

Integrated Strategic Plan for Older People's Housing, Care and Support

Executive Summary - 2018-2028



1. SCOTTISH BORDERS INTEGRATED STRATEGIC PLAN FOR OLDER PEOPLE'S HOUSING, CARE AND SUPPORT

Partners in the Scottish Borders (the Borders) have produced an integrated Strategic Plan setting out a vision for enabling older people to have greater choice of housing, support and care that meets their long-term needs. It is focused on enabling independent living but proposes an investment and service framework which tackles the logistical and market challenges experienced in the Scottish Borders. It proposes investment in housing for older people, technology-based services, and additional people capacity as a means of ensuring future needs can be met.

In many parts of the Borders and particularly in the rural and remote areas, the care market has been unable to respond to the current needs of our communities. Moving forward, we have one of the highest projected growth rates of older people aged over 75 in Scotland, and a change in demographics where in 20 years' time half of all households in the Scottish Borders will be aged over 65 years. This leads to a growth in projected demand for both services and housing; taking place against a backdrop of national and local policy objectives supporting an increase in more independent living where older people are supported to live in their own homes for as long as practical.

Working in partnership across the public, private and third sectors, our ambition is to:

- Enable investment in existing homes, and to invest significantly in technology (including telecare) to enable older people to continue living at home as their needs change
- Improve the availability of information and advice to enable older people to make the best housing choices to meet their future housing, care and support needs, including advice and assistance on moving home if this is the best option
- Increase the housing options of newly built houses in the private and social rented sectors so that people that want to move home have more choice
- Invest in extra care housing and other types of housing with on-site support so that people are living independently but have the safety and security of care and support nearby
- Use the planned investment in extra care housing to drive wider service change, including using the new extra care developments as hubs in a wider 'hub and spoke' approach to delivering home care services to people in their own homes across the Scottish Borders
- Invest in social infrastructure, looking to harness the strengths of our own communities in developing capacity in care and support for family member and friends.

Over the next 10 years the Scottish Borders Health and Social Care partners will invest close to £130m to enable:

- 400 extra care houses (including 60 in a new retirement campus)
- 300 new build houses suitable for older people for sale and in the rented sector
- Existing housing, refurbished or remodeled - 300 houses in the social rented sector
- Housing support on site to be offered to 300 more older households across housing sectors
- Over 8,000¹ adaptations and small repairs to enable people to stay in their own home
- A minimum of an additional 20 specialist dementia spaces to meet the need identified in the emerging Dementia Strategy
- Investment in telecare / telehealth for over 800² households.

¹ Based on an extrapolation of current levels, plus unmet need, increased in line with projected need

The Plan covers the period from 2018-2028. This extends beyond the Scottish Government's current commitments captured in the Affordable Housing Supply Programme. The principles and headline commitments set out in this Plan endure irrespective, but we acknowledge that policy, practice and local context are dynamic and that refinements in tactics and delivery arrangements may be needed as we move forward.

Investment in social infrastructure is as important as investment in physical infrastructure. The Plan is underpinned by the principle of inclusive growth; ensuring communities can shape and benefit from the proposed investment. The Plan recommends that physical investment in housing can help facilitate and drive service reform in care and support for older people in the Scottish Borders. But physical investment alone will not meet the housing needs of older people; it must be supported by service reform across health, social care and housing support, and the development of capacity within our communities. Many of these discussions are already in motion. While some are at an early stage, this Plan will help shape their focus with scope for refinements in delivery arrangements as they progress.

Our vision for housing and services for older people in the Scottish Borders

Scottish Borders partners agree that suitable housing has a crucial role to play in helping meet older people's health and wellbeing. As well as offering security and independence, housing provides the residential setting within which other elements of care and support services will be delivered. Getting this home setting right also provides a basis for changing how we design and deliver services, allowing partners to better meet need as demands increase in the future.

In developing a preferred way forward, partners looked at a number of alternative approaches, considering their relative advantages and disadvantages in terms of:

- Alignment with national and local strategic objectives for older people
- Whether the objectives help meet housing, care and support need and demand
- How acceptable, affordable and deliverable each approach would be for older people, and the range of other stakeholders involved (e.g. residents, commissioners and regulators).

Drawing on the strengths of different approaches, the proposed way forward is 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. Scope for co-location of the new housing with other housing and non-housing developments and amenities will be explored as part of more detailed feasibility work.

² Based on assessment of the number of projected Scottish Borders home care customers who would benefit from telecare using recognised industry criteria

Institutional/residential homes

National and local policy objectives point to a managed shift away from care in residential settings to more independent living. However, some older people will continue to need residential care, and overall levels of demand are projected to increase. Our plan therefore proposes additional investment in specialist dementia care and continued commitment to residential care homes as part of a wider strategic approach.

