

**OLDER PEOPLE'S ACCOMMODATION STRATEGY**

*To:* **Adults Committee**

*Meeting Date:* **12<sup>th</sup> October 2017**

*From:* **Richard O'Driscoll – Head of Commissioning (Adults)**

*Electoral division(s):* **All**

*Forward Plan ref:* **Not applicable**      *Key decision:* **No**

*Purpose:* **This paper is to provide an update to the Committee of recent progress in delivering the Older People's Accommodation Strategy**

*Recommendation:* **The Committee are asked to consider and comment on the report.**

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## **1. BACKGROUND**

### **1.1.1** The Older People's Accommodation Strategy, published in April 2016, sets out Cambridgeshire County Council's approach towards both meeting and preventing the increasing demand for specialist accommodation for older people.

The strategy was produced in collaboration with the Older People's Accommodation Programme Board. The membership of this Board comprises of officers representing a wide range of organisations and services across Cambridgeshire including;

District and City Councils  
Cambridgeshire County Council  
Cambridgeshire and Peterborough Clinical Commissioning Group  
Cambridgeshire University Hospitals and Hinchingsbrooke Hospital

The priorities of the strategy are to;

- Address current issues to help manage demand in the health, social care and housing systems in the short term
- Increase choice and affordability for those requiring specialist care in the medium and long term
- Influence and develop a choice of good accommodation options for older people (general needs and specialist supported) in the medium and long term

## **1.2 Increasing Demand**

In Cambridgeshire, there is a rapidly expanding older population, a tightening of public sector funding and a system of specialist and care accommodation for older people that seems to be at capacity. These factors have created a situation where key services are in short supply, restricting choice and contributing to pressures in NHS and Social Care Services. A particular area of concern is hospital discharge, where the availability of residential and nursing home placements is one of the major causes of delay.

Over the next 25 years, the population of Cambridgeshire will grow to approximately 801,100 in 2036. The population of people who are over 65 is expected to grow rapidly over that period too. By 2036, there are expected to be 195,200 people over 65 living in Cambridgeshire, approximately twice the 100,300 that were living here in the 2011 census.

## **2. MAIN ISSUES**

### **2.1 Approach**

The strategy sets out an ambitious approach to co-ordinate the activities of a number of public bodies to increase the understanding of need and to influence the supply of appropriate accommodation to maximise independence, by making the most effective use of public assets and services. The strategy also includes measures to redesign existing accommodation pathways to make more effective use of resources and to

improve outcomes. To support progress a range of short, medium and long term aims were initially set out in an action plan to encourage progress. However, it should be noted that since publication of the strategy a number of significant internal and external changes have occurred. Some of these provide new opportunities-notably the closer working with Peterborough City Council and the establishment of the combined Authority-and some have had an adverse impact on progress.

The Work streams within the Action Plan are as follows;

1. Home Improvement Agency and Disabled Facilities Grant
2. Expansion of affordable residential and nursing care homes
3. Hinchingsbrooke Health and Care Campus
4. Healthy New Towns
5. Extra Care and Sheltered Housing
6. Market Intelligence and Long Term Vision

An update on progress across these work streams is provided in the following section.

## **2.2 Progress Update**

### **2.2.1 Home Improvement Agency and Disabled Facilities Grant**

In 2015/16 a Review was carried out into the way the Disabled Facilities Grant Capital Allocation is utilised by the district councils within Cambridgeshire. This Government funding for housing adaptations (which now comes through the Better Care Fund) has increased in Cambridgeshire from £1.9m to £3.8m over the last three years.

A number of work streams have come out of the Review and the district, county and CCG partners continue to meet quarterly in order to agree, discuss and review progress. A decision was also made to re-direct the County Council's revenue funding of £300K per annum into preventative activities. This includes investment in Adult Early help and the pilot activity listed below.

1. Policy - A policy group is currently working on a common DFG Adaptations Policy across the county. This will add detail to the Joint Adaptation Agreement in which shared principles were established, and provide consistency not only for vulnerable customers, but to partner agencies who currently work across different policies in each district. It is hoped that a common policy can be adopted by April 2018.
2. Prevention Trial – Older people. This is starting in South Cambridgeshire this month. The County Council is working in partnership with the Elderly Accommodation Council – First Stop and the district council to develop a Cambridgeshire HOOP (Housing Options for Older People) tool. There is an online tool that is being promoted in a variety of ways, and a local leaflet has been printed which will be distributed throughout the district.  
<http://hoop.eac.org.uk/hoop/start.aspx>

The aim is to support older people to consider their housing options in a positive way at an early stage, prior to considering adaptations to their home. We have employed an Adult Early Help co-ordinator to work on this trial for a day a week, visiting people with more complex needs who require more than First Stop can offer by way of telephone advice. We are also working closely with Care-

Network who have secured funding to develop an older people's volunteer peer support service, where older people who have moved or adapted their homes are available to talk to those considering it. The plan is to have a countywide service in place by April 2018.

