



Northumberland  
County Council

# Extra Care and Supported Housing Strategy





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# Introduction

Northumberland has an increasing ageing population with associated health and social care needs, combined with an increase in the number of young people with complex behaviours and people living longer with long-term conditions. In times of increasing financial pressure and reducing budgets these present significant challenges to the Council.

However, getting older, living with a disability or a mental health condition should not be a barrier to living a full, independent life with a choice of appropriately designed, well located accommodation. This strategy sets out the Council's intention to increase accommodation options for residents of Northumberland who need different levels of supervision, support and/or care to enable them to live as independently as possible in their community.

There are already some excellent examples of Accommodation with Support in Northumberland, ranging from large Extra Care Schemes to single person Independent Supported Living Schemes and high quality Sheltered Housing Schemes, all of which are in high demand. However, there is not enough accommodation available across the County to meet demand or offer choice.

The Council is committed to ensuring people are supported in making decisions and choices about their care and where they receive it, enabling them to do more for themselves in their communities and for their communities. The Council aims to have as much high quality Accommodation with Support as is needed to offer that choice and we are seeking partners who can help us realise this aim.

A partnership approach, led by Social Care, working with Health and Housing commissioners has been adopted to develop and implement this strategy. This strategy links to the Housing Strategy, our developing Local Plan and should be read in conjunction with our Market Position Statement which gives more detail on our demographics, demand, supply and commissioning intentions.



# Our objectives

In developing and implementing this strategy we aim to:

- Offer choice and options for accommodation, care and support services for people in the scope of this strategy in Northumberland
- Enable individuals and their families to make appropriate decisions regarding long term care and support that include type and location of accommodation
- Ensure the continuation of support networks provided by family, friends and the community
- Offer positive alternatives to residential and nursing care
- Maximise the opportunities offered by advances in assistive technology to support people in their own home

# The scope of the strategy

Groups included in the scope of this strategy are:

- Older people
- People with learning disabilities and/or people with autism
- People with enduring mental health needs
- People with a physical disability
- People with multiple and/or complex needs with behaviour that challenges
- Young people potentially transitioning into Adult Services

Strategies to provide short-term residential rehabilitation services such as domestic violence refuges or temporary homeless accommodation are not within the scope of this strategy.

# What is Accommodation with Support?

We define Accommodation with Support as any housing that offers an integrated package which could consist of technology, disability-friendly design, supervision, support and/or care to enable people to continue to live as independently as possible in the community.

It covers a range of different housing types and comes under a multitude of names depending on age and needs of people the scheme is designed for:

- Extra Care housing
- Assisted Living
- Sheltered or very sheltered housing
- Independent Supported Living

There is no 'one size fits all' and can be in many built forms including blocks of flats, bungalows, individual houses and sometimes villages, such as retirement villages.

Accommodation with Support is part of a continuum of care and support solutions, ranging from support within communities, care for people in their own ordinary homes, specific retirement accommodation with or without care, to high-level residential and nursing care.

## The strategic context

Through the recently published Supported Housing Funding Policy Statement<sup>1</sup> the Government acknowledged the importance of Accommodation with Support and the valuable role it plays in supporting our most vulnerable residents. The Government has committed to protecting existing Accommodation with Support as well as increasing supply to enable greater access and choice.

The above policy statement sets out the Government's intention to continue to fund long-term Accommodation with Support for working age adults through the welfare system, while introducing a new 'Sheltered Rent' for Accommodation with Support for older people and a new fund for short term accommodation such as homeless shelters and domestic abuse refuges. The consultation ended in February 2018 and the feedback is being analysed. We want to work with organisations to develop accommodation and services in this context.

There are a number of existing Council strategies and plans that support the delivery of Accommodation with Support in Northumberland.

The Council's Corporate Plan<sup>2</sup> sets out the Council's ambition to increase the supply of Accommodation with Support, including extra care housing for older people, as a priority.

In addition to the above, this strategy supports and is supported by a number of other Council and joint Northumberland Clinical Commissioning Group strategies, policies and plans to deliver our strategic and service objectives. These include the developing Local Plan, the Housing Strategy, Dementia Strategy, Carers Strategy and the Market Position Statement.

Nationally the Green Paper on social care, expected to be published later in 2018, is expected to attempt to address some of the themes in this strategy.

1. Supported Housing Policy Statement

2. A Council That Works for Everyone 2018 -2021

# Our community view

## From Ageing Well in Northumberland

In 2012 our Ageing Well Partnership commissioned some housing research to find out what older people's priorities and aspirations were to meet their housing needs in the future. The key messages from the research were reinforced through a survey carried out at the Ageing Well Annual Conference in 2017.

The research considered housing and its connection to the immediate neighbourhood and wider community using four key themes:

- **Housing suitability**
- **Accessibility**
- **Affordability**
- **Community connectedness**

The key findings from the research:

### Housing suitability

- Most people were happy in their homes and had no immediate plans to move. Moving house is identified as one of life's biggest stressors and can be quite traumatic for people, particularly as we get older
- Some people had invested in adaptations and improvements to make their homes 'age friendly', such as grabrails, stair rails, stair lifts and bathroom modernisation, planning for change ahead
- The location, space and design of alternative housing influenced decisions around relocating or staying put
- A preference was expressed for two bedroom accommodation, preferably on the level, close to transport links, shops and local amenities. Coping with steps, stairs and inaccessible bathrooms were highlighted as potential triggers for moving home
- Having a good network of social support helped people to maintain their independence and exercise greater choice over where they lived in retirement, even if their housing appeared 'unsuitable'
- There were indications that the current retirement housing on offer was too small and not always well-located
- People could struggle to find accessible accommodation with sufficient flexible space
- There was a perception of limited range of housing alternatives

