

Social Care Services Board 9 December 2016

Update on Accommodation with Care & Support Strategy

Purpose of report:

To provide an update on the Adult Social Care Accommodation with Care & Support Strategy over the past twelve months.

Introduction:

1. The Accommodation with Care and Support Programme is a programme of work looking at all accommodation-based services that we commission and provide for residents of Surrey who have care and support needs. The Accommodation with Care and Support Strategy was considered by this Board, and approved by Cabinet in December 2015, giving a commitment to the direction of travel.
2. Surrey residents are actively choosing to make accommodation choices which are suitable for the longer term and their future care needs, with an increase in people being supported to live independently. The predicted trend for accommodation needs in Surrey shows a declining demand for residential care with a growing popularity in Extra Care type accommodation. However, we also know that the population of Surrey is growing, people are living longer and living with more complex needs. Consequently, despite the trend towards more independent living, we are also expecting to see a growth in demand for dementia specialist residential and nursing care.
3. Working towards three strategic aims, the Programme aims to increase the options available for residents needing accommodation with care and support, by integrating our approach across health, care and the community, and re-shaping the market to ensure everyone has access to the right support regardless of tenure.
4. Through the programme, the Council is looking to develop local partnerships and opportunities for a range of flexible and financially self-sustaining accommodation with care and support that will enable adults to live and age well.
5. It is important across all strands of the Programme that the Council's ongoing work on debt management within ASC is implemented. In line with adopted best practice, appropriate referrals will be made to the Finance and Benefits Team in ASC where an individual is considered to be subject to the Council's current rules on charging. The timeliness of these referrals and assessments will be important part to ensure that people are informed in advance of receiving support whether or not they are required to make a contribution and the amount of any contribution.

Strategic Aims

6. The Programme has three strategic aims:
 - Reduce the age at which people enter nursing provision
 - Commission only dementia specialist residential care and in doing so reduce the ratio of beds commissioned by 10%.
 - Provide 600 Extra Care apartments across the county by 2025
7. In order to progress these, the programme has four work streams. A short update on each work stream is provided below:
 - Extra Care
 - Residential and nursing care
 - Mental Health
 - People with Learning Disabilities

Extra Care

8. In line with the strategy and approach outlined above, the Council has a vision to deliver an additional 600 Extra Care apartments across the county by 2025.
9. Extra Care housing is an option of accommodation for older people which can offer a choice of independent living in a community setting, with care and support services delivered according to individual need. It offers a way for people to continue to live as independently as possible when their care and support needs increase, without the need to move into more institutionalised forms of accommodation. Extra Care housing is about living at home, not in an institution. Within Extra Care housing people have their own front doors and legal rights to occupy. There is a clear distinction between Extra Care housing and residential care as recognised by the Care Quality Commission.
10. There are many benefits associated with Extra Care Housing:
 - Care and support services can be flexed around the individual and their changing needs
 - There are opportunities to develop accommodation further as hubs of the local community, for residents and non-residents alike
 - Individuals are able to live within and be part of thriving local communities and remain independent
 - Provision of purpose built accommodation with a range of tenures and developed to a quality standard, including the ability for assistive technologies to be added on an individual basis
 - Provision of a range of activities and opportunities that support Surrey's Family, Friends & Community strategy.
11. Based on the current profile of needs, at least 1 in 4 of the residents we support in Residential Care, but possibly as many as 1 in 3, could have their needs met within an Extra Care setting. In Surrey, we do not currently have enough capacity of Extra care facilities to offer this choice. We want to work with and stimulate the market to

develop the capacity needed to enable this shift away from traditional residential care services. This work will be carried out in a phased approach.

12. Analysis of planning applications shows that the private market is dominant in Surrey, with no affordable provision being put forward over the last 3 years. Surrey does not have the same number of providers present in the market when compared to nearby Local authorities.
13. A market engagement event held in August 2016 demonstrated that there is interest from Extra Care providers and developers in working in Surrey. The key concerns identified were land availability and uncertainty over full utilisation of facilities. The market's feedback was that they will require the Council to play a role in identifying and offering suitable parcels of land. The Council will also need to demonstrate its commitment to Extra Care in the long-term, with some guarantees on the number of hours of care the Council will purchase.
14. The development of an Extra Care housing scheme should be seen as an opportunity to enhance the locality and existing services. For Extra Care housing schemes to operate as a community hub, additional consideration needs to be given to ensure that the schemes are located within a community setting and accessible by public transport.
15. Regard to the following site specific criteria is important when making decisions around scheme locations:
 - The relationship of a scheme to the local community in which it is to be located
 - Level access to the scheme and surrounding facilities
 - Proximity to retail/GP/leisure facilities/places of worship
 - Links to existing services for older people
 - Proximity to other older people's accommodation
 - Easy access to GP/primary care and other community health services
 - Planning requirements constraints
 - Low crime/low risk neighbourhood
 - Easy access to local transport services
 - Potential market for mixed tenure
16. As part of this work a full programme of consultation has been conducted with CCGs and borough and district councils who have provided support for the direction of travel. Health colleagues recognise the whole system benefits of this approach and see this as a key part of health and social care integration. A number of district and boroughs have also highlighted accommodation with care and support as a key element of their local plans in terms of future housing needs and are therefore keen to work with the Council on developing this market.
17. Further discussions have taken place with the Surrey Chief Housing Officers Group, Surrey Enabling Officers Group, Surrey Planning Working Group and the Surrey Planning Officers Group to discuss the council's strategic aim for Extra Care. This