3. Prevention Trial – Children with a disability. This is being developed in partnership with Huntingdonshire District Council where a housing specialist has been seconded for a day a week to the Children's Disability Team. They will work with Social Workers and the Children's OT service to identify families where major adaptations might be required in future and explore with them their long term housing solutions. The Officer begins in post on 7<sup>th</sup> September. Again the plan is to have a countywide service in place by April 2018.
4. Home Improvement Agency Performance – the three HIAs in the county have begun to review their internal processes and procedures with a view to becoming more efficient and speeding up delivery of adaptations. They are also considering the impact that the loss of County and CCG revenue will have on their business model. The long term aim is still to work towards a countywide HIA service and the County Council will support district partners with this where possible.

#### **2.2.2 Expansion of affordable residential and nursing care homes**

A detailed paper setting out progress against this work stream was presented to the September Adults Committee. In summary, in January 2017, the Adults Committee resolved to:

- Support the principle of using Council assets to intervene in the Care Home market to increase capacity and secure affordable provision for Cambridgeshire residents;
- Commence engagement with service providers.

Since then the project team has engaged with the market through Gleeds Advisory, an external specialist property and construction consultancy. This provided an initial response which has informed our procurement approach. Based on the review from Gleeds and feedback from the market, a blended approach to procurement is considered the most appropriate way forward. This approach acknowledges that different solutions will be needed for different locations across the County and takes into account existing provision, the need to phase the developments over a period of time, as well as interest from the market and local needs. The blended approach includes:

- Procurement of a care provider as a long-term strategic partner who would: bring specialist knowledge in relation to the development of care homes; operate the homes on a long lease arrangement; provide a specified number of affordable beds and pay a commercial rent to the Council.
- Multiyear commissioning arrangements with existing providers who may be interested in extending current provision.
- Maximising capacity through existing block contracts.
- Commissioning arrangements which maximise a 'one public estate' approach (i.e. Health). A recent example is the inclusion of a new Nursing Home in the NHS plans for the Princess of Wales Hospital in Ely.

Within this blended approach is an assumption that, to stimulate interest in the market and maximise the financial value of the arrangements to the Council, a multi-year operating agreement based on a number of Council places at an agreed rate with the remainder for the provider to sell at market rates will be negotiated. To support the next phase of market engagement, the project team has commissioned additional expertise and capacity from colleagues in Cardiff City Council, who have experience of complex large scale procurement. Over the next three months, they will work closely with the project team and our own (LGSS) procurement team to develop a sourcing strategy and plan which will enable us to move to competitive dialogue with the market in November 2017. The cost of additional specialist commissioning/procurement support is likely to be £75k based on indicative number of days required. The sourcing strategy will take into account the need to secure beds at different times in different locations to meet demand and the sourcing plan will ensure that additional capacity arrives in the marketplace in carefully managed phases.

### **2.2.3 Hinchingsbrooke Health and Care Campus**

Plans to re-develop the existing Hinchingsbrooke Hospital site, to create a multi-faceted health and social care campus have been incorporated in to the Older People's Accommodation Strategy. The aim is develop services such as GP at scale, health and wellbeing, key worker accommodation, student accommodation, dementia, various residential elements and older people's care. However, the recent merger of Peterborough and Stamford Hospital Foundation Trust and Hinchingsbrooke Hospitals has meant that for the moment progress appears to have stalled in this area.

### **2.2.4 Healthy New Towns**

The Northstowe development has been selected as an NHS Vanguard for the Healthy New Town (HNT) programme. The initial bid and the on-going development work is being supported by a partnership comprising the following organisations

- South Cambridgeshire District Council (SCDC)
- Cambridgeshire County Council
- Cambridgeshire and Peterborough Clinical Commissioning Group
- Cambridge University Hospital Trust
- Cambridge Institute for Public Health
- The Homes and Communities Agency (HCA)

SCDC and its partners, including the Home and Community Agency, the main developer of 85% of this site, are participating in NHS England's Healthy New Town programme, to trial approaches which will build health into new communities, in order to provide lessons which can inform both developments elsewhere in Cambridgeshire and nationally.

Sheffield Hallam University have been commissioned to produce a study which is due to be finalised by the beginning of October into the housing, support and care needs of older people. As the research is being funded through the Healthy New Town programme, the project will focus on South Cambridgeshire but will also incorporate Cambridge City. The study will provide an evidence base to determine an appropriate level of provision of accommodation for older people with particular reference to Northstowe and the larger new communities. In addition, the study will develop a tool which will assist to predict these for the locality should also be able to be used for other areas, both locally and nationally.

