

Appendix 13- SOUTH GLOUCESTERSHIRE EXTRA CARE HOUSING BRIEFING GUIDE



South Gloucestershire Council

EXTRACARE HOUSING
IN
SOUTH GLOUCESTERSHIRE



Briefing Guide
EXTRACARE HOUSING

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1. INTRODUCTION

South Gloucestershire Council has a strategic aim to enable the delivery of Extra Care accommodation as an effective housing and care solution for Older People.

Underpinning this commitment is the provision of a wider choice of tenure to match the increasing demographic change as well as the aspirations of Older People in South Gloucestershire.

In “Housing an Ageing Population: The ExtraCare Solution” by Tim Brown there is a recognition that “ there are fundamental changes taking place that will influence the future direction of provision. These include the emerging policies of the coalition government, tackling the public expenditure crisis and an ageing society. Although these may appear to challenge many aspects of extra care provision, they in fact provide an opportunity to rethink ideas. It is a glass half full rather than a glass half empty.”

www.bramall.com/.../hm_1302007458_Housing_an_Ageing_Population_T.pdf

This guide aims to provide and promote a framework to ensure high quality design when considering potential development to ensure that there is clarity of policy and approach for all parties concerned.

The guide contains a range of information and references to take account of current planning policy, partnership arrangements, design issues and the delivery of care and support services. It is recognised that development often requires wide ranging discussion. Some issues may not present obvious or standard solutions. This guide therefore, is not intended to be prescriptive.



2. THE CONCEPT

ExtraCare Housing

ExtraCare Housing design should enable individuals to live in self-contained flats or chalets within an environment that promotes, privacy, comfort, support and companionship.

Extra care should also enable lives that are active and independent. by readily accessing high quality care and support services, when required and social activities

Commensurate with its location, ExtraCare Housing should incorporate, a wide range of communal facilities all of which can be used as a social and health resource for older people to promote integration with the wider community. ExtraCare Housing should promote a vibrant and inclusive environment attractive to older people considering a life style choice. This can be achieved by attractive design and maintaining balanced communities of older people, making sure that schemes remain flexible enough to serve older people with a range of personal, social, and care needs.

South Gloucestershire Council aspires to work in successful partnerships which will provide high quality, vibrant, safe, attractive, sustainable and well designed accommodation which creates a positive and enabling environment for leaseholders and tenants.

3. DEVELOPING EXTRACARE HOUSING

Age demographics and home ownership

- Older People over the age of 65 represent 18.5% of the total population in South Gloucestershire. Projected to increase to 25.5% by 2030
- In terms of home ownership, 76% of people aged between 65 and 84 and 67% of people over 85 own their own home.
- Just under a third of older people live alone.

Care and income issues

- Current estimates are that just over 28% of older people are unable to manage at least one self-care activity on their own. Projections show a 70% increase by 2030.
- 11% of older people provide unpaid care to a partner, family member or other person.
- 30% receive state pension plus one other benefit excluding Housing Benefit leaving 70% in receipt of both private and state pensions.

Statistics Projecting Older People Population Information – Institute of Public Care : Web link: www.poppi.org.uk

Demand for Extra Care in South Gloucestershire

ExtraCare is a new concept for Older People in South Gloucestershire and has been available since January 2011.

Currently Rent only units are available with the first leasehold properties on line in early 2012.

Existing and future demand for ExtraCare services has been determined from a number of sources. These include:

- Joint Accommodation & Care Strategy (March 2006)
- Putting Older People First in the South West- A regional Housing Market Assessment(November 2008)
- Community Care & Housing Home Care Data
- 2001 census.

A report entitled “Understanding the demand for ExtraCare Housing” by Trimmer CS Housing Consultancy for the Department of Health concluded that actual demand was directly linked to public understanding of the service as well as the availability of sites. In other words demand for ExtraCare will grow rapidly as people become aware of it as a housing option.

To add weight, there are approximately 900 older home owners receiving a home care service funded by the Council having Fairer Access to Care Services (FACS) eligibility, who may wish to consider alternative leasehold arrangements with the benefits of social activities and 24 hour care that ExtraCare can provide

Identification of sites.

Information regarding potential sites can be obtained by contacting the South Gloucestershire Housing Enabling Team. Contact details are at the end of this brief.

