# Oxfordshire Market Position Statement Extra Care Housing Supplement 2019 - 2022



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### 1. Introduction

This document is intended to be read in conjunction with the Extra Care Housing section in the recently published Oxfordshire Market Position 2019-2022. It gives more detail and texture to the information already published. In particular this document contains District level data which is intended to help housing providers, care providers and planning departments.

Oxfordshire County Council has a longstanding commitment to Extra Care Housing (ECH) with our first scheme opening in 2006. We see ECH as an essential housing option for older people with care and support needs and want to grow this provision to meet current and future needs.

In the continuum of housing for older people we recognise that we need a range of options to meet diversity of need and give people choice. Keeping people in their own home remains our priority but where an older person has care and support needs that could be better met through specialist housing we will encourage them to consider it as a housing option and refer appropriate older people to ECH.

ECH is based on an ethos of promoting independence and offering flexibility as people's care needs change over time. Where care and medical needs cannot be met through ECH then a care or nursing home is likely to be the appropriate setting.

# 2. Definition of Extra Care Housing

Extra care housing is self-contained housing, primarily for older people, that offers care and support on site. It is different to care homes because people have their own front door and hold their own tenancy while also benefiting from access to communal facilities.<sup>1</sup>

#### ECH generally provides:

- A 1 or 2 bedroom self-contained flat, available to rent, buy or part buy/part rent<sup>2</sup>
- 40 or more flats in one building with a communal entrance and reception facility (most schemes are between 50-80 flats)
- Purpose-built fully accessible flats
- An emergency response system allowing people to call for help if necessary, 24 hours per day
- Care and support services that are tailored to individual needs and delivered on-site
- Communal rooms or areas where people can access a range of health and leisure activities and on-site services e.g. restaurant, hairdressing, activities such as armchair yoga. Some of these facilities may be open to the local community, thus promoting community involvement.
- Access to a shared garden
- An ethos of support and care that promotes independent living
- Safety and security built into the design

In some schemes people living in the ECH organise their own activities and work together to develop activities on behalf of other residents.

<sup>&</sup>lt;sup>1</sup> In planning terms this equates to Use-class C3 Dwelling House

<sup>&</sup>lt;sup>2</sup> Part buy/part rent is referred to as 'shared ownership' can be considered as a form of affordable housing as defined in the National Planning Policy Framework Glossary

### 3. Overview of current service provision

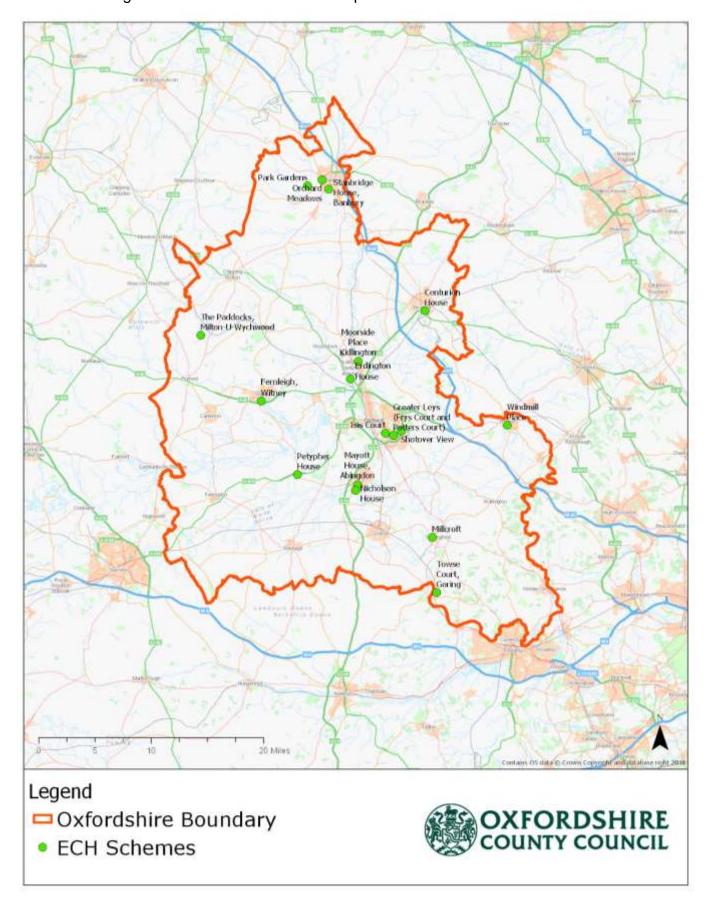
We currently have 17 ECH schemes that are open and advertised on our website here. They comprise a mixture of tenures i.e. homes for rent, shared ownership and private ownership. These schemes and the tenure mix are listed in the table below:

