

**SURREY COUNTY COUNCIL****CABINET****DATE: 15 DECEMBER 2015****REPORT OF: MR MEL FEW, CABINET MEMBER FOR ADULT SOCIAL CARE,  
WELLBEING AND INDEPENDENCE****LEAD OFFICER: DAVID SARGEANT, STRATEGIC DIRECTOR FOR ADULT  
SOCIAL CARE****SUBJECT: ACCOMMODATION WITH CARE AND SUPPORT****SUMMARY OF ISSUE:**

This report outlines the future strategy for the provision of accommodation options for residents of Surrey for whom the Council commissions care and support. Whilst the strategy covers all client groups, this report mainly focuses on accommodation with care and support for older people as the largest area of spend within Adult Social Care.

For the purpose of this report, accommodation with care and support refers to a range of housing options where individuals live within private independent units but have care and support services available as required to support them to live independently.

A full glossary of terms included within this report is available at Annex 1.

Whilst housing is a district and borough function, the Care Act (2014) introduces explicit references to housing as part of the County Council's statutory duty to promote the integration of health and social care by giving control to the individual for their care and support needs and offering residents the right accommodation choices to meet their health and wellbeing needs, ensuring that there are flexible options available which will adapt as their support levels change.

The Council's corporate strategy outlines the importance of both residents' wellbeing and their experience, ensuring residents in Surrey can live and age well while experiencing public services that are easy to use, responsive and value for money. These strategic goals underpin the Strategic Intent Document (Annex 2) and will drive the Programme's future work with partners.

Surrey's population is increasing and ageing, resulting in an increasing demand on health and social care services. In response to this, some Surrey residents are actively choosing to make accommodation choices now which are suitable for the longer term and will cater for their future care needs.

Residents have told us that they prefer to access help and resources from their family, friends and community rather than traditional care environments, which is driving a declining use of Residential Care in Surrey and growing interest in Extra Care type accommodation.

Given the demographic and legislative pressures, we face unprecedented financial

challenges in meeting care and support needs in Surrey. However, a whole system approach and the Cabinet's approval to shift away from Residential Care creates opportunities for us to reassess our role in accommodation while continuing to ensure the safeguarding of our vulnerable elderly.

Working together with partners, the Council has the chance to plan for the right types of accommodation for Surrey residents, in appropriate locations, whilst also maximising value for money.

This programme aims to increase the options available for residents needing accommodation with care and support, by integrating our approach across health, social care and the community, and re-shaping the market to ensure everyone has access to the right support regardless of tenure.

This report seeks Cabinet approval to the approach outlined in the Strategic Intent Document (Annex 2). The Cabinet is also asked to note the emerging local plans and agree these continue to be developed with partners. These are presented separately as item 16, due to the commercial sensitivity of the plans.

### **RECOMMENDATIONS:**

It is recommended that the Cabinet:

1. Approves the Strategic Intent Document for Accommodation with Care and Support.
2. Agrees that future developments will include a full business case and be presented for Cabinet approval as appropriate.

### **REASON FOR RECOMMENDATIONS:**

With changing demographics, increasing financial challenges, and a joint health and social care strategy to support people to live independently in their homes for as long as possible, the Council needs to commission the right accommodation options to meet eligible residents' health and wellbeing needs. To do this, the Council will work with partners and the private sector to develop the market in Surrey for accommodation with care and support. This paper sets out a clear ambition and message to the market in relation to future needs, and provides a strong base for Surrey to work together with developers in the private sector, as well as Health and District and Borough partners to find the right local solutions.

### **DETAILS:**

#### **Background**

1. It is recognised that the full programme will need to include all care groups including older people, people with learning disabilities, people with physical and sensory disabilities and those with mental illness. This report is the first stage for the programme and focuses on older people.
2. The following factors drive the strategy:
  - The Better Care Fund and national targets to reduce admissions to residential and nursing care.

- Surrey’s population is increasing and ageing, resulting in an increasing demand on health and social care services.
  - The Care Act (2014) introduces explicit references to housing as part of the Council’s statutory duty to promote the integration of health and social care.
  - The Care Act also highlights the importance of giving control to the individual for their care and support needs and offering residents the right accommodation choices to meet their health and wellbeing needs, ensuring that there are flexible options available which will adapt as their needs change.
  - Residents have told us that they prefer to access help and resources from within their local community where they can be supported by their family, friends and community rather than traditional care environments.
  - New technology is changing how we all live, learn, work and communicate, with a growing trend in assistive technology designed specifically to support people with physical and/or learning disabilities and elderly frail people to remain independent in their own home.
3. Given the growing demographic and legislative pressures, together with the unprecedented financial challenges facing the Council in meeting care and support needs of the elderly in Surrey, we believe that a whole system approach and a move away from Residential Care creates opportunities for us to reassess our role in accommodation. By working together with partners, the Council has the opportunity to plan for the right types of accommodation for Surrey residents, in appropriate locations, whilst maximising value for money.