## Accessibility

- Access to affordable transport and a good range of local services was key to maintaining independence and 'ageing well'. People in rural areas were heavily car dependent and the loss of driving ability was a major transition point when a house move might be considered
- However, people were reluctant to move to more accessible housing if it took them further away from services and amenities or familiar neighbourhoods, this is particularly important for those living with dementia and their carers
- A number of environmental issues were identified that impacted on people's views of their ability to get around:
  - Pot-holes and uneven pavements
  - Parking problems, including vehicles parking on pavements and obstructing dropped kerbs
  - Lack of care for public space
  - A decline in local shops and facilities
- Positive environmental factors identified included:
  - Proximity to green space and investment in environmental improvements
  - Good transport links and parking close to services, including facilities for mobility scooters
  - Wide pavements
  - Adequate seats and stopping-off points, easy to read and follow signage and toilets, preferably with changing facilities

## Affordability

- The main issue that came out of this particular research was the cost of fuel bills, particularly in areas where there was no access to mains gas and a reliance on oil. Alternative, environmentally friendly, affordable heating provision would be beneficial. This is a particular issue in Northumberland where much of the more rural areas do not have access to mainline gas supplies
- While this research identified fuel costs as the main issue there are increasing housing affordability issues facing older people now, particularly in areas with a high percentage of second homes, for example along the coast, and in the west of the County where land values, house prices and rent levels are higher

## Community connectedness

Getting out of the house was fundamental to ageing well. Poorly designed neighbourhoods with limited accessibility or unsuitable housing design can result in people becoming trapped in their homes, leading to social isolation, depression and illness.

The research highlighted there are opportunities to boost social capital and connectivity through joint working and planning within a 'lifetime neighbourhood' planning framework. These include:

- Facilitating choice and access to meaningful social opportunities
- Supporting people through housing and life-course transitions, improving information and transport
- Promoting 'good neighbour' schemes through design and increasing the awareness of the core elements of age friendly neighbourhoods and services amongst key agencies, voluntary organisations and local service providers
- Tackling crime and anti-social behaviour through design and community awareness

The importance of choice and access to increased housing options was emphasised. The report talks about the need to increase the range and availability of affordable and accessible housing options for older people and to rethink where age-designated housing should be located.

The clear message from the study is, people want to live as independently as possible in the home of their choice, remain active and socially connected and able to keep good links with family and friends for as long as possible.



## To supporting younger adults to live independently

Transforming care is all about improving health and care services so that more people can live in the community, with the right support and close to family, friends and support networks. One of the key ambitions of Transforming Care is to significantly increase housing options for people to enable them to access the right home and support at the right time.

The Transforming Care service model clearly states that people should be supported to live as independently as possible in settled accommodation in the community, rather than living long-term in institutionalised settings. It sets out two types of accommodation:

- Settled accommodation is where the occupier has security of tenure/residence in the medium to long-term, or is part of a household whose head holds such security of tenure/residence
- Short-term accommodation is a place where a person can go for a short period, for example, to prevent an avoidable admission into a hospital setting

The key to getting this right is ensuring that people have a choice of housing based on the belief that people have a right to decide where, how and whom they live with, and who should provide them with the support they need to do this.

National research carried out by Sitra<sup>3</sup> on behalf of the National Housing Federation shows that nationally in 2015/16 there was a national shortfall of 16,692 available spaces in supported housing for people of working age. By 2020/21 this is expected to grow to a shortfall of almost 35,166 available places nationally.

Housing studies carried out in Northumberland identified housing stock shortages for people with learning disabilities, physical disability and/or illness, enduring mental health conditions and/or challenging and complex behaviours, leaving limited choice for independent living.

More detailed information on accommodation for older people and younger adults in Northumberland can be found in the Market Position Statement.

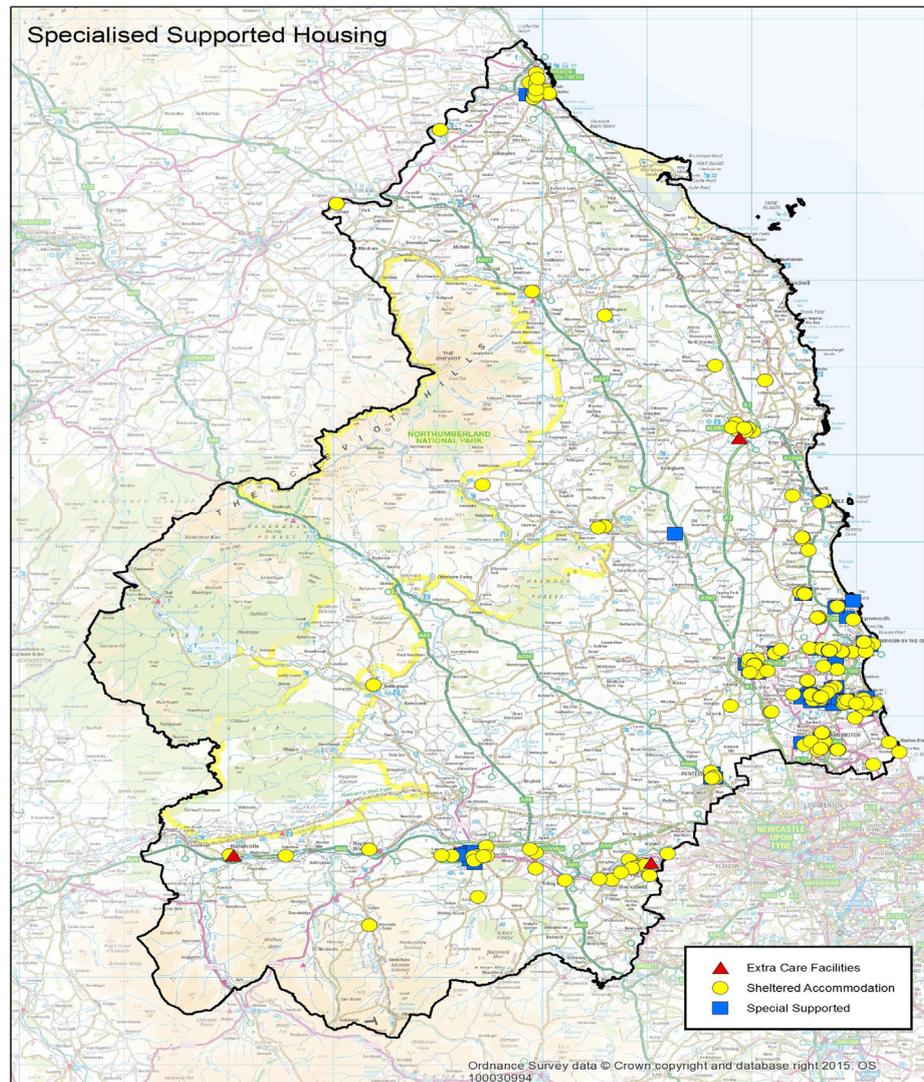


3. Strengthening the Case for Supported Housing

# Demand and supply in Northumberland

The map below illustrates the current range of Accommodation with Support in Northumberland, including sheltered housing schemes and extra care housing for older adults as well as specialised supported living schemes for younger adults. However, what the map emphasises is the current lack of choice of accommodation for people with support needs in Northumberland.

