

SURREY COUNTY COUNCIL**CABINET**

DATE: 24 NOVEMBER 2020

REPORT OF: MRS SINEAD MOONEY, CABINET MEMBER FOR ADULTS AND PUBLIC HEALTH
MR MEL FEW, CABINET MEMBER FOR RESOURCES

LEAD OFFICER: SIMON WHITE, EXECUTIVE DIRECTOR FOR ADULT SOCIAL CARE
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SUBJECT: TRANSFORMATION OF ACCOMMODATION BASED CARE AND SUPPORT FOR WORKING AGE ADULTS: DELIVERING SUPPORTED INDEPENDENT LIVING OPTIONS

ORGANISATION STRATEGY PRIORITY AREA: Empowering Communities

SUMMARY OF ISSUE:

A paper was brought to Cabinet in July 2019 setting out Adult Social Care's (ASC) Accommodation with Care and Support Strategy for Extra Care Housing for older people and supported independent living schemes for adults with a learning disability and/or autism¹.

Surrey County Council (SCC) has a strategic aim to Empower its Communities by increasing the number of working age adults with support needs living in supported independent living settings and reduce its reliance on traditional residential care provision. The Council will commission a greater number of a variety of supported independent living housing options so that appropriate housing is available to meet a range of needs where individuals have increased choice and control over the support they receive.

To achieve this aim, supported independent living accommodation will be delivered through a variety of mechanisms through SCC identified sites, through independent sector provision (both new and reprovisioned accommodation) and through partnership working with the district and borough councils.

RECOMMENDATIONS:

It is recommended that Cabinet:

1. Approve the approach to delivering the published strategic aim of increasing the proportion of working age adults with support needs living in supported independent living settings.

¹<https://mycouncil.surreycc.gov.uk/documents/s57815/16.%20Accommodation%20with%20Care%20support%20Cabinet%20report%20July%202019.pdf>

2. Give in principle approval for the sites disclosed in Part 2 of this paper to be used to deliver new supported independent living accommodation. Business cases will be presented to Cabinet to confirm final approval for the development of these sites for independent living.

REASON FOR RECOMMENDATIONS:

3. The Council has published its strategic aim to reduce 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.
4. The Community Vision for Surrey 2030 states “*By 2030, Surrey will be a uniquely special place where everyone has a great start to life, people live healthy and fulfilling lives, are enabled to achieve their full potential and contribute to their community, and no one is left behind.*” One of the underpinning principles is that “*Everyone has a place they can call home, with appropriate housing for all*”. The development of supported independent living accommodation is central to this Vision being realised for working age adults in Surrey who are eligible for ASC. The provision of this accommodation alongside the commissioning of appropriate care and support will enable people to live as independently as possible and deliver positive outcomes to individuals and their families/carers.
5. The transformation of Surrey’s approach to providing accommodation with care and support is expected to generate significant efficiencies. Based on financial modelling to date £4.4m of efficiencies have been included in the 2021-26 MTFs, with the potential for greater efficiencies through completing all of the transfers to independent living planned.
6. Partnership with District and Borough Councils offers benefits to all parties. Some D&Bs have indicated that they might be able to help SCC secure housing options that are well placed, in locations that offer community inclusion and employment opportunities. They have also indicated that they are keen to release properties that are not well matched to their own client base but could be appropriate for ASC clients. This would be in exchange for other properties which are more appropriate to their client base.
7. Review of SCC’s current estate portfolio will allow us to re-use or optimise existing freehold assets, as well as the opportunity to co-locate with other Council services.

DETAILS:

Background: Principles of supported independent living

8. Access to appropriate housing for people with a learning disability and/or autism has long been identified as an issue. Valuing People, published by the Department of Health in 2001², noted that one of the key challenges for people with a learning disability and/or autism seeking to live as independently as possible is the limited housing options available and their lack of choice and control in regard to where they live and with whom.
9. This was highlighted again in the ‘Valuing People Now’ strategy published in 2009³ and this strategy and its associated Housing Delivery Plan placed a clear expectation

² <https://www.gov.uk/government/publications/valuing-people-a-new-strategy-for-learning-disability-for-the-21st-century>

³ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/215891/dh_122387.pdf

on local authorities that the number of people with a learning disability and/or autism living in residential care should reduce and a consequent increase in alternative housing options should be developed.

