

**CABINET – 23RD NOVEMBER 2016****LEICESTERSHIRE ADULT SOCIAL CARE ACCOMMODATION
STRATEGY FOR OLDER PEOPLE 2016-2026 – OUTCOME OF
CONSULTATION****REPORT OF THE DIRECTOR OF ADULTS AND COMMUNITIES****PART A****Purpose of the Report**

1. The purpose of this report is to advise the Cabinet of the results of the consultation on the Adult Social Care Accommodation Strategy for Older People 2016-2026 and to seek approval of the Strategy together with the actions proposed in light of the annual review of extra care housing in the County.

Recommendations

2. It is recommended that:
 - a) The results of the consultation on the Adult Social Care Accommodation Strategy for Older People including the comments of the Adults and Communities Overview and Scrutiny Committee be noted;
 - b) The Adult Social Care Accommodation Strategy for Older People 2016-2026 including the associated Outline Delivery Plan report, be approved;
 - c) Action to be undertaken arising from the Extra Care Annual Review 2016 as highlighted in the report at paragraph 21 (b) to (f), be approved;
 - d) The developments regarding both existing and potential future investment in Extra Care Schemes be noted.

Reasons for Recommendations

3. Approval of the Strategy and associated Delivery Plan will provide the Council with agreed priorities in relation to accommodation for older people over the next 10 years. Although adult social care doesn't directly provide accommodation, the Strategy has been developed to fulfil statutory duties relating to the Care Act, meet efficiency targets and provide a basis for planning, partnership working and commissioning, in accordance with the overarching Adult Social Care Strategy to prevent, reduce, delay and meet a person's need for services.

4. The views of customers and stakeholders have informed the development of the Strategy which received high levels of support during the consultation. The outcome of the consultation can be found in Appendix C.
5. The annual Extra Care Strategy Review identified further work that would be necessary to maximise the outcomes being achieved from extra care services and savings that could be realised. The views of residents and stakeholders have been taken into account in developing the proposed model and there is support for the provision of further developments.

Timetable for Decisions (including Scrutiny)

6. The Adults and Communities Overview and Scrutiny Committee considered the draft Accommodation Strategy for Older People and Extra Care Review on 6 September 2016 and a summary of the comments are given in paragraph 33.
7. Implementation of the proposed approach to prevent need, reduce need, delay need and meet need, will take place over the full 10-year period covered by the Strategy. Individual activities, as detailed in the Outline Delivery Plan, will be dependent on further collaboration with partners to develop individual projects or business plans and agreeing relevant governance and reporting arrangements.

Policy Framework and Previous Decisions

8. The Care Act 2014 recognises the importance of accommodation in promoting an individual's wellbeing. It expects housing factors to be part of the assessment, with local authorities taking account of the suitability of a person's living accommodation to meet their long term conditions and need for personal care and support. The Act identifies the requirements and the procedures where a local authority is responsible for meeting a person's care and support needs in relation to accommodation.
9. Cabinet previously agreed to fund £1.95 million for the purpose built extra care scheme at Blaby (Oak Court) that is now fully operational. In July 2014, the Cabinet authorised a capital contribution of up to £1.56million towards the cost of the Derby Road, Loughborough extra care scheme, funded from £1.3million of the capital receipts from the sale of the Council's 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.
10. In June 2016, the Cabinet agreed a direct award of a new care and support contracts for the Gretton Court extra care scheme in Melton Mowbray and extended extra care contracts relating to Connaught House (Loughborough), Birch Court (Glen Parva), St Mary's House (Lutterworth), and Oak Court (Blaby) to ensure continuity for the residents whilst further work be carried out to develop the strategy.
11. The Accommodation Strategy highlights the importance of developing a more integrated approach to delivery and therefore directly supports the implementation of the Lightbulb programme, the council's ambition to work in partnership to deliver service transformation, and recognises the key role communities can play in line with the Leicestershire Community Strategy.

