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Extra Care Housing Strategy For Eastern Surrey

East Surrey 
Primary Care Trust


supporting **people**
supporting independence

Reigate & Banstead
BOROUGH COUNCIL
Banstead | Horley | Redhill | Reigate



Tandridge
District Council


SURREY
COUNTY COUNCIL

Working in Partnership: East Surrey PCT, Reigate and Banstead
Borough Council, Surrey County Council, Surrey Supporting
People and Tandridge District Council

Contents

Introduction	3
What is Extra Care housing?	3
Structure of the document	4
Section One: Understanding the Older Population	5
1.1 The population and their location	5
1.2 Housing, tenure, affordability and repair	5
1.3 Links between age and fear of crime	6
1.4 Levels of cognitive and physical disability	6
1.5 Demand for care homes	7
1.6 Demand for homecare	7
Section Two: Housing and Care Supply Picture	8
2.1 The supply of accommodation for older people	8
2.2 Care homes and nursing homes	9
2.3 Residential care costs	10
2.4 Homecare staffing	10
2.5 Services to help older people remain independent	10
2.5.1 Meals services	10
2.5.2 Lifeline community alarm & assistive technology	10
2.5.3 Community Centres / Day Centres	11
2.5.4 Home Repair Agencies	11
Section Three: Future Housing Provision for Older People	13
3.1 Consultation with Surrey 50+ Network	14
3.2 Views about Extra Care	14
Section Four: Working in Partnership	15
Section Five: Extra Care Housing Model	17
Section Six: Funding and Finance	18
6.1 Capital funding for new development	18
6.2 Revenue funding	19
6.3 The relative costs of Extra Care, homecare & care homes	20
6.4 Economic viability of schemes	20
Section Seven: Options for Delivering Extra Care Housing	21
7.1 Option One: Part or complete conversion of an existing scheme	21
7.2 Option Two: Develop a new purpose built scheme	22
7.3 Option Three: Convert an existing care home	23
7.4 Option Three: Provision of leasehold / for sale schemes	24
7.5 Achieving a balance of delivery options	25
Section Eight: Next Steps	26
References	27
Annexes	28

Introduction

Surrey County Council, Tandridge District Council, East Surrey Primary Care Trust, Surrey Supporting People and Reigate and Banstead Borough Council have commissioned this strategy in response to concerns about housing opportunities and care provision for frail older people now and in the future. This document is a strategic document setting out the high-level picture and plan. A separate joint commissioning plan between the partners will follow.

Underpinning this strategy are local and national commitments to ensure older people have choice and accurate information on options for housing, care and support (DoH & ODPM, 2003). Extra Care housing will have an important role to play and the Department of Health (DoH) is keen to see better use being made of it and other housing with care options.

Eastern Surrey covers the geographical area of Reigate and Banstead Borough Council and Tandridge District Council, this differs slightly from the Adults and Community Care geographical area which does not include Banstead. In Eastern Surrey there are 1,728 units of social rented sheltered housing, 1,022 units of leasehold sheltered and there is no Extra Care housing provision. Research by the Surrey Supporting People team concluded that there is an oversupply of traditional rented sheltered housing in Eastern Surrey. Whilst some schemes have remained popular and have waiting lists, other less desirable schemes have high vacancy rates and/or are being used for other groups in housing need.

The provision of Extra Care housing is a response to longer-term demographic changes. The Strategy is therefore a long-term approach of up to 10-15 years that recognises it will take time to redirect resources and commission a new type of housing provision for older people. The Strategy also recognises the valuable contribution made by high quality ordinary and enhanced sheltered housing.

In 2003, Surrey County Council commissioned Laing and Buisson to undertake a market research report on older people and people with a learning disability. The report identifies issues related to population trends, cost and provision of homecare, care homes and residential care both now and in the future. Across Surrey it predicts a growth in demand for homecare of nine percent and 11 percent growth in demand for care home places by 2010. It also describes the decreasing younger population and consequently the shrinking work pool of prospective care workers in the sector. The report supports the provision of additional Extra Care housing in Surrey as an alternative to care home placement for many older people, which not only would increase positive choice options but would also make best use of the diminishing workforce.

What is Extra Care housing?

Extra Care housing is a concept of care and covers a range of models. The accommodation can be owned, rented, part owned and part-rented and leasehold. Most Extra Care in the UK is developed with public subsidy by Registered Social Landlords (RSLs), but an expanding commercial sector does exist.

In Eastern Surrey Extra Care housing is about living at home, not in an institution. Within Extra Care housing people have their own front doors and legal rights to occupy. There is a clear distinction between Extra Care housing and residential care as recognised by the National Care Standards Commission.

The main purpose of Extra Care housing schemes is to enable people to remain living in their own homes. This means the delivery of flexible care based on individual need, which can be increased or diminished as needed. The building and services should be designed with smart technology to encourage independent living for people with physical or cognitive disabilities including dementia.

Extra Care is about building a community, including mixed tenures and mixed abilities which is part of the wider community. Facilities are usually extensive and can be used for day care, ageing well and keeping fit, provide floating support for people who live nearby who need a bit of help, and for community based teams of domiciliary care and health workers. Medical care and community nursing are brought in for individuals living in Extra Care, exactly as they would be in ordinary housing. The expectation in Surrey is that care should be available 24 hours a day.

People living in Extra Care housing will have independence and security of tenure through a tenancy or equity stake. Couples can stay together. Relatives and friends continue to care and stay if necessary.

This Strategy is focused on the individual needs of older adults whose need for supportive housing are based on age and disability.

Structure of the document

The framework of this strategy draws on advice and guidance on developing and implementing Extra Care housing strategies produced by the DoH and Housing Learning and Improvement Network (DoH, 2004).

Sections one and two set out the current and projected demographics of Eastern Surrey, the pattern of supply of existing accommodation and availability of support services to enable older people to remain independent longer.

Section three considers the future balance of supply of different types of accommodation for older people.

Section four proposes a way forward for the development of a local partnership to develop a business plan for Extra Care housing based on identified needs and demands.

Section five outlines a model for the day-to-day management of Extra Care housing. It considers the concept of a home for life, the role of the Scheme Manager, delivery of care and support, managing care hours, tenancy allocations and the need to achieve a balanced community with the Extra Care housing setting.

Section six explores funding and finance options for a range of models of Extra Care housing. It looks at revenue and capital funding streams as well as partnerships with the private and voluntary sector.

Section seven pulls together the information contained in sections one to six to identify a range of options for the delivery of Extra Care housing in Eastern Surrey.

Section eight identifies next steps to take the Strategy forward.

Section One: Understanding the Older Population

This section explores the key demographic characteristics of the older population in Eastern Surrey. Older people are not a homogenous group and a variety of factors including health and wealth will affect the demand for different services. Furthermore, service availability and professional and public perceptions of what they can deliver also influence demand.

1.1 The Population and their Location

There are 33,900 people aged 65 years or over in the Eastern Surrey area (Census 2001). Within Tandridge this age group form 17 percent (13,308) of the total population and in Reigate and Banstead they comprise 16 percent (20,592) of the population. Of this total half are aged 75 years or more, indicating a potential need for support services for half of this population. There are 6,000 people in Eastern Surrey aged 85 years or more. Within the population there is a rising gender imbalance from close parity in the 60-64 group to a proportion of 3.4 women to every man aged 90 years or more. Annex A contains a detailed demographic breakdown in Eastern Surrey.