| Scheme name                  | Location                 | Housing Provider                                 | Care provider                     | Number of Units <sup>3</sup> | Rental | Shared<br>Ownership | Private<br>Ownership |
|------------------------------|--------------------------|--|-----------------------------------|------------------------------|--------|---------------------|----------------------|
| Orchard Meadows              | Banbury                  | ВРНА   | The Orders of St. John Care Trust | 40                           | 20     | 20                  | 0                    |
| 2. Stanbridge House          | Banbury                  | Housing 21                                       | Housing 21                        | 70                           | 60     | 10                  | 0                    |
| 3. Park Gardens              | Banbury                  | Bromford Housing Group                           | Radis Community Care              | 78                           | 16     | 17                  | 45                   |
| 4. Centurion House           | Bicester                 | ВРНА   | The Orders of St. John Care Trust | 20                           | 10     | 10                  | 0                    |
| 5. Moorside Place            | Kidlington               | ВРНА   | The Orders of St. John Care Trust | 54                           | 39     | 15                  | 0                    |
| 6. Erdington House           | Yarnton                  | Housing 21                                       | The Orders of St. John Care Trust | 50                           | 35     | 15                  | 0                    |
| 7. Isis Court                | Oxford                   | ВРНА   | The Orders of St. John Care Trust | 20                           | 20     | 0                   | 0                    |
| 8. Greater Leys              | Oxford                   | Cottsway Housing Association & Greensquare Group | 1st Homecare (Oxford)             | 156                          | 156    | 0                   | 0                    |
| 9. Shotover View             | Oxford                   | ВРНА   | The Orders of St. John Care Trust | 55                           | 37     | 18                  | 0                    |
| 10. Towse Court              | Goring                   | South Oxfordshire Housing Association (SOHA)     | The Orders of St. John Care Trust | 40                           | 31     | 9                   | 0                    |
| 11. Windmill Place           | Thame                    | South Oxfordshire Housing<br>Association (SOHA)  | The Orders of St. John Care Trust | 40                           | 30     | 10                  | 0                    |
| 12. Millcroft                | Wallingford              | One Housing                                      | One Housing Group                 | 40                           | 30     | 10                  | 0                    |
| 13. Nicholson House          | Abingdon                 | Sovereign Housing Association                    | Optalis                           | 60                           | 60     | 0                   | 0                    |
| 14. Mayott House             | Abingdon                 | ВРНА   | The Orders of St. John Care Trust | 40                           | 36     | 4                   | 0                    |
| 15. Petypher House           | Kingston<br>Bagpuize     | South Oxfordshire Housing<br>Association (SOHA)  | The Orders of St. John Care Trust | 45                           | 16     | 29                  | 0                    |
| 16. Fernleigh                | Witney                   | Greensquare Group                                | The Orders of St. John Care Trust | 80                           | 32     | 10                  | 38                   |
| 17. The Paddocks<br>Wychwood | Milton under<br>Wychwood | Greensquare Group                                | The Orders of St. John Care Trust | 44                           | 33     | 11                  | 0                    |
| Total units                  |                          |  |                                   | 932                          |        |                     |                      |

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<sup>&</sup>lt;sup>3</sup> The term unit is used to mean a flat of one or two bedrooms throughout the Extra Care Housing section of this document

These existing schemes are shown on the map below:



# 4. The Role of Oxfordshire County Council in ECH

The County Council commissions care provision in ECH schemes and the care delivered is very similar to that provided to people living in their own homes, generally referred to as home care or domiciliary care. We expect that 90% of the care provision will come from providers who hold a contract with the County Council. Some residents who take a Direct Payment for their care may choose alternative providers.<sup>4</sup> The on-site care provider usually delivers a 24 hour un-planned or emergency 'core service' as well as the individual care and support packages.

Current care and support contracts on our 17 existing schemes run until 30 September 2020 and are worth around £1M per year in total. The commissioning of the care and support is separate to the housing functions although in a small number of cases the housing provider and the care and support provider are the same. We will be recommissioning the care and support services in 2019/2020 and exploring whether they can be included in the recommissioning of Home Care. This would give the opportunity to combine the delivery of care in an extra care setting with care delivered in the surrounding community. There are potential benefits such as economies of scale, improved recruitment and retention of care staff and increased awareness and understanding in the wider community of extra care housing. We will consult fully with providers on the way forward.

In addition, residents have the choice to buy other support services from the on-site care provider or from any other community-based provider. We expect about 90% of planned care hours to be bought from the onsite provider. A full range of service through to end of life care is available. The ethos should be that extra care is a 'home for life' wherever possible.

OCC does not generally commission the building and development of the actual ECH schemes as housing delivery is led by the 4 district councils and Oxford City Council. However, we have a key role to play in supporting the market to deliver extra care homes and in helping to make schemes financially viable where there is a clear business case for doing so. This may be through disposal of our land at undervalue or by making a direct funding contribution. Business cases would be subject to scrutiny by our district and city colleagues as well as OCC. We work closely with the districts and city council on an ongoing basis to identify sites and opportunities for ECH development.

**OCC** refers people with care needs to ECH via our Locality Adult Social Care teams. People can also apply directly to the ECH provider. Where a person requires affordable rented ECH they need to apply and be accepted on to the relevant district or city council's housing register and OCC supports this to happen. A Nominations Agreement between OCC, the relevant district/city council and the ECH housing provider sets out how this process works and who can be nominated to a vacancy in ECH. We intend to improve and re-launch the referral and nominations process to optimise use of ECH and ensure that the various local authorities, housing providers and care providers are working closely together to facilitate uptake of ECH and minimise unoccupied housing units.