Resources Implications

12. Over the period of the Council's Medium Term Financial Strategy (MTFS) 2016/17–2019/20, growth of £41.3million is required to meet demand and cost pressures across the Council as a whole. The largest element of cost is Adult Social Care (£23.0million). This is mainly the result of increasing numbers of people with learning disabilities and an ageing population with increasing care needs. The Strategy will help to manage these demand-led cost pressures by reducing and delaying people's need for services.
13. The target saving from extra care within the current 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. Any further efficiency that can be delivered through the development of extra care will be explored throughout the implementation of the Strategy.
14. The Director of Corporate Resources and the Director of Law and Governance have been consulted on the content of this report.

Circulation under the Local Issues Alert Procedure

15. None. This report is being circulated to all members of the Council via the Members' News in Brief service.

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PART B

Background

16. 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, 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 MTFS. The Strategy sets out how the Adults and Communities Department will work to achieve this through the development of preventative interventions and raising awareness about maintaining independence and planning for accommodation in later life, helping to ensure that fewer people will require formal care and support in the future.

The Accommodation Strategy for Older People

17. This Strategy aims to guide, co-ordinate and facilitate Adult Social Care's contribution to developing different types of accommodation support for older people. It is not intended to be a 'housing strategy', but given the important role housing plays in an individual's health and wellbeing and therefore on their need for health and social care services, the Strategy recognises the value of working in a with the housing sector, health partners, and the voluntary sector, to develop preventative interventions and raise awareness about maintaining independence and planning for accommodation in later life.
18. The Strategy focuses on providing a preventative approach that maintains independence and reduces the demand for more expensive interventions. The Adults and Communities Department will :
 - take a more proactive approach to providing advice and information which relates to housing, to enable people to take more responsibility for maintaining their homes, make changes and plan for their older age;
 - work alongside the county council's strategic planning team and with local district planning authorities to influence the types of homes delivered to better meet the needs of older people in response to the evidence of need.
19. The Department will work with individuals and partner agencies to identify those most at risk and provide early intervention to maintain independence. This will include working with the Lightbulb¹ Programme in the integration of housing, health and care.
20. Wherever possible, the Department will help people to remain at home or as close to home as possible. Through partnerships with Health and other service providers, the Department will work to provide effective reablement services. These can offer support at times of crisis, and help people to regain independence, ideally preventing similar situations in the future.
21. For those assessed as eligible for funding and needing support that cannot be provided by their family and community, services will be provided in a targeted and innovative way. The vision as set out in the Strategy is to develop extra care options.

¹ Lightbulb is a partnership programme supported by the seven District Councils, health partners and the County Council to bring together a range of practical housing support into a single point of access or referral

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. With this in mind, the Department will:

- a) Explore opportunities to develop the Shared Lives Scheme run by the Council;
- b) Review and further develop the Council's approach to 24 hour on-site care and support provision for extra care to ensure value for money for both individuals and the Council and which can achieve specific health and social care outcomes, and added social value;
- c) Introduce revised eligibility criteria for new applicants to extra care schemes where the Council has nomination rights;
- d) Ensure comprehensive assessments and robust allocation protocols are 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;
- e) Utilise information from the Housing and Economic Development Needs Assessment, and localised analysis being undertaken by some borough and district councils, to identify the need for extra care accommodation in different locations and tenures;
- f) Work with partners to identify potential locations and funding options, including attracting investment from mainstream builders to provide new extra care/retirement 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;
- g) Work with partners to ensure combined property assets are used effectively to develop accommodation for older people.

The Local Picture

22. 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 would increase by 39.74% (from 59,900 in 2015 to 94,400 in 2030).
23. Figures from 2011 show that most 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%

24. There is a need for local data to evidence the need for different types and tenures of accommodation that will meet the forecasted demographic changes and inform future planning and accommodation policies. The Council and partners are gathering data through the Leicester and Leicestershire Housing and Economic Development Needs Analysis (HEDNA)² 2016, currently being prepared. This will help to identify areas of

² HEDNA is the demographic modelling and assessment of housing needs, intended to provide an evidence base to inform the preparation of local plans. It analyses and forecasts employment growth and an assessment of housing market areas and dynamics.