### **Future Direction**

4. The overall purpose of this programme is 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. Year end Adult Social Care volume data shows a decline in the Council’s use of traditional Residential Care services. This is in line with national and local policy to support people to live in their own homes or, where that’s not possible, to introduce alternative forms of accommodation, like Extra Care housing. Neighbouring authorities, such as Hampshire and East Sussex, have recognised similar trends within their local data, and have responded with their own strategies to meet this change.
6. We need to be able to offer residents the right choices to meet their health and wellbeing needs – through flexible accommodation that can adapt and continue to support residents to live as independently as possible.
7. Extra Care housing, Assisted Living, Supported Living and Supported Housing are all forms of accommodation with care and support, and represent positive choices for people whose needs are not being met within standard accommodation. These types of accommodation can assist more vulnerable adults to live within their local community through to end of life.

8. Under the strategy, the Council will support personalised care, based in communities, and ensure that residents receive the care and support they need in appropriate and flexible physical environments wherever they choose to live. The benefits derived include:
  - care and support services that can be flexed around the individual and their changing needs
  - 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
  - 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
  - a range of activities and opportunities that support Surrey's Family, Friends & Community strategy.
9. Based on the current profile of needs, at least 1 in 4 of the residents currently supported in Residential Care could have their needs met through alternative forms of accommodation with care and support (such as Extra Care housing or Supported Living). This would reduce the financial costs to the Council as it is estimated that the average net amount saved on care costs per resident in Extra Care housing is £3,326<sup>1</sup> per annum when compared to traditional residential care costs.
10. Our evaluations of Extra Care housing schemes have provided a strong evidence base to support proof of concept, including a number of whole system benefits in terms of reducing hospital admissions, quicker discharge and increased community support. In addition, Surrey residents currently living within Extra Care housing schemes have stated that their lives had improved since moving into Extra Care housing and that they receive a good service.
11. All the CCGs in Surrey have indicated their support for a strategic shift from residential to accommodation with care and support, with district and borough local plans also identifying accommodation with care and support as a key part of their future housing strategies.
12. Pursuing this strategy will allow Adult Social Care to deliver on its vision by increasing the options available for residents needing accommodation with care and support, integrating our approach across health, social care and the community, and working with the market to ensure everyone has access to the right support regardless of tenure. The Strategic Intent Document, which outlines the direction of travel in more detail, is attached at Annex 2 for the Cabinet's approval.

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<sup>1</sup> This is based on the current cost of the different care settings and an assumed mix of needs of people occupying Extra Care housing facilities.

## Proposed Way Forward

13. In order to achieve this future, the County Council will commit to promoting accommodation with care and support where needs are greatest across the county which:
  - promotes independence and social inclusion
  - works alongside other services and communities to meet an individual's needs
  - has the infrastructure to deliver flexible care and support in a planned, person centred way
  - provides dementia-friendly environments
  - becomes the centre of vibrant communities for people to live and age well.
14. In the context of integrated working, strengthening partnerships and the principles of co-design, we will work with Clinical Commissioning Groups, Districts and Boroughs, Children, Schools and Families Directorate, service users, families and carers and other critical partners to jointly commission solutions and develop flexible models of care.
15. Initial discussions at local joint commissioning groups indicate that this vision for accommodation with care and support has widespread support from partners and joint proposals for the local areas, based on the above criteria, have begun to be developed as outlined in Developing Initial Local Plans (Annex 4), which are in item 16 (part 2) due to commercial sensitivity.
16. The Cabinet will be asked under item 16 to review these local plans against the aspirations of the programme and to indicate their support for the direction of travel. With Cabinet's approval, discussions can progress to meet local requirements, through the potential re-development of the Council's current sites, identification of new sites and/or discussions with providers in the market.
17. In line with the shared vision for accommodation with care and support, developers will be encouraged to demonstrate that their models:
  - mitigate future care costs as people's needs change, especially in comparison to more institutionalised care
  - can support people in the continuum of care through to end of life
  - reduce risks of hospital admissions
  - follow best practice in design and care for people with dementia
  - are transparent about the cost of the care package in their charges in preparation for changes in Adult Social Care funding as part of the Care Act.