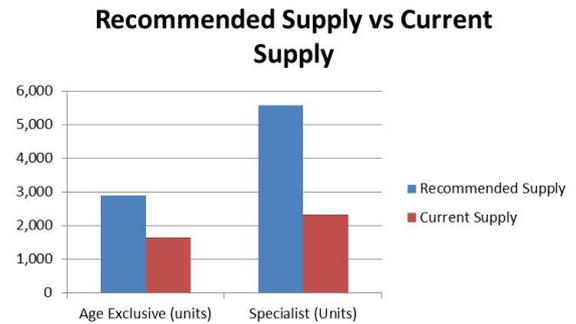
The map may appear to show an abundance of Sheltered Housing, however, some of the schemes are of an older design and may require re-modelling or re-build to meet the needs and expectations of the older population now and in the future. For example, Northumberland County Council presently deliver a traditional Sheltered Housing service across nine Sheltered Housing schemes, serving 320 older persons living in 253 homes. These properties are traditional in both design and service offer and are similar to that of many other social housing providers in the area. The properties are generally around 30-40 years old, with similar characteristics and features. Many are



now coming to the end of their useful life and would require some investment to bring them to modern day standards to meet current and future aspirations and expectations. We are currently reviewing our Sheltered Housing offer, as are other housing providers, focussing upon the condition and viability of the buildings, service provision and demand for each service.

## Current and future recommended supply for older people

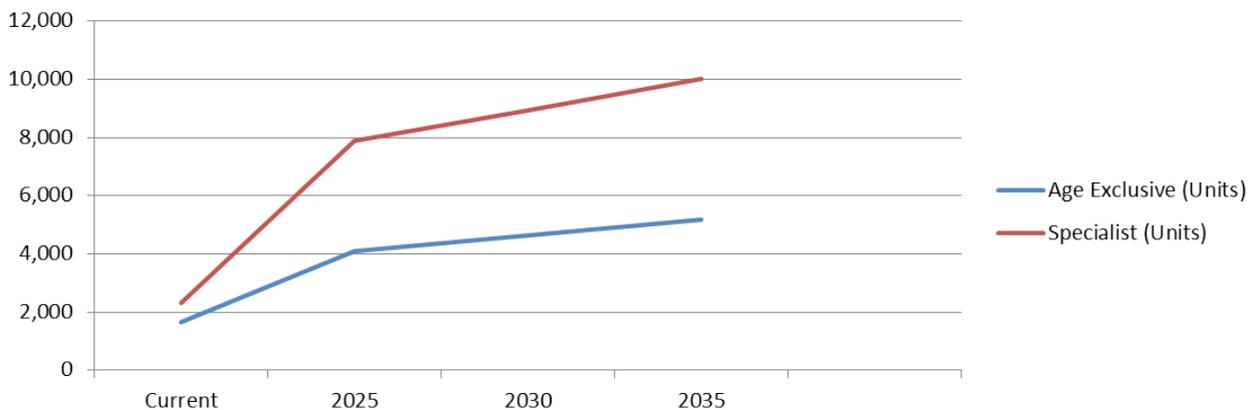
The Centre for Regional, Economic and Social Research at Sheffield Hallam University, in conjunction with the University of Sheffield developed a tool<sup>4</sup> to help local authorities understand the requirements for older people’s housing in their area. The tool, which is the output of research with South Cambridgeshire District Council, Cambridge City Council and Cambridgeshire County Council, recommends a level of supply accounting for local demographic, health and place trends.



The Northumberland data is illustrated in the chart shown and in the tables below.

Northumberland wide				Recommended future supply		
	Current supply	Recommended supply	Difference	2030	2030	2035
Age Exclusive (Units)	1,652	2,890	-1,238	4,091	4,618	5,187
Specialist (Units)	2,325	5,582	-3,257	7,901	8,919	10,017
Sheltered	2,121	4,976	-2,855	7,043	7,950	8,930
Enhanced Sheltered	10	132	-122	187	211	237
Extra Care	194	474	-280	671	758	851

### Recommended Future Supply



4. Housing for Older People Supply recommendations

The tables below detail our local data and are a snapshot of the current situation in the four operational areas of the county.

<b>North</b>	
<b>Demand</b>	<b>Supply</b>
<ul style="list-style-type: none"> <li>• Population 65+ 16719</li> <li>• % of population 65+ 24%</li> <li>• Population with long term life-limiting illness All Ages 14534</li> <li>• % of population with long term life limiting illness All Ages 21%</li> <li>• 65+ in Residential Care 272</li> <li>• 65+ in Nursing Care 300</li> <li>• 65+ receiving Homecare 299</li> <li>• January 2017 – January 2018 274 dwellings suitable for older people advertised through Homefinder. 2019 bids were received for the properties with 60% of the bids for 94 bungalows, meaning demand for bungalows being 13:1.</li> </ul>	<ul style="list-style-type: none"> <li>• 54 community hospital beds</li> <li>• 290 residential care beds</li> <li>• 327 nursing care beds</li> <li>• 21 sheltered schemes providing 431 units of accommodation</li> <li>• 1 extra care scheme providing 58 units of accommodation</li> <li>• Over 750 social rented bungalows</li> </ul>