Over the next seven years it is projected that there will be an overall growth of six percent in people aged 65 and over with an even bigger growth in the number of people aged 85 and over of 12 percent by 2010 (Laing & Buisson, 2004).

In terms of ethnicity 95 percent of people aged 65 or over identify themselves as White British. The remaining five percent of the population consist of a range of ethnic groups. Numbers are low within each category of ethnic origin and comprise of less than one percent of the total (Census, 2001). The largest minority groups are Indian, Other Asia and Chinese. However, there are increasing numbers of younger people in these ethnic groups and over the next twenty years housing providers will need to ensure that the needs of a range of ethnic groups are met.

In general older people are more likely to live in urban areas. In the Borough of Reigate and Banstead there is a particular concentration of older people in the north in Banstead Village, Tattenham Corner, Tadworth and Walton and a significant number in Horley Central in the south.

In Tandridge older people are concentrated in the Caterham and Oxted areas. These areas are close to main transport links and more densely populated areas and consequently have greater access to a range of local facilities and services. Annex B contains more information on the number of older people in each ward in Eastern Surrey.

1.2 Housing Tenure, Affordability and Repair

Table one below shows that owner-occupation is the dominant tenure in Eastern Surrey. This reflects the tenure split across the whole population. Older people are more likely to own their homes outright and therefore the majority of older owner-occupiers have access to substantial equity.

Table One: Tenure of Pension Age Households

Area	Owned	Local Authority Rented	Other Social Rented	Private Rented & Living Rent Free
Reigate & Banstead	77%	15%	3%	5%
Tandridge	76%	15%	5%	4%

Source: Census 2001

Equity can enable older people to purchase alternative accommodation (subject to it being available and affordable) or, through the use of Equity Release products fund services to meet their lifestyle, home maintenance and personal care needs in old age.

Research on the costs of buying private sector retirement housing in Eastern Surrey identified a wide range of prices from £249,950 to £57,950 (Elderly Accommodation Counsel, November 2004). As Table Two below shows there is a good chance that many older owner-occupiers will release sufficient funds from the sale of their homes to purchase leasehold Extra Care and contribute towards their care costs. The future provision of Extra Care housing must reflect the changing tenure balance towards owner occupation.

Table Two: Average house prices in Eastern Surrey January - March 2005

	Detached		Semi-detached		Terraced		Flat/Maisonette		All	
	Av price £	Sales	Av price £	Sales	Av price £	Sales	Av price £	Sales	Av price £	Sales
Reigate and Banstead	490,639	96	251,030	132	202,253	65	166,589	133	271,220	426
Tandridge	523,478	77	253,226	63	223,537	41	157,232	59	311,261	240

Source: Land Registry May 2005

In general, older person households in Eastern Surrey enjoy comparable housing standards to the younger population. According the Census 2001, only 6 percent (435 and 298 respectively) of older person households in the area have no central heating. The Reigate and Banstead Private Housing Stock Condition Survey (2002) considered repair costs and levels of unfitness by household type and concluded there is no significant correlation between disrepair and unfitness of properties and age of household.

Although Tandridge District Council does not commission independent stock condition surveys, the external condition of every home in the District is periodically assessed for fitness purposes. This exercise is undertaken in tandem with the electoral registration canvass. As a result, some 60 properties have been identified as being unfit or in substantial disrepair. Of these, 85% are known to be occupied by people of pensionable age.

1.3 Links Between Age and Fear of Crime

Studies of the factors which encourage people to consider residential care suggest that fear of crime plays a major role. Combined with increasing frailty, this fear can lead to people becoming more isolated, even if they are in receipt of home based care services or live in Ordinary Sheltered Housing (OSH) (DoH, 2004). In Reigate and Banstead 36 percent (7,463) of people aged 65 and over live alone and 35 percent (4,659) live alone in Tandridge.

Fear of crime information suggests older people in the area are concerned about their safety. The Reigate and Banstead fear of crime survey found that 18 percent of all who reported they were very or fairly worried about crime were aged 60 years or over. This is a high number considering people aged 65 or over make up 16 percent of the total Borough population. The perception of crime in Tandridge is similar with 38 percent of people aged 65 never walking alone during darkness.

1.4 Levels of Cognitive and Physical Disability

Levels of physical and sensory disability are correlated to age. Laing & Buisson has developed its own Age Standardised Demand (ASD) formula to project demand for care home places or other services for people who would otherwise be in a care home. The formula recognises demand for services increases with age. For example, it gives 21 times more weight to a person aged 85 than to one aged 65, to reflect relative demand from people of those ages.

The formula is a measure of population, not of actual demand. Growth in ASD between 2003 and 2010 across Surrey is projected to be 11 percent and in Eastern Surrey is projected at seven percent. To put this growth into context, an 11 percent growth would require 800 more care home

places over the next six years (Laing & Buisson, 2004). This represents a significant financial investment for Surrey County Council and / or private care homes in the future. Extra Care housing could provide a less expensive and more popular alternative to the provision of more care homes.

Table Three below summarises the numbers of people aged 65 and over who are likely to experience cognitive impairment, based on current population levels. Cognitive impairment varies on an individual basis, therefore many older people with mild dementia are able to live independently in their own homes with support. The enhanced facilities and services available in Extra Care housing can provide an environment to enable older people with cognitive impairment to continue living independently for longer. Advances in assistive technology and building design can provide a safe environment that fosters independence.

Table Three: Local Prevalence Rates of Cognitive Impairment

Age Group	Population in catchment area – Tandridge	Population in catchment area – Reigate & Banstead	Prevalence rate %	Number within catchment area – Tandridge	Number within catchment area – Reigate & Banstead
65 – 74	6,811	10,229	2.30	157.7	235.3
75 – 84	4,657	8,737	7.20	335.3	629.1
85 +	1,840	2,985	21.90	403.0	653.7
Total	13,308	21,951		894.9	1,518.1

Source: Contact Consulting, 2004

1.5 Demand for Care Homes

Residential care needs in Eastern Surrey are increasing as a result of the demographic changes arising from an ageing population and the influx of older people from the London area. It is anticipated that the increased need is likely to be most marked in the nursing care home sector. It is very likely that demand for residential care provision will in part be absorbed in the future by the availability of more attractive alternatives such as Extra Care housing.

1.6 Demand for Homecare

This comes from two main sources; Adults and Community Care Clients (ACC) and self-funders. In Eastern Surrey the greatest demand for homecare services comes from self-funders owing to the relative wealth of many residents. Looking at people waiting for a package and those in receipt of services, around 77 percent (1,361) of consumers of homecare are self-funders, 23 percent (411) are ACC clients. These figures are based on estimates of Surrey’s total homecare consumers, the figures for older people are based on estimates using data from England (Laing & Buisson, 2004).

According to Laing and Buisson (2004) demand for homecare packages will grow by approximately six percent in Eastern Surrey between 2003 and 2010 reflecting the changing age structure. The study projects that number of ACC supported homecare clients will increase from 411 in 2003 to 437 in 2010 leading to an increased demand in weekly hours from 3,166 in 2003 to 3,368 in 2010. The projections take no account of the homecare worker shortage that is likely to limit the hours available according to the study.