## Models of Delivery: Extra Care

18. There are three main ways in which Extra Care housing operates in the UK:
  1. One Organisation
    - Land and Building is owned with care and support provided by the same organisation (usually a Registered Provider (RP) i.e. Housing Association).

- RP responsible for Housing Management/Landlord functions, care and support services and property maintenance.
2. Landlord/Owner & Separate Care and Support Provider
    - Building and land is owned, developed and managed by one organisation.
    - Care and support services commissioned from an external agency.
  3. Landowner, Landlord/Developer & Separate Care and Support Provider
    - Three way partnerships across organisations.
    - Landowner leases land out to Developer who will also act as Landlord.
    - Care and support commissioned from external agency.
19. In practice, the first option is seen as the most cost effective delivery model in that it allows for operating efficiencies and one point of contact for commissioners. It also provides a seamless service for residents, although it is important residents don't feel obliged to purchase packages or more hours of care than they need. The second and third options can work effectively although there are risks that gaps arise in responsibilities and therefore it is important that partnership arrangements are robust with clear roles outlined.

### **Council's Future Role**

20. The Council will explore which role it might play in the development of Extra Care housing in Surrey, as landowner, landlord, care provider or care commissioner. The Council itself or through a local authority trading company, would be able to carry out all 3 of these functions under current legislation.
21. The options available to the Council are that the Council:
1. leases land to a provider
  2. lends to a developer to stimulate building
  3. forms a partnership or Joint Venture with a provider who builds and runs the schemes
  4. uses its existing land (or buys land), develops a building and runs the scheme.
22. Subject to Cabinet approval of the Strategic Intent Document (Annex 2) and support for the development of the local plans, in part 2 of this agenda, officers will work with the market to identify opportunities to develop further schemes in the areas of greatest need.

<b><u>CONSULTATION:</u></b>
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23. Discussions have taken place at the local joint commissioning groups held in each CCG area, looking at the overall strategic intentions and detailed demographic projections of future need. All the CCGs in Surrey, as well as the districts and boroughs consulted to date, have indicated their support for the strategy and have welcomed the opportunity to be involved from an early stage. Health colleagues recognise the whole system benefits of this approach and see this strategy 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 within their local

plans in terms of future housing needs and are therefore keen to work with the Council on developing this market.

24. The draft Strategic Intent Document (Annex 2) was presented to the Social Care Services Board on 25 November 2015 and received full support.
25. Residents in Extra Care housing have been consulted twice in recent years; once in 2012 prior to two new schemes opening and again in 2014 following the opening of the two new schemes. Both consultations revealed high resident satisfaction with both the accommodation and service offer. Key themes emerged focusing on personal sense of security, safety, wellbeing, reduction in loneliness and community participation. People's reasons for choosing Extra Care housing in 2014 reflected those identified in the previous consultation in 2012. Residents also told us about their need for reassurance, peace of mind, feeling less isolated and making new friends, as well as being nearer to family.
26. As local plans progress, further consultation will be planned as necessary, in line with best practice.

#### **RISK MANAGEMENT AND IMPLICATIONS:**

27. In the current financial climate, there are significant challenges for both the public and private sector and a resulting risk that there isn't the level of investment/development funding needed to adequately increase our provision of accommodation with care and support. The next phase of the Programme will validate the viability of the various schemes, ensuring any potential solutions for new delivery models are fully costed and evidence based.
28. There are also risks in being able to identify sites within Surrey of a suitable size with close proximity to public transport, particularly when looking at Extra Care housing schemes which require more space. The Programme will continue to be developed, working closely with colleagues in Property and also the districts and boroughs, to ensure that effective local solutions are found.

#### **Financial and Value for Money Implications**

29. By focussing on ensuring a better understanding of future demand and developing the market sufficiently to meet those needs, whilst also maximising the use of our assets, this Programme will contribute towards the savings already planned in the Medium Term Financial Plan (MTFP) and those required in future years.
30. The Programme will contribute to achieving the following whole system demand management savings:
  - improve wellbeing to manage increasing demand and care needs;
  - shift in Older People care pathway;
  - family, friends and community support;
  - targeted strategic shift from residential to community based provision for people with disabilities; and
  - optimisation of Transition pathways.

31. The Council will work with partners and the market to maximise any opportunities for additional savings as they arise, whilst recognising the challenging targets the service is already planning to deliver.
32. The implementation of the strategy may require investment from the Council and will be considered as part of any resulting business case to ensure value for money is maximised.

