

Housing Learning & Improvement Network

Refurbishing or remodelling sheltered housing: a checklist for developing Extra Care

This factsheet provides a framework in decision making for developing Extra Care Housing from ordinary sheltered housing. It is based on work with Trafford MBC and the North West Housing Learning & Improvement Network.

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The Health and Social Care Change Agent Team (CAT) was created by the Department of Health to improve hospital and social care associated arrangements. The Housing Learning & Improvement Network, a section of the CAT, is devoted to housing based models of care and support for adults.



Other Housing LIN publications available in this format:

Factsheet no.1: **Extra Care Housing - What is it?** *This factsheet gives essential basic information, explains the various forms extra care housing takes, and describes key ingredients and central principles (28.07.2003 updated August 2004)*

Factsheet no.2: **Commissioning and Funding Extra Care Housing** *Summary of essential facts about commissioning extra care and other housing based solutions for care. Most important facts about funding, what is involved, who is involved, who has to be involved and how long projects can take. (28.07.2003 updated August 2004)*

Factsheet no.3: **New Provisions for Older People with Learning Disabilities** *An introduction to the characteristics and needs of an emerging group to be provided for in developing new housing and services for older people. This includes extra care (23.12.2003 updated August 2004)*

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Factsheet no.5: **Assistive Technology in Extra Care Housing** *AT can play a part in supporting people in extra care housing. Summary of the most common applications, with examples and where to get more details (20.02.2004 updated August 2004)*

Factsheet no.6: **Design Principles for Extra Care** *Basic information about key design principles and issues to consider when designing and developing a brief for a new Extra Care Scheme. Variety of models and ways of developing a range of different sites (26.07.2004)*

Factsheet no.7: **Private Sector Provision of Extra Care Housing** *The private sector has had an involvement in the provision of extra care housing for at least 20 years. This factsheet is intended to help statutory authorities commissioning extra care housing and private developers work together with a better understanding (21.07.2004)*

Factsheet no.8: **User Involvement in Extra Care Housing** *The role of the users in the development and management of extra care schemes, linked to concepts of independence, self determination, control and choice, key themes in national policy (24.08.2004)*

Factsheet no.9: **Workforce Issues in Extra Care Housing** *One of the most important issues in Extra Care Housing is the quality of the local management team and the quality of the provision of care and support services to the tenants (04.01.2005)*

Case Study Report: **Achieving Success in the Development of Extra Care Schemes for Older People** *A practical guide to assist developers of Extra Care Housing (July 2004)*

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1. BACKGROUND

In 2004, Trafford MBC asked the Institute of Public Care (IPC) to design a checklist to identify the factors to be taken into account prior to deciding how to deliver a specific Extra Care Housing (ECH) project. Options included:

- refurbishing an existing ordinary sheltered housing scheme;
- demolishing the scheme and building new on the same site; or
- opting for new build on a new site.

The checklist which follows was developed as a framework for exploring the various options available before a decision was made. The development of the checklist also received financial support from the Department of Health Change Agent Team: Housing Learning and Improvement Network (LIN) so that it could be available for use by other providers and their partners seeking to make the most effective use of resources in developing good practice ECH schemes.

The aim of the checklist is to ensure that all the relevant factors have been considered in coming to a decision, and to establish how these factors tip the balance in favour of one option or another. In answering the questions, it will be important to bear in mind local and strategic aspirations for older people, which should shape the way in which ECH will develop.

We have distinguished between, on the one hand, 'refurbishment' which we take to mean work which leaves the structure of the building intact, but which changes some internal features, such as kitchen fittings and bathing arrangements, and on the other hand, structural changes such as enlarging units and adding community resources, which we have termed 'remodelling'.

2. INTRODUCTION

Extra Care Housing is increasingly seen as an important vehicle for delivering the objectives relating to national and local aspirations for older people. It is a method of service delivery that enables older people to live independent lives, engage with their local communities and maintain their social and family networks, whilst at the same time receiving appropriate care and support.

The Audit Commission report *Older people – Independence and Well Being: the challenge for public services* (Feb 2004), produced in partnership with Better Government for Older People, prioritises the holistic approach to services for older people which ECH provides. The Department of Health has demonstrated a commitment to ECH, and acknowledged the importance of housing in determining health outcomes, by allocating a grant of £87m for 2004-6 with a further £60m for the following two years. An additional £80m is being made available for the development of Assistive Technology (AT) and telecare. However, commissioning partnerships will also have to identify other sources of capital and revenue funding, for example the Housing Corporation Approved Development Programme (ADP), Private Finance Initiatives or Public/Private Partnerships, Supporting People, as well as future regional allocation of capital funding.