Section Two: Housing and Care Supply Picture

Much of the accommodation for older people in Eastern Surrey takes the form of conventional sheltered housing. There is a mix of social rented and leasehold schemes, with variations in the age of buildings, accessibility, types of facilities provided and proximity to local services and shops. Although there is some provision of enhanced sheltered housing (as identified by providers) there is as yet no Extra Care housing in Eastern Surrey according to the definition used by the Eastern joint partnership. A range of services are available to help older people to remain independent for example Community Alarm, home repair agencies, home care and frozen meals services.

2.1 The supply of accommodation for older people

The pattern of supply of specialised accommodation in Eastern Surrey is characterised by a strong supply of sheltered housing. The level of provision of leasehold sheltered housing is stronger than in many parts of the country and provides a good base to redress the balance of provision between renting and leasehold ownership.

In both the rented and leasehold sector in Reigate and Banstead there are schemes describing themselves as Extra Care, but these schemes are more appropriately described as 'enhanced sheltered' housing. This is an important area of provision and these schemes do provide examples of a style of provision that should be encouraged. The current registration categories and descriptions make the identification of care homes and nursing places for older people difficult and the findings below may be open to further clarification (Contact Consulting, 2004). Table Four below provides a summary of the supply of accommodation for older people in Eastern Surrey.

Table Four: Current Supply of Accommodation for Older People in Eastern Surrey

Category of Provision	Reigate & Banstead		Tandridge	
	Tenure / Provider Type	Number of Units / Places	Tenure / Provider Type	Number of Units / Places
Sheltered Housing	To rent	638	To rent	902
	Leasehold	358	Leasehold	362
'Enhanced' Sheltered Housing	To rent	92	To rent	0
	Leasehold	193	Leasehold	0
Sheltered under construction	Leasehold	109	Leasehold	0
Almshouses & Abbeyfield Societies	N/A	43	N/A	53
Total Sheltered		1,433		1,317

Source: EAC data & Contact Consulting 2004

In Eastern Surrey there is a particularly large supply of social rented sheltered housing compared to the proportion of leasehold schemes. The five-year Surrey Supporting People Strategy identifies an oversupply of traditional social rented sheltered accommodation across Surrey and the need to review and rationalise these services.

Tandridge District Council and RB Housing Trust are the largest owners of social rented sheltered housing in Eastern Surrey. Both organisations recognise the need to plan for the long-term needs of older people. In 2004 Tandridge District Council completed a Best Value Review of its sheltered housing. Their review concluded that the ratio of sheltered housing against other forms of Council owned accommodation is disproportionately high. The review suggested a number of proposals including putting some existing sheltered housing to use by other client groups and improving the physical structure of other schemes. The Council already has a modernisation programme in place including the conversion of bedsits with shared facilities into one-bedroom self-contained flats. Tandridge District Council will be consulting on future options for some schemes.

RB Housing Trust is also reviewing the future viability of its sheltered housing stock. Some schemes have gradually become more and more unpopular and of the 548 units of older person's accommodation 189 (34 percent) are difficult to let. The main reasons for this are shared facilities, bedsit accommodation, no lift access to upper floors and problems with building design. RB Housing Trust is considering a range of options including decommissioning some stock, putting stock to use by other client groups, converting bedsits to one-bedroom flats, improving accessibility and enhancing facilities.

2.2 Care Homes and Nursing Homes

Table Five shows the spread of care homes and nursing homes across Eastern Surrey. The majority of residential homes are privately owned although in the Reigate and Banstead area slightly more care home placements are found in homes owned by voluntary and public organisations.

In Surrey, care homes for older people that have half or more of their places registered for people with old age only or older people with dementia are operating at an occupancy rate of 92 percent. Occupancy rates of 92-93 percent are generally considered to ensure viability in the long term. However, in Eastern Surrey occupancy rates are operating at 94 percent and there is little spare capacity to meet the projected increase in demand. Projections by Laing & Buisson suggest care homes will be operating at 100 percent occupancy by 2007 (Laing & Buisson, 2004).

High occupancy rates can lead to an increase in fees that in turn make placements more unaffordable for the County Council. If a detrimental rise in occupancy levels is to be avoided, and demand after 2007 is to be met, the number of care home places must increase or other care services must be developed as an alternative. Extra Care housing could provide this alternative.

Table Five: The Supply of Care and Nursing Homes for Older People in Eastern Surrey

Number of Placements	Reigate & Banstead		Tandridge	
Care Homes	Private	371	Private	259
	Voluntary / LA	423	Voluntary / LA	192
Total		794		451
Care Homes with Nursing	Private	702	Private	231
	Voluntary / LA	56	Voluntary / LA	98
Total		758		329
Total Care & Nursing Homes	All	1,552	All	780

Source: EAC data & Contact Consulting

Nationally and locally there are concerns about the low levels of provision for older people with dementia. In Eastern Surrey the minimum and maximum number of places for older people with dementia in care homes with nursing ranges from 59-212 beds in care homes and 0-54 beds for mental disorder. Taking care homes only, the number of places for older people with dementia ranges from 70-271 and for older people with mental disorder ranges from 3-154. Many care homes have places registered for one or more different client group, therefore if every care home with nursing was available in Eastern Surrey for people with dementia 212 people could be placed. But if every place registered for older people with mental disorder, terminal illness and so on were filled with the appropriate clients, there would only be 59 places left free for people with dementia (Laing & Buisson, 2004).

As would be expected, older people with no disability other than old age are the best catered for with between 311 and 659 care home nursing places and between 374 and 587 care home only places (Laing & Buisson, 2004).

2.3 Residential Care Costs

In Eastern Surrey 25-30 percent of publicly funded placements have to be made at rates above the County's fee ceilings (Laing & Buisson, 2004). There is a pronounced difference between the rates paid by self-funding residents and Surrey funded residents. The average gross cost for a publicly funded frail elderly resident in a Surrey care home is around £320 per week. A self-funding resident has to pay on average £682 per week for a care home with nursing and £519 for a care home only place. In Eastern Surrey care home charges can be over £1,000 per week (Laing & Buisson, 2004). This pattern of self-funding residents subsidising supported ones is usual across the UK and is not unique to Surrey.

2.4 Homecare Staffing

In Eastern Surrey, Laing and Buisson (2004) identified 12 care/homecare businesses and 6 nurse businesses from the Surrey Learning & Skills Council, but warned that the number of homecare businesses is not a good guide to the availability of homecare. It found that there is a shortage of care workers not agencies. This shortage is uniform across the 24-hour period, but is worst in the mornings and evenings when people have to be helped to get up and ready, and helped back to bed. A telephone survey of homecare agencies in Tandridge area confirmed this picture. Of the eight homecare agencies contacted all reported an increase in demand for homecare services from older people and six reported difficulty with recruitment but fewer difficulties with staff retention.

2.5 Services to Help Older People Remain Independent

There are a range of different services which together help older people remain independent and enable them to continue living at home longer. Some services like meals on wheels enable vulnerable and frail older people to stay at home by ensuring they eat a nutritious meal, this in itself can prevent further deterioration in physical and mental health. Other services provide 'peace of mind' to older people and the Lifeline Service is a good example. All Extra Care schemes provide links to services like these.

