



Housing with Care and Support Strategy 2018 – 2025

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1.0 Summary of key messages

- Housing with Care and Support is purpose built or adapted housing with a range of tenures and the availability of up to 24/7 care and support.
- We are seeking an open and collaborative relationship with partners and the public to deliver this strategy and to use it to help promote the integration of health, social care and housing.
- We want to work with our partners to develop a range of high quality housing that can better meet people's care and support needs and to promote their health, wellbeing and independence.
- We need to reduce our reliance on residential care by ensuring alternative options are available to help us manage the growing demand and financial pressures.
- We are aiming to have at least one Extra Care scheme for older adults in each district and about 1,000 homes by 2025.
- We are aiming to have more smaller-scale Apartment Schemes for younger adults with disabilities.
- We want to benefit the wider housing market through regeneration and releasing family housing where older adults wish to move to a smaller home that can better meet their needs.
- There are clear opportunities for existing and new providers to develop Housing with Care and Support options across Lancashire.

2.0 About this strategy

It is recognised that most people who have care and support needs now, or who may develop care and support needs in the future, wish to be supported in their own home or move to a home that can better meet their needs, instead of moving into a residential care home.

Our ambition is to work with our key partners to develop a range of high quality Housing with Care and Support schemes across Lancashire by 2025 for both older adults and younger adults with disabilities. This will enable many more people to remain safe and independent in a suitable home environment that connects them to other people, their community and services they need or might need in the future.

The strategy is aimed at:

- People who already use services and their carers
- People planning their future housing and care and support needs
- Our key partners, including district councils, the NHS and potential providers
- Elected members, other partners, local communities and neighbourhoods.

This strategy reflects the principles and vision outlined in Lancashire's Extra Care Strategy 2014¹, but seeks to provide a summarised document which will be accessible to and used for engaging a wider audience as part of a collaborative approach in developing Housing with Care and Support.

3.0 Setting the scene

3.1 What we mean by Housing with Care and Support

Housing with Care and Support is accommodation which has been designed, built or adapted to facilitate the care and support needs that its tenants or owners may have now or in the future.

For older adults, Housing with Care and Support means Extra Care schemes with each new scheme normally including a minimum of 60 homes. For younger adults with disabilities, it means new Apartment Schemes typically including 6 to 12 apartments.

¹ Available at: <http://council.lancashire.gov.uk/mglIssueHistoryHome.aspx?IId=27888>

Housing with Care and Support schemes will or may, depending on whether a scheme is an Extra Care scheme for older adults or Apartment Scheme for younger adults with disabilities, share the following characteristics:

Characteristic	Extra Care Schemes for Older Adults	Apartment Schemes for Younger Adults
Self-contained one or two bedroom apartments or bungalows as part of a wider scheme	Yes	Yes
Located in close proximity to local amenities so people are connected to their community	Yes	Yes
Available to people with eligible care needs under the Care Act	Yes	Yes
Available to people with no eligible care needs under the Care Act	Yes	No
Unplanned care available to meet urgent care needs	Yes	Yes
24/7 onsite care team to provide a response to unplanned or urgent care needs	Yes	Maybe
Planned care for those with eligible needs and outcomes under the Care Act	Yes	Yes
Communal facilities for activities to promote social inclusion and wellbeing.	Yes	Maybe
People will be tenants or owner-occupiers responsible for their housing and living costs.	Yes	Yes
Provision of respite care or intermediate care services	Maybe	Maybe
Assistive technology to promote independence and schemes have internet access	Yes	Yes
A community hub providing a base for activities, facilities and services for the local community	Yes	Maybe
Links to volunteering, employment, training or leisure opportunities to maximise participation	Yes	Yes

The service model for new schemes will also be based on the following:

- People will have a say about where they wish to live, which will be responded to as far as reasonably possible within the context of the supply of suitable housing, affordability and their housing rights
- People will have their own home which is part of a local community, security of tenure, private space and control over their own front door
- People will have choice and control over how their care and support is provided, which will be a separate agreement to their accommodation

- People will receive care and support that is person-centred, promotes independent living, helps them be connected to their family, friends and community, and helps keep them safe.

The Housing Learning and Improvement Network provides a wealth of helpful information, such as videos and case studies, showing the positive difference Housing with Care and Support can make to people's lives. For example, a video on what Extra Care is², a case study on the Brookside Extra Care scheme in Ormskirk³ and specific sections on Learning Disabilities⁴ and Mental Health⁵.