As new schemes come on stream, the body of expertise and good practice examples is gradually being expanded, and standards for building, care and support can be incorporated into project planning at an early stage.

Standards for accessibility set out in the Disability Discrimination Act have been in force since October 2004. Standards for housing management, care and support delivery, buildings, accessibility and sustainability can also be applied in sheltered scheme appraisals (see fact sheet no 5 on design principles for Extra Care Housing), allowing local authorities, Registered Social Landlords and private sector providers to assess the contribution of ordinary sheltered schemes to the range of supported housing solutions available locally.

3. CONTEXT

Most local authorities and RSLs have a range of ordinary sheltered housing accommodation available. Some of that housing is hard to let, often for a variety of reasons. At the same time policy makers recognise that a new generation of older people are expecting higher standards and different types of accommodation, plus arrangements for purchase, lease or rent, to be available to them. Therefore, the decision as to whether to refurbish existing premises or build new accommodation in order to develop ECH, is a decision facing a large number of local authorities and Registered Social Landlords, as well as a few private sector providers. This decision will be made in the context of the availability of a variety of capital and revenue sources, as well as land availability. Confidence in continued sources of revenue will be crucial, and the strength of partnership working with the local Supporting People organisations, and the outcome of Supporting People reviews, are likely to have a strong bearing on how confident commissioning partners can be.

4. HOW TO USE THE CHECKLIST

The Checklist is designed to aid decision making in developing ECH Housing. The first section is a decision tree which also sets out the constraints which may indicate that ECH is not an appropriate solution. This is followed by a set of discussion points. For each point, those using the checklist are asked to note which of the following options is supported by the discussion.

- Refurbish an existing ordinary sheltered housing scheme
- Remodel an existing ordinary sheltered housing scheme
- Demolish and build new on the same site
- Demolish and build new on a different site
- Undertake more preparatory work
- Consider other ways of delivering housing with support (*this could include taking services to areas with a high concentration of older people, or introducing Assistive Technology, such as Telecare*)

The discussion points are set out under three headings:

- Consultation and planning
- Building Standards
- Funding, costs and income

For each section, the Checklist contains four sections.

- Section one sets out questions for consideration: usually the questions require more than a simple yes/no answer
- Section two contains notes which should be helpful in answering the questions, and assessing how those answers support the three options
- Section three has been left empty for managers to record their answers and comments
- Section four sets out the six options, so that managers can tick the option supported by the answer to the preceding question

Finally, a list of further reading is given on page 19.

5. OVERRIDING CONSIDERATIONS IN THE DECISION TO REBUILD, REMODEL OR REFURBISH

All housing commissioners and providers seek to ensure a balance between best practice and local constraints such as land and building availability, location, and cost. If the constraints are so significant that they make it impossible to achieve the required standard for the proposed scheme, then it may be better to use the buildings for some purpose other than ECH.

The decision tree sets out some of these constraints, and some of the steps that need to be undertaken before focusing on the checklist. If one or more of these constraints apply, then commissioners and their partners will have to consider alternative solutions. These may include 'refreshing' – existing schemes – minor works or staffing changes which would address some of tenants' concerns, without delivering ECH. Once again, serious thought will have to be given to potential outcomes, including considerations such as the life of the building. Other possible options include:

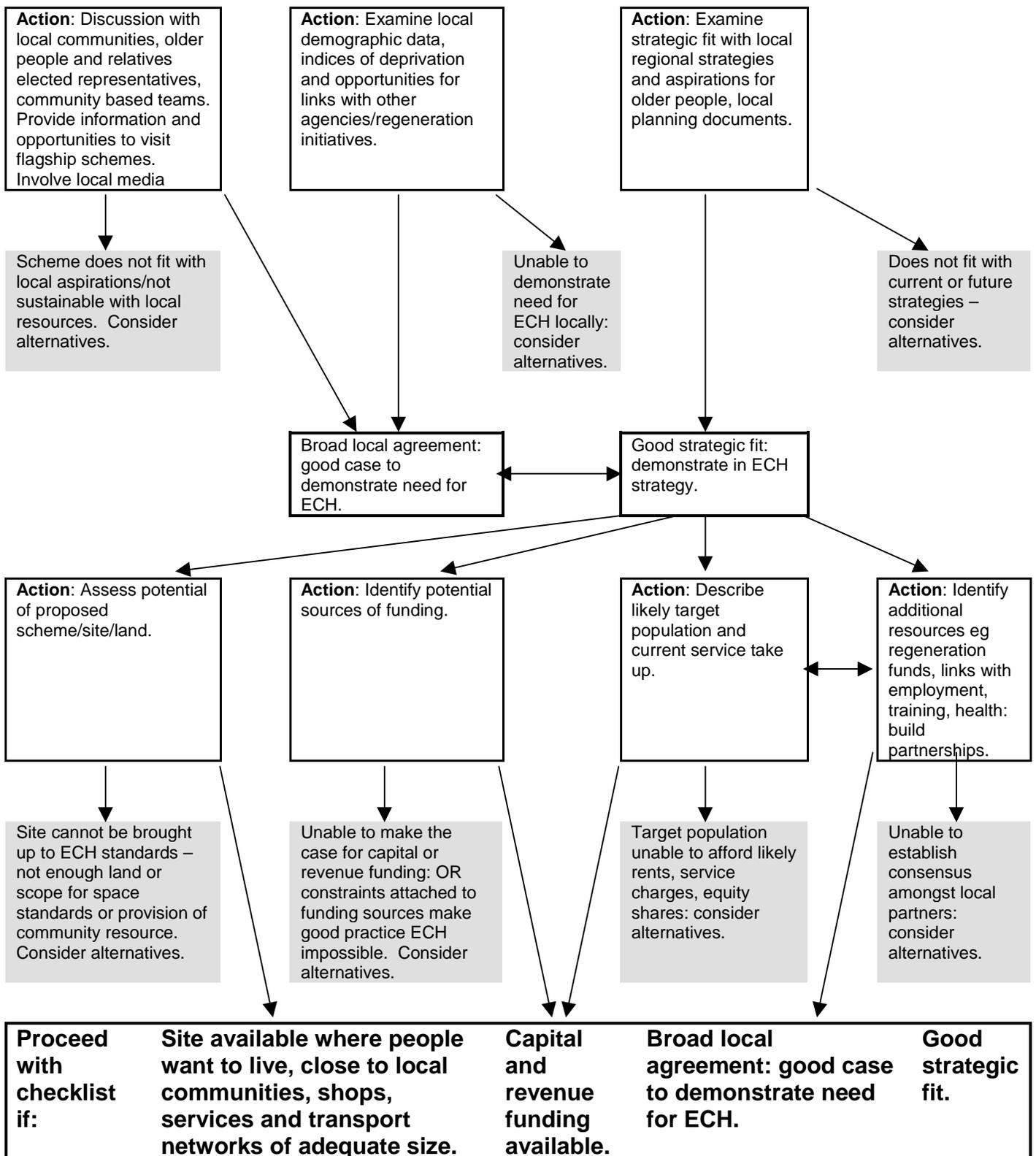
- Change of use
- Vary levels of care and /or support
- Introduce Assistive Technology/Telecare
- No change

Major prerequisites for proceeding are:

- Broad local agreement: Good case to demonstrate need for ECH
- Good strategic fit:
- Capital and revenue funding available
- Site available in area where people want to live, close to local communities, shops, services and transport networks, of adequate size

Figure 1 below sets out some of the preparatory work that needs to be done before focusing on the development of an individual scheme and the steps that need to be taken to establish that ECH is an appropriate way of using available resources within the local context.

Figure 1



THE CHECKLIST

Section 1: Consultation and Planning

Question for Consideration	Notes
<p>1:1. Have existing tenants and other stakeholders, such as relatives and local service providers, been consulted?</p> <p>Do these groups all favour a particular option, and if so, which options are preferred?</p>	<p><i>It will be important to involve existing tenants, staff, elected members and local populations from the beginning. To make this consultation meaningful, high quality information and mechanisms for dialogue will need to be available for communicating both with potential users and referrers. Refer to refs</i></p>

Answers and Comments
Empty space for answers and comments

Option supported (✓)			
1. Refurbish		4. Rebuild on a different site	
2. Remodel		5. Undertake more preparatory work	
3. Demolish and rebuild		6. Consider other ways of delivering housing with support	

Question for Consideration	Notes
1:2 Do relevant strategies at District, County and Regional level favour a particular type of approach?	<i>In order to succeed, proposals for ECH will have to take account of priorities set out in District Housing, Supporting People, Older Peoples and Regional Housing Strategies, as well as planning priorities.</i>

