



ADULTS AND COMMUNITIES OVERVIEW AND SCRUTINY COMMITTEE
6 SEPTEMBER 2016

DRAFT LEICESTERSHIRE ADULT SOCIAL CARE ACCOMMODATION
STRATEGY FOR OLDER PEOPLE 2016-2026

REPORT OF THE DIRECTOR OF ADULTS AND COMMUNITIES

Purpose of Report

1. The purpose of this report is to invite members of the Committee to comment on the consultation on the draft Adult Social Care Accommodation Strategy for Older People and to present the annual review of progress in relation to extra care housing in the County.
2. The key aims of this high level Strategy are to help people to live in their own home for as long as possible and provide specialist accommodation for those who can no longer manage living in general purpose accommodation, with a view to continuing to maximise people's independence and wellbeing.
3. The Strategy also considers the direction of travel in relation to extra care housing development in Leicestershire.

Policy Framework and Previous Decisions

4. The Care Act 2014 recognises the importance of accommodation in promoting an individual's wellbeing. It provides guidance on the care and support planning responsibilities in determining what type of accommodation will best suit a person's needs and the procedures where a local authority is responsible for meeting a person's care and support needs.
5. On 15 July 2014, the Cabinet authorised a capital contribution of up to £1.56 million towards the cost of the Derby Road, Loughborough extra care scheme, funded from £1.3 million from the capital receipt from the sale of the Council's nine Elderly Person's Homes and including £260,000 of the County Council's New Homes Bonus for 2014/2015. The scheme is now in the build phase.
6. In March 2015, it was identified that the Leicestershire Extra Care Housing Strategy 2010-2015 needed to be refreshed over the forthcoming year.
7. On the 17 June 2016, the Cabinet agreed the consultation on the draft Adult Social Care Accommodation Strategy for Older People and also noted the actions to be undertaken arising from the Extra Care Annual Review as highlighted in paragraph 15 (i) – (vi).

Background

8. As highlighted in Leicestershire's Joint Strategic Needs Assessment (JSNA), the older population is significantly growing in numbers and life expectancy. Creating a proactive approach, that is supported by the wider public and integrated with a range of partners, is therefore required to ensure positive outcomes for older people and to ensure delivery of the Council's Medium Term Financial Strategy (MTFS). The draft Accommodation Strategy for Older People sets out how the Council will work to achieve this through the development of preventative interventions and raising awareness about maintaining independence and planning for the future, thus helping to ensure that fewer people will require formal care and support in the future.

The Draft Accommodation Strategy for Older People

9. The draft Strategy (Appendix A) focuses on the provision of a preventative approach that maintains independence and reduces the demand for more expensive interventions. It proposes that the Council:
- (i). Takes a more proactive approach to providing advice and information which relates to housing, to enable people to maintain their homes, make changes and plan for their old age;
 - (ii). Works with partners to promote the need for sufficient lifetime homes, bungalows and sheltered/retirement accommodation options distributed around the County to incentivise downsizing and thus prevent demands on health and social care services and unnecessary admissions to extra care or residential care;
 - (iii). Empowers front line social care workers to encourage people to take responsibility for their housing needs in order that they can maintain their health and independence;
 - (iv). Shares and promotes new learning on how the home and housing interventions, including dementia friendly housing and housing adaptations, can deliver health outcomes and improve wellbeing;
 - (v). Supports older people with dementia and mental health problems to live in homes that support their wellbeing and that of carers.
10. By working with individuals and partner agencies to identify those most at risk and providing early intervention to reduce the likelihood of losing independence, the Council will:
- (i). Work to ensure a shared approach, linked to Better Care Together, to aid the integration of housing, health and care;
 - (ii). Explore opportunities with partners to develop a more proactive and innovative approach to develop the private market for adaptations, assistive technology and daily living equipment, including use of trusted assessors and accreditation schemes;

