

Wednesday, 2 November 2022



## The Accommodation with Care and Support Strategy Progress Update

**Purpose of report:** This report provides the Adults and Health Select Committee with an overview of the progress made with the delivery of the Adult Social Care's Accommodation with Care and Support Strategy

### Introduction:

1. In July 2019 Cabinet approved Adult Social Care's (ASC) Accommodation with Care and Support Strategy for delivering Extra Care Housing for older people and Supported Independent Living schemes for adults with a learning disability and/or autism<sup>1</sup> by 2030. In November 2021 Cabinet approved the addition of delivering Supported Independent Living for individuals with mental health needs in the strategy<sup>2</sup>.
2. In July 2020, the Adults and Health Select Committee was presented with an update on the Accommodation with Care and Support Strategy<sup>3</sup>. This September 2022 report provides the Adults and Health Select Committee with a brief overview of the strategy and an update on the progress delivering its ambitions.

### Our Ambitions

#### The Accommodation with Care and Support Strategy

3. There is insufficient affordable specialist accommodation provision for older people and working age adults with a learning disability and/or autism and

<sup>1</sup> Accommodation with Care and Support Strategy Cabinet Report July 2019  
<https://mycouncil.surreycc.gov.uk/documents/s57815/16.%20Accommodation%20with%20Care%20Support%20Cabinet%20report%20July%202019.pdf>

<sup>2</sup> Supported Independent Living Mental Health Cabinet Report November 2021  
<https://mycouncil.surreycc.gov.uk/documents/s82573/1.0%20Part%201%20Cabinet%20Report%20-%20Master%20Mental%20Health%20AWCS.pdf>

<sup>3</sup> Accommodation with Care and Support Strategy Adults and Health Select Committee Report July 2020  
<https://mycouncil.surreycc.gov.uk/documents/s68424/Accommodation%20with%20Care%20and%20Support%20report.pdf>

people with mental health needs. Additional capacity is required urgently to support them to remain in their communities.

4. National benchmarking shows:
  - i. That for older people, Surrey's biggest gap in provision is Extra Care Housing which is affordable given that the majority of Surrey's existing Extra Care Housing/'retirement living' is geared towards Surrey's self-funder market.
  - ii. That Surrey County Council (the 'Council') funds a much higher percentage of people with a learning disability and/or autism in residential care than most local authorities.
  - iii. There is increasing demand for specialist accommodation for people with mental health needs and there are gaps in the existing provision.
5. It is essential that the care and support provided by ASC enables us to deliver our Community Vision for 2030 and promotes the independence of the individual in all scenarios. Through our Accommodation with Care and Support Strategy we will actively work to enable people to access the right health and social care at the right time in the right place through the delivery of the most suitable accommodation with care and support for Surrey residents.
6. There are three programmes within the Accommodation with Care and Support Strategy:
  1. **Extra Care Housing** for older people (link to video in footnote<sup>4</sup>)
  2. **Supported Independent Living** for individuals with learning disabilities and/or autism (link to video in footnote<sup>5</sup>)
  3. **Supported Independent Living** for individuals with mental health needs (link to video in footnote<sup>6</sup>)
7. These three programmes will ensure Surrey County Council does not continue to over rely on institutional residential care homes, as well as offer its residents specialist accommodation that helps them to live independent, active and fulfilling lives.
8. Our approach to delivering the Strategy will be according to the following criteria:

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<sup>4</sup> Affordable Extra Care Housing in Surrey video <https://www.youtube.com/watch?v=pU1h0EGoues>

<sup>5</sup> Supported Independent Living Learning Disabilities in Surrey video <https://www.youtube.com/watch?v=OOcGGzV12zo>

<sup>6</sup> Supported Independent Living Mental Health in Surrey video <https://www.youtube.com/watch?v=JPY7ZTTjRfc>

