
INTEGRATED STRATEGIC PLAN FOR OLDER PEOPLE'S HOUSING, CARE & SUPPORT 2018-2028

Report by Service Director Regulatory Services

SCOTTISH BORDERS COUNCIL

28 JUNE 2018

1 PURPOSE AND SUMMARY

- 1.1 The purpose of this report is to seek Council approval of the Integrated Strategic Plan for Older People's Housing, Care and Support 2018-2028 for implementation. This 10 year strategy was developed in response to a strategic action in the Council's Local Housing Strategy (LHS) 2017-2022 which was approved by Members in September 2017 and subsequently submitted to the Scottish Government.**
- 1.2 The Housing (Scotland) Act 2001 places a statutory requirement on local authorities to develop a Local Housing Strategy, supported by an assessment of housing need and demand for a five year period. The projected growth in our older population was identified as a main issue throughout the development of the Council's LHS, and Indigo House was commissioned in January 2017 to support Officers in developing a response to this demographic change.
- 1.3 The attached strategy and action plan covers the period from 2018-2028 and is predicated on an approximately £130m investment through a combination of investing in housing, technology and service delivery capacity. It builds on the commitments already made by partners and proposes new build activity, supplementing the existing mix of private and public residential provision across Scottish Borders. It also involves the remodelling, refurbishment and adaptation of existing housing, a strengthened approach to telecare and the implementation of proposed service reforms to ensure that the breadth of independent living benefits can be grasped across all Borders localities.

2 RECOMMENDATIONS

- 2.1 It is recommended that Council:**
 - (a) Approve the implementation of the Integrated Strategic Plan for Older People's Housing, Care and Support and;**
 - (b) Note that Officers will bring back proposals relating to those actions identified as potentially having resource implications as part of future revenue and capital budget processes and;**

- (c) Refer the report to the Integration Joint Board for its information.**

3 BACKGROUND

- 3.1 The Housing (Scotland) Act 2001 places a statutory requirement on local authorities to develop a Local Housing Strategy, supported by an assessment of housing need and demand for a five year period. The LHS sets out the joint and strategic approach of the local authority and its partners to delivering high quality housing and housing related services across all tenures, to meet identified need in its area. The Council's Local Housing Strategy (LHS) 2017-2022 was approved by Members in September 2017 and subsequently submitted to the Scottish Government.
- 3.2 During the development of the Council's Local Housing Strategy 2017-2022 the projected growth in the number of older people was highlighted as a main issue. In response to this, work commenced to commission work to undertake the development of an Integrated Strategic Plan for Older People's Housing, Care and Support Needs which was identified as a strategic priority. Governance arrangements were established to oversee this work which was commissioned in January 2017.
- 3.3 A Steering Group and Working Group were established to ensure the development of an Integrated Strategic Plan for meeting the Housing, Care & Support needs of Older People would not only be joined up but forward looking, outcome focused with a clear plan setting out actions for delivery. Senior Managers from CMT and IJB as well Housing and Registered Social Landlords were represented on the Steering Group. The Working Group consisted of Senior Officers from Housing, Health and Social Care and Registered Social Landlords.
- 3.4 Indigo House was commissioned and started work in January 2017. The consultant was asked to work with a range of services and partners including Housing, Social Work, Public Health, Assets and Infrastructure and local Registered Social Landlords. This built on the extra care needs assessment work carried out by Anna Evans Consultancy in 2015 which resulted in the development of the Extra Care Housing Delivery Framework and is an integral part of this strategy going forward.

4 STRATEGY DEVELOPMENT

- 4.1 Development of the strategy was supported through a number of meetings with both the Steering Group and Working Group including presentations and discussion with the Executive Management Team. A wide programme of engagement activity has been undertaken to collect a range of views and statistical information to enable these to systematically inform the development of the strategy.
- 4.2 Throughout the strategy development process the consultants also drew on their own knowledge of emerging best practice and policy in the Housing, Health and Social Care sectors, and compared this against Scottish Borders policy and practice. Optimising opportunities for investment in older people's housing and ensuring an appropriate balance of housing provision across all housing tenures and a range of housing sizes and types, including extra care, sheltered, mainstream housing and care homes, was a key determinant in the strategy development, including the provision of specialist housing with care and support. Such housing is intended to be suitable for people with greater health and care needs, as well as the

provision of low level support and preventative services.