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. Some housing options are entirely self-contained, some offer shared living arrangements, and some are self-contained within clusters or schemes supporting up to six people. The diverse forms that the model takes facilitates personalised care, reflecting the level of need that individuals have. An overview of the key principles for supported independent living can be found in Annex 1.
11. A key aim of ASC's transformation programme is to shift away from institutionalised models of care, with a specific focus on expanding supported independent living care provision, re-settling individuals from residential care into various forms of supported independent living.
12. Much of the current ASC spend is on institutional forms of care such as residential and nursing care and Surrey performs within the lowest quartile nationally in relation to people with Learning Disabilities living in settled accommodation in their own home⁴. This reliance on residential and nursing care, which undermines individuals' choice and control and leads for many to high cost over provision, needs to be addressed going forward in order to ensure a sustainable and resilient budget that operates within available resources and focuses on more efficient and person-centred forms of care within the community.
13. To this aim, ASC's Accommodation with Care and Support Strategy, which was presented to Cabinet in July 2019, set out the ambition to reduce 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.

Delivery approaches overview

14. A needs analysis has been undertaken by Adult Social Care that highlights the highest areas of need for supported independent living accommodation⁵. The document is dynamic and will be updated on a regular basis. Alongside the needs analysis the commissioning process will need to consider the characteristics of areas within Surrey, the appropriateness for development of supported independent living given transport links, social inclusion (including employment) and the ongoing challenges in relation to the recruitment and retention of care and support staff. The impact of the availability of land and property will also need to be explored.
15. There are restrictions and best practice guidelines that must be adhered to in relation to the development of supported independent living accommodation. These are set out within the Care Quality Commission (CQC) guidance 'Registering the right support' and the NHS England plan 'Building the right support'. Critical to these guidelines is the requirement to ensure that such accommodation developments are small scale and domestic in nature and do not take on the look or feel of a campus.

Delivering supported independent living accommodation

16. It is estimated that over 500 new accommodation units will be required to enable individuals to move from residential care to supported independent living. In addition

⁴ Adults and Health Select Committee Report on learning disabilities and/or autism July 2020 <https://mycouncil.surreycc.gov.uk/ieListDocuments.aspx?CId=790&MId=7284&Ver=4>

⁵ Drawn from the data available from LAS records.

to this, suitable accommodation options are required for young people who are transitioning to Adult Social Care. It is estimated that this will increase the numbers of units required to circa 850 over the five years of the programme.

17. The development of supported independent living is overseen by a sub-group of the Accommodation with Care and Support Programme Board, the Working Age Adults Commissioning Solutions Sub-Group. This is chaired by the Assistant Director Learning Disabilities, Autism & Transition, and scrutinises progress made within a number of workstreams.
- i. Deregistration of existing residential provision: several current providers have confirmed their interest in exploring the viability of re-purposing current stock – registered care homes - to create instead supported independent living accommodation. In most cases the buildings will need to be re-modelled to enable the different model of care required and in some cases the location might not be deemed to be suitable. However, it is estimated that this could yield up to 18% of the stock needed and given the scale of the programme required – over 500 new accommodation units within next 5 years – this workstream has an important role to play.
 - ii. Existing supported living capacity in Surrey: It is estimated that 18% of the stock required might be provided by bringing into use existing stock and through the development of new provision by the independent sector. A protocol has been developed to ensure that the practitioners are notified of ‘voids’ in a timely fashion. In some instances, practitioners will suggest that specific voids no longer offer appropriate accommodation for the cohort that are now open to the Central LD and Autism Team. A proportion of the capacity will be secured through the Shared Lives scheme.
 - iii. Redevelopment of SCC sites and/or acquisitions: 22% of the additional capacity needed is being sought from developments on sites that the Council currently own or will acquire to ensure delivery of the programme. The Council is undertaking a strategic review of its existing estate portfolio to identify opportunities for the development of supported independent living accommodation. This workstream is considered in more depth below.
 - iv. Market development: As outlined above, much of current provision is in registered care homes. A commissioning framework is being developed that will encourage providers already operating in Surrey to re-model their accommodation offer to provide an increased amount of supported independent living accommodation and will encourage providers not currently active in Surrey to enter the market and offer new accommodation. This will support workstream i and it can be expected to provide 24% of the new capacity needed.
 - v. Partnership with District and Borough Councils: It is estimated that 18% of the stock required might be provided by working in partnership with Districts and Boroughs. Further work to explore the potential delivery opportunities are underway with local officers. These include opportunity around high void units, old stock that requires refurbishment and previous sheltered housing accommodation that may become surplus due to the Extra Care workstream.
18. The contribution that each of the workstreams is anticipated to make to the overall programme is summarised in the table below.