2.5.1 Meals Services

Tandridge District Council operates a meals on wheels service. Clients are accepted on a temporary and permanent basis subject to referral criteria. The service consists of a combination of an Appetito Service (frozen meals cooked in transit in a specialised vehicle by paid staff) and Meals on Wheels (meals cooked in a day centre and delivered by volunteers). On average, 2,730 hot meals are provided every month. This service is used by clients who may be housebound and unable to shop for a meal, living alone and unable to cook for themselves, at risk of malnutrition or not motivated to cook or unaware of time and the need for regular meals because of confusion.

In Reigate and Banstead older people have to make their own arrangements with private companies for meals on wheels services.

2.5.2 Lifeline Community Alarm & Assistive Technology

The Community Alarm service provides assistance in case of an emergency and enables the Care Centre to contact the client immediately and assess what services are required, for example an ambulance, doctor's visit or help from a relative. It provides an important lifeline to frail older people enabling many to remain in their own homes longer.

Many older people in Eastern Surrey are linked to the Community Alarm Service giving 24-hour access to a Care Centre. The Community Alarm Service confirmed it has 937 users in Reigate and Banstead and 1,226 clients in Tandridge residing in sheltered accommodation (November 2004). Many private housing schemes have their own alarm services and lots of older people in

non-sheltered housing also use this service. It is general practice in both Councils for social rented sheltered units to be wired into Community Alarm.

Assistive technology can reduce pressure on staff and more importantly increase control and choice for older people and their carers. The technology is already inexpensive compared with the equivalent cost of care staff and the evidence base for its effectiveness is strong and growing (Audit Commission, 2004). The use of assistive technology in Eastern Surrey is a developing area and the Community Alarm Centre is currently doing trials of telecare products with the Intermediate Care Team and the Primary Care Trust.

One reason that many older people leave their own homes for some other form of provision such as residential care is because they or their relatives feel they are at risk at night. This is why 24-hour care is an important component of Extra Care provision. Assistive technology has an important function in Extra Care housing because it helps people to remain independent longer. It can also have a key role in assisting older people with dementia to manage their lives on a daily basis. The potential of assistive technology is growing fast. Technological advancements are proceeding, particularly in the field of electronics, information and communications. This trend will continue, leading to the development of more sophisticated and less expensive products that better address the aspirations of older people.

2.5.3 Community Centres / Day Centres

These provide an important lifeline and contact point for many older people offering a range of facilities and services. Reigate and Banstead has four Community Centres for active older people located in Horley, Redhill, Reigate and Banstead. Activities and services offered include hot lunches, snacks, hairdressing, NHS chiropody services, a hearing aid clinic, social activities and outings.

Tandridge has two Day Centres for older people located in Caterham and Lingfield. They offer similar services to the ones in Reigate and Banstead. In addition the Caterham Centre has a care assistant each day to offer help, the assistant also offers an assisted bathing service.

2.5.4 Home Repair Agencies

For older people, the inability to deal with adaptations or property maintenance can put them at risk and increase anxiety about the ability to cope at home. Home repair services identifies problems with properties, offers advice, arranges necessary works with reputable contractors and supports older people through the process.

The Anchor Staying Put agency provides a repair, improvement and adaptation service to older homeowners in Reigate and Banstead. In 2003/04 the service reported increasing involvement in adapting properties to suit the changing needs of older less mobile people. This represented 74 percent of work carried out. The Agency also has a multi-skilled handyperson service. This service is in high demand and deals with a range of small property repairs, installation of minor adaptations and fitting of security items such as improved door and window locks.

Reigate and Banstead Borough Council provides a small scale works grants scheme and administers Disabled Facilities Grants (DFGs). Around two-thirds of those assisted are older people. Examples of the types of repairs undertaken for small-scale works include mending fences, roofs, installation of central heating and window replacement.

Tandridge District Council operates an in-house Care & Repair Agency. It provides a service for older / vulnerable residents requiring home repairs and adaptations, including works to improve the thermal comfort of dwellings. The Agency offers a holistic help and advice service to approximately 250 clients per annum, including a combination of:

- guidance on entitlements to state benefits, home repair grants and DFGs
- assistance with completing the necessary forms

- helping those who don't qualify for grant assistance by providing technical assessments and a selection of reliable contractors
- a handyperson service to undertake small repair or improvement works with the assurance of quality work at a fair price
- referrals to other statutory and voluntary agencies whose services match the needs of the clients in question.

The above schemes contribute to reduced levels of hospitalisation. Both Councils are also members of the Houseproud equity release scheme (run in partnership with the Home Improvement Trust) that targets homeowners aged 60 and over and households with a disabled resident. Beneficiaries can access monies tied up in the value of their property to fund improvements or adaptations. At 2-3 years old the scheme is a relatively new system of financial assistance. The many enquiries received have resulted in works that have been for paid for by families to the benefit of older owner-occupiers.

Section Three: Future Housing Provision for Older People

The housing provision in Eastern Surrey is not dramatically different from what is found in other local authority areas. The current level of provision has developed in response to short-term demand and provider perceptions of what will be popular and fundable rather than as a response to assessed need.

Based on a model developed by Contact Consulting in conjunction with the Change Agent Team, a range of projections for the provision of older person's accommodation are set out below in Table Six. The model looks forward and encourages a shift from the current range of provision to one that offers choice and is reflective of key characteristics of the older population. The model seeks to take account of a number of factors including demand for social rented accommodation, the potential of leasehold retirement housing, suitability of stock, refurbishment and the need for Extra Care as an alternative to residential care.

The model assumes that a 'norm' for conventional sheltered housing to rent would be around 40 units per 1,000 of the population aged over 75 years of age. This reflects the rapidly changing tenure balance where around 76% of those aged 65 and over are homeowners.

The loss of conventional sheltered housing for rent will be off set by the provision of enhanced housing with a projection of around 45 places per 1,000 people over 75, divided between ownership and renting on a 30/15 split. Full Extra Care housing offers the possibility of housing a balanced community of people with low needs through to high social care needs, total provision is projected at 25 per 1,000, divided equally between rent and sale. This model makes modest provision for people with dementia who cannot be supported in their own homes but require an alternative to residential or nursing home care, the norm here is 6 places per 1,000 (Contact Consulting, 2004).

Table Six: Projecting a Range of Provision

Number of units		Current Provision		Provision per 1,000 of Population 75+	Increase or Decrease		Resulting Number of Units	
		RBBC	TDC		RBBC	TDC	RBBC	TDC
Conventional Rented Sheltered Housing		638	902	40	-224	-642	414.5	260
Leasehold Sheltered Housing		358	362	70	+367	+93	725	455
Enhanced Sheltered Housing	For Rent	92	0	15	+63	+5	155	97
	For Sale	193	0	30	+118	+195	311	195
Extra Care Sheltered Housing	For Rent	0	0	12.5	+130	+81	129.5	81
	For Sale	0	0	12.5	+130	+81	129.5	81
Housing Based Provision for Dementia		0	0	6	+62	+39	62	39
Care Home Provision		794	451	50	-276	-126	518	325
Nursing Home Provision		758	329	73	+2	+145	756	474

Source: Contact Consulting and EAC

(Note: these figures do not include the 109 units of leasehold sheltered housing currently under construction in Reigate and Banstead 2004/05)

The demand for Extra Care housing in Eastern Surrey will increase as older people, their relations and carers have heard more about it and have a more accurate idea of what it is. Making people aware of Extra Care housing as an alternative to a care home will be crucial to the success of any Extra Care scheme.