There will be a targeted investment in the development of approximately 20 additional specialist dementia care spaces to meet projected needs. This will supplement existing dementia care provision in residential facilities and home settings across the Borders. A sum of £4.8m has already been set aside as a contribution to this proposed capacity in Scottish Borders Council's capital programme. Alternative options (including a stand-alone dementia care unit) will be explored further as part of the business case for the project being developed in 2018/19.

This investment complements the Scottish Borders Health & Social Care Partnership's 'discharge to assess' activities and re-ablement support, helping to bridge the gap between acute health services and independent living, to support hospital discharges and reduce re-admissions.

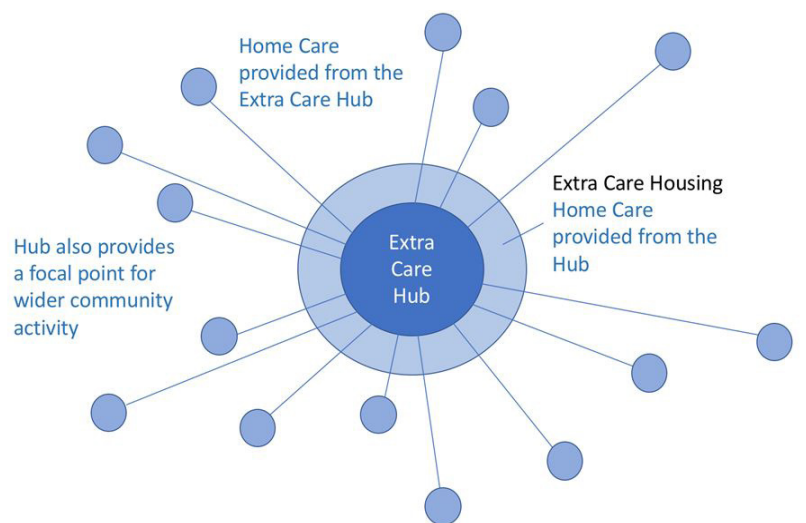
Extra Care Housing

Extra care housing (ECH) is increasingly common through the UK, with developments ranging in scale from 20 to several hundred homes. While the larger developments offer economies of scale they are typically progressed in areas with larger population concentrations than in the Borders. Our proposals seek to capture some volume-based economies of scale (through a programme approach), but spread the developments themselves across Scottish Borders localities. The ECH element will therefore include one larger mixed tenure retirement campus development of approximately 60 units – likely in Eildon where projected demand is greatest - and up to 8-14 further smaller local ECH developments ranging from 30-45 units over the next ten years.

Six ECH developments (comprising 189 units) are already included in the current Strategic Housing Investment Plan (SHIP). These provide independent housing for older people with access to support and care on site, but also provide a basis for the introduction of a hub and spoke model to home care and better access to independent living in each of the five Borders localities. This supports wider service reform as part of an integrated asset and service-based response. Linked to projected demand, and assuming suitable sites, this will aim to address the projected need of around 420 ECH units across Scottish Borders.

- 120 in Eildon (including those in the proposed retirement campus)
- 90 in Berwickshire
- 90 in Cheviot
- 30 in Teviot
- 80 Tweeddale

Extra Care supporting a wider 'hub and spoke' approach



The scale of individual developments will be influenced by site availability. As a result, the specific number of ECH developments will naturally be impacted by design and space constraints, with a smaller number of slightly larger developments (on the 30-45 unit spectrum) providing economies of scale, as well as reducing the need for complementary investment in the non-housing care hub element on each site.

In principle, the intention is for mixed tenure housing - for sale, shared equity, social rent and other type of affordable rent - on all ECH sites, beyond those already well into the development process. In practice, the tenure mix will be varied to reflect local circumstances, affordability and demand.

A generic schematic for a retirement campus is illustrated below. Further feasibility and design activity will be undertaken to scope proposals for the Scottish Borders equivalent, with full planning and consultation activities prior to any plans being finalised.

Indicative retirement campus layout ³

A blend of Housing Association Grant (HAG), Registered Social Landlord (RSL) borrowing and developer investment will be used to fund the housing element, with this recovered from sale or rent in line with a typical investment-led approach. The projected cashflow and financial plan is included in the full Plan.

While the retirement campus development is likely to be stand-alone, more bespoke smaller ECH developments may be either stand-alone or ideally linked to broader community or residential developments – for example integrated with or adjacent to schools, retail, entertainment or leisure developments. This helps to support vibrancy and community involvement, as well as enhancing the commercial viability of each development.