- 4.3 A structured option appraisal and financial modelling approach was carried out by the Steering Group, facilitated by the Consultants. This work concluded that a blended solution, with particular emphasis on extra care and independent living elements, was the best way forward to meet the growing older peoples' requirements.
- 4.4 The attached strategy and action plan covers the period from 2018-2028 and the housing element extends beyond the Scottish Government's current commitments set out in the Affordable Housing Supply Programme.
- It is underpinned by the principle of inclusive growth; ensuring communities can shape and benefit from the proposed investment.
 - It is predicated on a combination of investing in housing, technology and service delivery capacity.
 - It builds on the commitments already made by partners. It proposes new build activity, supplementing the existing mix of private and public residential provision across Scottish Borders.
 - It also involves the remodelling, refurbishment and adaptation of existing housing, a strengthened approach to telecare, and the implementation of proposed service reforms to ensure that the breadth of independent living benefits can be grasped across all Borders localities.
- 4.5 The work undertaken by Indigo House will form the cornerstone of the approach going forward. It is a transformational strategy that will enable a shift in the balance of care settings over time, seeking to promote Extra Care Housing and Homecare and thereby to moderate demand for the most expensive (residential) care settings.
- 4.6 Older People's Housing, Support and Care have clear dependencies with other activity. Radical improvement in Prevention and Early Intervention, Technology and Patient Pathways/Delayed Discharge are core elements of any Older People's Strategy. The development and implementation of the Older People's Housing, Support and Care Strategy must be recognised as sitting within a wider transformation programme for Older People's services with progress predicated on delivering the non-housing elements of an Older People's Strategy.
- 4.7 The strategy also seeks to dovetail with existing Council strategies, in particular progressing the development of Extra Care Housing developments in Galashiels, Duns, Hawick, Eyemouth, Kelso and Peebles. In addition it also links with the Council's Dementia Strategy where the Council recognises the need for more provision, and where the Council has already approved £4.8m in the capital programme as a contribution towards costs of a new facility.
- 4.8 Scottish Government officials have a shared interest in the development of this strategy, given the potential implications for the future development of Strategic Housing Investment Plan (SHIP) projects over the next 10 years, and the levels of funding being sought by the Council to deliver on its strategic housing priorities. Officers have mooted possibilities of building properties to better meet the needs of older people in the Borders and this may shift focus from the delivery of mainstream family housing over the next decade. That said, a balance would need to be struck and would absolutely rely on continued Scottish Government investment in the

housing agenda, the Council's ability to gap fund the shortfall and RSLs' capacity to continue to access private borrow at the levels required.

- 4.9 The Council hosted an event on Friday 1 June under the auspices of 'Rethinking Housing for Older People' which brought together nearly 100 people from across the Housing, Health and Social Care and Policy sectors. Delegates also included Third Sector, voluntary sector, private developers and small single focussed charity organisations. The event benefitted from having nine expert speakers from across Scotland. The event was attended by representatives from a range of sectors who contributed to the conversations on how we can work collaboratively to deliver on our ambitions over the next 10 years for Older People's Housing, Care and Support.

5 Next Steps

- 5.1 Governance arrangements need to be put in place to provide leadership, strategic oversight, performance and financial management in order to support the delivery of this transformational programme. This will ensure that there is appropriate direction and management for what will be a very complex programme of ambitious projects.
- 5.2 Underpinned by an investment value of approximately £130m, the strategy outlines a very clear strategic action plan and this will need to be developed further to include a full implementation, monitoring and evaluation framework.