- i. Future residents will have eligible care needs and will be eligible for Adult Social Care funding. Residents will have eligible care needs if they meet all of the following criteria:
  - they have care and support needs as a result of a physical or a mental condition.
  - because of those needs, they cannot achieve two or more of the outcomes specified. The outcomes include, for example, somebody's day-to-day outcomes such as dressing, maintaining personal relationships and working.
  - as a result, there is a significant impact on their wellbeing<sup>7</sup>.
- ii. The accommodation will meet the Council's definition of affordability, whereby rents and eligible service charges must be fundable through housing benefit.
- iii. The accommodation will be provided strategically across the county. Future residents will be identified according to need and eligibility. A connection to the local community will be considered when identifying future residents but this will not be an essential requirement.
- iv. Care and support will be tailored to meet the needs of the individual and the units will be designed to accommodate residents with specialist care and support requirements including complex needs arising from learning disabilities and /or autism, physical disabilities, brain injury, or mental health needs.
- v. The accommodation will support Surrey residents with more complex needs to remain in county, rather than in placements outside of the county.

### **Extra Care Housing for older people**

9. Extra Care Housing provides an enabling and accessible environment which makes independent living possible for older people with a spectrum of care needs, including those with dementia and other cognitive impairments. Annex 1 shows that Extra Care Housing is a type of specialist accommodation and presents the other accommodation options for older people. The key principles of Extra Care Housing can be found in Annex 2.
1. In July 2019 Cabinet approved a target of delivering 725 units of affordable Extra Care Housing by 2030.

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<sup>7</sup>General responsibilities of local authorities: prevention, information and advice, and shaping the market of care and support services <https://www.gov.uk/government/publications/care-act-2014-part-1-factsheets/care-act-factsheets#factsheet-2-who-is-entitled-to-public-care-and-support>

## **Supported Independent Living for individuals with learning disabilities**

10. Supported Independent Living offers greater independence than residential care; individuals own or rent their home and can make choices regarding the support they get to live their lives and who they get it from. An overview of the key principles for Supported Independent Living can be found in Annex 3. Annex 4 shows that similarly to Extra Care Housing, Supported Independent Living is a type of specialist accommodation and presents the other accommodation options for individuals with learning disabilities.
11. In July 2019 Cabinet approved a target of reducing the number of people with a learning disability and/or autism in residential care by 40-50% over the next five years by expanding the development of Supported Independent Living provision.

## **Supported Independent Living for individuals with mental health needs**

12. Supported Independent Living provides safe and settled accommodation, which is a determinant of good mental health and wellbeing<sup>8</sup>. Accommodation with Care and Support for people with mental health needs responds to increasing demand in Surrey, improves our existing Supported Independent Living provision and ensures nobody is left behind.
13. There are three key accommodation options for individuals with mental health needs within 'Our Vision for a place to Call Home,' which can be found in Annex 5:
  - a) A Place to Call Home
  - b) Support to Recover
  - c) Short Term Support
14. In November 2021 Cabinet approved the inclusion of supporting people with mental health needs within the scope of the Accommodation with Care and Support Strategy.

<b>Progress to date</b>
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### **Extra Care Housing**

15. Substantial progress has been made towards the delivery of the target of 725 units of affordable Extra Care Housing by 2030. The delivery plans in place for 2022/23 will build on this momentum over the remainder of this year and into the future of the programme.
  - i. **Pond Meadow Extra Care Housing**
16. In July 2022 Surrey County Council formed a strategic partnership with Pond Meadow Ltd to deliver Extra Care Housing on the former Pond Meadow School

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<sup>8</sup> NHS England – Five Year Forward View - <https://www.england.nhs.uk/five-year-forward-view/>

site. Pinnacle Group will deliver the housing management services, once the building is operational.

