

Adoption of county wide Housing with Care Strategy

AGENDA NO:

Cabinet Date	14 th October 2020
Adult Social Care Commissioning	Cllr Carole Allaway-Martin
Key Decision	Yes
Background Documents	<p>National Policy Care Act 2014 Improving Health & Care through the home: A National Memorandum of Understanding National Planning Policy Framework Better Care Fund NHS Long Term Plan</p> <p>Local Context Gloucestershire's Sustainability and Transformation Plan Integrated Care System Gloucestershire's Health & Well-being Board Better Care Fund Plan Gloucestershire County Council Strategy 2019-2022 Market Position Statement: Adult Social Care 2018 Gloucestershire Older People Care Home Strategy 2019</p>
Location/Contact for inspection of Background Documents	<p>For details contact Sara Crofts, Senior Project Manager, 01452 328580 sara.crofts@gloucestershire.gov.uk</p>
Main Consultees	<p>Cheltenham Borough Council Cotswold District Council Forest of Dean District Council Gloucester City Council Stroud District Council Tewkesbury Borough Council Inclusion Gloucestershire Commissioners GCC and Gloucestershire Clinical Commissioning Group Housing Associations Care Providers General Public Carers</p>
Planned Dates	N/A

Divisional Councillor	All
Officer	Mary Morgan Programme Director - Housing, Health and Care Gloucestershire County Council and NHS Gloucestershire Clinical Commissioning Group 0300 421 1673 mary.morgan2@nhs.net
Purpose of Report	To seek approval: <ul style="list-style-type: none"> • to adopt and implement a county wide Housing with Care Strategy for Gloucestershire
Recommendations	To adopt and implement the Gloucestershire Housing with Care Strategy, as set out in Appendix 1
Reasons for recommendations	The implementation of the Housing with Care Strategy will support Gloucestershire County Council to: <ol style="list-style-type: none"> 1. Meet its obligations under the Care Act (2014) by ensuring there is sufficient housing with care options for people in Gloucestershire. 2. Move away from the commissioning of residential care and nursing care placements as outlined in the Gloucestershire Market position Statement and Care Home Strategy 3. Design an adult social care system that helps people to stay healthy and independent and supports people with long term needs 4. Reduce and delay the need for health and social care services
Resource Implications	Additional housing with care will have an impact on existing Adult Social Care budgets. The impact of this will need to be considered in line with current service provision and potential savings that can be achieved through reduced placements in residential and nursing care homes and additional system wide benefits.

MAIN REPORT CONTENTS

1. Background

Housing with care is accommodation that provides security of tenure with flexible on-site care arranged according to individual need. Housing with care can provide a safe, supportive environment for individuals with a range of needs including older people, people with a disability or mental health need and those with additional support needs that prevent them from living totally independently.

Ensuring there is sufficient housing with care developed across Gloucestershire to meet the current and future needs of local citizens will provide benefits to the housing, health and social care sector, local communities, and individuals. For the purpose of the strategy the types of accommodation defined as housing with care are:

- Extra care housing
- Supported living

Extra care housing is defined in Housing our Ageing Population (HAPPI) as:^[1] “accommodation which can provide the required level of care and support for all tenants within the scheme either through an on-site care team or through a defined domiciliary care and support service contract”

While there is no legal definition of supported living there are a commonly accepted set of principles defined in the Reach Standards in Supported Living.^[2]

The Gloucestershire wide Housing with Care Strategy sets out Gloucestershire County Councils commitment to developing its housing with care offer for people which provides security of tenure with flexible on site care arranged according to need. Complementing the locality approach within GCC the strategy provides a clear indication of requirements for housing with care in Gloucestershire and will ensure that future developments provide accommodation of a high standard, which local people can afford to live in and would choose to live in; where quality care is available as required.

Housing is widely acknowledged as a social determinant of health and wellbeing. Inadequate housing causes or contributes to many preventable diseases and injuries and is estimated to cost the NHS at least £600 million per year. Covid-19 has amplified the impact of housing inequality on the health and wellbeing of individuals, families and communities. The link between the negative impact of housing inequalities, Covid-19 and the associated lockdown measures has been widely reported. Housing in regions of high air pollution, poor housing quality and household overcrowding are all likely to contribute to poorer health. As Gloucestershire moves away from the commissioning of traditional residential and nursing homes towards increasing the use of HWC (as outlined in the Gloucestershire Market Position Statement and Care Home Strategy) the learning from Covid-19 can be embedded into new developments to ensure that minimum standards of space, amenities and access to green space are incorporated.