<sup>&</sup>lt;sup>4</sup> A review of homecare provision is currently underway and new tenders will be issued in January 2020

# 5. The Principles of Our Future Service Model

#### Our aims over the next 5 years are to:

- Stimulate the market and work with a range of providers to increase the supply and diversity of extra care housing to meet current and future needs.
- Increase the supply of affordable extra care housing, including units for social rent, through partnership working with the district and city councils, registered providers and funding partners
- Increase the supply of extra care housing for market sale through mixed tenure schemes
- Increase the supply of other forms of retirement housing that we do not directly commission or fund, recognising that a diverse range of products is required for our population, many of whom are owner occupiers
- Work to achieve a geographical spread of extra care housing across the county while ensuring that residents have good access to transport, health, leisure and other key services
- Optimise the mix of residents benefiting from extra care housing through inclusive design that is suitable for a range of adults i.e. people with physical disabilities but also people with dementia and adults with learning disabilities
- Ensure that extra care housing as a priority is reflected in the policies of Local Plans and planning policies of other documents where appropriate such as Neighbourhood Plans.

### Over the next 5 years we will:

- Work with partners to support delivery of new mixed tenure extra care schemes and re-commission care and support services to accommodate more people with higher care needs and review what we mean by high, medium and low care needs aiming for a 50%:25%:25% mix of residents with high/medium/low care needs. (This would require a renegotiation of some existing nominations agreements)
- Support the development of new extra care schemes that include affordable housing by taking an enabling role, in partnership with the district and city's development teams
- Encourage housing providers who specialise in extra care housing to develop schemes in Oxfordshire, including schemes that are independent of the county council's commissioning plans
- Work with providers to get the right mix of tenure and 1 and 2 bedroom units to ensure we have an adequate supply of suitable, affordable units<sup>5</sup>
- Challenge the housing market to bring forward proposals for extra care housing that will better meet the needs of the growing number of people living with dementia
- Create mechanisms for capturing feedback and views from older and disabled people about what they want from extra care housing and their experience of living there
- Ensure that the systems are in place to make the current extra care system
  work to best effect for service users, Adult Social Care, housing and care
  providers and our key partners (including district and city council housing
  services). For example, ensuring that nominations panels are working well
  and that the Extra Care Providers' Forum is useful to all partners.

<sup>&</sup>lt;sup>5</sup> The bedroom tax does not generally apply in ECH schemes

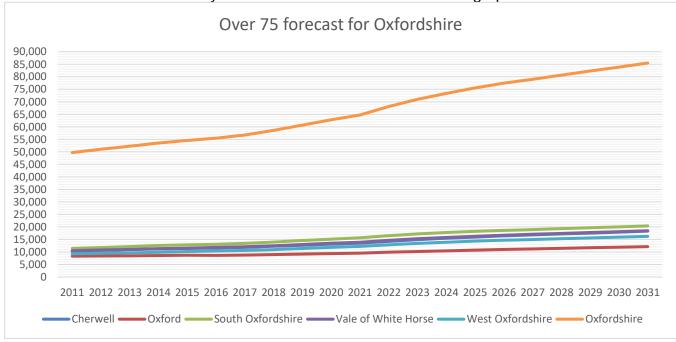
# 6. The Demand for Extra Care Housing

In estimating our need for ECH we have used population forecasts from the Office of National Statistics.<sup>6</sup> Our modelling of need is based on the Housing LIN assessment of need for ECH<sup>7</sup>. This can only be a guide and not a definite prediction. It is based on the estimated number of people aged 75, because although most schemes accept people aged 55 and over, 75 is widely accepted as the 'threshold age' for entry into ECH. We estimate that we need 25 extra care units for every 1,000 people aged 75 and over. Within this estimation we have made a small allowance for people with learning disabilities who are likely to be younger.

The 75+ population is expected to rise considerably in Oxfordshire over the next decade. This is shown in the table and graph below.

| Date | Approximate 75+ Population |
|------|----------------------------|
| 2019 | 60,693                     |
| 2021 | 64,762                     |
| 2026 | 77,464                     |
| 2031 | 85,502                     |

This rise across the county and at District level is shown in the graph below.



#### 6.1 Future Demand

We currently have 932 units which equates to 15 units per 1000 of the 75+ population. This is line with the current national average although there is wide variation across the country. Based on the formula of 25 units per 1000 of the 75+ population, we have a current gap in supply of 585 units. Going forward we estimate that county wide we will need in total:

1937 units by 2026

<sup>&</sup>lt;sup>6</sup> These do not include provision for more people relocating to the county as a result of additional house building because it is anticipated that the numbers in the relevant age group will be very low.

<sup>&</sup>lt;sup>7</sup> Extra Care Housing – What Is It In 2015? , Factsheet, Housing LIN, November 2015

• 2138 units by 2031.