Supplementing the proposed development of specialist residential dementia space for those in greatest need, each development will be designed with a breadth of flexible older persons living in mind. Design will support independent living, with low to medium acuity, dementia and frailty requirements built-in to both the housing, care hub, shared outdoor /indoor space, and community-accessible amenity specifications.



³Based on the retirement village concept developed at Bournville near Birmingham

Independent Living

The independent living element of the Plan sees a combination of new build housing, remodelling/re-development of existing housing, and greater support for people to live



independently in their own homes. This will be supported by investment in telecare and telehealth, adaptations, Care and Repair, and further integration and transformation of existing services.

Scottish Borders Council's Planning service will encourage private and RSL housing developers to build housing to a standard that is suitable for older people as needs change (Housing for Varying Needs, or an equivalent standard for the private sector). This is so that a greater proportion of new build provision is future proofed for the growing older household population, the majority of whom wish to continue living in owner occupation. This Plan assumes the development of at least 300 new build houses suitable for older people across housing sectors, over and above the proposed extra care housing. Some of the new housing supply will include on-site support whether supplied by the private or RSL sector. There is a commitment to a mixed tenure approach, with opportunities sought to lever in private sector investment to create both owner-occupier and private rented housing (in addition to social housing).

The demand for housing with on-site support across Scottish Borders could also be addressed through refurbished/re-categorised group housing. Currently 300 properties in the RSL sector originally built for older people are not fit for purpose and these need to be remodelled, or redesignated for different client groups.

While technology and adaptations can help to support the independent living objective, continued face to face service delivery will also be crucial.

A range of health, care and support services are already in place through the work of Scottish Borders Health & Social Care Partnership. Steps are being taken to join these services up and make them as effective and efficient as possible. The blend of targeted investment through this Plan aims to accelerate these proposals.



In particular, the Plan aims to support a more locality-based hub and spoke approach to the provision of care and support for older people. This will see the care hubs associated with each ECH development provide a focus for care and support service delivery to individuals both within the developments and those living independently in adjacent neighbourhoods. The ECH developments will also be a focal point within the communities in which they are developed (rather than solely a residential base), providing a basis for revisiting wider public service and amenity provision in each locality.

The housing-led proposals also complement a number of further service reforms already being progressed by partners in Scottish Borders. These include:

- **Preventative interventions** aiming to help keep people out of hospitals and other residential settings if possible/appropriate (such as joint health and care assessments, re-ablement support, falls prevention activities, up front advice, and more options for palliative care)
- An increased focus on **Care & Repair and adaptations** aimed at maximising the extent to which people can live independently in their own home rather than in a more institutional environment.

- Development of **information and advice services** on moving home. Where moving home is the best option for an older household, the fear of moving home can be a considerable barrier. Care and Repair is well placed to provide advice and practical assistance to help people move to a more suitable home across housing tenures.
- A breadth of innovative approaches to **family and community support** that aim to draw on wider family and community capacity as means of bolstering care and support for older people.
- An ongoing commitment to **financial inclusion and community development**, helping to ensure inclusion and community cohesion across Scottish Borders, with a particular focus on ensuring that older people are able to afford to live independently.
- Refining the approach to **Self-Directed Support** (SDS) allowing individuals greater choice in their care package as well as seeking to target resources around interventions that best meet the particular needs/circumstances of older people in their local context.
- Growing use of **assistive technologies** including investment in telecare/telehealth as an additional component of services to older people, and the move to a more data-supported/intelligence-based service model to improve efficiency and effectiveness.
- Reviewing the approach to **home care commissioning** in the context of the new extra care developments and the housing-based hub and spoke model.
- Developing **further health and care capacity** through refined links with education, learning and employability bodies.

This plan has been developed through a steering group involving all Scottish Borders Health and Social Care partners, and the Scottish Borders Housing Network. All parties are committed to working together to ensure the older people of the Borders live in well-designed housing of their choice with appropriate support. We consulted with the Locality Planning Groups to understand perspectives from residents and staff living and working in the local areas about the challenges and possible solutions to meet the housing, support and care needs of older people living in the Scottish Borders. Detailed implementation proposals are set out below.