The development of Sustainable Transformation Plans, Integrated Care Systems and the Better Care Fund have all focused on the need for integration, supporting organisations across housing, health and care to work together across traditional boundaries to develop solutions that reduce pressure on housing, health and social care. District Housing Authorities, Gloucestershire Clinical Commissioning Group and

^[1]https://www.housinglin.org.uk/_assets/Resources/Housing/Support_materials/Other_reports_and_guidance/Housing_our_Ageing_Population_Plan_for_Implementation.pdf

^[2] <https://paradigm-uk.org/what-we-do/reach-support-for-living/>

Gloucestershire County Council have all been involved in the development of the HWC Strategy to ensure that it supports each of the partners' statutory responsibilities.

Housing is one of the seven priorities of the Gloucestershire Joint Health and Wellbeing Strategy 2019-2030. The Health and Wellbeing Board is seeking to drive improvements in both existing stock and the design of new developments to meet the needs of a diverse and ageing population. HWC has a key role to play in ensuring that the citizens of Gloucestershire have appropriate housing options that enable them to maximise their independence, enabling them to age well and reducing and delaying demand on health and social care services.

A fundamental component of the Care Act (2014) is the 'suitability of accommodation' in meeting the home care and support needs of older and vulnerable people. The Act, accompanying regulations and guidance outline how housing can support a more integrated approach. A general duty in the Care Act to promote wellbeing refers to the requirement that suitable accommodation and housing must be considered as part of an assessment process that may prevent, reduce or delay an adult social care need. It is vital that there is sufficient HWC available in the county to ensure people are not placed in residential care homes due to lack of alternative housing with care solutions. The implementation of the Housing with Care Strategy will support Gloucestershire County Council to shape the market and ensure there is sufficient housing with care options in Gloucestershire to meet local need.

The Market Position Statement and Care Home Strategy both evidence the importance of HWC in reducing and delaying health and care needs and supporting people to remain independent for longer. With an ageing population and increased complexity of individual needs, there is growing demand to develop services which deliver value for money. Housing with Care can maximise personal independence, alleviate pressure across housing, health, and care and improve the quality of life for individuals in addition to reducing pressure on statutory services.

The HWC Strategy is underpinned by six District Plans that provide a detailed place-based analysis of the requirements for HWC for older people, up to 2041, and people with a disability or mental health need up to 2035. Together these documents provide a clear indication to the housing and care market about the future requirements of HWC across Gloucestershire and has been developed through collaboration with the six District Authorities and benefitted from the advice and guidance of a Citizens' Panel.

The aims of the strategy provide a framework to support housing authorities, planners and others to ensure future developments meet the needs and aspirations of local people and will:

- Ensure good standard of housing provision, complimented by high quality care

- Improve the housing with care offer for people with a range of support needs, including complex needs and lifelong conditions and reduce out of county placements
- Increase housing with care across Gloucestershire so each district has an equitable offer for older local people appropriate to need
- Increase the choice of supported living for younger adults with disabilities and mental health conditions
- Benefit the wider housing market through regeneration and by releasing family homes
- Utilise housing with care which delivers cost savings to the housing, health and care system
- Maximise the opportunities offered by advances in technology and Artificial Intelligence (AI) to support people in their own home
- Provide a viable, attractive and cost-effective alternative to residential care
- Provide wider community resources and facilities to connect and benefit local people

The Housing with Care Strategy includes an Action Plan, appendix 1, which details the actions, outputs, owners, resources, timescales and how success will be measured against the aims of the Housing with Care Strategy as outlined above.

2. Options

The following options have been considered:

- A. Adopt and implement the Housing with Care Strategy
- B. Do nothing

Option A is the preferred option to support Gloucestershire County Council to:

- Meets its obligation under the Care Act (2014) by ensuring there is sufficient housing with care options for people in Gloucestershire.
- Move away from the commissioning of residential care and nursing care placements as outlined in the Gloucestershire Market Position Statement and Care Home Strategy
- Design an adult social care system that helps people to stay healthy and independent and supports people with long term needs
- Reduce and delay the need for health and social care services

To do nothing would result in insufficient housing with care across Gloucestershire to meet local need and the aspirations of the citizens of Gloucestershire.

3. Risk Assessment

The Housing with Care Strategy supports the Council's duty under the Care Act 2014 and accompanying guidance, to ensure that there is sufficient suitable housing for people that require care. Without the Housing with Care Strategy the housing and care market would require further clarity regarding the future commissioning and procurement intentions of the Council and Clinical Commissioning Group in relation to extra care housing and supported living. Without giving a clear steer to the market housing with care will be developed that is not in line with the needs and aspirations of Gloucestershire residents and the inequity in the current provision will remain.

4. Officer Advice

The recommended option is option A, for the Cabinet to approve the adoption and implementation of the Housing with Care Strategy.

5. Equalities considerations

Consideration of the likely equalities impact of the recommended option indicates that there is no disproportionate effect upon those within the protected characteristic groups. Cabinet Members should read and consider the Due Regard Statement in order to satisfy themselves as decision makers that due regard has been given.