3.2 Policy context and partnership working

The current Lancashire Health and Wellbeing Strategy⁶, developed by Lancashire's Health and Wellbeing Board, includes important points that directly relate to this strategy and developing Housing with Care and Support, such as:

- The need for better collaboration by partners to have a greater impact on people's health and wellbeing
- The importance of working with service users, communities, planners, developers, housing authorities, landlords and health services to improve the design, quality and availability of suitable housing
- The role that district councils play in providing services that make a significant contribution to people's physical and mental health
- The "triple aim" of improving outcomes, enhancing quality of life and reducing costs
- The rising proportion of people living alone putting more people at risk of social isolation, particularly in later life
- That many of the causes of poor health in Lancashire are preventable with improved living conditions, social relationships and support, healthier behaviours and better quality health and social care services
- Moving resources towards interventions that prevent ill-health and promote wellbeing, reduce demand for hospital and residential services and prolong quality of life
- Building and utilising the assets, skills and resources of our citizens and communities
- Promoting self-care, reducing social isolation and loneliness; placed based integration of services and supporting independent living.

²<https://www.housinglin.org.uk/Topics/browse/HousingExtraCare/what-is-extra-care/>

³https://www.housinglin.org.uk/_assets/Resources/Housing/Practice_examples/Housing_LIN_case_studies/HLIN_CaseStudy68_Brookside.pdf

⁴<https://www.housinglin.org.uk/Topics/browse/HousingLearningDisabilities/>

⁵<https://www.housinglin.org.uk/Topics/browse/HousingMentaHealth/>

⁶<http://council.lancashire.gov.uk/ieListDocuments.aspx?CIId=825&MIId=6649&Ver=4>

This strategy also complements the county council's new corporate strategy entitled 'Our Vision for Lancashire'⁷ and new 'Care, Support and Wellbeing of Adults in Lancashire – Our Vision' document. Both highlight the importance of partnership working, promoting people's independence, people receiving care and support in their home and local community where possible, and new good quality housing models.

Housing with Care and Support is also an effective means of the county council meeting its duties under the Care Act 2014⁸. From a national perspective, the Care Act places a duty on local authorities to cooperate with partners to ensure that care and support is delivered in an integrated way.

The Care Act is clear that housing is a health and social care related service as it plays a vital role in supporting people to maintain good health, independence and improve quality of life. Housing with Care and Support plays an important part in helping the county council to meet its duties under the Care Act in terms of:

- Promoting wellbeing – the Act makes reference to suitable accommodation for adults as part of the duty of promoting wellbeing, and the concept of 'independent living' as a core part of the wellbeing principle.
- Prevention – the Act states that housing must be considered as part of an assessment process that may prevent, reduce or delay adults' social care needs, and that care and support should be delivered in an integrated way, in cooperation with partner bodies, including housing.
- Provision of choice – the Act requires local authorities to ensure that sufficient services are available to meet the needs for care and support of adults and carers. It also requires that a diverse and efficient market with a 'variety of high quality services to choose from' exists. Increasing the availability of Housing with Care and Support will enable people to have the choice of housing that is more suited to their needs.

3.3 Where we are now and why we need to change

Older Adults

There are currently two purpose built Extra Care schemes in Lancashire, located in Ormskirk and Whitworth, and three schemes are under development in Chorley, Preston and Wyre. There are also seven sheltered schemes with a 24 hour care team based on site.

⁷<http://council.lancashire.gov.uk/mgIssueHistoryHome.aspx?Id=80627&Opt=0>

⁸<https://www.gov.uk/government/publications/care-act-statutory-guidance/care-and-support-statutory-guidance>

However, we still rely too much on the use of traditional models of residential care, but we want to help people maximise their independence through the accommodation in which they live where at all possible.

Key facts

- In March 2019, we were supporting 3,285 older adults in long-term residential care at an average gross weekly cost of £540 per person, and 1,111 older adults in nursing care at an average gross weekly cost of £641 per person.
- In 2017/18, the number of council-supported long-term admissions of older adults to residential or nursing care homes per 100,000 population was 729 in Lancashire – higher than both the shire counties average of 557 and the England average of 586.

N.B. There is variation in the profile at a district level in Lancashire

We need to reduce our reliance on residential care, as we know the majority of people would rather stay in a home of their own and have choice and control over their care and support needs. We also need to develop new models of care to help us meet the growing demand for services and to put the funding of care and support on a financially sustainable footing.