The table below shows the current shortfall at District level:

| Current situation | on                      |              |     |                            |                |                           |
|-------------------|-------------------------|--------------|-----|----------------------------|----------------|---------------------------|
| Scheme name       | Location by<br>District | Town/village |     | Anticipated population 75+ | Required Units | Additional required units |
| Orchard Meadows   | Cherwell                | Banbury      | 40  |                            |                |                           |
| Stanbridge House  | Cherwell                | Banbury      | 70  |                            |                |                           |
| Park Gardens      | Cherwell                | Banbury      | 78  |                            |                |                           |
| Centurion House   | Cherwell                | Bicester     | 20  |                            |                |                           |
| Moorside Place    | Cherwell                | Kidlington   | 54  |                            |                |                           |
| Erdington House   | Cherwell                | Yarnton      | 50  |                            |                |                           |
| Total Cherwell    |                         |              | 312 | 12,676                     | 317            | 5                         |
| Isis Court        | Oxford City             | Oxford       | 20  |                            |                |                           |
| Greater Leys      | Oxford City             | Oxford       | 156 |                            |                |                           |
| Shotover View     | Oxford City             | Oxford       | 55  |                            |                |                           |
| Total Oxford City |                         |              | 231 | 9,143                      | 229            | -2                        |
| Towse Court       | South Oxford            | Goring       | 40  |                            |                |                           |
| Windmill Place    | South Oxford            | Thame        | 40  |                            |                |                           |
| Millcroft         | South Oxford            | Wallingford  | 40  |                            |                |                           |
| Total South       |                         |              | 120 | 14,552                     | 364            | 244                       |
| Nicholson House   | Vale                    | Abingdon     | 60  |                            |                |                           |
| Mayott House      | Vale                    | Abingdon     | 40  |                            |                |                           |
| Petypher House    |                         | Faringdon    | 45  |                            |                |                           |
| Kingston Bagpuize | Vale                    |              |     |                            |                |                           |
| Total Vale        |                         |              | 145 | 12,963                     | 324            | 179                       |
| Fernleigh         | West Oxfordshire        | Witney       | 80  |                            |                |                           |
| The Paddocks      | West Oxfordshire        | Milton under | 44  |                            |                |                           |
| Wychwood          |                         | Wychwood     |     |                            |                |                           |
| Total West        |                         |              |     |                            |                |                           |
| Oxfordshire       |                         |              | 124 | 11,359                     | 284            | 160                       |
| Total             |                         |              | 932 | 60693                      | 1518           | 586                       |

In addition, we anticipate that a further number of schemes will be open by 2026. These are listed below along with the need based on population data.

| Expected situation by 20           | 26                   |                 |                 |                |                       |                           |
|------------------------------------|----------------------|-----------------|-----------------|----------------|-----------------------|---------------------------|
|                                    |                      |                 |                 | Anticipated    |                       |                           |
| Scheme name                        | Location by District | Town/village    | Number of Units | population 75+ | <b>Required Units</b> | Additional required units |
| Kingsmere                          | Cherwell             | Bicester SW     | 60              |                |                       |                           |
| Graven Hill                        | Cherwell             | Bicester        | 55              |                |                       |                           |
| Total Cherwell                     |                      |                 | 115             | 16410          | 410                   | 295                       |
| Cumulative total Cherwell          |                      |                 | 427             | 16410          | 410                   | -17                       |
| Cumulative Total Total Oxford City |                      |                 | 231             | 11008          | 275                   | 44                        |
| Henley                             | South Oxfordshire    | Henley          | 53              |                |                       |                           |
| Wallingford                        | South Oxfordshire    | Wallingford     | 60              |                |                       |                           |
| Total South Oxfordshire            |                      |                 | 113             | 18599          | 465                   | 405                       |
| Cumulative Total South             |                      |                 |                 |                |                       |                           |
| Oxfordshire                        |                      |                 | 233             | 18599          | 465                   | 232                       |
| Didcot GWP                         | Vale of White Horse  | Didcot          | 80              |                |                       |                           |
| Total                              | Vale of White Horse  |                 | 80              | 16714          |                       |                           |
| Cumulative Total Vale              |                      |                 | 225             | 16714          | 418                   | 193                       |
| Rock Hill Farm,                    | West Oxfordshire     | Chipping Norton | 80              |                |                       |                           |
| Young Dementia                     | West Oxfordshire     | Charlbury       | 12              |                |                       |                           |
| Total West                         |                      |                 | 92              | 14733          | 368                   | 276                       |
| Cumulative Total West              |                      |                 | 216             | 14733          | 368                   | 152                       |
| Total 2026                         |                      |                 | 1332            | 77464          | 1937                  | 605                       |

Further schemes which may be open by 2031 are listed below. These schemes are at various stages of the development process and it is not possible to predict with certainty how many of these will actually come to fruition. So figures for 2031 should be treated with caution.