3.1 Consultation with Surrey 50+ Network

The involvement of older people in the development of this Strategy is crucial for ensuring it can be delivered. The Eastern Surrey Partnership has involved the Surrey 50+ network to ensure that the views of older people directly informed the final Strategy and implementation plan. The Surrey 50+ Network offers people aged over 50 years the opportunity to engage in planning, delivering and monitoring current and future services in the community across Surrey. It has over 1000 members individuals across the County.

Questionnaire and information packs were distributed to members of the Network who expressed an interest in being engaged about housing or care issues. A response rate of 55% was achieved (76 responses), of these responses 68% were split evenly between respondents aged 60-69 and 70-79. 17% were aged 80+. The majority of respondents were owner-occupiers, with 11% renting from an RSL and just 1% private renting.

3.2 Views about Extra Care

When asked whether they would consider Extra Care as an option in preference to residential care if they were not able to continue living independently, 92% of respondents said a definite 'yes'. There was a strong endorsement of the model and its underlying philosophy. The overwhelming majority supported the concept of Extra Care, with the maintenance of independence being a key element:

"As it still gives you the independence we all long for, with the added bonus of available support that you may require."

On the matter of tenure preference, there was a more mixed response suggesting there is a market for both separate rent and sale and mixed tenure developments, with a substantial minority expressing no preference. Respondents did express a strong preference for two-bedroom accommodation (67%), 21% wanted one-bedroom homes. The majority of comments indicated that a second bedroom was to accommodate family or guests, separate bedrooms for spouses or space to pursue hobbies and interests.

In terms of location, many felt that with increasing age and infirmity the most important issue about location was being close to amenities and with good transport links. Over 40% of respondents expressed a preference for an edge of town location, over 30% for a village location and around 15% preferred a town centre. People were concerned about having access to community and retail facilities and noise and safety.

"I assume that would be good local transport both public and taxi services to visit the town centre."

Respondents were asked about what facilities they would like included in Extra Care, the most popular choice was an onsite library. The majority of responses reflected the importance of keeping active.

"The more facilities provide a more active and healthy lifestyle needing less care."

Finally, respondents were asked to add any other comments, overall the responses expressed a strong support for the concept of Extra Care.

"I like the sound of Extra Care Schemes. It is putting old people and the services they require in one place. It is the way forward for the future. I hope it succeeds."

Section Four: Working in Partnership

This Extra Care Housing Strategy will meet the key aims of all our organisations in ensuring housing choice, promoting independence and the provision of homes in safe accessible environments for older people in Eastern Surrey. In addition, it will also help achieve a number of objectives of the individual partner organisations.

Housing Authorities

As the housing authorities for Eastern Surrey, Tandridge District Council and Reigate and Banstead Borough Council are responsible for identifying and working with others to meet the housing needs of local communities. This Extra Care Housing Strategy supports our joint aim to meet the housing needs of older people. We plan to work together to meet a range of aims including increasing housing choice, making best use of the existing housing stock and resources, promoting social inclusion, offering choices to older people and creating sustainable and safe environments.

Health Providers

Extra Care has the potential to support the valuable prevention work undertaken by health professionals to keep older people as safe and healthy as possible. The provision of Extra Care housing will help health services to support older people more easily and help prevent loss of health caused by accidents and falls by providing accessible and safe accommodation. Older people value choice and independence and Extra Care housing offers a safe and supportive environment which can speed up the hospital discharge process. Better care environments at home will mean less reliance on in-patient hospital facility.

Social Care Providers

For Social Care Extra Care offers the opportunity to provide high quality care for older people that builds up increased independence and autonomy for service users. This also means older people are less reliant on other (expensive) forms of care. Extra Care offers more than just accommodation for older people. It offers a range of facilities and services for local communities and scheme residents that enhance the quality of life for all. The better care offered would reduce hospital admissions and therefore reduce pressure on delayed discharges.

Supporting People

The Surrey Supporting Team has identified a number of strategic priorities for Surrey including frail older people. They particularly identified a gap in services for older people with dementia. The Team have identified a surplus of traditional sheltered housing for older people. Supporting People are supportive of Extra Care housing as a model of provision for this group as it provides a range of support services to enable older people to live independently for longer in their new homes. The Supporting People Strategy also has identified people with learning disabilities as a priority group – and that will include older clients who might be living with elderly carers who are themselves getting frail. It might also include older clients with learning disabilities who are experiencing early signs of dementia. Extra Care housing might be an option for this group.

Users

Extra Care can provide a whole range of advantages for older people who wish to exercise choice about their housing and maintain their independence. This model of housing offers security of tenure, the opportunity to continue owning a home and retention of capital assets, access to services, opportunities to take part in social and education activities and dignity in older age. Well-designed buildings enable older people to make choices about their carers and care options as health and mobility deteriorate. Most of all it offers a home for life. The high equity values in Eastern Surrey mean that users will be able to afford this improved living environment.

Partnership and a Shared Process

The delivery of Extra Care housing requires the commitment of all of the above organisations. Through our work on this Strategy we have looked at the needs of older people, the objectives of each public organisation and the contribution we can all make to bring about Extra Care housing in Eastern Surrey.

As the housing authorities for Eastern Surrey, Tandridge District Council and Reigate and Banstead Borough Council will help with identifying sites, meeting planning requirements and accessing capital. Surrey County Council have expressed a commitment to help with funding some care services and in identifying sites for development. This sets out our joint strategy for the development of Extra Care housing. We will set up joint commissioning plans for securing delivery.

Section Five: Extra Care Housing Model

In order to ensure equity and consistency across Surrey, the following form the **minimum** requirements for a given scheme/service to be classed as Extra Care by Surrey Adults & Community Care.

- 24 hour home based care, provided through an on site care team working on the basis of facilitating and enabling, rather than “doing for”
- Individually tailored, flexible care packages, based on assessed needs
- Flexible support services offering assistance with domestic cleaning and practical tasks such as pension collection, paying bills, shopping and assistance with accessing services and resources in the surrounding community
- A range of social and recreational activities including those which promote health, physical activity and lifelong learning
- Systems for involving users and carers in decisions about the service, including facilitating the equal participation of people who are confused, have communication difficulties or for whom English is not their first or preferred language
- Provision of a reliable and reasonably priced meals service, preferably via a restaurant for tenants and others, providing 2-course lunch at least 5 days per week
- Self-contained flats comprising a minimum of 1 bedroom, living room, kitchen and bathroom. Bathrooms must either have flush floor showers or be capable of adaptation within reasonable time as needs arise. Minimum space requirement of 50 m.sq with a proportion designed for wheelchair users of at least 55 m.sq. Flat design and layout must be suitable to accommodate people who use mobility aids and rooms must be of sufficient size and shape to enable safe delivery of personal care by 1 or 2 care assistants
- Lift to all floors, of sufficient size to accommodate wheelchair users and stretcher patients and with suitable facilities for people with visual and sensory impairment
- Communal facilities such as tenants or owners’ lounge, self-service laundry, hairdresser, space for pursuing hobbies, guest suite, at least one assisted bathroom and space for safe storage and re-charging of electric wheelchairs and buggies
- Staff facilities including changing room and sleepover facilities
- Barrier free design which is accessible for people with mobility difficulties and sensory impairments and simple, logical layout with short, wide corridors and mechanisms to aid way-finding, including by those who are confused
- Secure entrance and exits – ideally with “secured by design” certification
- Accessible external space, including for those in wheelchairs and with mobility difficulties
- Located within reasonable walking distance (for a frail, elderly person) of local shop, pharmacy and other community facilities

Section Six: Funding and Finance

This section considers the capital and revenue funding streams available for the delivery of Extra Care housing. Careful consideration must be given to achieving economies of scale therefore, we will consider the financial viability of essential services such as social care, night cover and community facilities.