Key facts

Predicted changes to the older adults (aged 65 or over) population of Lancashire by 2025 (from 2017):

- 34,300 or 14% increase in the number of older adults
- 20,649 or 25% increase in the number of people with dementia
- 21,502 or 17% increase in the number of people with a limiting long-term illness
- 16,365 or 19% increase in the number of people living alone.

N.B. There is variation in the profile at a district level in Lancashire

Younger adults with disabilities

Current supply of Housing with Care and Support is not equitable across Lancashire – there are too many properties for shared households and not enough modern Apartment Schemes which is restricting choice.

Shared households provision has been in existence for decades and, whilst this still represents one of the best ways of supporting some people, there is a need to offer more Apartment Schemes. This is because many people expect to be able to live in their own self-contained accommodation with their own front door.

There is also a need to shift to a model of Housing with Care and Support which is more financially sustainable and enables opportunities for improved independent living. This includes an alternative to residential care settings, which can easily lead to a home for life, institutionalisation and create dependency unnecessarily.

There are people currently living in residential care who may want to progress to be more independent in a community setting, but there is a lack of availability of suitable accommodation, such as Apartment Schemes.

Key facts

- There are approximately 1,500 people with learning disabilities and/or autism living in more than 700 shared households at an average gross weekly cost of over £928 per person.
- There are 242 people with mental health needs in shared households or Apartment Schemes.
- In March 2019, we were supporting over 247 adults with learning disabilities and autism in long-term residential care at an average gross weekly cost of £1,424 per person.
- In March 2019, we were supporting 268 adults with mental health needs in residential care, which is very high when compared to other councils, at an average gross weekly cost of £1,007 per person.
- In 2017/18, the number of council-supported long-term admissions of younger adults to residential or nursing care homes per 100,000 population was 19.2 in Lancashire – higher than both the shire counties average of 14.3 and the England average of 14.0.

N.B. There is variation in the profile at a district level in Lancashire

3.4 Where we want to get to

Vision

Working with our partners we will develop innovative Housing with Care and Support options so more people have choice about where they live and receive care and support, are supported to live independently and have a better quality of life.

Strategic aims

- To have at least one Extra Care scheme for older adults in each district and about 1,000 homes by 2025

- To reduce the number of shared houses and increase the number of Apartment Schemes for younger adults with disabilities
- To improve the Housing with Care and Support options for people with complex needs and conditions
- To provide enough homes that are a viable and genuine alternative to residential care settings
- To provide ongoing care and support which delivers cost savings to the health and care system
- To promote the delivery of better integrated health, social care and housing by joining-up services to improve people's outcomes
- To locate schemes where they will be in demand and people will be able to access local amenities and feel connected to their community
- To provide a wider community resource and facilities to connect and benefit local residents
- To benefit the wider housing market through regeneration and releasing family housing where older adults wish to move to a smaller home.

A measure of success will be if service users say:

- I have maintained or improved my independence, health and quality of life
- I can make informed decisions and I am empowered by having choice and control
- I am treated with dignity and respect and I have privacy when I want it
- I am safeguarded and protected from harm and abuse
- I feel safe and secure and my home is well maintained and looked after
- I feel part of my community and I am able to maintain or develop relationships.

With the ageing population and the increased complexity of people's needs there is a growing demand for care and support, which contributes to the financial challenges all councils are facing. Consequently, it is vital that people's independence is maximised to enable a more sustainable health, care and housing system.

This means ensuring that people have access to the right care, in the right place at the right time, so they can be supported effectively with an appropriate level of service to meet their needs now and in the future.

It also means acting early, helping people retain or regain their skills and confidence, and preventing, reducing or delaying the need for care and support. For example, by

supporting more people in Housing with Care and Support instead of residential care, as shown in this continuum of services diagram:



The other services shown in the diagram are an essential and valued part of the care and support system. They will continue to play a crucial role in the future and, for some people, one of those services will be the right service for them, rather than living in Extra Care or an Apartment Scheme. Indeed, when this strategy expires in 2025 we will be supporting more people with home care, in shared housing or in residential care, than in Extra Care or Apartment Schemes. We want to reduce our reliance on shared housing and residential care – not replace them – and to give people more options, choice and control.