| Intended sites by 2031           |                      |                       |                 |                |          |            |
|----------------------------------|----------------------|-----------------------|-----------------|----------------|----------|------------|
| Scheme name                      | Location by District | Town/village          | Number of Units | Anticipated    | Required | Additional |
|                                  |                      |                       |                 | population 75+ | Units    | required   |
|                                  |                      |                       |                 |                |          | units      |
| BanksidePhase 2                  | Cherwell             | Banbury               | 73              |                |          |            |
| Wretchwick Green                 | Cherwell             | Bicester              | 70              |                |          |            |
| Heyford Park                     | Cherwell             | Heyford Hill          | 60              |                |          |            |
| Total Cherwell                   |                      |                       | 203             | 18326          | 458      |            |
| <b>Total Cumulative Cherwell</b> |                      |                       | 630             | 18326          | 458      | -172       |
| Total City                       |                      |                       | 0               | 12119          | 303      |            |
| Total cumulative City            |                      |                       | 231             | 12119          | 303      | 72         |
| Chalgrove Airfield               | South Oxfordshire    |                       | 80              |                |          |            |
| Ladygrove East                   | South Oxfordshire    | Didcot                | 60              |                |          |            |
| Didcot NE                        | South Oxfordshire    | Didcot                | 47              |                |          |            |
| Valley Park                      | South Oxfordshire    | Harwell/Milton didcot | 75              |                |          |            |
| Wallingford Site B               | South Oxfordshire    | Wallingford           | 75              |                |          |            |
| Total South                      |                      |                       | 337             | 20391          | 510      |            |
| Total cumulative South           |                      |                       | 570             | 20391          | 510      | -60        |
| Park road                        | Vale                 | Faringdon             | 60              |                |          |            |
| Wantage Crab Hill                | Vale                 | Wantage               | 60              |                |          |            |
| Total Vale                       |                      |                       | 120             | 18451          |          |            |
| Total cumulative Vale            |                      |                       | 345             | 18451          | 461      | 116        |
| Witney West                      | West Oxfordshire     | Witney                | 80              |                |          |            |
| Total West                       |                      |                       | 80              | 16215          |          |            |
| Total Cumulative West            |                      |                       | 296             | 16215          | 405      | 109        |
| Grand cumulative Total           |                      |                       | 2072            | 85502          | 2137     | 66         |

The anticipated countywide position is summarised below:

| Date | Approximate 75+ population | Current or expected number of units | Units needed based on population | Additional Units needed above those expected |
|------|----------------------------|-------------------------------------|----------------------------------|--|
| -    |                            |                                     |                                  |  |
| 2019 | 60693                      | 932                                 | 1518                             | 586  |
| 2026 | 77,464                     | 1332                                | 1937                             | 605  |
|      |                            |                                     |                                  | No figure entered as                         |
|      |                            |                                     |                                  | we would need to                             |
|      |                            |                                     |                                  | review progress                              |
|      |                            |                                     |                                  | against the pipeline                         |
| 2031 | 85,502                     | 2072                                | 2138                             | at 2026                                      |

Further development sites are being identified and considered as potential sites for ECH in order to meet demand. Developers are encouraged to discuss any potential sites with Gillian Douglas: <a href="mailto:Gillian.douglas@Oxfordshire.gov.uk">Gillian.douglas@Oxfordshire.gov.uk</a>

# 7. Type of Accommodation

Our model is based on a mixed tenure with affordable rent, shared ownership and outright sale all forming part of the mix. The current balance is approximately 70% rental and 30% shared or outright ownership. We expect that schemes will increasingly have a higher percentage of sales in recognition of the fact that currently over 75% of older Oxfordshire residents are home owners. OCC does not have nomination rights in the case of market sale ECH flats, but we will promote and signpost to these options where people have their own equity and do not qualify for affordable housing.

We are aware that some schemes are carrying voids. These are generally 1 or 2% of the total, although some smaller schemes have up to 10% void. These are predominantly amongst the 2 bed rental flats.

### 7.1 Design Standards and Assistive Technology

All schemes must have a basic assistive technology platform, starting with a community alarm system which links each flat and communal spaces to the onsite care team. Schemes must be designed to a high standard, with the inclusion of ceiling track hoisting as an option. We favour developments which meet the recommendations in the *Housing Our Ageing Population; Panel for Innovation* report.<sup>8</sup> A comprehensive range of design guidance is also provided by the Housing LIN<sup>9</sup> and this is the guidance we expect ECH developers to adhere to in Oxfordshire. All existing schemes have Raizer lifting equipment onsite and this should be standard in new schemes.

While owner occupiers are likely to move in at an earlier stage and have low or even no care needs, our aim is that ECH schemes will increasingly be able to accommodate older people with more complex needs. This issue will need to be considered at the early design stage. It is likely that assistive technology will form an increasing part of the extra care model to provide an efficient solution alongside an onsite care team. We expect to work with providers who can offer innovative solutions and new ways of using technology for the benefit of residents.

We would like all schemes to have high speed broadband and to provide this as standard, for residents, employees, family and friends and other visitors.<sup>10</sup>

### 7.2 Apartment sizes

Schemes need to comply with regulatory guidance and offer 1-bedroom flats at approximately 55 sqm and 2-bedroom flats at 70 sqm.

https://www.housinglin.org.uk/Topics/browse/HousingExtraCare/ExtraCareStrategy/SHOP/SHOP Practice/DeliveringKeyOutcomes/GettingRightHousingOffer/

<sup>&</sup>lt;sup>8</sup> Summary and full report available from Housing LIN <a href="https://www.housinglin.org.uk/Topics/type/The-Housing-our-Ageing-Population-Panel-for-Innovation-HAPPI-Report-2009/">https://www.housinglin.org.uk/Topics/type/The-Housing-our-Ageing-Population-Panel-for-Innovation-HAPPI-Report-2009/</a>

<sup>&</sup>lt;sup>10</sup> The County Council has a Better Broadband initiative. For more details see <a href="https://www.oxfordshire.gov.uk/residents/community-and-living/better-broadband">https://www.oxfordshire.gov.uk/residents/community-and-living/better-broadband</a>

Earlier schemes offered an equal number of 1 bed and two bed flats; however, we are now seeking a higher proportion of 1 bed flats for affordable rent. Experience has shown that 2-bedroom flats are more difficult to let and can present affordability problems for people on Housing Benefit or Universal Credit. We recognise that 2-bedroom flats are still attractive to people buying their own flat or for those taking up the shared ownership option.