In addition to meet emerging need the South Gloucestershire Core Strategy – CS20, identifies three new neighbourhoods where ExtraCare will be provided. These areas are:

1. Cribbs/ Patchway CS26
2. East of Harry Stoke. -CS27
3. North Yate - CS31

Detail is available at :

http://www.southglos.gov.uk/NR/rdonlyres/A0A262EE-F59E-4DA5-AE17-344EB504F7B7/0/CS_FULLL.pdf

When considering a potential site the following should be taken into account.

- Understanding the current accommodation and care provision and the role of existing Home Care services. This information can be made available from the Enabling Team
- Mapping existing integrated health & social service provision.
- Popularity of the area and the number of home owners in receipt of care services .
- Effective links to local amenities, shops, public transport, opportunities for social interaction and green and attractive surroundings..

4. PLANNING POLICY POSITION

Use Class

Extra Care housing is considered C3 (Dwelling houses) under the Use Classes order and therefore could be subject to Section 106 financial contributions.

Current Planning Policy

South Gloucestershire Local Plan Policy H6 seeks 33.3% affordable homes on sites of 15 or more dwellings (5 in rural areas), including ExtraCare schemes, to be delivered on site..

Regard must be had for any other relevant development plan policies e.g. design, landscaping, transportation etc.

The South Gloucestershire Local Plan policies can be viewed via the [local plan.pdf](#) link.

Emerging Planning Policy

Through the emerging Core Strategy policy CS18, the Council will seek 35% affordable homes to be delivered on site, including ExtraCare sites. The affordable housing should provide a mix of dwelling types and should meet housing need.

The provision of Extra Care housing will be required through the new neighbourhoods identified in policies CS26 (Cribbs/Patchway New Neighbourhood) , CS27 (M32 New neighbourhood) and CS31 (North yate New Neighbourhood).

The Council will expect 35% on-site affordable units to be delivered on Extra Care Housing Sites (where viable and appropriate) in accordance with Policy CS18 of which 80% would be social rent and 20% shared ownership.

Please note the Core Strategy is subject to a Public Examination, although the Council has agreed the Core Strategy is a key material consideration for development management purposes. Full details of the above mentioned planning policies and the Core Strategy's current position can be viewed via [Core Strategy Proposed Changes](#) link.

The Council will further develop policy guidance on affordable housing through updating and replacing the current Affordable Housing Supplementary Planning Document (SPD) which can be viewed via [SPD.pdf](#)

Pre-application discussions

- If you have an enquiry relating to a proposed Extra Care scheme i.e. a stand alone scheme or one that forms part of another site, please contact the Extra Care Programme Officer as a first point of contact.
- Contact will be made with the Area Manager of the Development Services and Major Sites team to establish what information is required to engage in pre-application discussions. Pre-application advice is free of charge to Housing Delivery panel members when affordable housing is being provided as part of the application.
- Please have regard for the Council's Statement Community Involvement (SCI) Local Development Document via [SCI.pdf](#) link that sets out the Council's requirements regarding public engagement.

5. PARTNERSHIPS

Housing Delivery Panel

The West of England Housing Delivery Panel is a group of housing organisations selected through an OJEU compliant process to deliver market housing, affordable housing and specialist housing including ExtraCare and Rural housing across the four Unitary Authority (UA) areas of the West of England. For South Gloucestershire The Panel replaces the development partnerships of Homes West and the South Gloucestershire Housing Partnership.

The Panel is divided into 5 lots, and membership of each lot is according to the type of services the organisations have been selected to provide. The Panel is operational from October 2011 to September 2015.

A principal aim of the panel is to significantly increase the supply of high quality, sustainable market and affordable housing to meet identified needs through increasing efficiency, innovation and collaborative working within the area.

The vast majority of affordable housing in South Gloucestershire is delivered through planning policy via S106 sites. Each UA's Enabling Team is

responsible for negotiating the terms of the S106 Agreement for affordable housing, and the UA must ensure that the affordable housing meets certain development and management standards. The Panel members have signed up to meet the West of England housing service standards and therefore any housing delivered through the Panel will be to the standard required.

South Gloucestershire will promote the Panel members to developers/ housebuilders and will aim to secure affordable housing on S106 sites to the Housing Delivery Panel by negotiation or by including a requirement into the legal agreement which is signed by the developer.

Where a developer chooses, or wishes to consider an alternative provider they must demonstrate compliance with the West of England service standards.