has enabled the Council to engage in detailed planning discussions for individual areas and the sharing of data and information on capacity, demand and need across the local areas.

18. A paper will be considered by Cabinet in December in relation to the provision of Extra Care. It will include asking Cabinet:

- To approve, in principle, the use of Surrey County Council assets as part of the business case and offer to stimulate the market.
- To note that further engagement with the market concerning the final offer will take place ahead of a full tender

Residential/nursing

19. Adult Social Care has unprecedented financial pressures. Much of this can be attributed to the growing cost of care and the under supply of providers willing to accept Surrey County Council fees. We are engaging with the market on a local, and county wide level to assess how we can encourage them to work with Surrey to develop affordable provision. We have held a market engagement event to determine what the barriers and challenges are.

20. Over the next ten years we are anticipating a huge increase in the demand for residential and nursing provision as a direct result of the growing population and the fact that people are living longer with more complex needs means that nursing care and high end dementia specialist provision will be paramount. Any provision procured by Adult Social Care must be good quality, safe and sustainable.

21. As part of this work we need to be sure that we are using available Surrey County Council assets to best meet the need of the adult social care population at a time where the whole council is financially stretched and looking for more sustainable options for land. As part of this we have undertaken work to assess the future use of the former in house home sites.

22. We have been working with Surrey County Council's corporate planning team within Environment and Infrastructure to identify how we can better feed into local plans and identify how we can influence local boroughs and districts to help us address the growing problem of affordable provision. We also need to establish relationships with entrants into the care market within local areas to better influence our ability to secure good market rates.

23. We have also established a series of market engagement events to provide an opportunity for us to engage with the market and identify how we might be able to overcome any challenges and barriers that both the council and providers face.

24. Later this year, the Accommodation with Care and Support Board will be considering key information relating to the anticipated growth in demand for residential and nursing care over the next ten years alongside key milestones and pressure points in terms of assets, finances and workforce.

People with learning disabilities

25. Surrey is undertaking a Strategic Shift towards providing more supported living for people with learning disabilities.
26. In line with the National Service Model which states that people should be offered a choice of housing, including small-scale supported living Surrey County Council's Commissioning Strategy for People with Learning Disabilities is to develop housing in to ensure settled accommodation for people with learning disabilities and/or autism, including
- the growing numbers of young people coming through transition
 - an ageing population and
 - people with behaviours that are described as challenging

This may be required because of sensory needs, as part of behaviour support, or because of the effect some individuals may have on neighbours through noise or otherwise. (Page 16, Surrey Learning Disability and Autism Strategy 2016-2020 <http://www.surreypb.org.uk>)

27. The National Service Model also indicates:
- People should be supported to live as independently as possible, rather than living in institutionalized settings (which, for instance, housing with occupancy of six or more can quickly become).
 - Housing should not create new campus sites, hence commissioners should be cautious of contracting with providers keen to create schemes of multiple units within close proximity.
 - It has been shown that people who present with behaviour that challenges can be effectively supported in ordinary housing in the community.
 - People should not be placed in voids in existing services or group living arrangements if it is not based on individual need and based on a person - centered approach to planning.
28. Funding has been identified from NHS England to re-develop buildings that have previously provided care, no longer deemed fit for the future into modernised supported living. Work is underway to develop options for appropriate sites and engaging with the market providers to develop new services based on demand

Mental health

29. This work stream is at an early stage in identifying how best we can support those with mental health needs in the future.
30. A Steering Group has been initiated which will meet on a monthly basis. The first meeting was held in early October. Representatives from Adult Social Care, Public Health, Procurement, District & Borough councils and CCGs sit on this group.

31. Collective agreement has been reached on project scope, project brief and terms of reference for the Steering Group. A presentation was made at the Emotional Wellbeing and Mental Health Partnership Board to start engaging service users and professionals. The project team are in the process of outlining milestones and starting to identify the data required and where this data can be sourced. It is expected that this will be clearer after the next Steering Group meeting.

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Sources/background papers:

ASC Integrated Commissioning statements
Accommodation with Care and Support Strategy
Surrey Learning Disability and Autism Strategy 2016-2020