Table one: Overview for delivery of 500 Supported Independent Living Units

Delivery Method	Delivered by	%
De-Register Existing Stock	Market	18%
Utilize existing stock	Market / SCC	18%
SCC Land and Property Estate	SCC	22%

Market development	Market	24%
Partnership with D&Bs	SCC / District and Boroughs	18%

SCC strategic review of estate portfolio

19. It has been estimated that 22% of the stock required is needed from sites that either the Council currently own or may acquire. The Council's high-level criteria for supported independent living (Annex 2) outlines the maximum site capacity for supported independent living developments.
20. The maximum supported independent living units per site is 25 units split over multiple blocks of accommodation, where site size allows. This is to ensure that any development reflects the best practice guidelines by CQC in their publications 'Registering the Right Support' and 'by NHS England in their publication 'Building the right support'. The Council is particularly mindful of the need to avoid developing large scale, campus like accommodation.
21. Given that the Council need to balance the requirements to adhere to small scale development for this cohort of people with securing best value for each site, alignment with other service needs and/or commercial opportunities will be reviewed on a site-by-site basis.
22. The types of capacity needed requires further refinement before proposals can be fully developed. As outlined above, ASC's needs analysis and the agreed Asset and Place Strategy 2019 will inform the development of any proposals.

CONSULTATION:

23. The Supported Independent Living Programme has been discussed with users, their carers, providers and practitioners. It has been well received with the cautionary note from a small number of users and carers that clients must continue to have access to the support and care they need. This concern is to be expected and can only be fully allayed once clients have successfully established themselves in their new home with a refreshed support package that provides greater choice and control. Engagement with clients and the families is helping to mitigate this and will continue throughout the Programme.
24. Senior officers from SCC's Property Services Team meet regularly with Senior Housing Officers from the D&Bs and have discussed the Supported Independent Living Programme. There have also been targeted discussions with the host D&Bs of each of the three sites involving Senior officers from SCC's Property Services Team and Senior Officers from ASC. These discussions have been positive and continue to shape the proposals as they develop. In advance of publishing this report a briefing note has been circulated to senior planning and housing officers in the district and borough councils. Briefing meetings will be arranged with the relevant district and borough ward councillors and senior officers.
25. Senior Officers from ASC have had informal conversations with CQC officers regarding the Programme and the approach taken to its delivery. Positive feedback was given, and regular contact will be maintained. This will mitigate against any future challenges and provide assurance to users, carers and providers.

RISK MANAGEMENT AND IMPLICATIONS:

Reputational

26. The transformation of SCC's care model, offering an appropriate mix of residential care and supported independent living is in line with best practice as outlined in paragraph 12. It can be expected therefore to enhance the Council's reputation.

Financial

27. Transfers of people currently placed in residential care homes to supported independent living settings may not generate the level of efficiencies that has currently been modelled. This could be the case due to the level of support that people require following the transfer to their new setting, this risk will be mitigated by the programme team carefully planning transfers and working with individuals and their representatives to ensure the new care setting are appropriate to meet people's needs.
28. An increase in design and build costs could have a negative impact on the financial model. It is proposed that the financial model is reviewed at set checkpoints in the delivery lifecycle, these being prior to planning submission, post build tenders and prior to first occupations.
29. A housing management provider will be sourced once the buildings are built. It will be their responsibility to ensure that rental allowances are claimed from the local strategic housing authority and take responsibility for maintenance and repairs. Different providers might be sourced for the different sites.
30. The ability of the Council to invest capital resources in the development of new supported independent living care settings will depend on how the financial position of the Council changes over the medium term. Financial viability benchmarks and drawdown of capital pipeline funding will be reviewed on a yearly basis by those with delegated authority.

Service delivery

31. There is a risk that sites cannot be identified or will not become available within the programme term. If a full review of both operational assets and non-operational assets does not identify any suitable sites for supported independent living, then acquisition of new sites will be reviewed and undertaken to ensure the transformation of SCC's model of care can be delivered.
32. The provision of care and support at any of the SCC developed supported independent living sites will be subject to either open procurement or a call off from an established framework. The procurement process will explicitly state key performance indicators that will facilitate the Council to secure high quality provision.
33. The relevant governance route for such a procurement will be followed including presenting a recommendation to the Surrey Wide Commissioning Committees in Common as appropriate.