- (iii). Utilise health risk stratification tools to identify people who may most benefit from assistive technology, daily living equipment and adaptations to their accommodation;
 - (iv). Promote greater integration of telecare and telehealth into accommodation provision;
 - (v). Explore evidence and opportunities to develop and extend the Shared Lives Service and Homeshare schemes¹.
11. Wherever possible, the Council will help people to remain at home or as close to home as possible. Through partnerships with Health and other service providers, the Council will work to ensure effective reablement services are available to support people at times of crisis to regain their maximum independence and be more robust to avoided similar situations happening in the future, or be able to manage effectively if it does happen again. To do this, the Council will:
- (i). Review the effectiveness of the Extra Care reablement pilot at Oak Court in Blaby to establish if it is beneficial to utilise more extra care schemes to provide opportunities for reablement, convalescence or respite;
 - (ii). Support the development of residential reablement opportunities;
 - (iii). Ensure that individuals abilities are maximised and informal/community support networks are explored before local authority funded support is considered;
 - (iv). Ensure that all specialist accommodation has dementia friendly facilities (including appropriate training for staff and environmental design features to support people with dementia).
12. Clear guidance and robust allocation protocols need to be in place to ensure extra care schemes are used appropriately and that individuals are being reviewed and packages of care adjusted in a timely way.
13. Some people will still require residential care, but the aim is that it will only be commissioned where it is the most appropriate and cost effective option. Alternative forms of accommodation will be further developed.

Extra Care Strategy Review

14. Alongside the development of the Strategy, a review of progress against the Extra Care Strategy 2010-2015 has been undertaken (attached as Appendix B). This has informed the overarching Accommodation Strategy and highlighted specific actions required in order to further develop and enhance the local extra care offer going forward.

¹ Shared lives is a registered service run by the County Council where people provide long term, short breaks or daytime support in and from their own homes.

Homeshare is an intergenerational scheme which matches an older person with living space with another person, often students, who provides an agreed amount of support in exchange for a low rent level.

15. In line with the proposals set out in the Council's Adult Social Care Strategy ('Promoting Independence, Supporting Communities; Our Vision and Strategy for Adult Social Care 2016') to develop extra care options, the Council will:
- (i). Establish a multi-agency steering group to support the successful implementation of the new extra care provision at Derby Road, Loughborough and share best practice and promote the use of extra care to ensure sufficient local nominations;
 - (ii). Commence a re-procurement process for 24-hour on-site care and support services within extra care schemes to ensure they provide value for money for individuals and the Council and are outcome based;
 - (iii). Ensure schemes are well integrated with health services and able to contribute to achieving specific health outcomes;
 - (iv). Utilise information from the National Strategic Housing Market Analysis, due to be available in the Summer/Autumn 2016 and localised analysis undertaken by district councils to identify the split needed for different types of sheltered/retirement/extra care accommodation;
 - (v). Work with partners to identify potential locations and funding options, including attracting investment from mainstream builders, to provide new appropriate accommodation in areas where required. This will include marketing the Catherine Dalley/Silverdale site in Melton Mowbray as a potential extra care development opportunity. Interested developers will be invited to submit proposals to the Council about how to make best use of the site, and these will be evaluated to determine options for the Cabinet to consider in due course;
 - (vi). Ensure existing assets are being fully utilised to act as 'community hubs' to provide additional support to older people in their community such as opportunities for acting as equipment and wheelchair loan store, site for visiting chiropodist, hairdresser, optician, social and voluntary activities etc, providing assisted bathing/showering facilities, and providing temporary support in times of crisis.
16. Further examination of current extra care schemes will be undertaken during the consultation period to determine future commissioning intentions and will need to be considered on a scheme by scheme basis.

The Local Picture

17. The population of older people in Leicestershire is projected to increase significantly up until 2036. The Leicestershire JSNA predicted that between 2015 and 2030 the number of people aged over 75 years is expected to increase by 39.74% (from 59,900 in 2015 to 99,400 in 2030).