4.0 Needs assessment for Housing with Care and Support

Extra Care for Older Adults

Nationally, the current average level of provision equates to 15 units per 1,000 people aged 75 or over⁹. As there are only two purpose built schemes in Lancashire and three in development, there appears to be a significant under provision of Extra Care schemes when we compare Lancashire to other areas.

The indicative figures shown below demonstrate the potential need for Housing with Care and Support for older people in Lancashire based on 15 units per 1,000 people aged 75 or over¹⁰. However, any developers intending to enter the Housing with Care and Support market are advised to undertake their own assessment of the need for Housing with Care and Support in the proposed development area.

⁹ This methodology has been used following advice obtained from a consultant at The Housing Learning and Improvement Network

¹⁰ Based on projected population of people aged 75 or over by district in 2025

District	Estimated no. of units needed	No. of units in existence or development
Burnley	134	0
Chorley	206	65
Fylde	194	0
Hyndburn	123	0
Lancaster	238	0
Pendle	138	0
Preston	165	60
Ribble Valley	125	0
Rossendale	107	42
South Ribble	204	0
West Lancashire	217	111
Wyre	265	72
Total	2,117	350

There are seven sheltered based Extra Care schemes not included in the above table.

The estimated potential demand of 2,117 Extra Care units is much higher than the approximate 1,000 units being proposed in this strategy. This is because we want to:

- set an ambitious target whilst at the same being realistic about what can be delivered during the lifetime of this strategy, and
- evaluate the actual impact and get a better understanding of future demand prior to any further expansion.

Apartment Schemes for younger adults with disabilities

There is too much reliance on shared housing with over 700 properties across Lancashire.

There is a clear need for more Apartment Schemes to modernise the offer of Housing with Care and Support and provide additional choice. A strategic review of accommodation will be undertaken which will identify gaps in provision across the county.

From this a specification will be produced, listing key requirements for Apartment Schemes with regard to factors such as size and location.

This will lead to the remodelling of some existing Apartment Schemes and enabling them to realise their full potential, in addition to having an open dialogue with district councils and housing developers to identify suitable sites for new build schemes.

5.0 The financial case for Housing with Care and Support

Extra Care for older adults

A recent evaluation of potential revenue savings to the county council, based on our financial modelling tool, suggests an average weekly saving of around £100 per person for those individuals who would otherwise have been living in residential care. However, as people living in Extra Care will have a range of needs, weekly care costs are likely to be an average of £33 per person less expensive when compared to other settings. These figures assume no capital investment in the scheme by the county council.

Apartment Schemes for younger adults with disabilities

There will be a slightly different model of support for new Apartment Schemes based on an equal contribution from all people who use the service to the background day and/or night support. Evidence from another council of implementing this model in Apartment Schemes has realised average weekly savings of £295 per person for people moving from shared housing and £600 per person for people moving from residential care.

Background costs will vary dependent on size of the scheme but are estimated to be around £200 per week and individuals would then have additional staff hours for dedicated one to one support, dependent on their level of need. There will be economies of scale when compared to shared housing. This is because Apartment Schemes will support more people with similar levels of background support.

The county council is not expecting to make any capital contribution to development costs or to pay for any vacancies within schemes.

6.0 Creating new Housing with Care and Support

A Housing with Care and Support development programme can only deliver to its full potential with strong partnership working between the county council, district councils, NHS clinical commissioning groups, service users, communities, providers

and landlords. With the integration of health and social care moving forward and housing provision sitting with district councils, strong partnerships will deliver the best financial benefits and best outcomes for our older adults and younger adults with disabilities and all of the organisations concerned.

There is potential to co-locate other appropriate services within Housing with Care and Support developments, such as other public services, and to use Housing with Care and Support to promote regeneration.

There is a need to attract a range of housing landlords and developers to provide options for individuals, of all income levels, living in all areas of Lancashire, but especially for those from social, affordable and private rented sectors and home owners in lower value homes.

We are seeking to adopt an approach which is flexible and able to respond to the circumstances of the local community and different funding and support requirements, thereby enabling us to determine our contribution according to what can be achieved with other partners including district councils, the NHS, developers and registered housing providers.

We are aiming to deliver the new Housing with Care and Support schemes without the county council making a capital contribution. However, we may be prepared to contribute resources in the form of land, where this would be required to make the scheme financially viable, or in exceptional circumstances to make a financial contribution where there is a strategic need for a service which could not proceed without a county council capital contribution.