ACTION PLAN AND OUTCOMES

Outcome 1: Older people have a greater choice of different housing options which meet their long-term housing, care and support needs

Action / outcome	Measure / Data source/ frequency	Baseline	Targets New supply	Timescale	Lead and Resource partner
New build private homes built to 'housing for varying needs' or equivalent standard to be agreed in the new Local Development Plan 2 to future proof housing for older people (Total Housing Supply Target for new private homes is 220 per annum)	Number of houses SBC; Annual	0 Completed in 2016/17	30% of the private HST	2018-2027	Private sector
New social rented or mid-market rent homes built to Housing for Varying Needs standard – all SG funded housing is built to HVN. At least 30 per annum for 10 years should be suitable for older people (size and type), with or without on-site support.	Number of homes SBC; Annual	83 social rent and MMR Completed in 2016/17	300 new build – 70% RSL, 30% other affordable housing including MMR and low-cost home ownership/ shared equity	2018-2027	Scottish Government HAG and RSL private borrowing
New shared equity homes or housing for sale , built to Housing for Varying Needs standard and targeted to older people - all SG funded housing is built to HVN.	Number of homes SBC and Scottish Government AHIP; Annual	0 Completed in 2016/17		2018-2027	Scottish Government HAG, and private equity
Extra care homes built including amenity and mixed tenure provision (numbers included above) using hub and spoke – At least one larger development built as Scottish Borders retirement village model.	Number of homes SBC and Scottish Government AHIP; Annual	Current supply 2017 171 ECH/HWC	Average 40 EHC per annum	2018-2027	Scottish Government HAG, RSL private borrowing, SBC and Scottish Borders HSCP
Specialist dementia bed-spaces to be developed as part of mixed needs, mixed tenure retirement model	Number of bedspaces SBC; Annual	Support provided in a breadth of residential and domestic settings	Total 20 new spaces	2018-2020	SBC and Scottish Borders HSCP
Remodelled specialist housing for older people in the RSL sector	Number of homes remodelled RSLs; Annual	Currently 300 units not fit for purpose	300 remodelled	2018-2027	RSLs
Housing for older people with on-site support (*excluding ECH provision)	Number of households with onsite support RSLs and private sector; Annual	Current supply 614*	300 additional support services	2018-2027	RSLs and private sector

Outcome Table 1: Older people have a greater choice of different housing options which meet their long-term housing, care and support needs

Key actions

- Engage with private developers to outline the housing demand / need for older people in Borders and target specific sites / types of provision for development. This could involve a joint venture model.
- Develop 5 Locality based Housing, Support and Care Action Plans covering 10 years to 2028 to drill down at locality level on the actions identified in this Strategic Plan.
- Agree a private sector housing standard suitable for older people for inclusion in Local Development Plan 2.
- Develop a blueprint standard for the Scottish Borders retirement village model to cater for mixed needs and mixed tenure including amenity housing, extra care housing, and dementia specialist needs.
- Develop a blueprint standard for the Scottish Borders 'hub and spoke' ECH and home care model using the ECH developments as the hub of home care delivery for a wider spoke of home care service delivery on a localities basis.
- Review the Strategic Housing Investment Plan to emphasise provision for new supply suitable for older people (size and type) in social rented sector, mid-market rent and low-cost home ownership mixed tenure developments.
- Review the housing provision in the RSL sector which is not fit for purpose and create redevelopment plans for remodelling, or change of use for other client groups.
- Identify opportunities in existing and new group/court style housing where on-site support may be in demand.
- Review approach to housing adaptations to ensure a holistic approach is taken to meeting longer term needs of older people - rather than smaller, incremental and multiple adaptations which may not represent best value for the client or the public purse.
- Scottish Borders Council / NHS Borders Corporate property strategic asset management rationalisation plan to be developed to maximise benefits for housing development for Older People

Commitments required from local partners:

- Scottish Borders Council as lead on enabling new housing supply, and facilitate development of housing across tenure.
- Locality Groups to co-produce the Locality based Housing, Care and Support Plans.
- RSLs as key partners in new housing supply, in remodelling existing supply, and provision of on-site support services
- Private sector partners to act as potential joint venture partners.

Outcome Table 2: People are supported to live independently in their own homes, and are able to look after their own health and well-being for longer, with easy access to local information and advice services on housing, support and care options