Answers and Comments	

Option supported (✓)			
1. Refurbish		4. Rebuild on a different site	
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Question for Consideration	Notes
<p>1:3. Has the landlord looked at the likely need for ECH places in the area, and the contribution of the planned scheme to the total provision? In the case of refurbishment, will the more generous space standards required by ECH mean a reduction in the number of units, and how will this impact on local provision?</p>	<p><i>The landlord will need to know who are the likely future users of ECH in different localities, their tenure patterns, specialist needs and current use of services, in order to provide the right number of units in the right locations.</i></p> <p><i>Guidance on mapping populations and resources can be found in <i>Developing and Implementing Local Extra Care Housing Strategies</i>. Housing Learning and Improvement Network, Department of Health (2004).</i></p> <p><i>If refurbishment implies the loss of a large number of much-needed units of accommodation, Options 2 or 3 may be preferred. If the proposed refurbishment is in an area where there is over-supply of accommodation for older people, this may both make interim arrangements easier, and also attract a different population of older people, making Option 1 or 2 preferred.</i></p>

Answers and Comments

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Option supported (✓)

1. Refurbish		4. Rebuild on a different site	
2. Remodel		5. Undertake more preparatory work	
3. Demolish and rebuild		6. Consider other ways of delivering housing with support	

Question for Consideration	Notes
<p>1:4. Is the building site adequate for peoples' long-term care needs? Are there significant problems with the building, or with its location? Would these problems apply to remodelled units on the same site, eg lack of space, unpopular location, and fear of crime?</p>	<p><i>Commissioning partners need to be clear about the opportunities and disadvantages of existing arrangements, and the potential for changing them through refurbishments and remodelling.</i> <i>If people are generally happy with the site but not the building, Options 1 and 2 are indicated. If people feel unsafe or isolated, Option 3 would be preferred.</i> <i>If an alternative site is indicated, what land, if any, is available? Would a better solution be to provide ECH within existing communities of older people such as high rise flats or small estates with static populations which have grown old together and now have a high need for support?</i></p>

Answers and Comments

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1. Refurbish		4. Rebuild on a different site	
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Question for Consideration	Notes
<p>1:5. Is the perception of sheltered housing locally likely to act as a barrier to uptake of the new service? Will the new service demonstrate the step change from ordinary sheltered housing that ECH means? Can perceptions be changed by a programme of information and involvement, or is it rooted in local preferences for a totally different kind of service provision?</p>	<p><i>Some landlords report that ordinary sheltered housing has a poor reputation locally and is not a preferred option for older people. There is a danger that remodelling existing services may fail to change that perception. The way in which services are delivered have to change demonstrably, which will involve training staff in new skills, and changing the expectations of tenants in terms of independent living. This may be difficult to do when the same communities of staff and tenants remain in a remodelled scheme.</i></p> <p><i>Wolverhampton City Council have adopted a two stage approach, starting with new build, both to act as a flagship for ECH, and to provide accommodation for suitable tenants of ordinary sheltered housing scheduled to be remodelled as part of stage 2.</i></p>

Answers and Comments

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Option supported (✓)			
1. Refurbish		4. Rebuild on a different site	
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Section 2: Building Standards

Question for Consideration	Notes
<p>2. Has the Authority/landlord set out clear standards for ECH buildings? Will a refurbished or remodelled scheme be able to meet them?</p>	<p><i>The Housing Corporation requires that newly built properties should have a life expectancy of at least 60 years, as opposed to 30 years for remodelled properties¹.</i></p> <p><i>The development of ECH is in response to changing demographics and expectations of older people. It will be crucial to build to the highest current standards, including cabling for assistive technology, dementia friendly design, and designing for those with sensory impairment.</i></p> <p><i>In order to provide homes for life, all dwellings in the scheme will have to conform to design standards such as 'progressive privacy', fully accessible dwellings, wide corridors and lifts capable of carrying electric wheelchairs and power scooters. Space will be needed for the provision of communal and external areas, with one third of all parking being for the use of residents² Minimum space required for a unit of accommodation is 50 sq metres.</i></p> <p><i>DDA requirements came into force in October 2004. Some local authorities have combined all the published standards into a single document for the guidance of commissioners.</i></p>

Answers and Comments

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Option supported (✓)

1. Refurbish		4. Rebuild on a different site	
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¹ See *The Housing Corporation Capital Funding Guide April 2004*.

² See page 12 for further reading on design standards.

