard), and 50 in Brecon. The Councils Social Services would have nomination rights for existing service users and this would ensure that local people in need are housed at the extra care schemes.
- 2.22. The Council, through a separate Cabinet report, will need to consider a number of options as to the location of the extra care development in Welshpool and on the manner in which the property will be acquired.
- 2.23. Table 1 shows the allocation of SHG and HFG for the period 2018-19 to 2020-21 across Powys.

Table 1. Powys allocation of Social Housing Grant and Housing Finance Grant 2018-19 to 2020-21

Year	Social Housing Grant	Housing Finance Grant
2018-19	£6,090,000	£1,446,000
2019-20	£1,742,000	£998,000
2020-21	£2,348,000	£nil

- 2.24. The Housing Service, working in partnership with Adult Social Care, has recognised the need for extra care housing across Powys and taking account of schemes that were already committed in the housing association development programme has allocated SHG and HFG to the values shown in Table 2 to Pobl in Ystradgynlais and Pennaf in Welshpool, to enable the development of the extra care schemes to commence.

Table 2. SHG and HFG allocation to extra care scheme in Powys 2019-20 to 2020-21

Year	Social Housing Grant	Housing Finance Grant
2018-19	£1,029,000 Ystradgynlais	£523,000 Ystradgynlais
2019-20	£210,000 Welshpool	£140,000 Welshpool
2020-21	£1,663,000 Welshpool	£nil

- 2.25. In addition, the Regional Partnership Board prioritised the provision of extra care housing in its bid for Integrated Care Fund (ICF) capital funding from Welsh Government. Table 3 below shows the ICF capital funding allocated to support the development of extra care housing in Powys between 2018-19 to 2020-21.

Table 3. ICF capital funding allocated to the development of extra care housing in Welshpool and Ystradgynlais

Year	Intermediate Care Fund Capital Funding
2018-19	£1,108,000
2019-20	£1,651,000
2020-21	£1,414,500

The proposed capital programme was approved in October 2018 not leaving enough time to deliver. The Welsh Government are very supportive of the elements of Powys' ICF capital programme, it's alignment to the Health and Care Strategy and Joint Area Plan and in particular the way in which housing is a core element of the programme. As a result, they have worked with us to try and find a solution; thus agreeing an approach which will both help give projects the time to deliver next year and ensure that Powys does not lose any of its capital allocation for 2018-19

In order to ensure the capital fund is available for these extra care schemes, with support from the Regional Partnership Board's Overview Group (CC&ROG), the ICF Capital funds for the financial year 2018/19, to the value of £1,108,000, has been utilised to fund other approved capital expenditure which releases the displaced Council capital originally identified for those schemes to be vired into 2019/20. These virements were approved by Cabinet on the 26th March, 2019. The arrangements are as follows:

- £500k will be spent against Powys County Council's Disabilities Facilities Grant (DFG); and
- £500k will be spent against Powys County Council's Fit for Purpose funding under the Housing Revenue Account (HRA); and
- £108k will be spent against Powys County Council's House adaptations funding also under HRA.

The Welsh Government required that the RPB and in particular Powys Teaching Health Board (as the accountable body) were happy with this approach. Approval was given at the RPB's Cross Cutting and Resource Overview Group on the 11th February and the Chair of the RPB (CEO of PTHB) has sent a letter outlining approval and Cabinet/Council approved the virement of the capital funds in March 2019.

- 2.26. As set out in the MPS (updated July 2018), the benefits to the Local Authority of providing appropriate extra care housing are significant. These are in reducing the demand for residential and domiciliary care and associated costs.
- 2.27. The care provision within the Extra Care schemes will be marketed openly in order to ensure the best price and best outcomes of the residents of the scheme and Powys County Council.
- 2.28. The Integrated Care Fund capital money to be used to pay for the development work to date at Ystradgynlais and Welshpool and to resource a project officer to develop

the schemes in both areas for the coming 12 months from August 2019 – July 2020 at an approximate cost of £50k.