FINANCIAL AND VALUE FOR MONEY IMPLICATIONS

34. As set out earlier in the paper it is estimated that over 500 new units of supported independent living accommodation for people with disabilities will be required over the next five years. It is expected that most people that move into these units will do so from existing residential care placements that SCC is already funding. Financial modelling indicates that on average circa 21% of the net care package expenditure on an individual currently living in residential care home could be saved by a move to supported independent living. This incorporates both the initial saving at the point of

transfer that largely relates to accommodation costs and the potential for further care savings once the individuals settle into their new residence. It is important to note that cost changes will vary considerably from person to person based on each individual's personal circumstances. In some case costs could reduce by considerably more than 21% whereas in some cases costs of care could even increase due to the nature of support required to meet a person's needs, at least initially, following a move to a supported independent living setting.

35. ASC have initially identified over 420 people with a Learning Disability or Autism currently living in a residential care home who it is believed may benefit from a move to supported independent living. The Council currently spends £34.4m on the care and support for these people in residential care (incorporating contributions individuals have been financially assessed to pay towards their care). Applying the 21% average cost saving estimate, this would equate to annual efficiencies of £7.3m once all moves have been completed. At present £4.4m of efficiencies are proposed over the course of the 2021-26 Medium Term Financial Strategy (MTFS) representing the cost savings estimated for people whose level of need is considered likely to make a move to supported independent living most appropriate and effective.
36. In addition to the estimated cost reduction efficiencies, the expansion of supported independent living settings in Surrey should also avoid additional costs that would otherwise be incurred for young people who transition from children's and education services to Adult Social Care services. This is because availability of supported independent living settings can avoid more expensive residential care placements, and at the same time encourage social inclusion and make best use of community assets to reduce costs of care in the community through maximising people's independence.
37. A "move on" team has been created within ASC's Learning Disability and Autism service to ensure there are dedicated resources to effectively support individuals and their families through the process of moving from residential care homes to supported independent living settings. Investment from the Council's Transformation Fund has been approved to recruit social workers to this team.
38. As set out above, the delivery of the required number of new units will require a mixed approach. The majority of new units will be delivered by the market and through partnerships with District and Borough housing authorities. In addition, it is expected that SCC owned sites will be used to develop a proportion of the new units (currently estimated at around 100 of the 500 new units planned).
39. Where SCC sites are planned to be used for supported independent living, it is proposed that SCC will fund the development costs and SCC's Land & Property service will manage the delivery of the schemes. Control over the design and build will ensure that the design principles include the Council's 'Green agenda' as well as using a range of renewable energy options to help reduce future utilities costs. The application of a sound design methodology will result in lower future building maintenance costs. SCC's funding and management of the construction of supported independent living will also enable SCC to align this with the development of private housing on some sites.
40. The requirement for and use of SCC capital will continue to be reviewed as the programme progresses. Where it is proposed a SCC owned site is used for new supported independent living developments, a business case will be constructed to demonstrate that the care package efficiencies anticipated to be derived from the new settings will deliver a clear return on investment. All business cases will be considered by SCC's Capital Programme Panel, and subject to their endorsement will be put forward for formal approval by Cabinet. Capital funding as required for

each scheme where Cabinet approves the business case will then be added to the Capital programme.

41. An initial review of SCC's asset portfolio has identified 4 sites that are suitable for development for supported independent living in terms of their size and location. These sites are expected to deliver circa 85 supported independent living units. Details of these sites are set out in the Part 2 paper of this report due to their commercial sensitivity.

SECTION 151 OFFICER COMMENTARY

42. Although significant progress has been made over the last twelve months to improve the Council's financial position, the medium-term financial outlook is uncertain. The public health crisis has resulted in increased costs which may not be fully funded in the current year. With uncertainty about the ongoing impact of this and no clarity on the extent to which both central and local funding sources might be affected from next year onward, our working assumption is that financial resources will continue to be constrained, as they have been for the majority of the past decade. This places an onus on the Council to continue to consider issues of financial sustainability as a priority in order to ensure stable provision of services in the medium term.
43. In this context, the Section 151 Officer recognises the importance of the development of supported independent living accommodation for people with a Learning Disability or Autism to both maximise people's independence and wellbeing while at the same reducing and/or mitigating the cost of care funded by the Council. The care package efficiencies expected to be generated from the programme will be built into the Medium-Term Financial Strategy along with any capital investment approved for developments on SCC sites and the revenue implications of borrowing.
44. A clear business case approved by Cabinet that demonstrates SCC is making effective use of the land and a strong return on investment will be required before any supported independent living developments on SCC owned sites requiring capital investment can proceed.