Leicestershire where there are higher numbers of older people and predicted changes in supply and demand for older person's accommodation. Current data available is from the Strategic Housing Market Analysis (SHMA) 2014.

Development of the Accommodation Strategy for Older People

25. 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. 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. This Strategy recognises the value of working in a preventative and integrated way with the housing sector, health partners, and the voluntary sector, to deliver a flexible and co-produced plan that achieves the required outcomes for partners and citizens.
26. The roles and responsibilities for leadership, quantifying the demand for different types of housing, future investment (capital and land transfer) and attracting and agreeing development needs to be determined between the County Council and district councils at a senior level. The local knowledge of district councils is essential, but a county wide approach is needed so that officers can work together to shape facilities. Adult Social Care needs to work closely with policy officers in strategic planning and economic growth departments within the County Council to ensure this Strategy influences planning policies and decisions for the benefit of service users.

Consultation

Process

27. A public consultation exercise on the draft Strategy was held for 12 weeks, from 4 July to 23 September 2016. This aimed to understand the level of support for the Council's proposed approach to develop accommodation strategies to prevent, reduce, delay and meet individual's needs, as outlined in the draft Strategy, and identify areas which may not have been previously considered.
28. The consultation survey was available on the Council's website and as a hard copy on request. A broad audience was targeted and considerable efforts were made to raise awareness of the consultation. The target groups broadly consisted of:
 - Leicestershire residents , especially those over the age of 55 years;
 - Customers/carers with experience of using or accessing Adult Social Care and/or housing related support;
 - Partners/stakeholders, especially agencies working with older people in relation to health, housing and social care;
 - Providers/organisations which could be directly or indirectly affected by the proposed Strategy.

Feedback

29. In total 326 customers, carers, staff, partners and other stakeholders attended 21 face-to-face meetings/workshops and a total of 166 completed questionnaires were submitted.

30. The survey was sent to all individuals living within the five extra care housing schemes with which the Council has contracts. Consultation events within each scheme were also held to explore in more detail what helped people decide to move to extra care housing and their views and experience about living in such housing. The events were attended by residents, relatives and some staff. In total, over 68 residents attended the sessions from across the schemes.
31. Responses to key consultation questions were very positive:
- “To what extent do you agree or disagree with our ideas to improve information about housing support?” - 87% “strongly agreed or tended to agree”.
- “To what extent do you agree or disagree with our ideas for extra care housing support?” - 84% “strongly agreed or tended to agree”.
- “To what extent do you agree or disagree with our ideas for developing accommodation options for older people?” - 84% “strongly agreed or tended to agree”.
32. The key themes from feedback can be summarised as:
- Familiarity with different types of housing related support is variable and more information is needed;
 - A proactive and direct approach should be employed to encourage people to plan for later life, whilst recognising that many people have the capabilities to manage their own decisions;
 - Housing information and support needs to be available to people at times of crisis as sometimes, even if the person has tried to plan for their later life, circumstances can sometimes happen that means the person still needs to make further changes;
 - Loneliness, isolation, transport, maintaining the home and dementia are issues that people feel needed to be addressed;
 - People would like to see stricter planning regulation in terms of the provision of a mix of housing in new developments which includes bungalows.

Overview and Scrutiny

33. In response to questions raised by the Overview and Scrutiny Committee on 6th September 2016, members were advised as follows:-
- (i) Service users would continue to receive residential care if it was the most appropriate accommodation option. The Director emphasised that the draft Strategy reflected the need for a changing landscape of accommodation that was cost effective and catered for a higher demand associated with an increasing older demographic. To that end, expanding the range of alternative accommodation options, such as mixed tenancies and extra care housing was critical;
- (ii) The Disabled Facilities Grant was part of the £39 million Better Care Fund and was administered by the District and Borough Councils. Through the “Lightbulb Project”, it was intended to deliver a more integrated approach to social care and housing by ensuing adaptations were made to disabled and older people’s homes avoiding the need to seek alternative accommodation;

(iii) The draft Strategy aimed to ensure that individual, community and informal networks of support were used by residents where available. The Committee was assured however, that a Local Authority support plan would be available to meet specific needs as and when required.