#### 7.3 Communal facilities

Essential communal facilities include: lounge and dining rooms, commercial kitchens, adapted bathrooms, offices for housing and care staff, activity or meeting rooms, guest suites and hairdressers. We strongly encourage providers to offer facilities which will not only be attractive to scheme residents, but also to the local community. These might include: a restaurant, hair dresser, cinema, health and wellbeing activities, themed events, adapted bathing.

### 8. Level of Care

Our service model for care and support will need to evolve to cater for people with higher care needs. Waking night cover will be needed and this may involve more than one staff member in larger schemes. The average number of care hours per week currently delivered across our existing ECH schemes is 11.6.

Our model is currently based on three levels of care needs and we plan to review these definitions:

Low - 0-5 hours per week

Medium - 6-10 hours per week

High - 11 or more hours per week

We expect the balance of low: medium: high care to be delivered on a 25:25:50 percentage ratio respectively. The current mix is closer to 33:33:33 percentage ratio in most schemes. However, as residents get older and their care needs increase, the balance may shift towards the higher level.

### 8.1 Caring for people with dementia

The ethos of ECH is that wherever possible it should provide a home for life once a person has moved in. This means that schemes will be expected to offer appropriate surroundings and care for people who develop dementia, or who have mild dementia when they move in. In designing the layout of a scheme, consideration should be given to security and use of colour to heighten recognition of key activity areas such as dining, bathing and toilets. The optimisation of natural light with movement sensitive lighting and night time black out can help reduce confusion about day and night. We do recognise that a person's behaviour or care needs may become beyond that which can be safely managed in an ECH setting<sup>11</sup>.

We have a scheme in development in Charlbury in West Oxfordshire especially designed and purpose built for younger people with dementia (aged under 65). This is a scheme of 12 units, 8 of which will be 1 bedroom and 4 with 2 bedrooms. We expect this scheme to be open by 2021. We are interested in developing more of this type of provision.

### 8.2 People with Learning Disabilities and/or physical disabilities

OCC recognises that extra care housing may well be suited to some of our Oxfordshire residents who have a learning disability, including the significant number of people who are currently living with an older carer<sup>12</sup> for whom OCC needs to plan provision.

<sup>&</sup>lt;sup>11</sup> More information about ECH for people with dementia can be found from the Housing Lin below: https://www.housinglin.org.uk/ assets/Resources/Housing/Support materials/Reports/HLIN Dementia Report.pdf

There is also some useful research from the University of Sheffield. <u>mailto:http://etheses.whiterose.ac.uk/21390/1/People%20with%20dementia%20living%20in%20extra%20care%20housing%202.00%20K%20Twyford.pdf</u>

<sup>&</sup>lt;sup>12</sup> 216 people are living with parents or other relatives who are aged 60 or older, including 55 people living with carers who are aged 80 or older

Some providers are successfully integrating older people with learning disabilities into their ECH schemes. We encourage and support this and would like to see schemes welcoming appropriate people with learning disabilities before they reach age 55.

Likewise, in certain situations it may be appropriate for a younger person with a physical disability to be housed and receive care in an ECH.

Please refer to the MPS for people with learning disabilities for more detail on housing provision for this group.

# 9. Site provision and location

There is now an extensive building programme across the county and housing providers are encouraged to source sites in line with local plans. These may be on sites being developed by registered providers or on residential development sites, where ECH will form part of the affordable housing percentage required by the development and secured by way of S106 agreement.

Site locations have to meet the needs of older and disabled people and ideally should be flat, close to public transport or shops and other local amenities. <sup>13</sup> We want to attract RPs with specialist knowledge and experience of developing ECH to develop new schemes in Oxfordshire.