Section 3: Funding, Costs and Income

Question for Consideration	Notes
<p>3:1. Has the Authority/landlord included all relevant factors in their cost projections?</p> <p>Do costs of refurbishment still look attractive when the costs of providing alternative accommodation during works, bringing in line with Decent Homes Standards, and making fit for purpose in the long term are all considered?</p> <p>Has the Authority/landlord established the relative costs of achieving standards for space and building design, assistive technology, and sustainability?</p>	<p><i>Costs of new build versus remodelling may be difficult to project, as a number of factors need to be taken into account. Where schemes are in good condition but require some remodelling and additional facilities, one authority has assumed these costs to be 40% of new build costs</i></p> <p><i>Where existing schemes are in a poor condition and require major alteration, the full cost of new build is assumed. However, this estimate does not include the costs of providing alternative accommodation for existing tenants, or of development period financing.³</i></p> <p><i>It may be necessary to run the new scheme in parallel with an existing scheme scheduled for closure, for some time. Refurbishing existing schemes to provide units for ECH is likely to involve the loss of units, and hence loss of revenue. Hidden costs might include asbestos removal, decontaminating brownfield sites, structural repairs to existing buildings.</i></p>

Answers and Comments

Option supported (✓)			
1. Refurbish		4. Rebuild on a different site	
2. Remodel		5. Undertake more preparatory work	
3. Demolish and rebuild		6. Consider other ways of delivering housing with support	

³ See Peter Fletcher Associates, *Accommodation Strategy for Older People in Liverpool, Appendices for Final Report, August 2001.*

Question for Consideration	Notes
<p>3:2. Will the scheme be viable in revenue terms?</p> <p>Will prospective residents be able to afford the rents?</p> <p>Will housing service charges be in place for the upkeep of communal areas?</p>	<p><i>Consideration will have to be given to required rent levels, which may have to cover loan repayments. The question then arises of whether these rent levels will be affordable to the likely future residents of the scheme. No scheme which is so costly that rents or shared equity are unaffordable to potential users could be accepted, whether it is new build or refurbished.</i></p> <p><i>Local Authorities have not traditionally used service charges as a means of covering supply and depreciation of furniture, fittings and equipment and communal areas, although some RSLs have found this a useful way of covering such costs.</i></p>

Answers and Comments

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Option supported (✓)

1. Refurbish		4. Rebuild on a different site	
2. Remodel		5. Undertake more preparatory work	
3. Demolish and rebuild		6. Consider other ways of delivering housing with support	

Question for Consideration	Notes
3:3. Has the Authority/landlord explored likely sources of funding for new build and refurbishment or remodelling?	<i>Sources of funding for refurbishment may differ from those for new build, and particular funding routes may be open only to one option. For example, one route might be to transfer selected sheltered housing schemes to one or more RSLs as part of a stock transfer, with the provision that these should be refurbished to become ECH Schemes. If there is an opportunity to develop ECH via a Section 106 agreement, this would be likely to be new build.</i>

Answers and Comments

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Option supported (✓)			
1. Refurbish		4. Rebuild on a different site	
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3. Demolish and rebuild		6. Consider other ways of delivering housing with support	

Question for Consideration	Notes
<p>3:4 Has the Authority/landlord examined the possibility of adapting the scheme to other uses, including use by other care groups?</p>	<p><i>Sheltered housing schemes which are unpopular because they are not in suitable locations for older people might be appropriate for other groups such as homeless people, students, or key workers. By selling the land /and or buildings to other providers or to private developers, landlords can generate funds for new build ECH schemes.</i></p> <p><i>If this were a possibility, then rebuilding on a different site might be the preferred option.</i></p>

Answers and Comments			

Option supported (✓)			
1. Refurbish		4. Rebuild on a different site	
2. Remodel		5. Undertake more preparatory work	
3. Demolish and rebuild		6. Consider other ways of delivering housing with support	

Question for Consideration	Notes
<p>3:5. Has the Authority/landlord identified which PCTs see housing solutions as a significant contributor to health outcomes, and would be prepared to enter into partnerships to deliver these? How will prospective partnerships shape the decision to build new refurbish or remodel?</p>	<p><i>Many local delivery plans, both at a regional and PCT level, include reference to ECH as helpful in facilitating hospital discharge, whether through better communication or through the specific development of Intermediate Care and rehabilitation within schemes. These plans may open opportunities for partnerships with health services for the provision of intermediate care or rehabilitation beds, or pharmacies or GP surgeries on site.</i></p> <p><i>Partnership requirements might favour either Option 1 (Intermediate care beds in existing sheltered schemes) or Options 2 or 3 (health facilities or teams on site).</i></p>