### **2.2.5 Extra Care and Sheltered Housing**

Work on the 'market position statement' for sheltered and extra care housing has paused. This is in part due to the uncertainty surrounding the current and future revenue funding for supported housing. In 2015 the government announced its intention to restrict housing benefit funding of supported housing, which includes sheltered and extra care schemes to the Local Housing Allowance rate. As sheltered housing and to a greater extent, extra care schemes contain communal facilities, including lifts, lounges and dining areas this represents a significant financial risk to housing providers wanting to develop new schemes.

The Department for Communities and Local Government (DCLG) had advised that a number of working groups had been set up to look at options for funding supported housing but no announcements have been made.

### **2.2.4 Market Intelligence and Long Term Vision**

There are some direct links between this activity and some of the other work streams. In particular the Research being undertaken by Sheffield Hallam University as part of the Healthy New Towns Vanguard. The findings will inform the longer term vision and key communication messages for the market. Additionally the work relating to Home Improvement and Disabled Facilities Grants has included a pilot project to bring the the Housing Options, HOOP model, into Adult Early help and South Cambs District Council. The Combined Authority has also identified housing options as a key area for development, and work undertaken to date has included activity resulting from the older Peoples accommodation strategy.

## **3. ALIGNMENT WITH CORPORATE PRIORITIES**

### **3.1 Developing the local economy for the benefit of all**

Within the *Expansion of affordable residential and nursing care homes* Workstream, plans are being developed to build up to 7 new residential and nursing care homes. These developments will bring capital investment in the region of £50 million and a large number of new jobs in both the construction and care industries.

### **3.2 Helping people live healthy and independent lives**

The core aim of the Older People's Accommodation Strategy is to ensure that the housing system, including all partners, provides the ability for older people to live healthy and independent lives.

### **3.3 Supporting and protecting vulnerable people**

As well as aiming to prevent the need for ongoing social care and helping people to live healthy and independent lives, the Older People's Accommodation Strategy recognises that there will be more vulnerable older people in need of a more intensive support package. Therefore, the strategy sets out the Council's position in meeting the needs of this group of older people by expanding on the current range of residential and nursing care homes

#### **4. SIGNIFICANT IMPLICATIONS**

##### **4.1 Resource Implications**

Approximately, £100K has been spent to date for specialist Consultancy fees relating to the development and procurement of new care home provision. Further resources will be expended in conducting a competitive dialogue. As yet the full costs are not known, but will be identified in the work being undertaken by Cardiff City Council.

##### **4.2 Procurement/Contractual/Council Contract Procedure Rules Implications**

As indicated Cardiff City Council have been commissioned to construct a procurement Strategy. As part of this process they are working with Commissioners from the County Council and Local Government Shared Services. The Council will need to ensure that any competitive tendering exercise is completed in line with the Public Procurement Regulations 2015 and Local Authority Contract Procedure Rules.

##### **4.3 Statutory, Legal and Risk Implications**

The following bullet points set out details of significant implications identified by officers:

- Specialist advice sought to date indicates that large scale market intervention is required to ensure that we meet our statutory obligations and to manage the financial risk.

##### **4.4 Equality and Diversity Implications**

The report above sets out details of significant implications in paragraph 2.2. In addition, if the Council does not stimulate the market and provide appropriate beds Individuals, there will be a shortfall of services in a number of locations, seriously limiting choice.

##### **4.5 Engagement and Communications Implications**

The following bullet points set out details of significant implications identified by officers:

- This initiative has been developed as part of a multi-agency strategy. Its implementation will be shaped by working with key organisation and community stakeholders

##### **4.6 Localism and Local Member Involvement**

The following bullet points set out details of significant implications identified by officers:

- As part of the wider Older People's Accommodation Strategy, work is underway to ensure the need for increased older people's accommodation, including affordable care home provision, is incorporated into Local Plans.

## 4.7 Public Health Implications

- 4.7.1 The Older People's Accommodation Strategy aims to ensure better coordination of services across the housing system with a focus on prevention and appropriate housing choices. The outcome of this is to keep people well and healthy and in home as long as possible.

Implications	Officer Clearance
Have the resource implications been cleared by Finance?	Yes or No Name of Financial Officer:
Have the procurement/contractual/ Council Contract Procedure Rules implications been cleared by Finance?	Yes or No Name of Financial Officer:
Has the impact on statutory, legal and risk implications been cleared by LGSS Law?	Yes or No Name of Legal Officer:
Have the equality and diversity implications been cleared by your Service Contact?	Yes or No Name of Officer:
Have any engagement and communication implications been cleared by Communications?	Yes or No Name of Officer:
Have any localism and Local Member involvement issues been cleared by your Service Contact?	Yes or No Name of Officer:
Have any Public Health implications been cleared by Public Health	Yes or No Name of Officer:

Source Documents	Location
Older People's Accommodation Strategy	<a href="#">Older People's Accommodation Strategy</a>