ECH is included in the requirement for affordable housing in new developments. Oxford City and each District Council has a different policy requirement regarding the percentage of affordable housing. This is summarised in the table below with further details in Annex 1.

| <b>District Council</b> | Affordable housing policy requirement  |
|-------------------------|--|
| Cherwell                | 30% in Banbury and Bicester and 35% elsewhere on all sites suitable for 11 or more dwellings. Housing sites of 400 dwellings expected to provide a minimum of 45 self-contained extra care dwellings   |
| Oxford City Council     | 50% of all self-contained dwellings – no current policies specifically relating to ECH   |
| West Oxfordshire        | Housing schemes of 11 or more units or combined gross floor space of 1,000m2 are required to provide ECH in the following proportions:  • High Value zone – 45%  • Medium Value zone – 35%  • Low value zone – 10%  Particular support will be given to proposals for specialist housing for older people including ECH. |
| South Oxfordshire       | 40% on all sites where this is a net gain of three or more dwellings. Specialist accommodation for older people to be provided in new greenfield sites identified in South Oxfordshire Core Strategy December 2012   |
| Vale of White Horse     | 35% on all sites capable of a net gain of 11 or more dwellings. Sites for dwellings for older people to be provided in the Local plan 2031   |

The County Council will work with potential providers to identify suitable sites and deliver ECH as part of the affordable housing quota and beyond.

https://www.housinglin.org.uk/ assets/Resources/Housing/Housing advice/Design Principles for Extra Care July 2004.pdf

<sup>&</sup>lt;sup>13</sup> Site specifications are available from

### 10. Funding for ECH

### 10.1 Capital

Funding is available for affordable ECH delivery through Homes England's Care and Support Specialised Housing Fund<sup>14</sup>. Bidding is open to all organisations who are, or intend to become, qualified as Homes England investment partners. This includes registered providers, local authorities, private sector developers and community groups among others.

The Oxfordshire Housing and Growth Deal has also contributed funding to local ECH schemes where the affordable extra care units provided are in addition to what would have been secured through S106 planning obligations with developers. <sup>15</sup>

The District Councils and Oxford City Council are key partners in the delivery of extra care housing and may also consider funding contributions where this will help deliver their affordable housing targets and where there is a funding gap.

Any provider of ECH will be expected to explore and maximise funding from these and other possible sources. However the county council also continues to hold a capital grant fund (currently £5.1M) which can be allocated to deliver new schemes where the scheme is required and would otherwise not be viable.

We have used this fund over the last 5 years to facilitate new developments and we are willing to consider proposals for use of this fund in cases where:

- Where all sources of funding have been applied for and there is a gap in funding which must be addressed in order to make the scheme viable;
- The purchase price for the land is a barrier to the development and as above gap funding is required;
- Help to under-write the risks of some shared ownership sales (which could be converted rental units if unsold);
- Help to provide additional capital subsidy to increase the proportion of units available for affordable rent;
- A contribution to the cost of converting sheltered housing to ECH is required.

Any request for capital grant assistance will need to be supported by a robust business case that includes evidence that the scheme would not be viable otherwise. The county council will also carry out an assessment of the revenue savings that would be generated by the new development in terms of spend on adult social care. Once agreed we will enter in to a capital funding agreement with the registered provider.

Funding from the county council will be conditional on the county council having referral rights in line with a Nominations Agreement for the affordable ECH units.

<sup>&</sup>lt;sup>14</sup> Funding Prospectus: Care and Support Specialised Housing Fund, Phase 2, February 2015, Homes and Communities Agency (now Homes England).

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\_data/file/404757/ CASSH\_phase\_2\_prospectus\_full.pdf

<sup>&</sup>lt;sup>15</sup> The Growth Board agreed with Government the average grant rates per unit as: Social rented £55,000, Affordable rented £40,000, Shared Ownership £25,000

#### 10.2 Revenue

Buildings: All ECH schemes generate revenue income through rents and service charges. We encourage partners to minimise service charges to tenants and leaseholders through careful design at the outset and through careful asset management and procurement of services.

Most schemes have flats for social rent and at the higher 'affordable rent' level which is still within the Local Housing Allowance level set for the particular part of Oxfordshire in which the ECH is located. Tenants relying on Housing Benefit (HB) or Universal Credit<sup>16</sup> (UC)for all or part of their income should have the rent element covered by their benefit allowance.

Service charges at new build schemes are typically between £30 and £50 per week and are eligible for HB or UC. The highest values achieved for market sales are in the region of £250,000 for 2-bedroom flats and shares range from 25% - 75%.

In addition, the county council has helped support the start-up costs incurred by care providers delivering a 24/7 'core service'. Residents generally pay a weekly charge to help cover the cost of this core service ranging from £0 to £55 per week with most being set at a level of £25 per week. However, due to the way in which different schemes have been commissioned and set up this charge varies considerably across the county. We are looking to standardise these charges wherever possible through recommissioning.

Residents in extra care settings may also choose to have their own personal care budget and employ their own chosen care provider. Some may be self-funders.

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<sup>&</sup>lt;sup>16</sup> Universal Credit can only be claimed by people below the state pension age

### 11. Working Together for Success

People with care needs and particularly older people are at the centre of extra care housing provision and are entitled to high quality housing and support that meets their needs. We will ensure effective join up of housing and care services to make the transition to extra care housing a smooth process that best meets the person's housing and care needs in the location of their choice wherever possible. We expect housing providers to involve older people in the design and development of housing and to consult with residents to gain feedback and identify improvement actions. We will seek views and feedback from residents as part of contract monitoring and ensuring that care and support services are working effectively.

**Equality and diversity:** it is important that ECH is inclusive and that people can access and live in ECH with dignity and without fear of discrimination or harassment. We will work with providers to ensure that the right environment and services are in place and that ECH is able to cater for people from diverse groups. This means creating a welcoming environment for all residents and their family and friends. It includes meeting the faith, cultural, language and dietary requirements of people from all communities.