6 IMPLICATIONS

6.1 Financial

- (a) It is anticipated that future ECH developments will be funded using the same range of funding sources employed to deliver Dovecote Court, i.e. Affordable Housing Investment Programme (AHIP) grant from Scottish Government, private sector borrowing by the RSLs and anticipated contributions from the Council from Second Home/Council Tax budget, Affordable Housing Policy Developer Contributions, and may involve potential transfer of former Housing Revenue Account land in accordance with Scottish Government Guidance.
- (b) The amounts and proportions of the different elements of funding will be informed by individual site-specific feasibility studies and normal probable cost exercises as projects progress through the design and statutory application/consent process. Where potential gap funding is required, e.g. to fund non-AHIP eligible elements, these will be subject to individual reports seeking approval by the Executive Committee to grant fund using Second Homes/Council Tax funding in accordance with Scottish Government Guidance and established Council practice.
- (c) Scottish Government are aware of the Council's strategic intention to expand the availability of extra care housing through increasing the supply of affordable housing which has been set out in the Council's agreed current SHIP 2018-23. Scottish Government has indicated in principle willingness to financially assist ECH projects. However it is recognised that these will be high unit cost projects, as can be demonstrated by the experience from the delivery of the Dovecote

Court development in Peebles, which is currently the only operational ECH development within Scottish Borders. Such grant is framed within unit benchmark grant levels as set out in Guidance. However this Guidance does provide some latitude for increasing benchmark unit grants and this is being explored in principle pending firmer probable costs being provided by both Eildon and Trust.

- (d) The delivery of the broader strategy has been costed by the Consultants and consideration will need to be given by both SBC and the IJB on how this is taken forward in the context of budget setting, priorities and the interdependencies of the various elements of the strategy
- (e) However, where there are specific actions considered as having a resource implication for the Council, Officers will bring back proposals to Council as they arise over the period of the strategy.

6.2 Risk and Mitigations

- (a) A risk register matrix needs to be developed as part of the new governance arrangements put in place.
- (b) A Strategic Environmental Impact Assessment Screening Report was undertaken for the development of the LHS 2017-2022 which determined a full Strategic Environmental Assessment would not be required as it is unlikely to have significant environmental effects. This assessment covers any developments within this strategy.
- (c) Any potential environmental effects from any specific proposals or plans which may relate to the strategy will be individually considered and addressed through the planning process and full Strategic Environmental Assessments.

6.3 Equalities

It is considered that there are no adverse equalities implications arising from the recommendations of this report.

6.4 Acting Sustainably

- (a) This strategy promotes sustainable development, inclusive growth and the ethos of place making. Priorities include making better use of existing stock and promoting energy efficiency.
- (b) It is considered that there are no adverse economic, social or environmental effects of the recommendations in this report.

6.5 Carbon Management

It is considered that there are no impacts on the Council's carbon emissions arising from the recommendations of this report.

6.6 Rural Proofing

- (a) Rural proofing applies to all areas of Scottish Borders classified by Scottish Government as 'remote rural' or 'accessible rural'. This applies to all areas of Scottish Borders outwith the towns of Hawick, Galashiels, Peebles, Selkirk, Eyemouth, Jedburgh and Kelso.

- (b) The LHS has been rural proofed and it is anticipated there will be no adverse impact on the rural area from the proposals contained in this report. There is likely to be a wide range of positive outcomes for rural communities, including improvements in health, fuel poverty levels and availability of affordable housing in a variety of tenures.

6.7 Changes to Scheme of Administration or Scheme of Delegation

There are no changes to be made to the Scheme of Administration or Scheme of Delegation as a result of this report.

7 CONSULTATION

- 7.1 The Chief Financial Officer, the Monitoring Officer, the Chief Legal Officer, the Chief Officer Audit and Risk, the Chief Officer HR and the Clerk to the Council have been consulted and any comments received have been incorporated into the final report.
- 7.2 Corporate Communications are being consulted, and any comments received will be incorporated into the final report. It is considered that this ambitious Integrated Strategic Plan for Older People's Housing, Care and Support is likely to attract media interest and a press release will be issued following Council approval.

Approved by

Brian Frater

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Signature

Author(s)

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Background Papers: Integrated Strategic Plan for Older People's Housing, Care & Support; Integrated Strategic Plan for Older People's Housing, Care & Support Executive Summary

Previous Minute Reference:

Note – You can get this document on tape, in Braille, large print and various computer formats by contacting the address below. Jacqueline Whitelaw can also give information on other language translations as well as providing additional copies. Contact us at Scottish Borders Council, Council Headquarters, Newtown St Boswells, Melrose, TD6 0SA, Tel 01835 824000 ext 5431, email jwhitelaw@scotborders.gov.uk.