17. The new Extra Care Housing will be for social care eligible residents with tenancies, whose rents and eligible service charges will be fundable through housing benefit. We anticipate the site will offer circa 60 units of affordable Extra Care Housing.
18. Pond Meadow Ltd hosted several engagement events, both in person and virtually, with the local community in July and August. These engagement events provided the local community with an opportunity to share their feedback on the plans and ask any questions that they might have.
19. The Full Planning Application is due to be submitted to Guildford Borough Council in August 2022. If planning consent is granted and there are no unforeseen delays in the development process, we anticipate the build commencing in 2023 and the new Extra Care Housing opening in the late Summer of 2024.
  - i. **Bentley Day Centre, Brockhurst, Lakeside, Pinehurst, and Salisbury Road Extra Care Housing**
20. Building on the considerable learning acquired during the Pond Meadow tender, the tender for a further five sites of Extra Care Housing was published on 4 August 2022. The five sites are:
  1. The former Bentley Day Centre, Reigate and Banstead
  2. The former Brockhurst Resource Centre, Runnymede
  3. Lakeside, Surrey Heath
  4. The former Pinehurst Resource Centre, Surrey Heath
  5. Salisbury Road, Epsom and Ewell
21. In advance of publishing the tender we completed comprehensive market engagement with potential providers, including registered providers of social housing. We were pleased by the response from the market that welcomed this opportunity to deliver a package of sites across Surrey. We anticipate the sites will offer circa 310 units of affordable Extra Care Housing.
22. The full tender process is planned to be completed by Spring 2023 and we anticipate the contract commencing with the successful bidder in the Summer of 2023 which will lead to a phased development programme of the 5 sites. The tender process will be competitive with negotiation with a 2-stage approach adopted. The first stage will be a selection questionnaire, which will shortlist providers to 3 or 4 who will commence the full tender and negotiation on specific aspects of the agreement. The tender submissions will be assessed on

a best value basis of cost and quality and will involve consideration for the environmental sustainability and service provision.

23. If planning consent is granted and there are no unforeseen delays in the development process for each site, we would expect building to commence on the first site in the late Spring of 2024 and the first of the Extra Care Housing developments to open in the Winter of 2025.
24. We will identify support and care provision across the above six sites through a separate procurement process to avoid long-term support and care provision being tied into the development and housing management contract.
25. The tenancy agreements for future residents of Extra Care Housing will be assured shorthold tenancies (AST).
26. In total this means there are plans in place to deliver circa 50% of the Council's 725 units of affordable Extra Care Housing by 2030. The high-level programme for the delivery of these developments is presented in Annex 6 – Extra Care Housing Delivery Programme Timeline.
27. A strategy for the delivery of the remaining 50% including delivery route for the sites identified is being developed and it is expected that this will be brought forward to Cabinet for agreement later in the year.

### **Supported Independent Living – Learning Disabilities**

28. We continue to make good progress increasing the availability of and helping residents move into Supported Independent Living accommodation.
  - i. **New Supported Independent Living on Council owned land**
29. The Council is committed to using its own land and capital to support the development of Supported Independent Living for its residents. Full detailed planning applications have been submitted on the following Council owned sites:
  1. The former Coveham Hostel, Elmbridge
  2. The former Horley Library, Reigate and Banstead
  3. The former Manor School, Woking
30. In advance of submitting the planning applications the Council completed considerable engagement on our plans with future potential residents, providers, and the local communities. Feedback from individuals with a lived experience, their families, carers, and other key stakeholders can be found in Annex 7. Analysis of the local community engagement can be found in Annex 8.

31. If planning consent is granted and there are no unforeseen delays in the development process, we expect building to commencing in Spring 2023 and the first of these Supported Independent Living developments to open in Summer 2024.
32. The high-level programme for the delivery of these developments and indicative designs are presented in Annex 9 and Annex 10, respectively.

ii. **Deregistration of existing residential care home provision**

33. We continue to work with existing providers of residential care who repurpose their current homes to create new Supported Independent Living accommodation. In some cases, the building will need to be re-modelled to enable the type of care required.
34. In the past two financial years we secured 30 units of Supported Independent Living that were previously residential care. We plan to secure an additional circa 60 units with external providers in the remainder of this fiscal year, subject to the Care Quality Commission (CQC) process.