34. Further detailed information regarding the consultation process and results is set out in Appendix C attached to this report.

Activity to Support Delivery of the New Model

35. It is intended that implementation will take place over the full 10 years of the Strategy and this is dependent on further collaboration with partners. Initial proposed activity is detailed in the Outline Delivery Plan (an appendix to the Strategy). Key actions are to:
- a) Develop a Communication and Engagement plan, including targeted and proactive approaches to prompt people to consider their future accommodation needs in a timely way and be aware of the options available;
 - b) Consider evidence in relation to the developing Lightbulb Programme approach to remove barriers to accessing information, advice, advocacy and practical support;
 - c) Utilise the HEDNA to inform the local infrastructure plan, local neighbourhood plans and work with district councils to meet the needs of older people in Leicestershire effectively;
 - d) Identify opportunities for people to contribute to their community, help individuals and communities to expand networks and find local solutions to transport issues;
 - e) Work with partners to monitor outcomes from current housing-related reablement projects and consider further pilots;
 - f) Work with partners in relation to the Sustainability and Transformation Plan³ to ensure housing solutions are integral to future strategies. The importance of clear and robust leadership and governance arrangements across agencies is vital to achieving this;
 - g) Review and implement the revised eligibility criteria and processes for extra care with relevant front line workers, extra care providers, allocation panels and wider stakeholders.
36. The Department will continue to engage with its customers, providers and partners to inform all areas of social care delivery, using an outcomes-based approach.

Conclusion

37. The Strategy will provide the Council with an agreed set of priorities in relation to accommodation for older people that will be developed over the next 10 years and which will fulfil the Council's Adult Social Care statutory duties, meet efficiency targets, and provide a basis for planning, partnership working and commissioning in accordance with the overarching Adult Social Care Strategy to prevent, reduce, delay and meet need for services.

³ Sustainability and Transformation Plans are a place-based planning framework for the NHS with expectations that it covers local government provision.

Background Papers

Promoting Independence, Supporting Communities: Our Vision and Strategy for Adult Social Care 2016–2020 - <http://ow.ly/g6rP305XXxe>

Leicestershire Extra Care Housing Strategy for Older People 2010-2015 - <http://ow.ly/jfwE305XXCd>

Report to the Cabinet on 16 March 2015 - Progress On Taking Forward The Development Of The Extra Care Housing Strategy In Leicestershire - <http://ow.ly/hlCM305XXI8>

(The Housing Learning and Information network <http://www.housinglin.org.uk> provides a useful source of background and access to most reports referenced in the Strategy).

Appendices

Appendix A: Adult Social Care Accommodation Strategy for Older People 2016-2026

Appendix B: Draft Extra Care Annual Review 2016

Appendix C: Consultation Summary

Appendix D: Equalities and Human Rights Impact Assessment

Relevant Impact Assessments

Equalities and Human Rights Implications

38. The Strategy recognises that 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.
39. An Equality and Human Rights Impact Assessment (EHRIA) was conducted and the subsequent action plan approved by the Departmental Equalities Group in November 2016. A copy of the approved EHRIA is attached as Appendix D to this report to assist the Cabinet with the exercise of its Public Sector Equality Duty under the Equality Act 2010. Subsequent EHRIAs will be conducted as work-streams and projects emerge from the delivery plan.

Partnership working and associated issues

40. Engagement with partners including health, housing and voluntary sector organisations is critical to the delivery of the Strategy.

Risk Assessment

41. An initial risk log is included as an appendix in the strategy document. This will be continually developed to ensure a full understanding of the probability and impact of risks and mitigations required to address these as business plans and projects emerge.

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