#### **Section 151 Officer Commentary**

33. The Section 151 Officer supports the strategic intent of the Accommodation with Care and Support Programme as it will enable greater choice and more personalised care for residents in their local communities as well as supporting the Council in delivering a range of important savings plans.
34. The Programme is an essential part of enabling the Council to effectively support the growing numbers of people with social care needs in Surrey within stretched financial resources by developing alternative forms of care, such as Extra Care housing.
35. The financial implications of individual proposals will be reviewed to ensure that they represent value for money as part the preparation of the detailed business cases for each development that is planned.

#### **Legal Implications – Monitoring Officer**

36. The Council has long had duties to meet the eligible care and support needs of its residents. In the case of residents with more significant needs the Council has traditionally done this by providing support in residential care homes with the result that individuals have needed to move out of their own homes. This is no longer the first choice of many residents who prefer to be supported in their own home environment.
37. The Care Act 2014 has introduced a new duty upon councils to promote individual well-being. In exercising this function, the suitability of living accommodation and the ability of an individual to control his or her day to day life must be considered. In response to this duty the Council needs to adopt a more flexible approach to the meeting of assessed needs and one which recognises the desire of residents to choose how they live at a time in their lives when they need more help. The strategy which the Cabinet is asked to approve is intended to address the need of the Council to offer more flexible, popular and long term solutions to meeting care needs. It is also expected that the strategy will result in overall savings and constitute best value for money thereby satisfying the Council's fiduciary duties to secure best value in its service provision.
38. The approval that is being sought is confined to a strategic intent. As particular plans and projects evolve, the Cabinet will be required to consider more detailed proposals which are likely to have been the subject of public consultation.
39. The public sector equality duty (Section 149 of the Equality Act 2010) applies to the decision to be made by Cabinet. When considering the recommendations the Cabinet must have due regard to the need to advance equality of opportunity for people with protected characteristics, foster good

relations between such groups, and eliminate any unlawful discrimination, which includes considering any disproportionate impact on any particular protected group. These matters are dealt with in the equalities paragraphs of the report and in the attached equalities impact assessment.

### **Equalities and Diversity**

40. An initial Equality Impact Assessment (EIA) is included as Annex 3, examining areas of consideration for any implementation of the Accommodation with Care and Support Strategy. Initial potential identified impacts centre on improved resident experience and outcomes, more people remaining independent within their own homes for longer and further consideration needed of people's natural communities, recognising that communities do not necessarily fit with statutory boundaries. A full EIA evaluating the impacts of the local implementation plans will be brought back to Cabinet for further discussion as individual business cases develop.

### **Safeguarding responsibilities for vulnerable children and adults implications**

41. Improving the accommodation options available for people with care and support needs could have a positive impact in terms of safeguarding, ensuring that vulnerable adults can live within safe, secure environments with appropriate care and support services designed around them.

### **Public Health implications**

42. Accommodation with care and support can positively impact on public health outcomes, including reductions in social isolation and/or loneliness; improved nutrition and hydration; increased wellbeing for residents participating in activities, such as exercise classes, and minimising the ill effects of fuel poverty and/or seasonal health risks.

### **WHAT HAPPENS NEXT:**

43. If Cabinet approves the way forward as proposed, work will continue to develop initial opportunities with partners. This will include looking at the potential models of delivery, involving developers as necessary (in line with procurement standing orders.) If further approvals are needed from Cabinet to pursue specific opportunities, a full business case will be brought to a future Cabinet meeting.

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**Contact Officer:** Rachel Crossley, New Models of Delivery Lead

**Contact details:** [rachel.crossley@surreycc.gov.uk](mailto:rachel.crossley@surreycc.gov.uk)

**Consulted:**

Clinical Commissioning Groups in Surrey

Surrey Districts and Boroughs

Leader

Deputy Leader

Cabinet Member for Business Services and Resident Experience

Cabinet Member for Wellbeing and Health

Social Care Services Board

Residents of Surrey Extra Care housing schemes (consultations undertaken in 2012 & 2014)

**Annexes:**

Annex 1 – Glossary of terms

Annex 2 – Strategic Intent Document

Annex 3 – Equality Impact Assessment

Annex 4 – Developing Initial Local Plans (Part 2 - item 16, due to commercial sensitivity)

**Sources/background papers:**

- Cabinet 27 March 2012, item 10 - Public Value Review Of Services For People With Learning Disabilities
- Cabinet 21 October 2014, item 16 - Surrey County Council Residential Care Homes for Older People
- Cabinet 12 March 2015, item 4 – Surrey County Council Residential Care Homes For Older People
- Care Act 2014
- Extra Care Housing – A Briefing 2015
- Extra Care Evaluation Report (Public Version) 2015
- Extra Care Pathway Comparison Report (Confidential) 2015