Housing Delivery Panel Lot 4 – Extra Care Housing providers are:

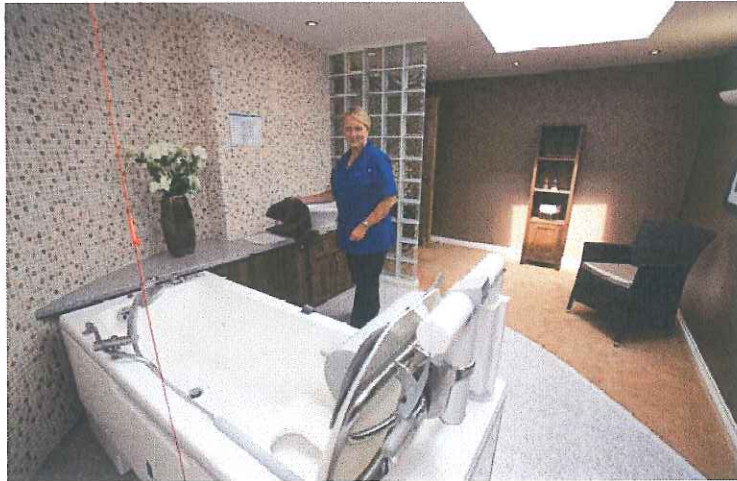
- Leadbitter Group
- Knightstone Housing Association
- Brunel Care
- Somer Housing Group
- Housing 21
- North Somerset Housing

See Useful contacts for details

6. DESIGN

South Gloucestershire Council acknowledges that there are costs and challenges associated with delivering good quality and well designed accommodation. However, the Council wants to ensure that ExtraCare accommodation maintains longevity in terms of appearance; cyclical maintenance; running costs; responses to climate change and adaptability to meet future lifestyles and technologies throughout the life of the building and is future-proofed.

A number of key design principles have been adopted from Factsheet no.6 Design Principles for ExtraCare produced by the Housing Learning & Improvement Network.



Minimum recommended Accommodation Requirement

When considering the design for apartments:

- Ensure the area provides a safe, comfortable space, maximising natural light, provides manoeuvrability, adequate storage and where possible a pleasant outlook.
- The design should consider the issue that an individual's care needs will change over time and that the space should facilitate that individual to as far as possible remain in their own home.
- In terms of size the Schedule of Accommodation from the Design principles for ExtraCare published by the Care Services Improvement Partnership recommends a mixture of one bed (2 person) flats (min 54m²) and two bed (3 person) flats (min 68m²).
- En-suite bathroom or wet room. Toilets should be at normal height.

Common parts should consist of at least the following facilities appropriately sized to the normal occupation of the building

Examples of Communal Facilities

- entrance foyer- should provide an immediate impact of activity and a welcoming atmosphere. The scheme managers offices should be visible and easily accessible to visitors and residents
- main lounge- potential to be directly linked to the foyer area. The addition of a small coffee bar/bistro provides additional attraction and activity throughout the day.
- restaurant – Should be located within the main foyer of the scheme to enable easy access for both visitors and residents of the scheme.
- communal toilets -

- catering facilities – should be sufficient to provide a daily meal to residents and visitors.
- assisted bathroom
- laundry- for use by both residents and care staff.
- Flexible spaces that could accommodate a variety of uses such as hobbies and social activities, meetings, training, well-being/health gym.
- hair salon – This can often be one of the most successful services in an extra care scheme, often well used by the local community as well as the residents.
- 2 x lifts
- scheme managers office
- office accommodation for the coordination of care & support
- electric buggy/wheelchair store
- residents sub-lounge(s) – areas found behind progressive privacy.
- refuse / recycling room
- Guest suite -

Where appropriate:

- shop – dependent on location

Security

- The principle of progressive security is supported to create a balance of the various areas required for residents, staff and the wider community.
- Adequate front door provision which gives two way access, in other words, open two way access entrance during working hours and one way secure intercom or fob system out of office hours.
- Minimise restrictive locking system in corridors, staircases and communal space. This would ensure that residents can move around freely without creating an institutional environment.

Out door space

- Maximise the use of outside space by providing seamless access from indoors.
- Provision of adequate and appropriate seating arrangements.
- Provision of a garden which meets the needs of residents : potting sheds green-houses raised bed planters.

Sustainability

South Gloucestershire Council is committed to integrating the principles of sustainable development into its policies, programmes and decision making processes, so that services can be delivered in the most sustainable way.

It aims to promote the highest sustainable quality of life and environment, without compromising the ability of future generations to meet their needs.