POPPI 2015	projections	2015	2020	2025	2030	% increase from 2015 to 2030
	People aged 65-69	42,400	38,600	41,200	47,900	11.48%
	People aged 70-74	31,700	40,200	36,900	39,600	20.00%

People aged 75-79	24,400	29,000	37,100	34,300	28.86%
People aged 80-84	17,800	20,500	24,800	32,000	44.38%
People aged 85-89	11,100	12,900	15,500	19,100	41.88%
People aged 90 and over	6,600	8,300	10,700	14,000	52.86%
Total population 65 and over	134,000	149,500	166,200	186,900	28.30%
Total population 75 and over	59,900	70,700	88,100	99,400	39.74%

18. Figures from 2011 show that the majority of people over the age of 65 years are living in owner occupied properties:

People aged 65-74	85.04%
People aged 75-84	81.63%
People aged 85 and over	72.11%

19. Projected numbers of people living in Leicestershire over the age of 85 years with dementia is predicted to rise from 4,169 in 2015 to 8,159 in 2030. The number of people over 85 years of age with a limiting long-term illness is predicted to increase from 10,324 in 2015 to 19,894 in 2030.
20. The Adults and Communities Department needs to ensure that, alongside partners, older people are effectively supported to maintain wellbeing and independence in appropriate accommodation settings.

Development of the draft Accommodation Strategy for Older People

21. Although the development of this Strategy will further support implementation of the Council's Adult Social Care Strategy, significant activity across partners is already being undertaken to address the needs of the older population in terms of accommodation. District Housing Services are already working on their strategies to identify demands and gaps in service provision and innovative ways of addressing these issues. The Strategy is intended to clarify further the required contribution of Adult Social Care to strengthen the local offer. It is important that the needs of older people are given due priority and information is shared to ensure a common approach across the County.
22. Early engagement with partners has been sought through existing forums and a stakeholder event held at the beginning of March 2016 which was attended by housing colleagues from the district councils, colleagues from the Clinical Commissioning Groups (CCGs), Leicestershire Partnership NHS Trust, and the voluntary sector.
23. The work has included research into current available evidence and best practice, an appraisal of existing local provision including the current nominations and allocation processes; service provision; an examination of outcomes and the cost effectiveness of schemes and identifies recommendations for next steps.

Proposals/Options

24. The views of customers and stakeholders are necessary to inform the new model of social care delivery and to determine how this can be best achieved through the commissioning of both existing and new services.
25. Although the Council does not directly provide accommodation, it will work alongside partners, particularly across local councils and the NHS, to develop preventative interventions and raise awareness about maintaining independence and planning for the future. This will help ensure that fewer people will require formal care and support in the future.
26. The Annual Review of the Extra Care Strategy identified further work that could be carried out with partners to ensure extra care schemes can demonstrate the outcomes they are delivering and are acting as a real alternative to residential care or people remaining at home at risk and dependent on services coming in to support them.

Consultation

27. A 12 week public consultation exercise commenced on 4 July 2016 and runs to 23 September 2016. The consultation is seeking feedback regarding the proposed approach to develop accommodation strategies to prevent, reduce, delay, and meet need.
28. The consultation survey is accessible online on the Council's website and available as a hard copy on request. Key partners in the housing, voluntary and healthcare sector have been approached to respond to the survey and raise awareness with the wider public and other relevant stakeholders they have contact with to encourage them to give their views.
29. Through the consultation, the Council is aiming to get feedback on how it can best encourage people to prepare for their older age by making their homes accessible, safe, warm and convenient. The Council particularly wants to hear from people over the age of 55 as this is the age group that can best consider the proposals from a personal perspective. Feedback is also being sought from people currently living in specialist accommodation through sending the survey out via the residential care home hub, tenants associations and via social landlords. The survey has been sent to individuals living within the five extra care housing schemes that the Council has contracts with and residents of the schemes and their relatives and friends have been invited to Extra Care Consultation Events within each scheme to explore in more detail what helped people decide to move to extra care housing and their views and experience about living in extra care housing.
30. A focus of the engagement has been with the district councils, housing providers and providers of housing related services, from both the social housing sector and the private sector, to explore if there is an appetite to develop accommodation options for older people as described in the draft Strategy and obtain feedback on perceived opportunities and barriers. The Strategy has been shared with the Housing Services Partnership Group, the District Strategy Officers Group and the District Council Health and Housing Services Member Advisory Group and meetings arranged to discuss in more detail.