iii. **New Supported Independent Living developments from the independent sector**

35. We continue to encourage the provider market to develop new Supported Independent Living developments in Surrey. In the past two financial years independent providers have developed 71 units of Supported Independent Living. Independent providers plan to deliver an additional circa 30 units of Supported Independent Living.
36. The total new provision, including deregistration and new accommodation, secured from the independent provider sector in the past two financial years is 101 units. Total new provision planned to be delivered in the remainder of this financial year is circa 115 units.

iv. **Supporting Individuals into their new accommodation and helping them to live independently**

37. When the strategy was approved by Cabinet in July 2019 there were 1,075 people with a learning disability and/or autism living in residential care. The implementation of this transformation agenda has already reduced this number by 13%. This has been delivered during a global pandemic where movement has been restricted, which has impacted the Council's ability to support residents to move to new accommodation.
38. We have received positive feedback from social workers that the individuals are enjoying living in their new accommodation and many individuals have told us

how it enables them to live more independently. Some of the positive outcomes that individuals have achieved are presented in anonymous case studies in Annex 11.

### **Supported Independent Living Mental Health**

39. A significant milestone for the Accommodation with Care and Support Strategy occurred in November 2021 when supporting people with mental health needs was formally included within the Strategy.

#### **i. New Supported Independent Living at the Sunbury Hub**

40. In July 2022 Cabinet approved the development of our first units of Supported Independent Living for people with mental health needs. The future Sunbury Hub in Spelthorne will include six units for people with mental health needs (with a further six units for individuals with learning disabilities and/or autism).

41. This a positive step forward for the Accommodation with Care and Support Strategy and demonstrates the Council's commitment to provide modern, high-quality accommodation for the residents it supports.

#### **ii. Housing Related Support Review and contract extensions**

42. We completed a review of the Housing Related Support (HRS) contracts in Autumn 2021. HRS services help socially excluded groups of people within Surrey such as people who experience homelessness to:

- a. obtain benefits and manage their money.
- b. improve safety, health, and wellbeing.
- c. help avoid social isolation.
- d. access mainstream services.
- e. manage everyday tasks.
- f. develop new skills and move into employment.

43. There are 21 HRS contracts with 14 providers.

44. During the review we conducted extensive engagement, which included meeting with people with lived experience, providers, and district and borough council housing teams. Through this process we identified some concerns and one of these focussed on the short-term nature of the existing one year rolling contracts.

45. In March 2022 Committees in Common approved the extension of all HRS contracts commissioned by the ASC to three years, plus one, plus one. The contract extension gives providers the security and stability they require to invest in services, make long term plans and work with ASC to re-shape existing services and develop new services to meet emerging needs.

46. Additional Contain Outbreak Management Funding (COMF) was secured for the HRS providers. The approved projects include: virtual reality cognitive behaviour therapy for people suffering with social anxiety; additional trauma informed training and additional staffing to manage more complex people.

iii. **Strengthening the Supported Independent Living market for people with mental health needs**

47. We continue to work closely with the Supported Independent Living provider market to develop new provision to meet the gaps in the market. New providers include Seacole who specialise in supporting people with a forensic background; Brookhaven who support people with both a learning disability and/or autism and a mental health need; Applenet who support complex people with a learning disability and/or autism, forensic background, and a mental health issue.

48. There are 18 providers on Mental Health Supported Independent Living Dynamic Purchasing System contracts, and we continue to receive interest from new providers, including those that can offer self-contained flats, which is the largest gap in the market.

iv. **Including mental health needs in eligibility criteria for Extra Care Housing**

43. In the development of our nomination agreements for Extra Care Housing we have ensured that mental health needs are included in the eligibility criteria. This means that older residents in Surrey with mental health needs will be able to benefit from the opportunity to have their own place to call home in our new Extra Care Housing.