Answers and Comments

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Option supported (✓)

1. Refurbish		4. Rebuild on a different site	
2. Remodel		5. Undertake more preparatory work	
3. Demolish and rebuild		6. Consider other ways of delivering housing with support	

6. FURTHER READING

All Housing Learning and Improvement Fact Sheets listed can be found at www.changeagentteam.org.uk/housing

1. General

The Audit Commission report *Older people – Independence and Well Being: the challenge for public services* (Feb 2004) produced in partnership with Better Government for Older People.

Office of the Deputy Prime Minister/Department of Health (2003). *Preparing Older People's strategies. Linking health, Social Care and Other Local Strategies.*

2. User Involvement

Department of Health Change Agent Team (2004) Housing Learning and Improvement Network. *Factsheet no 8: User Involvement in Extra Care Housing.*

Phillips, M., Fletcher P. et al (1999), *Involving Older People in Upheaval and Change in their Housing Environment*, Housing 21.

Riseborough M., Jenkins C., *Now you see me...Now you Don't* (2003), Age Concern England, the Beth Johnson Foundation, Better Government for Older People, and Care and Repair England.

3. Design Standards

Department of Health Change Agent Team: Housing Learning and Improvement Network (2004), *Factsheet no 6: Design Principles for Extra Care.*

Torrington J. *Upgrading Buildings for Older People* (2004). RIBA Enterprises Ltd. ISBN 1-85946-134-4

Housing Corporation Scheme Development Standards (see www.housingcorplibrary.org.uk).

Sheltered Housing Project Group: *Draft Standards for Sheltered and Extra Care Accommodation* (2002) (www.devon.gov.uk/supportingpeople/draft-standards.html):

The Suffolk Extra Care /Dementia Design and Management Guide (www.suffolk.gov.uk).

Joseph Rowntree Foundation, *The Lifetime Homes Standards*. See Joseph Rowntree Foundation website, www.jrf.org.uk.

In Preparation: Centre for Sheltered Housing Studies: Department of Health, Housing Corporation: *Code of Practice for Sheltered Housing: specific evidence requirements relating to the provision of Extra-Care sheltered housing.*

Rees, L., Lewis C. *Housing Sight: A guide to building accessible homes for people with sight problems* (2003), RNIB and Welsh Assembly Government. ISBN 1-85878-600-2.

4. Assistive Technology

Department of Health Change Agent Team: Housing Learning and Improvement Network (2004), *Fact Sheet no. 5: Assistive Technology in Extra Care Housing*.

Integrated Community Equipment Services (2004). *Getting Started in Telecare: a resource pack*. www.icesdoh.gov

Audit Commission (2004). *Implementing Telecare*. Audit Commission, London

King's College London and the University of Reading (2004). *Introducing Assistive Technology into the Existing Homes of Older People: Feasibility, Acceptability, Costs and Outcomes*. Institute of Gerontology, King's College London. ISBN 1-872342-17-5.3.

4. Remodelling versus refurbishment

Clarke T., *Extra Care Housing: remodelling for the future*. Article in *Housing, Care & Support* December 2004, Volume 7, Issue 4. Pavilion Publishing

Trotter E., Phillips M, Walton L (1997): *Remodelling Sheltered Housing*. Housing 21.

5. Appraisal

Carr Gomm and Starfish Consulting: *The Service Appraisal Toolkit* (2004) This is a step by step guide to appraising the future of supported housing stock and services. The Service Appraisal Toolkit enables managers to assess the feasibility of services, while preparing for Supporting People and linking to work on Best Value. See spkweb.org.uk.

6. Models of Extra Care

Department of Health Change Agent Team (CAT): Housing Learning and Improvement Network (2004) *Fact Sheet no. 4: Models of Extra Care Housing and Retirement Communities*.

Department of Health Change Agent Team (CAT): Housing Learning and Improvement Network (2004) *Extra Care Housing: an introduction for commissioners*.

Department of Health Change Agent Team: Housing Learning and Improvement Network. Case Studies and Good Practice Examples. See www.changeagentteam.org.uk/housing.

7. Health and housing links

Chartered Institute of Housing/Housing LIN (2004). *Good Practice Briefing: Health and Housing*. Chartered Institute of Housing, Coventry

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