

Governance arrangements for the Countywide Extra Care Housing Strategy for older and disabled people

Summary: *This report asks the Health & Well-Being Partnership Board to agree the governance proposals set out below as the best means of taking forward implementation of the County's Extra Care Housing Strategy.*

1 Background

The Cabinet of the county council approved an Extra Care Housing (ECH) Strategy in July 2007. The strategy will form a vital part of the county council's objective of supporting older people to maintain their health and independence in their own homes by promoting and supporting various models of new or re-modelled sheltered housing provision which will offer care, support and well-being services. These models may also include care villages or different sized extra care housing schemes serving both urban and rural communities. The strategy has recently received a welcome endorsement with the award of a competitive grant of £1.35m from the Department of Health for a new scheme in Banbury.

Whilst the Social & Community Services (S&CS) department will have prime responsibility for securing, contracting and funding the care element of ECH it will have to work in partnership with other agencies in order to secure the building and capital financing of new schemes, including possible contributions of capital and land allocations from such agencies. The strategy is also an important element in the longer term financial strategy aimed at reducing financial pressures on the S&CS Directorate and the PCT through supporting housing opportunities that avoid care home admissions and reduce length of stay in hospital. Finally, the ECH strategy will make an important contribution to modernising and expanding the supply of both affordable and private new housing in the county, much of the demand for which is generated by retired households wishing to downsize from under-occupied accommodation and/or seek purpose built homes with care and support services provided on-site.

2 Project objectives

The main objectives of this major project are;

- To develop between 2,500 to 4,000 units of ECH within Oxfordshire from now until 2029. In addition to these 'socially commissioned' units, to help facilitate additional units of privately commissioned ECH.
- To provide 24-hour care services in each scheme in order to avoid/reduce admissions to care homes and further promote the health and well-being of older people.
- For each scheme to offer fully adapted 'home for life' housing which meets various tenure demands.
- That new schemes contribute to the county's 'place shaping' agenda by providing stronger, safer and more sustainable communities.

3 The need for a multi-agency approach to developing Extra Care Housing

As the name suggests, Extra Care Housing requires partnerships between various care, support, health and housing commissioners and providers. The Care Services Improvement Partnership (CSIP) recently published a report advising on the best approach to the strategic development of ECH, based on a survey of 142 local authorities across London and the South East. It noted the importance of an agreed ECH strategy between all partners but that only 15% of authorities had this (including Oxfordshire). It also found that a multi-agency approach was a factor in successful ECH programmes. The report suggested that this method helped promote and publicise services, enabled detailed demand and supply plans to be developed at a local level whilst, at the same time, linking the outcomes of such plans to broad strategic objectives contained in Local Area Agreements, etc. This is the approach favoured in Oxfordshire and the governance proposals seek to reflect this.

However, the report also warned about the dangers of neglecting such a multi-agency approach; “The extra care market is at a critical point in its development, where it could either ‘plateau’, or become a mainstream option, widely recognised as offering choice and independence and catering for a variety of care needs and lifestyles in old age. Local authorities have a significant role to play in the development of this market and therefore the importance of older people’s (extra care) housing strategies should not be underestimated”.

Oxfordshire has made a good start in its ECH strategy but currently has only a few schemes under construction. The strategy has however received a considerable boost by being awarded £1.35m of capital grant by the Department of Health to develop another scheme in Banbury. Oxfordshire was one of just 23 successful bidders out of 65 applications. The Department of Health awarded grant on the basis of four key assessment criteria which included good local partnerships, value for money, promotion of good health and wellbeing and ‘strategic fit’. Clearly, the Banbury scheme met each of these criteria and is important that the county now builds upon this good start by taking the strategy forward as described below.

4 Taking the Extra care Housing Strategy Forward; Project controls and governance

Governance will be managed through three tiers appropriate to the scale and complexity of the programme. These are: Political and Board level oversight, Policy and Programme Management, and Programme Implementation and Support. The Health and Well-Being Partnership Board are asked to approve these governance arrangements.

- a) Political and Board Level oversight will be through the Policy and Programme Board which will produce an integrated report annually to the Oxfordshire Health & Well-Being Partnership Board and the Oxfordshire Housing Partnership.

- b) Policy and programme management will be through two boards: a **County Policy Board** chaired by the county council Cabinet member with responsibility for social care and a **County Programme Management Board** chaired by the Programme Sponsor. The Programme Sponsor and the Director of Social and Community Services will have advisory and support roles for the Policy Board and will attend its meetings. The Programme Director and the Programme Manager will have advisory and support roles for the Programme Management Board.
- c) **District Implementation Groups** will be established for each district council with the district leading the group, with support as agreed from the ECH programme team. It is envisaged that the district groups will be chaired by their Cabinet member with responsibility for housing or a senior manager with responsibilities for housing strategy and development.

The diagram at Annex 1 sets out these arrangements.

5 Recommendations

The Health and Well-Being Partnership Board are asked to approve the ECH Programme project controls and governance proposals as set out in paragraph 5 above.