<b>Central</b>	
<b>Demand</b>	<b>Supply</b>
<ul style="list-style-type: none"> <li>• Population 65+ 14,159</li> <li>• % of population 65+ 20%</li> <li>• Population with long term life limiting illness All Ages 16,583</li> <li>• % of population with long term life limiting illness All Ages 23%</li> <li>• 65+ in Residential Care 476</li> <li>• 65+ in Nursing Care 327</li> <li>• 65+ receiving Homecare 529</li> <li>• January 2017 – January 2018 643 dwellings suitable for older people advertised through Homefinder. 5,724 bids were received for the properties, with 63% of the bids for 159 bungalows, meaning demand for bungalows being 23:1.</li> </ul>	<ul style="list-style-type: none"> <li>• 54 community hospital beds</li> <li>• 290 residential care beds</li> <li>• 327 nursing care beds</li> <li>• 21 sheltered schemes providing 431 units of accommodation</li> <li>• 1 extra care scheme providing 58 units of accommodation</li> <li>• Over 750 social rented bungalows</li> </ul>

South	
Demand	Supply
<ul style="list-style-type: none"> <li>• Population 65+ 13,353</li> <li>• % of population 65+ 18%</li> <li>• Population with long term life limiting illness All Ages 15,728</li> <li>• % of population with long term life limiting illness All Ages 22%</li> <li>• 65+ in Residential Care 279</li> <li>• 65+ in Nursing Care 401</li> <li>• 65+ receiving Homecare 468</li> <li>• January 2017 – January 2018 259 dwellings suitable for older people advertised through Homefinder. 2,751 bids were received for the properties, with 79% of the bids for 79 bungalows, meaning demand for bungalows being 27:1</li> </ul>	<ul style="list-style-type: none"> <li>• 25 community hospital beds</li> <li>• 326 residential care beds</li> <li>• 442 nursing care beds</li> <li>• 20 sheltered schemes providing 620 units of accommodation</li> <li>• Over 1080 social rented bungalows</li> </ul>

West	
Demand	Supply
<ul style="list-style-type: none"> <li>• Population 65+ 15,534</li> <li>• % of population 65+ 23%</li> <li>• Population with long term life limiting illness All Ages 12,144</li> <li>• % of population with long term life limiting illness All Ages 18%</li> <li>• 65+ in Residential Care 191</li> <li>• 65+ in Nursing Care 404</li> <li>• 65+ receiving Homecare 333</li> <li>• January 2017 – January 2018 232 dwellings suitable for older people advertised through Homefinder. 1,924 bids were received for the properties, with 70% of the bids for 106 bungalows, meaning demand for bungalows being 13:1</li> </ul>	<ul style="list-style-type: none"> <li>• 15 community hospital beds</li> <li>• 219 residential care beds</li> <li>• 444 nursing care beds</li> <li>• 23 sheltered schemes providing 526 units of accommodation</li> <li>• 2 extra care schemes providing 58 apartments</li> <li>• Over 1010 social rented bungalows</li> </ul>

There is limited supply of Accommodation with Support for older people across the County and the current Extra Care schemes are in high demand. The data also shows a high demand in each of the areas for bungalow accommodation generally, not specifically for older people in need of formal support.

We want a range of different housing options across Northumberland that will meet the changing needs of our older population, including attractive housing with dementia friendly design built in, bungalows and age appropriate apartment accommodation, in suitable locations.

There is a strategic need for accommodation that supports people with high care needs to move from outlying rural localities into areas where services are more readily available.

Supporting people living with Dementia is a key priority in Northumberland. The increasing ageing population means an increase in the number of people living with Dementia. Using prevalence rates we estimate a 41% increase in people aged over 65 predicted to have dementia by 2025, with the greatest percentage increase in those aged 90 and over. To support people living with Dementia to continue to live in their own home we want to increase age appropriate dementia friendly homes.

The Market Position Statement details our priorities for the development of Accommodation with Support for older people in Northumberland, as well as the predicted demand for care services.

Northumberland is predominantly rural, with the majority of the population living in 3% of the County. However, despite lower demand in some of the smaller settlements, there is still a need for Accommodation with Support for older people. In these areas alternative approaches are needed that offer similar levels of risk management, care and support to people that Accommodation with Support offers.

The model should offer added value to the community and include:

- Mobile domiciliary care and support services available over a geographical area
- Greater use of assistive technology, supported by a response service

There are examples of smaller Accommodation with Support schemes across the country that provides support into the local community. We are keen to talk to developers and providers of smaller schemes about how their model might work in Northumberland.

## Current and future recommended supply for younger adults

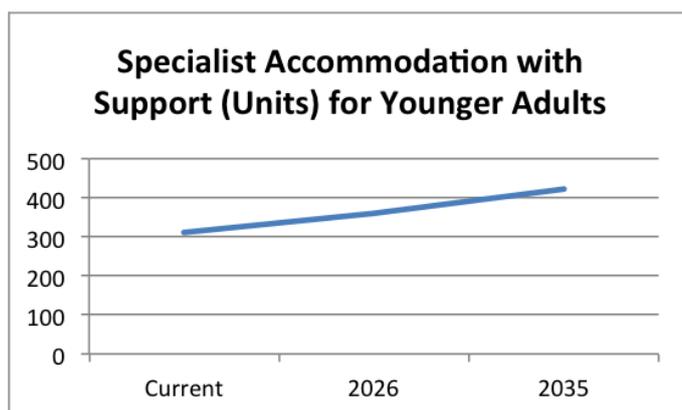
It is not possible to accurately predict how many younger adults may want or need to move into Accommodation with Support. We currently work with 15 housing providers and 12 care providers to deliver the current supported housing schemes. Our current approach to developing schemes for younger adults is to source accommodation on an individual basis. However, given the current level of demand, the undersupply in specific areas, the number of younger adults currently living with an older carer and the potential number of children who will transition to Adult Services, a strategic approach to planning for future provision is needed.

Using the projected 1.8% year on year increase to 2026 included in the Market Position Statement<sup>5</sup>, based on our data the table below is an indication of a projected increase of Accommodation with Support for younger adults to 2026 and on to 2035 using the same premise.