31. Comments on the draft Strategy have also been actively sought from Health partners, including Public Health, CCGs, and local Health providers in primary and secondary healthcare. This is likely to extend beyond the initial 12 week consultation period and it is hoped that links through the Better Care Together workstreams will provide ongoing opportunities to raise awareness and facilitate discussion on how accommodation initiatives can support health objectives. A report has been provided to the Health and Wellbeing Board (7 July 2016) who has agreed to support the consultation within their various organisations.
32. The consultation will also actively seek feedback from residential care providers, focusing on what they could offer in the way of innovative solutions for support to older people. The survey has been sent to care home providers via the CCG network group.
33. The outcome of the consultation will help to further shape the Strategy, inform the approach to future service delivery, and guide future commissioning decisions.

Resources Implications

34. Over the period of the MTFs (to March 2020), growth of £41.3 million is required to meet demand and cost pressures across the Council as a whole. The largest element of cost is Adult Social Care (£23.0 million). This is mainly the result of increasing numbers of people with learning disabilities and an ageing population with increasing care needs. This proposed Accommodation Strategy for Older People will help to manage these demand-led cost pressures by reducing and delaying people's need for services.
35. The target saving from extra care within the MTFs is £30,000 in 2016/17 and £95,000 in 2017/18, which relate to the effective development of extra care as a cost effective alternative to residential care.
36. The Director of Corporate Resources and the Director of Law and Governance have been consulted on the content of this report.

Timetable for Decisions

37. A 12 week public consultation commenced on 4 July 2016 and runs until 23 September 2016.
38. The outcome of the consultation and proposed service model will be reported to the Cabinet in November 2016.

Background Papers

- Report to Cabinet: 17 June 2016 – Draft Leicestershire Adult Social Care Accommodation Strategy for Older People 2016-2026 – <http://ow.ly/P08Q30395X8>
- Promoting Independence, Supporting Communities: Our Vision and Strategy for Adult Social Care 2016–2020 http://www.leics.gov.uk/draft_adult_social_care_strategy.pdf

- Leicestershire Extra Care Housing Strategy for Older People 2010-2015
<http://ow.ly/sOoM302X8qj>
- Report to Cabinet Report: 16 March 2015 - Progress On Taking Forward The Development Of The Extra Care Housing Strategy In Leicestershire
<http://ow.ly/NUQy302X8vC>
- The Housing Learning and Information network <http://www.housinglin.org.uk> provides a useful source of background reading and access to most reports referenced in the strategy.

Circulation under the Local Issues Alert Procedure

None.

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Appendices

- Appendix A: Draft Adult Social Care Accommodation Strategy for Older People 2016-2026;
- Appendix B: Draft Extra Care Annual Review 2016;
- Appendix C: Equalities and Human Rights Impact Assessment (Screening).

Relevant Impact Assessments

Equalities and Human Rights Implications

39. The Strategy recognises the composition of the older population is increasingly diverse in terms of interests, ethnicity, marital status, living arrangements, religion, to name but a few. It may become more challenging to provide environments that will meet everyone's preferences, but the Strategy encompasses personalisation principles which require us to consider service user choice when delivering services. For example, the inclusion of multi-faith prayer rooms can be included into shared accommodation to help address people's preferences.
40. The consultation process will be informed by the screening exercise (see Appendix C) and the full Equalities and Human Rights Impact Assessment report will take account of consultation findings. This will be presented alongside the consultation outcomes and final Strategy to assist the Cabinet with the exercise of its Public

Sector Equality Duty under the Equality Act 2010. The Equality Act 2010 imposes a duty on the local authority when making decisions to exercise due regard to the need to eliminate unlawful discrimination, advance equality of opportunity and foster good relations between people who have a protected characteristic and those who do not.

Partnership working and associated issues

41. Engagement with partners including health, housing and voluntary sector organisations in the production and delivery of the Strategy is critical.

Risk Assessment

42. Further work is required following the consultation to understand the probability and impact of risks and mitigations to address these.

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