6. Consultation feedback

There has been extensive public engagement through an online questionnaire and engagement events. An overview of themes arising from the engagement is provided in Appendix 1 of the strategy.

A group of citizens across Gloucestershire who expressed an interest in being involved in the development of Housing with Care have had ongoing input into the development of the strategy and their feedback has been reflected in the content of the strategy.

Engagement with housing and care providers has informed the strategy. An overview of themes from this engagement is provided in Appendix 2 of the strategy.

Ongoing engagement with District Housing colleagues has informed the development of the Housing with Care Strategy and is reflected in the layout and content.

In addition, consideration has been given to other consultation across the council that has independences with the Housing with Care Strategy. This included reviewing consultation feedback that formed part of:

- The Gloucestershire Joint Strategic Needs Assessment for Autism and Learning Disability
- Commissioning for Residential and Nursing Care Provision in Gloucestershire

7. Performance Management/Follow-up

The Housing with Care Strategy includes an Action Plan, appendix 1, which details the actions, outputs, owners, resources, timescales and how success will be measured against the aims of the Housing with Care Strategy. The resources required to implement the action plan are already established within GCC and GCCG. These include:

- A Programme Director for Housing, Health and Care. The Programme Director oversees all activity under the Joint Housing Action Plan (JHAP), ensuring that resources are allocated appropriately and reported in line with all due governance requirements. The role of the Programme Director ensures that improvements can be targeted to actualise the best solution across housing, health and social care.
- A Senior Housing with Care Project Manager. The Project Manager has been responsible for developing the Housing with Care Strategy and aligning key areas of activity to support the delivery of the aims outlined in the strategy.
- A Housing Broker within the Disability Hub. The Housing Broker works with colleagues across housing, health, and social care to support the development of new housing with care to ensure there is sufficient housing with care to meet both current and future need.
- A Housing Support Officer who works across housing, health, and social care to ensure people are placed in the most appropriate housing. The Housing support officer role includes identifying and recording savings across health and social care related to increasing use of housing with care.

Delivery of the action plan will be managed by the Housing with Care Project Board.

The Housing with Care Project Board reports into the Adult Single Programme.

Regular briefings regarding progress against the action plan will be provided to the Lead Cabinet Members for Adult Social Care.

Any care services commissioned in new housing with care will be subject to the following monitoring and review process as detailed in the due regard statement for Gloucestershire Health and Social Care framework 2020-2024, available at:<https://glostext.gloucestershire.gov.uk/documents/s53620/DRS%20Glos%20Health%20Social%20Care%20Framework%202020-4.pdf>

Report Title	Adoption and implementation of a countywide Housing with Care Strategy
Statutory Authority	<ul style="list-style-type: none"> • Care Act 2014 • Health and Social Care Act 2012
Relevant County Council policy	<ul style="list-style-type: none"> • Gloucestershire Strategy for people with Autistic Spectrum Conditions (ASCs) • Gloucestershire Mental Health and Wellbeing Strategy 2018-2023 • Gloucestershire Looking to the Future 2019-2022 • Gloucestershire Market Position Statement • Gloucestershire Care Home Strategy for Older People
Sustainability checklist:	
Partnerships	The strategy has been subject to consultation with strategic partners, including Gloucestershire Clinical Commissioning Group, the Six District Councils, Developers, Care Providers, and Housing Providers. Partners will continue to be involved in the monitoring of the strategy and any future developments of housing with care through the housing with care project board.
Decision Making and Involvement	Stakeholders have been consulted on the drafting of the strategy. A formal decision is required by the Cabinet for approval to adopt and implement the Housing with Care Strategy.
Economy and Employment	A sustainable housing with care market will provide employment opportunities across Gloucestershire across the following potential areas: <ul style="list-style-type: none"> • Building sector through development of new housing with care schemes. • Employment opportunities across the care and support sector due to additional capacity in the sector
Caring for people	The strategy supports the development of housing with care which will meet the long-term housing and care needs of people with a disability and older people in Gloucestershire.
Social Value	A vibrant and sustainable housing with care market is an essential part both the local health and social care sector and local communities.
Built Environment	N/A
Natural Environment' including Ecology (Biodiversity)	N/A.

Education and Information	The Housing with Care Strategy for Gloucestershire provides residents of Gloucestershire with an understanding of the provision of housing with care in each district.
Tackling Climate Change	Carbon Emissions Implications? Neutral Vulnerable to climate change? No
Due Regard Statement	Has a Due Regard Statement been completed? Yes A copy of the full Due Regard Statement from the original decision can be accessed at: http://glostext.gloucestershire.gov.uk/uuCoverPage.aspx?bcr=1 Alternatively a hard copy is available for inspection from Jo Moore, Democratic Services Unit, e-mail: jo.moore@gloucestershire.gov.uk .
Human rights Implications	None