Governance and Support arrangements for the Oxfordshire Extra Care Housing Strategy

Governance structure

See diagram below

Strategic oversight and guidance

The Health & Well-Being Partnership Board and the Oxfordshire Housing Partnership both have significant interest in and responsibilities for the development of Extra Care Housing (ECH) in Oxfordshire. The Strategy that has been prepared to support the development of ECH across the County has received broad support and backing. It is important that the ECH Strategy is visible to and given attention at the strategic partnership level in the County's partnership governance arrangements.

Both of these Boards will receive half yearly reports from the ECH Policy Board on the overall implementation of the ECH Strategy across Oxfordshire.

County Policy Board: Membership and Terms of Reference

The purpose of this Board is to: ensure that the ECH strategy is being implemented in line with the agreed project plan; provide oversight and support for the development of ECH provision and the development and maintenance of effective partnership working. It will:

1. meet quarterly and be chaired by the County Council Portfolio Holder for Adult Social Care;
2. receive regular reports from the Programme Management Board on the implementation of the Programme;
3. agree reports on the implementation of the ECH strategy for the Health and Well-Being Partnership Board and the Oxfordshire Housing Partnership Board on a 6 monthly basis;
4. ensure arrangements are in place for the effective engagement of all key stakeholders in the implementation and delivery of the ECH strategy;
5. regularly review implementation of the programme across the County;
6. review and support the involvement and engagement of Oxfordshire's District and City Councils in the programme and its implementation.

The membership of the Policy Board is:

- the County Council's Portfolio Holder for Adult Social Care;
- a Councillor representative from each District and City Council;
- a Board Member of the Oxfordshire PCT;
- a Voluntary Sector representative;
- a representative from the Oxfordshire Housing Officers;
- a representative from Oxfordshire's Housing Providers;
- a representative for users' experiences and perspectives.

The Director of the County Council's Social and Community Services and the ECH Programme Director will be in attendance. The meeting will be supported by the Programme Team.

County Programme Management Board: Membership and Terms of Reference

The purpose of this Board is to: direct and manage the overall implementation of the ECH strategy; oversee the progress of each project within the overall programme; regularly review the programme's overall status and report through the County Councils and Social and Community Service's project management arrangements; prepare quarterly reports for the Programme's Policy Board; and provide support to the District Implementation groups.

It will:

1. meet quarterly and be chaired by the ECH Programme Sponsor;
2. receive regular reports and updates from the ECH Programme Director, including reports on any project within the programme and the work of the District Implementation Groups;
3. undertake tasks agreed by the Policy Board with the Programme Sponsor;
4. give advice and support to the Programme Sponsor, Programme Director and the Programme Team on the implementation of the ECH strategy and specific projects within the programme;
5. give support and advice to the District Implementation Groups as necessary;
6. assist in linking the ECH Programme with Housing Strategies, Local Delivery Frameworks and any other relevant strategic planning process.

Specific tasks will include:

- oversee and approve County Service Specifications (design, facilities, care etc);
- commission research/ statistical analysis on ECH outputs/ outcomes etc;
- oversee the county communications and PR/ newsletter programme for ECH

The membership of the Programme Management Board is:

- the Programme Sponsor and the Programme Director;
- a senior officer representative from each district and city council in Oxfordshire able to represent and speak on housing issues and to link across to spatial planning colleagues;
- a senior officer from Oxfordshire PCT;
- a representative from the county council's E&E Directorate;
- a representative for the users' experiences and perspectives.

The Programme Management Board will be also be attended by members of the Programme Team. The Board will also consider the involvement of housing and service providers to ensure that it receives well informed advice on the development and delivery of ECH.

District Implementation Groups

The District Implementation Groups are intended to support, drive and oversee the implementation of the ECH programme across their district or city Area. They are led by the district or city councils and it is hoped and anticipated that they will be led by and chaired by the district or city councilor with Cabinet responsibility for housing.

Specific terms of reference and membership will, it is anticipated, be arranged by each district or city council to fit in with local arrangements. It is proposed that the ECH programme team supports and links with the District Implementation Groups through liaison and coordination processes established by the Group and the Team.

The following roles are envisaged for the District Implementation Groups:

- contribute to the overall strategy for the development of ECH across Oxfordshire as the strategy is updated and revised;
- prepare a local ECH strategy and implementation programme (this is commented on further below);
- ensure that the district or city council's housing strategies cover the needs for and development of ECH appropriately and that these requirements are reflected in the Local Delivery Framework;
- enable and facilitate the development of ECH facilities and services in its area;
- facilitate work on Nomination Agreements;
- consider any cross border issues and opportunities in the development of ECH.

Developing a local ECH strategy and implementation programme will include the following activities:

- local needs analysis and mapping (including the possible application of the methodology set out in More Choice Greater Voice);
- identification of local supply targets,
- identification of sites for development;
- be involved in multi-agency briefing and publicising new schemes prior to opening;
- receive reports on performance of local schemes.

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ECH Governance Structure

