

# BIRMINGHAM CITY COUNCIL

Case study



# 1. The story so far

## Reshaping the market for extra care sheltered housing and supported living

- Birmingham City Council recognises that in future there will be reduced demand for residential care and more for extra-care housing for older age adults.
- The council is aiming to get providers thinking about developing larger scale supported living arrangements/environments on a core-and-cluster model.
- The council has invested in developing good relationships with supported housing providers which have resulted in progressive conversations about meeting needs differently.

## 2. Developments

Taking its inspiration from large scale extra-care sheltered housing schemes, **Upward Developments (West Midlands) Ltd** have been encouraged to develop, at their own cost, a younger adults supported living development into which is incorporated a short stay/respice care 'hotel'.

On the ground floor there are four apartments for people with learning and/or physical disabilities or complex needs and five business lets eg for a shop, charity, beautician, pharmacy or café which will bring in the local community and support local business.

Additionally, the council has invested £350,000 in developing a community hub on the ground floor including a hydrotherapy pool, potential for a local children's centre to re-locate and a centre for those living onsite and the wider community offering activities including art, music, meeting/ community rooms including for councillors' surgeries. Upward Care Limited (the separate care arm of Upward Developments) is looking at offering crisis/emergency beds using a 'tenancy at will' approach.

On the first floor are 21 one or two bed apartments plus two communal areas and a housing management suite with a 'hotel' reception for the care hotel. Ten of these apartments will be the 'care hotel' for short breaks or respice breaks and the two bedroom apartments provide scope for family members to also stay over.

These can be used by anyone, not just Birmingham residents, although the council does have a priority nominations agreement linked to their £350,000 investment.

On the second floor are 21 one or two bed apartments plus two communal areas and a housing management suite. There is no short break element on this floor – these apartments are for temporary and long term occupation.

- **Bromford Housing** have developed a 'MyPlace' model, which is supported living based around 14 self-contained apartments. Birmingham is their first MyPlace scheme for people with long-term conditions as an alternative to residential care.
- **Lifeways** are one of several providers in the city starting to develop 'core and cluster' models of care on a larger scale which are linked to more than one care delivery model. In March 2017 Lifeways (in conjunction with Inclusion Housing) opened its largest scheme in the country – two blocks of 16 supported living apartments; on the same site there is also a nine bed 'high and complex care'/autistic specialist residential suite.

## 3. Benefits of Birmingham's approach

- Extra care sheltered housing will continue for people over 55, however commissioners are encouraging Upward Care to look at the needs of younger age adults and in doing so begin to break down artificial age barriers and offer real benefit in enabling integration in local communities. The council hope that the 'care hotel' development will accommodate all adults over 18 and will begin to challenge the notion that younger and older adults must be segregated from each other, with separate provision. This is the start of 'all age' care provision much more aligned to what real community looks like.
- Providers can get loans more easily as the council supports proof of concept by investing £350,000 and for the council, this means they have no further need for block contracts, thus clearly signalling a shift in need and demand to providers at time when the council is looking to its own future and the future of its own short stay/respite services for Younger Age Adults.
- By involving three cabinet members in visits to a similar new build scheme in Solihull, and the developer undertaking local consultation in the affected wards, early support for the scheme was assured.

## 4. Challenges

- For several years, younger adults' care and support has been delivered in bespoke settings for small numbers of people. This approach has made delivery of care extremely expensive particularly as in some cases, smaller size developments were not always critical to the care and support needed. The council is challenging those perceptions but could potentially face criticism for returning to the days of long-stay institutions and ghettoisation. To counter this, the council has worked with Upward, Lifeways, Bromford and other providers in order to ensure that any new developments are an integral part of the local community and are outward facing. To signal its commitment to this approach, the council invested £350,000 in the Upward scheme.
- A further challenge for bed-based schemes for younger age adults is the reluctance by the Care Quality Commission (CQC) to register any provision for more than six beds – this is potentially an issue for Lifeways and their nine bed development.
- Sharing care hours – the council has always treated individuals as individuals and very often developed a care package around one person. The council has struggled with, and continues to struggle with, being clear about how 'shared hours' approaches can benefit the council, the citizen and the provider.
- A further challenge remains about how extra-care/ housing care can meet the needs of those with dementia and significantly delay or prevent a move on to dementia nursing homes.
- Social workers with reservations about larger scale models for younger adults which has traditionally seen care and support being delivered around small numbers of citizens also proved a challenge, however this was tackled through meetings between providers and professionals to discuss and allay concerns.

# 5. Impacts of these new approaches

Time will tell on this; the council are looking for a cultural shift: away from provision being delivered to low numbers of people, away from individuals being isolated with one or two carers supporting one citizen only, away from segregation of younger and older adults and away from a 'single service' model.

## 6. Future developments

The council has begun conversations with developers about a more progressive approach to the needs of people with dementia. The council need to reduce the numbers moving on from extra-care housing to dementia nursing homes and feels is there is a place for a larger scale, multi –development site encompassing dementia-friendly extra-care, a dementia nursing home and day opportunities/day care supporting both older adults and older adults with dementia. Precious Homes are developing a three-tiered residential and supported living service with social enterprise in Birmingham which opens in April 2017, find out more [here](#).

## 7. Top tips

- Signal clearly to providers via Market Position Statements that supported living is the direction of travel and that demand for traditional residential/ nursing care need will reduce, becoming the service of last resort for the few with multiple/ complex needs.
- Don't underestimate the lead-in time needed to undertake large scale cabinet and community consultation to secure both internal and external buy-in and then for the provider to arrange funding, clear the site and build.
- It can speed things up if you can work with a known and trusted provider.
- It's extremely useful for the provider to meet social work and transitions teams so that any professional concerns are allayed and they understand the offer and can share this with service users.

### **Contact details for more information**

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# 8. Quality assuring the care and support market in Birmingham

- Birmingham have developed a Quality Rating system / dashboard.
- This approach was co-produced with providers based on ASCOF and has less emphasis on outputs (eg number of hours) and more on outcomes. The initial quality score is based on 60 per cent quality and 40 per cent price with deductions based on the number of CQC compliance issues and/or local commissioning intelligence, both of which are refreshed monthly; the scores are considered when future contract bids are considered. For more information, read Birmingham's Commissioning Quality Framework Ratings Guidance.
- The council and providers have developed a quarterly self-assessment reporting process. Read example reports for care at home and residential care.
- This approach to quality assurance has helped shift the focus of conversations in provider forums from price to quality and the council plan to use public and service user and carer feedback as part of the quality scoring process in the future.
- Top tips include: the world doesn't end if you share information about service quality with the public; engage people who use services in providing feedback; use data from a diversity of sources including own intelligence, CQC and public sources.

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