South Gloucestershire would expect development partners to aspire towards achieving the BREEAM multi-residential aiming for Excellent, which nearly but not quite complies with Code for Sustainable Homes level 4.

The code requires that the design of the buildings and the layout of the site be considered across the following topics: energy use, carbon emissions, water, materials, run-off, waste, pollution, health and wellbeing, management and ecology.

Affordable running costs

- The design, installation and management of energy efficient and affordable utilities is crucial to the continuing success of ExtraCare Housing.
- Sustainable energy supply should be incorporated with the intention of minimising or eliminating the use of fossil fuels and reducing carbon emissions.

Environmental sustainability

- Needs and aspirations of residents will change in time, design should take into account "future proofing" to allow for the addition of new technologies.
- All design and technologies that effect how the home works must be designed and installed so that they can be easily managed by residents or alternatively, do not require their attention at all.

7. DESIGN ASPIRATIONS

SGC wishes to build an innovative and high quality housing scheme for frail older people. In preparing proposals the designer is directed to the following criteria which the design must reflect, although this list should not be viewed as exhaustive:

- New development should contribute to, local communities; local businesses; local facilities, enhancing the sustainability of that neighbourhood and ensuring a positive future for its residents.

- the design must focus on providing residents with a secure and safe environment;
- the main communal facilities should form the core of the building and be centrally located to minimise walking distances;
- communal facilities should create good visual contact between spaces and good natural lighting particularly on circulation areas and the use of innovative features like atria should be considered to enhance communal areas;
- communal rooms need to be flexible in use but need to avoid becoming capacious and impersonal spaces. They need to create 'cosy' inviting areas for smaller groups of residents. To this end designers should give consideration to breaking up larger rooms into informal but distinct areas that would be attractive to small groups of people. The rooms should also be designed for use by the wider community;
- adopt the principles of progressive privacy ensuring clear separation between areas that are for the public, visitors, staff, and residents;
- corridors should allow two wheelchairs to pass each other or passing bays for wheelchairs and features to promote interesting vistas and to help with orientation, recognition and familiarity.
- flat layouts should make provision for the definition and partial separation of the kitchen, dining and lounge areas, whilst allowing for ease of access and good ergonomic design avoiding unnecessary physical barriers;
- consideration needs to be given to lighting, colour schemes and tonal contrast, audible signals and tactile information for those service users with visual impairment.
- suitable turning space and setting down point for ambulances, mini-buses and taxis should be incorporated in the main entrance;
- landscaped areas need to incorporate terraces for residents and staff, raised planters, drying area, water feature, and pathways and sitting areas as well as walking loops.

Designing for Dementia

- Older people with dementia have a reduced capacity to judge risk and foresee danger; forgetfulness is another issue which could lead to danger in some areas.

- They will typically suffer from confusion and may not react well to change.
- Scheme design should ensure that features are incorporated to aid with recognition and familiarity, carefully designing the circulation spaces through the scheme to avoid repetitive corridors, and adding focal items to identify location, floor level, and to define public and private spaces.
- Thought must be given to the layout of the scheme, and exits should be clearly signposted.
- Technology is available to be able to remotely monitor residents with dementia, eg. their movement patterns and appliances, without affecting other residents. Hence, the ExtraCare housing schemes should also include Category 5 cabling in each flat and communal areas and in the scheme so that monitoring equipment can be added or adaptations are easily done at a later date if necessary. Not only will this minimise any potential disruption for the resident(s), this should also assist in acceptance by other residents as there can be a perceived safety risk of residents with dementia.
- Safeguarding of the all residents is paramount and whilst design can assist in many ways, it is fundamentally the manner in which the care and support service is delivered that will have the greatest benefit.

Designing for Visual Impairment

Many older people suffer from a visual impairment and so scheme design must take this into account. The following will assist in movement around the scheme and in reducing the effects of visual impairments, whilst still ensuring the scheme is welcoming to all:

- structural features should be easily distinguishable from each other
- removal of obstructions, and thought regarding door swings and location of necessary objects such as fire extinguishers
- careful use of colour and tone throughout
- careful use of tactile materials, and the avoidance of finishing or building materials that may cause glare or excessive reflectivity
- guide rails to assist with way finding on circulation routes
- careful lighting design to ensure a balance between uniform light and variable lighting whether within home space, movement areas, or communal spaces, and maximising natural light where possible

Designing for Hearing Impairment

Most people will suffer from a hearing impairment as they grow older. The following may assist in scheme design:

- the installation of hearing aid devices such as induction loops in communal lounges
- sound separation is important between flats where eg. TV/speech volume levels may be higher than normal
- consider the sensitive location of noisy rooms such as plant, lift motor, and laundry rooms away from living and particularly sleeping areas.
- careful use of building and finishing materials to reduce sound transfer

Designing for Cultural Diversity

- Schemes should be designed or adaptable to incorporate aspects of home life for those older people from minority ethnic groups.
- SGC will continue consultation with Black and Ethnic Minority groups in order to check for any other specific needs.
- Further information can be obtained from the South Gloucestershire's Community Care and Housing Department and NHS South Gloucestershire's Black and other Minority Ethnic Group. The group works to encourage and empower people to access services and to ensure that adult Health and Social Care services meets peoples culturally appropriate needs

8. DESIGN STANDARDS AND GUIDANCE

The following can be found in more detail in "The Design Principles for ExtraCare" Factsheet no. 6 Housing Learning & improvement Network. 2nd Edition February 2008.

- Approved Document M (2006 Edition)- The Stationery Office
- From 1 October 2010, the Equality Act replaced most of the Disability Discrimination Act (DDA). However, the Disability Equality Duty in the DDA continues to apply.

- Housing Corporation – Design and Quality Standards, April 2007.
- The design and Quality standards refer to :
- Wheelchair Housing Design – National Wheelchair Housing Association group 2006.
- Design Guide for the Development of New build Accommodation for Older people, Abbeyfield Society 2001

Secured by Design.

- Further Design and Good Practice is available on page 18 of the Design Principles for ExtraCare” Factsheet no. 6 .

9. THE DELIVERY OF CARE & SUPPORT IN EXTRACARE



Creating a real Community

The on site care and support service will provide flexible, person centred care and support with a focus on maintaining independence and dignity. This will include care and support for people with a range of needs and will provide opportunities for social activities, including the type of social and leisure opportunities available to the general population. .

It is recognised due to the range of tenures available in ExtraCare that some of the older people who move in, may consider the provision as a long term solution and initially require limited care and support..

Commissioning of care and support services in private sector developments

In the past the authority has commissioned the on site care and support services required for nominated tenants in ExtraCare by developing a detailed Service Specification and tendering for the services they require following assessment under the Fairer Access to Services criteria (FACS)

As the majority of units in private sector developments will be owner occupied, it is the Council's intention to commission care services for those who are FACS eligible and have been nominated by the authority to any affordable units agreed on the scheme.

Process

In order to gain full support for any proposed ExtraCare development and to ensure clarity in terms of service quality and affordability, early consultation with the South Gloucestershire Community Care & Housing Contracts Department is recommended.

This would provide an opportunity to discuss:

- Advice regarding existing providers and desired outcomes,
- the number of potential South Gloucestershire nominees,
- the existing service specification,
- unit prices and affordability,

A copy of the South Gloucestershire Care & Support Service Specification is available on the South Gloucestershire website at:

[http://www.southglos.gov.uk/ Resources/Publications/HSG/08/0200/HSG-08-0022](http://www.southglos.gov.uk/Resources/Publications/HSG/08/0200/HSG-08-0022)

10. USEFUL CONTACTS

ExtraCare Programme Officer, on 01454 865599 or e-mail extracare@southglos.gov.uk

Community Care & Housing Department, Enabling Team: St Lukes Close,
Emersons Way
Emersons Green, South Gloucestershire.

BoME Liaison Group please contact us: :
Telephone:01454865786or01454862386
E-mail: CCHengagement@southglos.gov.uk

Housing Deliver panel Lot 4 members

Leadbitter Group nick.jenkins@leadbitter.co.uk
Tel: 01454 774 794

Knightstone Housing Association caroline.hughes@knightstone.co.uk
Tel: 0117 984 8113

Brunel Care staylor@brunelcare.org.uk
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Somer Housing Group jane_alderman@somer.org.uk
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james_bullivent@somer.org.uk
Tel: 01225 366098

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Tel: 0370 192 4518

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- “The Design Principles for ExtraCare” Factsheet no. 6 Housing Learning & Improvement Network. 2nd Edition February 2008.
- Putting Older People First in the South West- A regional Housing Market Assessment(November 2008)
- Sunderland City Council – Enabling Independence August 2011
- Statistics Projecting Older People Population Information – Institute of Public Care