<b>Key future milestones</b>
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**Identifying further sites for Extra Care Housing and Supported Independent Living**

44. It is essential that we identify additional Surrey owned sites that can be developed for Extra Care Housing and Supported Independent Living to deliver the ambitions set out in the Accommodation with Care and Support Strategy. ASC and Land and Property are continuing a strategic review of the Council's existing assets to assess their suitability for specialist accommodation. An identified pipeline of sites for the delivery of Extra Care Housing and Supported Independent Living has been established, which subject to detailed suitability assessments will ensure that the target number of units can be achieved.

45. We are in a preliminary phase of assessment and have identified sites that offer potential to be developed for specialist accommodation. It is essential that these sites are well located and have suitable topography for the future residents. Our Land and Property Service will complete site feasibility assessments to ensure that they are viable for development.
46. Due to commercial and site sensitivities we are not able to publish the location of these sites in this report. Once the feasibility assessments have been completed, business cases will be presented to Cabinet seeking approval for the sites to be developed for Extra Care Housing or Supported Independent Living. We plan to present the business cases to Cabinet in the Winter of 2022/23 for Supported Independent Living and in quarter 2 of 2023 for Extra Care Housing.
47. Additional resources are being secured to accelerate the next phases of the programme, which will ensure that the overall programme can be achieved. It should be noted that existing market risks do remain in relation to construction cost inflation and procurement processes. However, mitigating measures have been taken to ensure these risks are considered and appropriate contingency is allocated at the outset to cover should they occur.

### **Support and Care Commissioning Strategy for Extra Care Housing**

48. We will be developing the Surrey wide Support and Care Commissioning Strategy for Extra Care Housing. This is to ensure that once the schemes are operational, we will have excellent care arrangements in place that will enable individuals in the Extra Care Housing settings to live active and fulfilling lives and maintain their independence. We will work closely with our operational colleagues to ensure the care commissioned will lead to improved outcomes and tackle health inequalities.

### **Implementing the Supported Independent Living for individuals with learning disabilities Approved Provider List**

49. We are in the process of creating an Approved Provider List for Supported Independent Living services for individuals with learning disabilities and/or autism. The Approved Provider List will be a list of providers that have been quality assessed and approved by ASC Commissioning.
50. The initial tender period to be added to the Approved Provider List concluded on 29 July 2022. During Q1 2023 the new contracts for Supported Independent Living services will commence and all new placements for individuals with learning disabilities and/or autism will be sourced from the new Approved Provider List. The Approved Provider List will be opened periodically to ensure that additional providers can join the list.

## **Mental Health Move to Independence Service appraisal**

51. At the end of June 2022, we hosted a workshop to explore how the mental health Move to Independence Service could support the delivery of the Accommodation with Care and Support Strategy. The Move to Independence Service provides Support to Recover in 27 units of accommodation across Surrey. It is a recovery focused service that aims to support individuals to move on within two years. The service also continues to provide support for individuals once they have moved on for a limited time.
52. The outcome of the workshop was to explore how the service could be expanded to meet growing need and pilot new ways of working. The new ways of working would focus on developing specialist services to support more complex people with a forensic background, substance misuse issues and autism spectrum disorders.

### **Challenges and risks**

#### **Acknowledging the complexity and scale of delivering the Accommodation with Care and Support Strategy**

53. It is important to acknowledge that this is a highly complex, ambitious, and large-scale capital Strategy that will transform accommodation-based services for our residents. Capital programmes of this nature require long term commitment, strong partnership working (both between public sector agencies and with the independent sector) and a patient but driven approach to delivery.
54. For Extra Care Housing we anticipate that the timeline from the point of publishing the tender until the doors open to be in the region of three and a half years. For Supported Independent Living this timeline is shorter and in the region of two years. We should expect challenges on the journey to delivery, such as planning issues, construction delays and unforeseen circumstances. To deliver 725 units of affordable Extra Care Housing we should anticipate this taking us up to at least 2030.
55. The Council is taking all necessary mitigating actions to limit and minimise the challenges to the delivery of this Strategy. In the past two years, we have developed a highly skilled and capable programme team. We also have the necessary contracts in place to deliver all aspects of the capital strategy. We have recruited an Extra Care Housing Programme Director who will provide technical property expertise and will ensure the future accommodation is delivered to the high standard and quality we require for our residents.
56. This new and dedicated role will focus on providing leadership across the Extra Care Housing Programme. They will work closely with senior officers in ASC,

Land and Property and the Council's other corporate functions to ensure the necessary capability is in place to deliver the Strategy.