### Minimum number of projected units of Accommodation with Support required in Northumberland

	Actual	Projected	
	2018	2026	2035
Number of places in Accommodation with Support in Northumberland	282	359	421
Under Construction	29		
<b>Total</b>	<b>311</b>	<b>359</b>	<b>421</b>

The figures in the table and chart do not include adults living with older carers or children that will transition into adult services. Our data shows that currently 377 adults aged 18–64 live with an older carer.



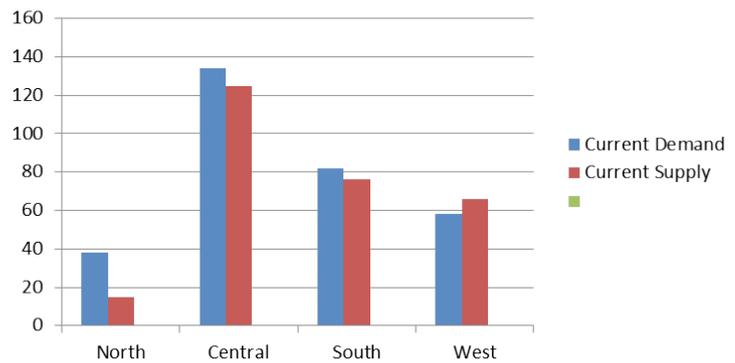
5. Estimating Future Numbers of Adults with Profound Multiple Learning Disabilities in England. Emerson, E (2009). Lancaster: Centre for Disability Research.

From the January 2017 school census we know there are 1,420 children with a Special Education Need in mainstream school in Northumberland. Of this number, 41% have some form of moderate to profound Learning Disability and 13% have an Autistic Spectrum Disorder. Additionally there are 225 children and young adults aged 13 to 20 years that are not in mainstream education, but supported through alternative provision. Not all of the children currently receiving support will require support into adulthood, however, it is estimated that a high percentage of those currently being tracked will require support within the next 5 years.

Our local data, below, shows demand and supply for each of the operational areas of Northumberland.

The data for each of the four operational areas shows that demand exceeds supply in three of the areas, with the North having the greatest gap between supply and demand.

**Current Demand vs Current Supply**



North	
Demand	Supply
<ul style="list-style-type: none"> <li>• 58 Adults aged 18-64 in residential care<sup>6</sup></li> <li>• 6 Adults aged 18-64 in nursing care<sup>2</sup></li> <li>• 15 Adults aged 18-64 in Supported Living accommodation<sup>2</sup></li> <li>• 104 Adults aged 18-64 receiving homecare<sup>2</sup>, of which 38 have a Learning Disability</li> <li>• 23 Adults aged 18-64 on Adults waiting list for Independent Supported Living<sup>2</sup></li> <li>• 299 children Years 9 to 14 with a Special Education Need in mainstream school<sup>7</sup></li> <li>• 84 Adults aged 18-64 currently living with an older carer and will need some form of alternative supported accommodation in the future</li> </ul>	<ul style="list-style-type: none"> <li>• 5 Supported Housing Schemes offering 15 places with no vacancies.</li> <li>• 8 residential/nursing homes offering 76 beds</li> </ul>

6. As at 13 March 2018

7. As at January 2017 School Census

<b>Central</b>	
<b>Demand</b>	<b>Supply</b>
<ul style="list-style-type: none"> <li>• 112 Adults aged 18-64 in residential care<sup>8</sup></li> <li>• 14 Adults aged 18-64 in nursing care<sup>4</sup></li> <li>• 111 Adults 18-64 in Supported Living accommodation<sup>4</sup></li> <li>• 339 Adults aged 18-64 receiving homecare<sup>4</sup>, of which 151 have a Learning Disability</li> <li>• 23 Adults aged 18-64 on Adults waiting list for Independent Supported Living<sup>4</sup></li> <li>• 512 children Years 9 to 14 with a Special Education Need in mainstream school<sup>9</sup></li> <li>• 139 Adults aged 18-64 currently living with an older carer and will need some form of alternative supported accommodation in the future</li> </ul>	<ul style="list-style-type: none"> <li>• 42 Supported Housing Schemes offering 125 places with 14 vacancies.</li> <li>• 12 residential/nursing homes offering 73 beds</li> <li>• 9 one bedroom flats suitable for people with learning disabilities due for occupation spring 2018</li> <li>• 4 two-bedroom bungalows for people with complex needs and challenging behaviours planned to start on site in spring 2018</li> </ul>
<b>South</b>	
<b>Demand</b>	<b>Supply</b>
<ul style="list-style-type: none"> <li>• 71 Adults aged 18-64 in residential care<sup>10</sup></li> <li>• 24 Adults aged 18-64 in nursing care<sup>6</sup></li> <li>• 71 Adults aged 18-64 in Supported Living accommodation<sup>6</sup></li> <li>• 300 Adults aged 18-64 receiving homecare<sup>6</sup>, of which 94 have a Learning Disability</li> <li>• 11 Adults aged 18-64 on Adults waiting list for Independent Supported Living<sup>6</sup></li> <li>• 332 children Years 9 to 14 with a Special Education Need in mainstream school<sup>11</sup></li> <li>• 89 Adults aged 18-64 currently living with an older carer and will need some form of alternative supported accommodation in the future</li> </ul>	<ul style="list-style-type: none"> <li>• 20 Supported Housing Schemes offering 76 places with 5 vacancies.</li> <li>• 4 residential/nursing homes offering 42 beds</li> <li>• A block of 16 one-bedroom flats suitable for people with a learning disability or physical disability due for occupation early summer 2018</li> </ul>