Extra Care housing can be delivered for a range of tenure types. Developments can comprise a single tenure, usually leasehold or a mix of affordable social rented flats, shared ownership and leasehold flats. There are common key elements to Extra Care that make it an attractive option for some older people and their relatives, these include the availability of night and social care, security, assistive technology, fully accessible homes, restaurant / leisure facilities, security of tenure or home ownership and a location close to shops and services.

The two key funding streams for Extra Care housing development are capital and revenue funding. Both are essential for the refurbishment of existing housing schemes and for the development of new schemes. These two streams are explored in more detail below.

6. Capital Funding

Capital funding is required for new schemes where the physical structure of a building needs to be built and for schemes subject to physical remodelling. There are several sources of capital funding for development and remodelling, including public subsidy, ring-fenced Government Grants and private finance.

6.1 Housing Corporation Grant

Many Registered Social Landlords (RSLs) need public subsidy to build new housing to help bridge the gap between the costs of market rents/house prices and affordable rents and affordable homeownership. Public subsidy assists RSLs to provide housing that is cheaper than private market housing for sale.

The Housing Corporation operates a programme of public subsidy known as the Approved Development Programme (ADP). RSLs and more recently private developers bid for funds to fully or part finance proposed schemes. Applications are assessed on criteria published by the Housing Corporation and against the key housing priorities set out in the Regional Housing Strategy. In recent years the system has changed from an annual bidding process to two-year allocations of funds and a large proportion of the ADP is now allocated to partnerships of RSLs with development programmes of at least £10million.

As the housing authorities for Eastern Surrey, Tandridge and Reigate and Banstead Councils have a responsibility to balance the competing housing needs of different groups in Surrey. The draft consultation paper 'Towards the South East Regional Housing Strategy 2006-09' sets out the regional investment funding principles and priorities. It identifies a number of priorities including homes for key workers, meeting the needs of homeless households and bringing homes up to the decent homes standard. Reigate and Banstead has been identified in the draft Strategy as an area with high needs because of affordability and homelessness. This may mean it attracts more public subsidy in the future than other Surrey districts/boroughs. Although the Regional Housing Strategy does not explicitly identify Extra Care as a key area for investment the Strategy does acknowledge the important role of supported housing, the need to align care and support packages for vulnerable households and the need to review Supporting People funding arrangements.

In the course of the development of this Extra Care Housing Strategy informal discussions with existing providers of Extra Care housing across the country revealed a range of development models that do not rely on public subsidy. Land prices in Eastern Surrey are extremely high and

land deals with public authorities can enable development to take place without the need for public subsidy from the Housing Corporation.

6.1.2 Extra Care Housing Fund

The Extra Care Housing Fund was first set up in 2002 to provide additional investment to expand and stimulate the development of Extra Care. The Department of Health and Housing Corporation run the fund jointly with the support of the ODPM. It aims to:

- Develop innovative housing with care solutions
- Stimulate effective local partnerships between the NHS, Local housing authorities, social services, care providers, registered social landlords and private sector and other developers of Extra Care housing in the interests of older people.

To achieve these aims the DoH set aside £87 million over two years 2004/05 – 2005/06 and has announced a further £60m for 2006-2008. The fund has been heavily over subscribed and the total value of all the bids for 2005/06 was over £317m compared with the £40.3m (this includes £2.32m set aside for projects to extend the housing and care choices of people with a learning disability) available from the fund.

6.1.3 Other Sources of Capital Funding

Private finance is the largest source of capital finance for many RSLs and all private developers. For RSLs there is no guarantee of public grant and no guarantee that any grant that is received will cover the capital costs of development. This means RSLs borrow against the rental income stream or expected sales of new affordable housing units.

Public land given to RSLs at nil cost can be seen as capital subsidy and in situations where RSLs have been given land at nil cost by public authorities for development, RSLs are unable to bid for public subsidy. Developing Extra Care housing has risks for RSLs and developers mainly because this type of housing is only available for occupation by a relatively small sector of the housing market.

6.2 Revenue Funding

Revenue funding is the finance to operate services on a day to day basis. Revenue is raised from grant and income for example rent charges, use of services and facilities. The main sources of revenue grant are set out below.

6.2.1 Supporting People Grant

In December 2004 the Government announced a budget cut in Supporting People revenue grant. The outcome for Surrey is a cut of 5.04% in 2005/06 and, potentially further cuts of 5% annually in the two years after.

Clearly, the likely cuts place the achievement of the 5-year Supporting People Strategy at risk. However, the proposed Distribution Formula is subject to a Government consultation process and many of the Supporting People stakeholders in Surrey will be lobbying for an improved outcome.

In the meantime, achieving change through the possible re-modelling of services and re-targeting of funds was always a key component of the Supporting People Strategy. It is still hoped that it will be possible to provide revenue support for Extra Care in Eastern Surrey, with the cooperation of local partners and providers.

6.2.2 Social Care Funding

Surrey County Council currently meet the care costs of about 30-40 percent of people in care homes. As part of the Extra Care Housing Strategy the County Council will re-direct funds to support people moving into Extra Care.

6.3 The relative costs of Extra Care, homecare and care homes

It is difficult to make direct comparisons between the costs of Extra Care and care homes however, there are indications that the cost to Surrey County Council of providing care home places is slightly more expensive than Extra Care (see Laing & Buisson, 2004 for a more detailed analysis). The main reason is because individuals do not meet the accommodation costs in Extra Care either through the purchase of a share of the leasehold or payment of rent (some tenants may be eligible for housing benefit). Unlike care homes Extra Care housing schemes are also eligible for Supporting People Grant (subject to availability) for a range of services to help people remain independent for as long as possible.

Providing social care to individuals in Extra Care housing may also be less expensive for County than providing dispersed home care hours to clients of similar dependency. This is partly because the Extra Care environment is supportive and reduces care needs, and partly because travelling time is less where the client is in one location and requires frequent short visits. Extra Care housing schemes can provide the opportunity to bring together 'spot purchased' homecare packages in a single block contract. Provision on this basis also has the added advantage of providing a central office base for staff and significantly reduces travel times at the peak times of day.

6.4 Economic viability of schemes

New Extra Care provides a valuable opportunity for the provision of a range of health and social facilities for use by the wider community. However there is a critical mass for the economic viability of Extra care schemes to enable social care services to be affordable, to run restaurant services, pay for repairs and maintenance and management staff. Extra Care schemes are expensive in terms of the capital investment needed but creative use of space and location advantages can offset the large amount on non-income generating communal space such as restaurants, gyms, lounges and staff facilities.

Any Extra Care scheme delivered in Eastern Surrey will consider options for use of communal space that will generate income streams from outside users. The Eastern Surrey partnership will consider opportunities to link catering facilities, develop core and cluster social care services and provide health facilities for the wider community.

Section Seven: Options for Delivering Extra Care Housing

This section will consider the mix of options that the Extra Care partnership will consider to secure Extra Care housing in the area. The delivery of Extra Care housing in Eastern Surrey is dependent on site availability for new build schemes and / or the suitability of existing sheltered housing schemes for remodelling. The Eastern Surrey Extra Care partnership is committed to a joint commissioning approach for schemes.