57. We are identifying opportunities to reduce the delivery risks of our Extra Care Housing and are seeking 'Outline Planning Consent' on the five sites currently out to tender. In our market engagement event prior to publishing the tender this was welcomed by prospective bidders. This approach gives confidence to the market that the future sites are deliverable and limits risk in the planning process.

### **Care Quality Commission requirements for Supported Independent Living for people with a learning disability and/or autism**

58. Senior officers from ASC have hosted informal conversations with CQC officers regarding Supported Independent Living in Surrey. CQC have indicated that size and scale of future schemes will be subject to a great level of scrutiny in line with the regulatory guidance set out in 'Right Support, Right Care, Right Culture'. CQC requirements will need to be met by Supported Independent Living developed by the Council and the independent provider sector.
59. ASC Commissioners will maintain contact with CQC throughout the planning and development phases to ensure our programme plans align with regulatory and best practice guidelines. This means that our programme plans, and delivery models will need to be flexible and dynamic and may need to change over the course of the five-year programme. This will mitigate against any future challenges and provide assurance to users, carers, and providers.

<b>Conclusions:</b>
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60. The ASC Accommodation with Care and Support Strategy has made good progress to develop additional affordable specialist accommodation capacity in Surrey. We will build on this momentum to ensure Surrey's residents are given the opportunity to live in accommodation that supports them to have independent, active, and fulfilling lives.
61. The Programme Team continues to implement approaches and identify resource that will accelerate the pace of delivery of the Accommodation with Care and Support Strategy. However, it should be noted that existing market risks do remain in relation to construction cost inflation and procurement processes.

<b>Recommendations:</b>
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62. Members of the Adults & Health Select Committee are invited to note the update and to raise any challenges they feel appropriate.

<b>Next steps:</b>
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63. Below are the next key milestones for the Accommodation with Care and Support Strategy:

- iv. In Spring 2023 we will commence the construction of the first Supported Independent Living accommodation.
- v. During the first quarter of 2023 Pond Meadow Ltd will commence the construction of the Extra Care Housing at Pond Meadow Guildford.
- vi. At the start of 2023 we will commence the contracts for Supported Independent Living for individuals with learning disabilities and/or autism through the new Approved Provider List.
- vii. In Winter 2022/3 Cabinet will agree further sites for Supported Independent Living and Extra Care Housing.
- viii. In Summer 2023 we will commence the contract for delivering Extra Care Housing at five sites in Surrey.

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### **Report contact**

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### **Contact details**

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### **Annexes**

Annex 1 – Accommodation Options for Older People

Annex 2 – The key principles of Extra Care Housing

Annex 3 – The key principles of Supported Independent Living

Annex 4 – Accommodation options for individuals with learning disabilities

Annex 5 – Accommodation options for individuals with mental health needs

Annex 6 – Extra Care Housing Delivery Programme Timeline

Annex 7 – Feedback from people with lived experience and other key stakeholders

Annex 8 – Analysis of local community engagement

Annex 9 – Supported Independent Living Delivery Programme

Annex 10 – Supported Independent Living Layouts and Elevations

## Annex 11 – Supported Independent Living Anonymous Case Studies

### Sources/background papers

Accommodation with Care and Support Strategy Cabinet Report July 2019  
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NHS England – Five Year Forward View - <https://www.england.nhs.uk/five-year-forward-view/>

Public Health England – Mental Health: environmental factors -  
<https://www.gov.uk/government/publications/better-mental-health-jsna-toolkit/2-understanding-place>