LEGAL IMPLICATIONS – MONITORING OFFICER

45. The Council, subject to Cabinet approval, intends to deliver supported independent living accommodation through a variety of mechanisms including the use of Council identified sites, independent sector provision and working in partnership with district and borough councils. The Council is empowered under legislation to acquire, dispose of, develop and redevelop land which will facilitate delivery.
46. At this stage, four Council sites have been proposed for supported independent living accommodation, which are set out in the Part 2 paper. The Council as the owner of each site may dispose of or (re)develop the land. If proposals include a disposal (which would include a lease) of any of the land, the Council will need to show that it has obtained best value. This is a legal requirement under Section 123 of the Local Government Act 1972. To show best value, the Council may need to show that it has taken specialist (external) advice confirming that the disposal represented best value. Under Section 123(2) of the Local Government Act 1972 the Secretary of State's consent would be required before the Council could dispose of land at less than best value.
47. As site specific details including the route of delivery become available, it will be necessary to consider the applicable legislation and regulations for each site and any (further) consultations that may be required.

EQUALITIES AND DIVERSITY

48. An initial Equality Impact Assessment (EIA) is included as Annex 3. This considers the particular implications of the Supported Independent Living Programme of the Accommodation with Care and Support Strategy for people with one or more protected characteristics.
49. Positive impacts identified at this stage centre on:
- Residents' improved experience and outcomes
 - More people remaining independent within their own homes for longer
 - Accommodation that is fit for purpose
 - Accommodation that is fit for the future
 - Increased choice and control for individuals (and their carers/families).
50. There is further work to explore whether provision is sufficient for clients who require family sized accommodation.

OTHER IMPLICATIONS:

51. The potential implications for the following council priorities and policy areas have been considered. Where the impact is potentially significant a summary of the issues is set out in detail below:

Area assessed:	Direct Implications:
Corporate Parenting/Looked After Children	No significant implications arising from this report
Safeguarding responsibilities for vulnerable children and adults	Set out below.
Environmental sustainability	Set out below.
Public Health	Set out below.

SAFEGUARDING RESPONSIBILITIES FOR VULNERABLE CHILDREN AND ADULTS IMPLICATIONS

52. Improving the accommodation options available for people with care and support needs can be expected to have a positive impact, ensuring that vulnerable adults can live within safe, secure environments with appropriate care and support services designed around their needs and aspirations.
53. The effective management of Safeguarding and the requirements for reporting incidents will be specified in the contract with care providers.

ENVIRONMENTAL SUSTAINABILITY IMPLICATIONS

54. Supported independent living arrangements maximise on the value of accommodation being in close proximity to community facilities including public transport.
55. The Council will comply with best practice and any locally/nationally approved planning requirements.

PUBLIC HEALTH IMPLICATIONS

56. Supported independent living can positively impact on public health outcomes, including:

- increased wellbeing and reduced isolation and/or loneliness through social inclusion, active participation in community life and engagement in learning opportunities / pathways to employment⁶;
- improved health outcomes resulting from improved contact with community health services.
- improved wellbeing resulting increased independent living skills, e.g., financial management, exercising choice and control.

WHAT HAPPENS NEXT:

57. If Cabinet approve the recommendations in this paper, next steps will be:

- i. To continue, through the workstreams described above, to deliver Supported Independent Living accommodation and support individuals, as appropriate, to transfer smoothly into them from residential care.
- ii. Ongoing refinement of ASC's needs analysis will be undertaken to verify the proportions of the types of accommodation required from new capacity
- iii. ASC's financial modelling will be refined, and actual savings will be tracked throughout the lifecycle of the programme.
- iv. Property Services will continue to review the suitability of all the sites owned by the Council for development of supported independent living accommodation as part of the Council's Asset and Place Strategy.
- v. All proposals for the development of supported independent living accommodation will be considered against Property's financial model and if considered viable taken to Capital Programme Panel and Cabinet for approval

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Annexes

Annex 1 – The key principles of Supported Independent Living

Annex 2 – Site criteria for Supported Independent Living

Annex 3 – The Supported Independent Living Strategy Equality Impact Assessment
Part 2 Report

Sources/background papers

Adult Social Care Accommodation with Care and Support Strategy for Extra Care Housing for Older People and Independent Living Schemes for adults with a learning disability and/or autism <https://mycouncil.surreycc.gov.uk/ieListDocuments.aspx?CId=120&MId=6328&Ver=4>

⁶ <https://www.mind.org.uk/media-a/5740/five-ways-to-wellbeing.pdf>