Action / outcome	Measure / Data source/ frequency	Baseline	Targets for provision	Timescale	Lead and Resource partner
What Matters Hubs – community capacity building, advising older households on range of non-statutory services	Number of people attending Hubs; SBC; quarterly	What Matters Hubs - 114 assessments started Jan – March 2018	Primary Hub's in place in all 5 localities. Develop spoke model in rural areas including pop-up and mobile Hub's	Completed December 2018	Scottish Borders Council
Locality Planning Groups – partnership of services and residents to plan and review services	Number of people attending; SBC; quarterly	Total attendees 2017/18 On average 58 for each locality group	Total each year 120 for each locality	Meetings held monthly	Scottish Borders HSCP
Review of social centres and days centres – reviewing viability of 13 social centres and 7 day centre and consider different models including community capacity building approaches	Number of social centres/Day centres, attendance and alternatives; SBC; quarterly	Total 20 units	10 units	September 2020	Scottish Borders HSCP, SBCares & RVS
Care and Repair services reviewed and formalizing commitment and scope of service to enable investment in dementia services and preventative services, including moving home services.	Number of people by activity; SBC; quarterly	Contract review October 2018	Revised contract put in place	June 2019	Scottish Borders HSCP
Adaptations increased to meet demand with review of funding provided by Scottish Government to RSLs.	Number of adaptations by size/type; Number of service recipients by locality	752 each year including all major and minor adaptations	842 each year including all major and minor adaptations	Annual – increase over 10 years	Scottish Borders HSCP
Recommissioning of home care services looking at a range of models, locality-based / ECH hub and spoke strategy and focusing on outcomes.	Number of service providers and clients	Contract Review April 2019	Revised contract put in place	October 2019	Scottish Borders Council

Action / outcome	Measure / Data source/ frequency	Baseline	Targets for provision	Timescale	Lead and Resource partner
Reablement service and hospital to home (H2H) service development	Number of clients Scottish Borders HSCP; quarterly	H2H = Berwickshire – 60% hospital discharge, 35% prevention of admission Teviot – 44% hospital discharge, 11% prevention of admission	H2H to be started in Central locality on 1st July 2018	01 July 2018	Scottish Borders HSCP
Telecare / telehealth development strategy and implementation	Number of clients SBC; Quarterly	Community alarm No other telecare / telehealth	850 clients with telecare / telehealth	Annual – with increase over 10 years	Scottish Borders HSCP
Falls prevention strategy reviewed	Number of falls assessments; Scottish Borders HSCP; quarterly	Review October 2018	10% reduction in falls	Annually over 10 years	Scottish Borders HSCP
Self-directed support tailor services to needs and resources	Number of people SBC; quarterly	77.6% of users using self-directed support (1,667 people)	Perpetuate that level as a minimum as demand grows	Ongoing	Scottish Borders HSCP
Financial inclusion and community development service developed with RSLs and CABs.	Number of older people receiving support; level of support provided; quarterly	Arrangements currently in place via the Council, CAB, and RSLs	To respond in line with the agreed strategy commitments	Ongoing	Scottish Borders Councils
Palliative care approach to be developed to be more systematic across all partners	Number of people receiving support at home	112 in 17/18	Funding responsibilities and processes being reviewed	September 2018	Scottish Borders HSCP

Key actions

- Develop and evaluate the role of community assets and trusted assessors approach to build capacity within social care sector through engagement with families, communities and wider partners including RSLs and Care and Repair
- Review and formalise commitments to Care & Repair to enable long term development of the service, enhancing the service to include a dementia service and increase capacity in prevention information and advice and falls prevention, including moving home service.
- Review the spend on adaptations to consider scope for consolidation between funding streams, and continue dialogue with Scottish Government over the adequacy of funding for the RSL sector tenants / future demand.
- Through the Home care recommissioning, align and ECH 'hub and spoke' model so that care is provided from the ECH hub to people in both the extra care houses and to those living independently in the wider community (the spokes).
- Ensure the reablement and hospital to home service development aligns with housing providers and care and repair services.
- Telecare/telehealth development and business case including change in care management approach, scaling of use of technology in homes, generation and use of data for business intelligence to support more informed service delivery and wider commitment to roll 4G telecoms out across the Borders.
- Review the falls prevention strategy, working widely across all partners in the Borders to ensure consistent approach and sharing of intelligence across key health, social care and housing staff.
- Review the palliative care approach, working widely across all partners in the Borders to ensure consistent approach to maximize opportunities for end of life at home.
- Continue with the provision of self directed support to maximise choice
- Financial inclusion and community development service

Commitments required from local partners:

- Scottish Border HSCP to lead on development of community assets and trusted assessors
- Scottish Borders Council to review Care and Repair contract
- Scottish Borders Council to lead of Home Care commissioning aligning to ECH hub and spoke approach
- Scottish Borders HSCP to lead on development and funding of the telecare/telehealth strategy
- Scottish Borders HSCP to lead of falls prevention, palliative care reviews
- Scottish Borders HSCP to review strategy on self directed support to ensure commissioning meets Social Care Act requirements as a minimum
- Scottish Borders Council to develop financial inclusion service for older people

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