Housing Providers that are registered providers and have a track record in the development and management of extra care housing are key partners for us and we rely on the specialist knowledge they bring in designing, building and managing high quality schemes suitable for our service users and the wider population of older people with a wide spectrum of care and support needs. Registered providers can also access the funding required to deliver ECH.

Housing 21, Bromford, One Housing, Sovereign, Greensquare, SOHA and BPHA<sup>17</sup> currently operate schemes in Oxfordshire and we are interested in hearing about new development proposals from these providers as well as providers that may be new to Oxfordshire.

Where we have a nominations agreement with the housing provider, we will work constructively through 5 district/city-based nominations panels to agree who will be nominated and accepted in to extra care housing, in line with the scheme-specific agreement (including justifiable exceptions to policy). We expect providers to demonstrate a level of flexibility in accommodating older and disabled people with the relevant care needs.

Care providers can expect ongoing support to self-assess their performance against the contract specification and to find joint solutions to any challenges or barriers to effective delivery.

The 5 district and city councils are key partners in terms of local knowledge of extra care housing and in helping people on to the local housing register to ensure that they qualify and can be matched to a vacancy once one becomes available.

We will hold quarterly Extra Care Housing Provider Forum meetings to enable information sharing and a platform for addressing issues.

At a strategic level we will work with:

• Homes England

- Oxfordshire Housing and Growth Deal

<sup>&</sup>lt;sup>17</sup> Bedfordshire Pilgrims Housing Association, now known simply as BPHA

### 11.1 Key Contacts

Gillian Douglas, Housing and Social Care Commissioning gillian.douglas@oxfordshire.gov.uk

### **Annex 1**

# Cherwell District Council Local Plan 2011-2031

Affordable Housing policy requirement is 30% at Banbury and Bicester and 35% elsewhere on all sites suitable for 11 or more dwellings.

#### **Policy BSC 4: Housing Mix**

New residential development will be expected to provide a mix of homes to meet current and expected future requirements in the interests of meeting housing need and creating socially mixed and inclusive communities. The mix of housing will be negotiated having regard to the Council's most up-to-date evidence on housing need and available evidence from developers on local market conditions.

Housing sites of at least 400 dwellings will be expected to provide a minimum of 45 self-contained extra care dwellings as part of the overall mix. Should it be agreed with the Council that extra care housing would not be desirable in a particular location, an equivalent amount of alternative specialist housing (use class C3) for older people will be required. Elsewhere, opportunities for the provision of extra care, specialist housing for older and/or disabled people and those with mental health needs and other supported housing for those with specific living needs will be encouraged in suitable locations close to services and facilities. All proposals will be expected to provide affordable housing in accordance with Policy BSC 3: Affordable Housing.

### Oxford City Council

### Affordable Housing policy requirement is 50% of all self-contained dwellings

The previous Local Plan was for 2001-2016 and the new one 2016 – 2036 has not yet been adopted. There is currently a Sites and Housing Plan 2011-2026 in place. There are no policies in any of these documents that specifically mention ECH.

## West Oxfordshire Local Plan 2031

#### **Policy H3: Affordable Housing**

Across the District as a whole, housing schemes of 11 or more units or which have a maximum combined gross floorspace of more than 1,000m2 will be required to provide affordable housing on-site as a proportion of the market homes proposed as follows:

- High value zone (50%)
- Medium value zone (40%)
- Low value zone (35%)

The following levels of affordable housing provision will be applied in relation to sheltered housing and extra-care housing:

#### Sheltered housing

- High value zone (50%)
- Medium value zone (40%)
- Low value zone (35%)

### Extra-care housing • High value zone (45%) • Medium value zone (35%) • Low value zone (10%) Policy H4: Type and mix of new homes Particular support will be given to proposals for specialist housing for older people including but not restricted to, extra-care housing. Opportunities for extra care will be sought in the main and rural service centres and other locations with good access to services and facilities for older people. Affordable Housing policy requirement is 40% AH will be sought on all South sites where there is a net gain of three or more dwellings. **Oxfordshire** Policy CSH4: Meeting housing needs **Core Strategy** December 2012 Specialist accommodation for older people should be provided on identified sites. Affordable Housing policy requirement is 35% AH on all sites capable of a Vale of White net gain of 11 or more dwellings. **Horse Local** Plan 2031 Core Policy 26: Accommodating Current and Future needs of the Ageing **Population** In order to meet the needs of current and future households in the context of an ageing population, the following requirements will be sought subject to the viability of provision on each site: i. residential dwelling houses designed for older people (with or without Extra Care) should be provided in the strategic site allocations in the Local Plan 2031 Part 1 and other suitable locations. ii. where possible, residential dwellings designed for older people should be located within close proximity to public transport routes, retail and other local facilities, including for health care. iii. where residential dwelling houses for older people (with or without Extra Care) are provided, wherever possible it should be on a mixed tenure basis in accordance with the requirements of Core Policy 24: Affordable Housing.

iv. where standards that would apply to general housing have been relaxed in response to the special needs of the occupiers of the scheme, the occupancy will be limited to accord with the nature of

the scheme.