This Strategy adopts a mixed economy approach to the provision of Extra Care housing that provides housing choice for older people and contributes to the development of sustainable communities. Within Eastern Surrey over 80 percent of households aged over 60 years are owner-occupiers and this Strategy aspires to achieving a range of tenure types.

Extra Care housing relies on the availability of social care and care workers. All of the options for delivery of Extra Care are reliant on the provision of 24-hour social care.

7.1 Option One: Part or full conversion of an existing sheltered housing scheme

The provision of Extra Care housing within existing ordinary sheltered housing schemes may provide an opportunity to test the popularity and viability of Extra Care housing. Guildford Borough Council commissioned an Extra Care project in an existing sheltered scheme in 2003. One year later an evaluation of the project concluded that it was successful in the early stages and that on-going promotion and effective monitoring and auditing will be required to ensure its success continues (Guildford BC, 2004). More recently Rosebery Housing Association has designated 15 of 30 units in an existing sheltered scheme as Extra Care housing. By combining the social care contract in the scheme with individual contracts in the locality, the scheme has ensured social care is viable.

Conversion of existing sheltered housing schemes using a core and cluster model for social care provision offers several advantages for Eastern Surrey social housing providers. This model offers particular advantages in Tandridge where site availability and site size and location is limited.

Converting an existing scheme is not a simple process and involves a detailed planning, a feasibility study, analysis of potential costs and consultation with existing residents. The commissioning partners must work together from the outset to understand which schemes are suitable for conversion and which schemes are outdated, not fully accessible, or are unpopular. Many housing providers have asset management plans that contain a wealth of information to assist with assessing project viability. The assessment process must have regard for the following issues:

- Some difficult to let sheltered housing schemes may have been opened up to younger people / key workers / homeless households.
- A poorly located sheltered housing scheme which is unsuitable for Extra Care may be suitable for redesignation for another use – thus generating capital.
- Expensive building work will not ameliorate the problem of poor location.
- If there are indications an existing scheme can be remodelled, Commissioning Partners and the housing provider must undertake detailed cost analysis to establish whether demolition may be a cheaper option.

The occupants of Extra Care units will require more intensive support from staff. A plan for re-training staff will also developed and implemented alongside the plan for structural changes to the building.

7.1.1 Finance and Funding

The total costs of converting an existing scheme can be significant and in some situations it is less costly to knock down and rebuild. This Extra Care Strategy recognises there are many hidden issues around conversion and schemes must be considered on an individual basis. The detailed costs and funding streams available must be assessed on a scheme-by-scheme basis. This work will be undertaken when a scheme with the potential for remodelling is identified.

7.1.2 Advantages

- This option can be a 'quick win' in terms of provision especially if the building lends itself to conversion and little building work is required. It gives Commissioning Partners the opportunity to monitor and assess the advantages and disadvantages of Extra Care housing. Conversions may make it feasible to provide Extra Care units in sheltered housing schemes in both local authority areas.
- Older people, families and carers prefer not to move further far from their original home, users of Extra Care units may already be existing tenants of sheltered housing.
- Conversion of existing buildings is a quicker process compared to building new schemes because the long lead in times associated with planning approvals for new buildings are avoided (although planning permission may still be required). Agreements have to be in place to support the mix of services required.
- Provides older people with a home for life. Users can dip in and out of social care as their needs increase / decrease.
- Social care provision is more efficient and less expensive to deliver in one location.

7.1.3 Disadvantages

- Schemes must be selected carefully because the conversion of units to Extra Care standards will not overcome fundamental problems in a scheme like poor building design and location.
- The tenure is likely to be social rented and is unlikely to attract owner-occupiers. The issue is further complicated by social housing provider allocation policies that have restricted access by owner-occupiers. This may reduce the pool of potential occupiers and make the scheme unviable. In addition, it will be difficult to assess the strength and popularity of the Extra Care leasehold market in Eastern Surrey. Currently no private developers provide Care housing.

7.2 Option Two: Develop a new purpose built Extra Care scheme

This is a challenging and exciting option that could bring opportunities for joint commissioning of community facilities such as health centres and the creation of mixed tenure sustainable communities. New provision is dependent on site availability, location and the availability of capital and revenue funding. In the course of developing this Strategy, the Eastern Surrey partners gathered information from existing providers of Extra Care housing and gained some invaluable insights into development of projects, the range of facilities and services, design and management of the final scheme.

There are likely to be more opportunities for building new schemes in the Reigate and Banstead area due to the large town centre regeneration projects in Horley and Redhill. Such schemes will need to comprise 50-60 units to ensure economic viability. Opportunities to build Extra Care in Tandridge are more limited because of limited site availability.

7.2.1 Funding and Finance

The overall costs of a building a new scheme will be significant and may require a combination of funding streams. Each scheme will be worked up in details on a site-by-site basis. Some of the funding opportunities available to social housing providers include Housing Corporation Grant, private borrowing, Private Finance Initiatives, capital from the sale of flats, Extra Care housing

Fund, land at nil cost and Supporting People Grant. Each scheme will need to achieve financial viability to support the range of services identified in Section Five.

7.2.2 Advantages

- A purpose built scheme will reflect existing best practice in design, security, service provision and use of assistive technology.
- Extra Care could provide a mixed tenure housing in a single scheme either in a single building or linked buildings on one site. Leasehold has the added advantage of bringing in capital in the form of mixed equity stakes.
- Social care provision is more efficient and less expensive to deliver in one location. A purpose built scheme could include a base for social care workers working out in the local area.
- A new scheme could become a centre for services for the wider community, perhaps incorporating a day centre, health services, and a base for district nurses / social care team.
- A long lead in time for commissioning the scheme gives sufficient time to Commissioning Partners to procure services.

7.2.3 Disadvantages

- The costs of commissioning a new scheme are high.
- This is a long term goal that is dependent on suitable sites becoming available in the future. There will always be strong competition for suitable sites from other housing needs groups and the local housing authorities will have the task of balancing these competing demands.
- Lead in times will be long and will depend on the availability and suitability of sites.

7. 3 Option Three: Convert an existing care home

Across the Eastern Surrey area there are a number of large residential care homes on sites close to local shops, services and facilities that could be suitable for conversion into Extra Care housing. The issues related to the suitability of the building for conversion are similar to those identified in relation to converting a sheltered housing scheme. One particular issue for existing care homes may be the change in management ethos from an environment that tends to foster dependence to one that is based on increasing the independence of users.

7.3.1 Funding and Finance

The range of funding options will vary on a scheme by scheme basis. Some conversions may require little structural change and others may require extensive alterations using large capital budgets. Each scheme will need to be assessed in detail to ensure all potential costs are identified at the outset and ensure the finished scheme can support the range of services expected in an Eastern Surrey Scheme. In some situations it will be more financially viable to demolish and build a purpose built Extra Care scheme.

7.3.2 Advantages

- The advantages are similar to those already outlined in relation to conversion of a sheltered housing scheme.
- Any residents that remain in the scheme after conversion will have security of tenure or a lease depending on the tenure mix of the finished scheme.
- The scheme will be familiar to existing residents and this may help them to adjust to the change in ethos in their new environment more easily.