8. As at 13 March 2018

9. As at January 2017 School Census

10. As at 13 March 2018

11. As at January 2017 School Census

12. As at 13 March 2018

<b>West</b>	
<b>Demand</b>	<b>Supply</b>
<ul style="list-style-type: none"> <li>• 60 Adults aged 18-64 in residential care</li> <li>• 11 Adults aged 18-64 in nursing care<sup>8</sup></li> <li>• 49 Adults aged 18-64 in Supported Living accommodation<sup>8</sup></li> <li>• 151 Adults aged 18-64 receiving homecare<sup>8</sup>, of which 95 have a Learning Disability</li> <li>• 9 Adults aged 18-64 on Adults waiting list for Independent Supported Living<sup>8</sup></li> <li>• 277 children Years 9 to 14 with a Special Education Need in mainstream school<sup>13</sup></li> <li>• 65 Adults aged 18-64 currently living with an older carer and will need some form of alternative supported accommodation in the future</li> </ul>	<ul style="list-style-type: none"> <li>• 35 Supported Housing Schemes offering 66 places with 17 vacancies</li> <li>• 5 residential/nursing homes offering 44 beds</li> </ul>

We support 238 people in specialised independent Accommodation with Support, predominantly people with learning disabilities. Many of these have vacancies and over the course of this strategy we will be strategically reviewing these living environments with a view to rationalising and better utilising resources available to us.

The data shows that demand exceeds supply in the North of the County. There are no developments in progress or planned to meet current or future needs, resulting in a shortfall in supply.

The number of vacancies in the Central area would meet current demand, however, current and planned supply will not meet future demand. Compatibility issues mean that not all vacancies can be filled, increasing the pressure on current and in the future and impacting on the shortfall in supply.

While it would appear that supply meets current demand in the South area, not all of the schemes are being maximised, or may not be of the quality standard we aspire to. This will be picked up as part of the strategic review.

The number of vacancies in the West area exceeds current demand. However, not all of the vacancies are in an appropriate location, there are no Accommodation with Support schemes in the rural areas, which can result in service users being placed quite a distance from support networks or can increase the cost of care in maintaining service users in their current home environment.

13. As at January 2017 School Census

The Market Position Statement provides detailed analysis of younger adults in Northumberland that are receiving care and support and the predicted future demand for services. It also contains information on the number of young people receiving care and support that may transition into adult services.

The Market Position Statement also shows a predicted increase in younger adults with profound intellectual and multiple disabilities. What is evidenced is an increased level of need among children with severe and complex needs that will require appropriate supported independent living solutions in the future.

## Developing accommodation with support in Northumberland

In developing this strategy the Council has identified demand for a range of Accommodation with Support across the County and the following information is provided to aid discussions with providers and developers in developing plans to deliver.

### Principles, Opportunities and Challenges

The basic principles we would wish to adopt for developing Accommodation with Support in Northumberland are:

- Our aim is to make best use of the available resources to keep people independent. Accommodation with Support must promote, maintain and enhance people's independence, so that they are healthier, stronger, more resilient and less reliant on formal social care services.
- We want a range of accommodation across Northumberland located in main towns and service centres, close to local services and amenities. Schemes should be central to communities wherever possible, with opportunities to be linked with other organisations and to be focal points for inter-generational community activity where appropriate.
- There is no single Northumberland model. We will work with providers and developers to design schemes that complement and are sympathetic to the locality, the surrounding amenities and facilities, and other local community based assets.
- There will be flexibility of commissioned care and support to meet the needs of the service users. Care and support will be on assessed need and commissioned as appropriate to the particular scheme.
- Accommodation should be designed to meet current and changing needs of service users, including those with high levels of need who may require social care services and specialist equipment. Older person schemes should be designed to support journeys through frailty to end of life where appropriate.

- Design should incorporate technology solutions appropriate to the client group that support independence and self-responsibility for health and wellbeing.
- Northumberland County Council will expect to agree nomination rights for the schemes.

## Opportunities

### a) Build on current services

Northumberland already has a successful record of innovation in developing preventative services that support people in retaining or regaining their independence. Our Prevention agenda focuses on supporting people to remain active and engaged in community life and having services which keep people happy and healthy. Our Market Position Statement provides detailed information on the direction of travel of our services.

**We will maximise this opportunity by expanding the use of preventative services and developing new service models that help individuals and their families continue to be responsible for themselves and the decisions that affect them.**

### b) Integration with Health and Public Health

The joint working arrangements between the Council, Northumbria Healthcare NHS Foundation Trust, Northumberland Clinical Commissioning Group and Public Health strengthens the links across the services and provides opportunities for the development and commissioning of joint services and initiatives that reduce the need for admission to hospital or residential care and bring the services closer to the communities.

**We will maximise this opportunity by continuing to identify and develop joint initiatives that deliver a 'whole service' and value for money. We will build on current and develop new relationships and partnerships to ensure the organisations work together effectively and efficiently.**

### c) North of Tyne Combined Authority

The proposed Combined Authority, comprising Northumberland, Newcastle and North Tyneside, and associated North of Tyne Devolution Deal, provides an opportunity to maximise existing funding streams and develop new alternative sources of funding to enhance provision. Working jointly with partners, including Homes England and other providers, the opportunity exists to develop innovative ways to deliver a range of accommodation with support options in Northumberland.

**We will maximise this opportunity by working in partnership through the Combined Authority to develop future applications for funding, to support delivery of existing and new models of accommodation with support.**

### d) A corporate approach

Supporting independence and safeguarding our vulnerable residents is a key strategic aim for the Council, a commitment set out in our Corporate Plan. All other Council strategies and policies should support the achievement of the Council's strategic aims, therefore help Adult Social Care deliver on the Council's commitment.

**We will maximise this opportunity by continuing to build on our inter-departmental relationships to ensure the needs of our client groups are represented in Council strategies and policies.**

#### **e) Transforming Services**

Our focus on prevention and record of innovation in service development demonstrates our commitment to transforming the way Adult Social Care is delivered in Northumberland. We recognise the care and support provided by carers, family, friends and neighbours and our prevention agenda will complement this.

**Our Adult Social Care Commissioners working with Housing, Planning and Care Providers, to identify and develop innovative Accommodation with Support solutions that support the resources already in place within the community and the support individuals already receive from their families, friends and neighbours.**

#### **f) Community and Voluntary Sector**

Northumberland has a very strong and active Community and Voluntary Sector, delivering a wide range of services and activities within their communities. We need the strength and commitment of the army of volunteers across Northumberland to help people continue to live in their own homes and communities.