3. Corporate Improvement Plan

- 3.1 The development of extra care housing supports Vision 2025 and the Health and Care Strategy in providing care and support to service users in their communities, enabling them to live at home in appropriate accommodation and to receive care in their own home when required.

4. Sustainability and Environmental Issues/Equalities/Crime and Disorder/Welsh Language/Other Policies etc

- 4.1. The development of extra care housing at Neuadd Maldwyn will see the provision of appropriate accommodation for vulnerable older people in the Welshpool area and will guarantee the future of a key landmark building in the town.
- 4.2. The provision of extra care will reduce the environmental footprint of transporting domiciliary carers across the area.
- 4.3. The provision of extra care will be an opportunity to ensure that the new services are linguistically and culturally appropriate.

5. UNCRC Impact Statement - Safeguarding and Wellbeing

- 5.1. Not applicable.

6. Local Member(s)

- 8.1 This matter has been discussed with the local councillors in Welshpool area.

7. Other Front Line Services

- 7.1. Adult Social Care will need to prepare for commissioning 24/7 care at the site in order to support the individuals who choose to reside there.
- 7.2. Adult Social Care will need to work with the local community, Housing, and the Housing Association in allocating accommodation at the scheme, ensuring that the scheme enables best use of resources.

8. Support Services (Legal, Finance, HR, ICT, BPU)

- 8.1 Finance – The Finance Manager Social Care notes the content of the report which is in line with one of the aims of the Vision 2025 and the Health and Care Strategy of providing appropriate housing options for older people and reduce the Council's reliance on the provision of residential care for vulnerable older people, in time enabling the Council to close residential care homes, generating revenue savings.

The Capital and Financial Planning Accountant confirms that the project officer mentioned in paragraph 2.28 is an eligible project expense but would need to be funded from the project budget.

- 8.2 Legal: The recommendations can be supported from a legal point of view.

9. Local Service Board/Partnerships/Stakeholders etc

9.1. The development of extra care housing in Welshpool and Ystradgynlais is supported by the Regional Partnership Board.

10. Scrutiny

10.1 Has this report been scrutinised? - Yes

10.2 The Market Position Statement has been considered twice by Scrutiny and extra care developments have been supported by Scrutiny.

10.3 This report was taken to Scrutiny on the 14th May 2019S. Scrutiny considered the proposals for development of Extra Care Housing across the Authority and support the proposals to engage with partner housing associations to develop projects to reduce residents need for residential care and to assist them to live independently.

11 Communications

11.1 The report is of considerable public interest and requires the use of proactive news release and appropriate social media to publicise the recommendation / decision.

12 Statutory Officers

12.1 The Solicitor to the Council (Monitoring Officer) commented as follows: "I note the legal comments and have nothing to add to the report."

12.2 The Head of Finance (S151 Officer): notes the comments of the Finance Manager and the Capital and Financial Planning Accountant.

13 Members' Interests

13.1 The Monitoring Officer is not aware of any specific interests that may arise in relation to this report. If Members have an interest, they should declare it at the start of the meeting and complete the relevant notification form.

Recommendation:	Reason for Recommendation:
That Cabinet agree in principle to the development of extra care housing in Powys, as set out in the report. Further reports to Cabinet for approval of individual schemes will be provided as required.	To enable the development of extra care housing schemes in Welshpool, Ystradgynlais and Brecon to proceed.

Relevant Policy (ies):			
Within Policy:	Y	Within Budget:	Y

Relevant Local Member(s):	All Members
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Person(s) To Implement Decision:	Dylan Owen & Nina Davies
Date By When Decision To Be Implemented:	April 2019

Contact Officer Name:	Tel:	Email:
Dylan Owen	01597 826 578	dylan.owen@powys.gov.uk
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Background Papers used to prepare Report:

Accommodation for an ageing population: Powys County Council - Market Position Statement June 2018 -

https://en.powys.gov.uk/media/3634/Accommodation-for-an-ageing-population---Market-Position-Statement-June-2018/pdf/Market_Position_Statement_June_2018.pdf?m=1530538406760