7.3.3 Disadvantages

- The disadvantages of conversion are similar to those already outlined in relation to conversion of a sheltered housing scheme.
- The interest of potential new tenants/owner occupiers in moving to the converted scheme may be dampened by the previous use of the building as care home. A carefully planned marketing campaign will be an important element of the conversion project.

7.4 Option Four: Provision of leasehold / for sale schemes

The cost of providing purpose built Extra Care housing is significant. One of the most important questions to ask is 'would we ourselves choose to live there, if not, why not?' This question goes to the heart of quality and value for money and applies to the social and commercial market (Riseborough & Porteus, 2003). Until relatively recently there was a gap in the retirement housing market. Older owner-occupiers had few housing options and faced a stark choice between living in family homes that had become unsuitable for their needs or moving to care homes with little personal space or independence.

Private developers are now embracing the older persons independent living housing market. In the Eastern Surrey area McCarthy and Stone, Pegasus, Banner Homes and Peverel are just a few of the developers that have built and/or are in the process of building retirement housing for sale. The level of support and range of facilities available in private schemes vary with some schemes offering warden services, restaurant facilities and social activities whilst others provide a basic management service.

Private Extra Care developments could help plug a gap in the market for frail owner-occupiers and developers are already spotting the potential. Sunrise Assisted Living has identified a gap in the private market for long term care facilities for the frail elderly. In 2004/05 they built an independent living facility of around 77 units. The scheme is split, one third is a registered care home with Elderly Mentally Infirm facilities, and the remaining two thirds take the form of unregistered assisted living. Another developer, McCarthy and Stone is developing Assisted Living housing for older people. These schemes share similarities with the Extra Care model outlined in this Strategy although there are differences in terms of the provision of 24 hour social care.

As the local planning authorities for the area Reigate and Banstead BC and Tandridge DC could take a positive approach to the development of private Extra Care housing by encouraging this type of development in their Local Development Frameworks.

7.4.1 Funding and Finance

A private development will not require public subsidy for the capital costs of building. The cost to Surrey County Council of providing social care is likely to be low. As we have already identified, 77 percent of users of social care are self-funders, a further 57 percent (830) of users of older person care home and nursing home places are self-funders or placed in Eastern Surrey by other social services departments. In terms of social care provision, the issue for private developers and self-funders will be the availability of care workers. In Surrey homecare is even harder for Social Services to obtain than care home places, and some packages are unobtainable almost regardless of the price offered (Laing & Buisson, 2004).

7.4.2 Advantages

- This option would cost the public purse little or nothing.
- It would give owner-occupiers a realistic housing choice as they become frail which enables them to remain independent in their own homes.

7.4.3 Disadvantages

- Because local planning authorities will encourage rather than require this type of development, there may be little response or activity from developers. Developers may continue to respond to opportunities to develop on a site-by-site basis without taking the longer term strategic view favoured by Eastern Surrey PCT and local Councils.

7.5 Achieving a balance of delivery options

There is no single option or delivery vehicle for Extra Care housing in the Eastern Surrey area. This Strategy acknowledges the value of a mix of provision by social housing providers and private developers to meet the housing and care needs of older people now and in the future. There are slightly different opportunities for delivery of Extra Care in each local authority area due to local circumstances.

In Tandridge there is likely to be more opportunity for conversion of existing social rented sheltered housing schemes into core and cluster models than the provision of new purpose built Extra Care housing. This is due to the size of existing sheltered housing scheme sites, location issues and economic viability. Within Reigate and Banstead there may be future opportunities to develop purpose built schemes as the Redhill and Horley town centre regeneration projects progress. Reigate and Banstead Borough Council no longer owns housing in the Borough, conversion of existing social rented sheltered housing schemes is an option in the Borough for existing social landlords.

Across Eastern Surrey there is great deal of development of retirement housing. Some developers have recognised there is a gap in the market between ordinary sheltered housing and residential care homes and are developing housing models to bring this gap. Private developments will continue to fulfil a housing need and provide a housing option for older people.

Section Eight: Next Steps

This Extra Care Strategy is a partnership approach setting out the strategic direction for the provision of Extra Care housing in Eastern Surrey. The Strategy identifies the need for Extra Care housing units together with the need to rebalance the provision of residential care home and nursing home placements in the area to meet the needs of an ageing population.

To make sure that Extra Care housing is developed in Eastern Surrey we will set up a robust action plan. The actions will include:

- A major event with potential partners to launch the Extra Care Housing Strategy
- Individual negotiation with existing providers of related care services
- Embedding the Extra Care Housing Strategy into the strategies and work programmes of all partner agencies
- Working actively with older people's organisations to promote the Strategy
- A review of existing sheltered housing stock in line with the Strategy
- Implementation of the action plan will be overseen by a multi-agency steering group

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Annex A

Table 1. Census 2001 Population Figures

Age Range	Tandridge			Reigate & Banstead		
	Total	Males	Females	Total	Males	Females
0 - 4	4769	2392	2377	7778	4085	3693
5 - 9	4910	2523	2387	7810	3968	3842
10 - 14	5413	2674	2739	8078	4284	3794
15 - 19	4457	2220	2237	6547	3362	3185
20 - 24	3386	1691	1695	6389	3169	3220
25 - 29	3911	1864	2047	8072	4151	3921
30 - 34	5491	2641	2850	9937	4980	4957
35 - 39	6420	3086	3334	10723	5304	5419
40 - 44	6171	3011	3160	9422	4725	4697
45 - 49	5737	2798	2939	8400	4336	4064
50 - 54	6169	3089	3080	9668	4816	4852
55 - 59	5181	2589	2592	7282	3607	3675
60 - 64	3944	1927	2017	5825	2851	2974
65 - 69	3538	1618	1920	5295	2447	2848
70 - 74	3273	1541	1732	4934	2245	2689
75 - 79	2680	1168	1512	4243	1748	2495
80 - 84	1977	782	1195	3135	1163	1972
85 - 89	1220	405	815	1914	611	1303
90 and over	620	144	476	1071	248	823
Totals	79267	38163	41104	126523	62100	64423

Annex B

Population aged 65+ by Ward Reigate and Banstead Borough

Ward	Population aged 65+
Banstead Village	1,679
Tattenhams	1,417
Horley Central	1,376
Tadworth & Walton	1,336
Merstham	1,333
Reigate Central	1,274
South Park & Woodhatch	1,234
Nork	1,213
Redhill West	1,177
Kingswood & Burgh Heath	1,141
Meadvale & St Johns	1,111
Chipstead, Hooley & Woodmansterne	1,104
Reigate Hill	1,099
Horley West	988
Earlswood & Whitebushes	946
Redhill East	693
Horley East	538
Preston	465
Salfords & Sidlow	401

Source: 2001 Census

Population aged 65+ by Ward Tandridge

Ward	Population aged 65+
Oxted North & Tandridge	1,134
Godstone	1,027
Warlingham East, Chelsham & Farleigh	1,008
Oxted South	988
Burstow, Horne & Outwood	929
Bletchingley & Nutfield	868
Queens Park	772
Lingfield & Crowhurst	755
Limpsfield	698
Harestone	686
Warlingham West	658
Dormansland & Felcourt	633
Portley	601
Valley	492
Whyteleafe	397
Westway	380
Chaldon	353
Woldingham	327
Tatsfield & Titsey	257

Source: 2001 Census