**To maximise this opportunity we will continue to develop strong partnerships with Community and Voluntary Groups and organisations and encourage them to take a co-ordinated approach to the services and activities they deliver.**

**We will facilitate links between public, private and third sector organisations to maximise opportunities for volunteering and using volunteers.**

### **Challenges**

#### **a) Shifting the Focus**

There is varying supply of Accommodation with Support across Northumberland. In most cases the options for older people are receiving care in the current home or a move to residential or nursing care if the home environment no longer meets their needs. Traditionally Adult Social Care was delivered 'to' people, building a reliance and dependence on the Council to 'look after' people. This is changing with the transformation agenda and increasing the supply of Accommodation with Support supports this change. This is, however, a move from a culture of dependence to a culture of independence that will take time, and may present a challenge to Adult Social Care staff as well as individuals and their families.

**In meeting this challenge we will ensure training and support is available to all staff to help them help their clients.**

**We will ensure up to date information on services is widely available and accessible.**

## b) Financial

Reductions in local authority funding, welfare reform and the proposed changes to the funding of Supported Housing have significantly impacted on the availability, and development, of accommodation appropriate to support people with health needs to continue to live independently. The financial resource available to fund adult care services has reduced 9.35% over the last 5 years, as detailed in the Market Position Statement, and although the Government have acknowledged the higher capital and revenue costs for supported housing, the grant rate available per unit has reduced by 66% since the development of the first Extra Care Scheme in Northumberland.

**In meeting this challenge we will continue to identify new ways of working that deliver effective services efficiently.**

**We will ensure all services deliver value for money through an effective procurement process.**

**We will continue to seek out opportunities to maximise income that will support delivery of support services to our residents.**

## c) An Ageing Population

Nationally people are living longer and this trend is reflected in Northumberland. The population over 65 years old is predicted to be the fastest growing in the County, greater than the national percentages. An increasing ageing population presents a number of challenges. The majority of our older population will continue to live healthy, active lives, making a significant contribution to their communities and the economy of Northumberland. However, the ageing population will also mean an increasing number of people with long-term health conditions placing an increasing demand on diminishing resources.

**In meeting this challenge we will work with Planning and Housing colleagues to ensure the development of attractive, affordable housing in appropriate locations that will meet changing needs over time.**

## d) The geography of Northumberland

Northumberland is a beautiful County to live in, and we are very proud of our contrasting landscape. However, the rural and sparsely populated areas of the County present a significant challenge in physically providing care and support services, tackling loneliness and social isolation. In some parts of Northumberland older people who need a high level of care and support, or who have reduced mobility or can no longer drive cars, may face an uphill struggle to maintain their independence, and may welcome opportunities to move into attractive housing in more accessible locations.

**In meeting this challenge we will ensure there are appropriate alternatives available that will meet people's needs, and support them in making informed decisions about meeting their ongoing and future care needs.**

## Potential Financial Benefits

The primary objective of developing Accommodation with Support is continued independence and continued good quality of life for residents in need of some support.

A number of evaluation studies have been conducted to support the health and wellbeing outcomes that can be achieved through independent living. However, the impact of reductions in local authority funding, the implementation of welfare reform and the proposed changes to funding of Supported Housing are central to the ability to support people to continue independent lives. Therefore, we will seek to maximise any financial benefits that can be realised from service users living in Accommodation with Support.



As an example, the key findings<sup>14</sup> of an evaluation undertaken of residents in an extra care scheme in North Lincolnshire against a control group demonstrated:

- Care package costs to the Local Authority for residents were reduced significantly following taking up residence, although they increased slightly in the following 7-9 months, but were still 16% below pre-admission levels for people with complex needs and 18% below for people with non-complex needs. This compares with increases of 23% and 14% respectively amongst the control group.
- 10 of the new residents had previously been in a care home, and whilst 3 returned to the care home, over the first 7-9 months there were no 'new' admissions to a care home from the other 46 new residents – amongst the control group 63 were at home at the start of the evaluation period and 6 were admitted to a care home over the same period.
- An estimate of savings to the Local Authority of home care or care home services compared with the likely costs estimated from the Control Group, are £260k pa, which is an average of circa £4,600 per person.
- Overall there has been a net reduction in the levels of need for residents of Strand Court, whilst needs have risen for the control group.
- The death rate amongst residents has been lower than in the control group, despite similar age profiles and initial levels of need.
- The number of episodes reflecting mental health needs has been significantly lower for people in Strand Court when compared with the control group and the number of new dementia diagnoses has been higher among residents of Strand Court.
- The number of contacts to the local single point of access amongst those with complex needs has reduced very significantly, by circa 60%, compared with the year prior to admission.

This was the first study which compared the results of the residents in the extra care scheme against a control group in the community and appears to demonstrate potential cost savings to social care budgets against homecare and residential care costs.

14. Evaluation of Strand Court Extra Care Housing Unit in North East Lincolnshire; Lacey P, Moody s, Grimshaw Dr P (August 2016)

We are keen to explore innovative solutions that could result in increasing quality of life and general wellbeing, as well as reducing cost to social care and health budgets.

Residents in supported living environments have access to a greater level of personal finance than those in residential care homes. This also means independence and choice in how they spend their money.

## Delivery Methods

Increasing the level of Accommodation with Support in Northumberland requires significant investment, a range of delivery methods and an innovative approach to different types of supported housing to meet local needs.



- **Partnerships**

The Council have a successful track record of delivering Accommodation with Support in partnership with a range of organisations. We also have a strategic partnership with ARCH Northumberland, as well as in-house operational housing management and we will continue to develop with them where appropriate.

We are looking to expand the partnerships to open up the market, exploring new ideas in delivering Accommodation with Support to meet the needs in the County.

- **Council land**

The Council is currently reviewing sites in our ownership to identify those suitable for the development of Accommodation with Support that could potentially be included as part of a package to deliver schemes.

- **Non-Council land**

The review of the Local Plan has included a call for sites and will identify sites that meet the criteria to deliver Accommodation with Support across the county.