Consequently, we will develop a county-wide Housing with Care and Support delivery plan in partnership with the district councils and other key stakeholders that is sufficiently flexible to deal with local needs. Housing providers, developers and potential private investors will be engaged in the discussions about what new developments, or remodelling of existing stock, is possible. As part of this, we will review existing housing schemes which are unsuitable to meet people's needs in the longer-term and/or have long-standing vacancies, with a view to decommissioning these if appropriate and supporting people to move to good quality housing.

Where we decommission existing housing schemes we will fully involve service users, family members and service providers to ensure they have a voice during a period of such change. We will not rush these changes and, where appropriate, we will ensure advocacy services are available and best interest decisions are made. When suitable alternative accommodation has been identified, and a timescale for moving has been agreed, a person will give notice on their current tenancy.

We are creating a new social work team that will be dedicated to assisting younger adults with disabilities to move into Apartment Schemes, so the change can be managed effectively and in a person-centred way. Where it is known which people may move into an Apartment Scheme well in advance of it opening, a co-production approach will be used to involve those people in the planning of it. Otherwise focus groups can be used to listen to people's views.

The county council will be involved in the planning and design of new schemes and will work with partners to agree a set of design principles for homes for life long living, which provide a selection of minimum standards and aid improvement or maintenance of health and wellbeing. We will seek advice from specialist advisers at the Local Government Association and promote the use of nationally recognised good practice standards, such as Housing our Ageing Population: Panel for Innovation (HAPPI) principles, Lifetime Homes standards and Housing LIN guidance. This will enable well-designed schemes that can meet people's specific needs, including people living with dementia or a sensory impairment. We will also work with our partners to identify the best locations for schemes, which will include the joint undertaking of needs analyses and the mapping of local amenities.

In order to support a county-wide Housing with Care and Support delivery plan, we will need to develop and maintain clear pathways into all types of accommodation with care and support. This will involve us working with our partners to introduce improved information, advice and ways of working, so service users and professionals are clear about what the schemes offer, how they can be easily accessed when there are suitable vacancies, and how people's needs and preferences may be matched to the right environment. For Apartment Schemes for younger adults with disabilities and specifically people with a learning disability and/or autism, partners will need to have regard to the relevant principles and values of *Building the Right Support*¹¹ and the accompanying service model and guidance.

7.0 The care and support model

Core care and support

Each scheme will provide access to a core onsite emergency or unplanned personal care available to everyone, which will also give people peace of mind. It will always be available 24 hours a day, 7 days a week in Extra Care for older adults.

For Apartment Schemes for younger adults with disabilities, the core support will be provided in the form of shared background support. This may or may not be required onsite on a 24/7 basis, as it would be determined on a scheme-by-scheme basis depending on the needs of the people living in a particular scheme.

¹¹<https://www.england.nhs.uk/learning-disabilities/natplan/>

The core service may include other elements of support, for example to promote social activities and relationships.

Personalised care and support

People who meet the national eligibility threshold under the Care Act 2014 will receive a personal budget to meet their planned personalised care needs from the onsite care provider, or may choose to receive services from a different care provider. Planned care will always be person-centred; focus on the individual's needs and outcomes; and promote their independence, health and wellbeing. We will commission care and support from CQC registered providers that deliver good quality services and demonstrate a commitment and ability to provide personalised care and support. Care and support plans can include support that will promote social inclusion and the use of assistive technology to help people connect to other people and their local community.

Other care and support

Assistive technology, such as telecare, will be used in all schemes to promote independence and help meet people's needs and outcomes, particularly where a physical presence may not be needed at times during the day or night. People will be supported to access community equipment services if they need aids to help with their daily living e.g. mobility. We will also work with our NHS partners to explore the use of telehealth and/or telemedicine.

On a scheme-by-scheme basis, and depending on local needs and services, the county council with its partners may explore the possibility of using a particular scheme to provide:

- Respite care to give carers a short break and/or intermediate care to help people avoid going into hospital or residential care unnecessarily, or to help people recover following a hospital stay
- A hub for providing services into the local community, such as home care services where availability of home care in the local area is a challenge, or health and wellbeing promotion programmes.

8.0 Acknowledgements

We would like to offer our sincere thanks to the people and organisations that gave up their valuable time to respond to the consultation, which has helped us produce this strategy. We would also like to thank our partners for the positive way in which they have engaged with us so far in taking the strategy forward, and for the collective enthusiasm for developing new Housing with Care and Support schemes that will improve the lives of many people of Lancashire.