- **Private development and mixed tenure schemes**

Meeting the needs and demands in Northumberland will require a range of tenures and schemes, including social and affordable rent, shared ownership, discounted market value and market sale. We want to encourage discussions that offer a range of capital financing options to secure development.

- **Section 106 affordable housing element**

Where appropriate we will identify sites where development of Accommodation with Support can be delivered through S106 agreements and work with the developers and Registered Landlords to develop schemes to meet the local need.

• Use of existing high quality sheltered

Some Registered Landlords own sheltered housing schemes that have been designed and built to a high standard, which are accessible and offer good communal facilities. These schemes may offer the potential for development as a higher level Accommodation with Support scheme through the provision of on-site care and support.

• Development in partnership with the NHS

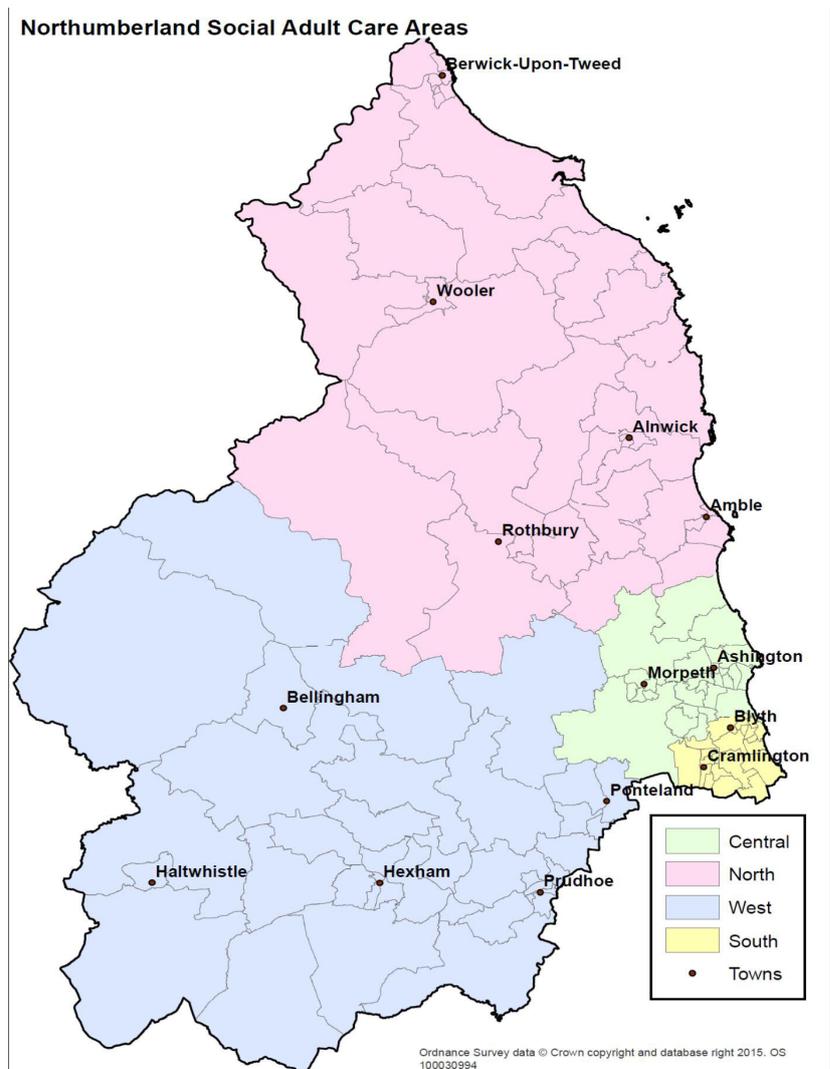
We have successfully developed a joint scheme with the NHS on a site owned by the NHS in Haltwhistle. Northumbria Healthcare NHS Foundation Trust plans may include development or replacement of existing facilities. This may offer further opportunities for partnership working to develop a range of facilities and services on a single site, sometimes, but not always, owned by the trust.

# Priority areas in Northumberland

There is a need for the Council to consider proposals to meet need across Northumberland and we are open to discussions with providers and developers about any areas. However, areas we have identified to date that we want to see schemes come forward for older people include:

- Berwick
- Rothbury
- Cramlington
- Morpeth
- Hexham
- Bellingham
- Blyth
- Ponteland

As the data shows we have particular gaps in supply for younger adults in the north of the county and we are keen to work with providers and developers to bring forward small schemes in towns in the north.



# Conclusion

The strategy aims to enable people to maintain their independence, continuing to live within and participate in community life.

There is varying availability of Accommodation with Support across the County, combined with a lack of choice of suitable solutions. The data shows an identified need to increase a range of Accommodation with Support solutions and the implementation of this strategy will provide direction and focus to achieve this.

There is no single model for Northumberland and we will work with providers and developers to design solutions suitable to the locations and the needs of the service users in each of the localities.

# Glossary

**Ageing Well Partnership:** Ageing Well is funded by Northumberland County Council and supported by the active involvement of older people around the county. The Ageing Well Partnership Board maintains effective partnerships to develop a co-ordinated approach to the strategic planning for older people.

The Ageing Well Network supports the partnership between statutory and voluntary sector organisations, sharing information to ensure access to support and efficient use of resources.

Our partners include Northumbria Healthcare NHS Foundation Trust, local community and voluntary organisations, housing associations and leisure services.

**Homefinder:** The Council's social housing allocation system.

**Nomination Rights:** Registered Housing Providers are required to co-operate with local authorities with regard to allocation of dwellings and most have nomination or referral agreements with relevant local authorities. This allows the local authority to send recommendations to the association to fill a certain percentage of their vacant housing each year.

**School Census:** The School Census is a statutory data collection for all maintained nursery, primary, secondary, middle-deemed primary, middle-deemed secondary, local authority maintained special and non-maintained special schools, academies including free schools, studio schools and university technical colleges and city technology colleges in England. The Census collects information about individual pupils and the schools, such as their educational provision.

**Section 106:** Planning obligations, also known as Section 106 agreements, are private agreements made between local authorities and developers and can be attached to a planning permission.

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