

**Report to the Cabinet**

Meeting to be held on Thursday, 8 June 2023

**Report of the Executive Director of Adult Services and Health and Wellbeing  
and Director of Health and Care Integration (Lancashire) Lancashire and South  
Cumbria Integrated Care Board**

**Part I**

Electoral Division affected:  
(All Divisions);

**Corporate Priorities:**  
Caring for the vulnerable;

**Lancashire Accommodation with Support Plan**  
(Appendix 'A' refers)

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**Brief Summary**

The county council has commissioned the development of an Accommodation with Support Plan for Lancashire. The Plan outlines the housing with care and support needs for older people and working age adults in Lancashire over the next 10 to 15 years. The work has been commissioned through a steering group, set up by the county council, which includes colleagues from Lancashire District councils, the Lancashire and South Cumbria Integrated Care system, registered providers and people with lived experience.

This is deemed to be a Key Decision and the requirements of Standing Order C19 have been complied with.

**Recommendation**

Cabinet is asked to:

- (i). Approve the Lancashire Accommodation with Support Plan, as set out at Appendix 'A'.
- (ii). Endorse and support the work that is undertaken through the Housing with Care and Support Steering Group, to work collaboratively to ensure that the right housing with care and support is developed across Lancashire, in the

right location and at the right time.

## Detail

The county council commissioned a piece of work to develop a Lancashire Accommodation with Support Plan, with the aim of setting out the estimated housing with care and support needs for older people and working age adults in Lancashire for the next 10 – 15 years.

The availability of and access to a range of housing options for older people and working age adults is a cornerstone to supporting the principles of keeping people in their own home, safely and independently for as long as possible, offering choice and flexibility about how people wish to live and lead their lives, and reducing the need for or delaying the reliance on long term traditional residential care (for which there is still a need for some people at some stage in their lives).

The provision of accommodation with care and support supports the Living Better Lives in Lancashire transformation work, which utilises strength-based practice to enable people to live safely and independently in their own home for as long as possible, receiving care and support in the communities in which they choose to live and work. The Plan supports the county council's forthcoming Care Quality Commission inspection by way of providing assurance that the council is Care Act compliant in relation to its market shaping duty. Delivery of the Accommodation with Support Plan will boost economic activity by providing jobs in both the development of accommodation with care and support schemes, and through the provision of ongoing care and support, and by generating redevelopment or new development in communities where people can live, work, shop and undertake leisure activities, all of which very much support the ambitions of Lancashire 2050.

The development of the Plan was commissioned through a Housing with Care and Support Steering Group, established by the county council in the summer of 2022. The aim of the group is to work collaboratively with District Council housing and planning specialists, colleagues from health with a remit related to population health and housing related issues, registered housing providers from across Lancashire and people with lived experience, to accelerate the provision of good quality, modern and flexible housing for people with care and support needs across Lancashire. In shaping its remit and purpose, the group has sought the advice and guidance of a specialist housing adviser to the Local Government Association who has also previously worked as a Director of Adult Services.

The group is chaired by a Chief Executive from a District Council and has established strong links with the housing theme for Lancashire 2050. The group's work builds on the county council's Housing with Care and Support Strategy, and its terms of reference include:

- supporting people with eligible health and social care needs to maximise their independence and live the life they want by accessing housing with care and support in their local area or a locality in which they would choose to reside;
- aiming to keep people safe and well in their own home for as long as possible;
- enabling access to a broad range of accommodation with support as required;



- promoting Lancashire as a great place for developers and providers to invest in;
- accessing opportunities for capital and revenue funding from a range of sources including government and the NHS;
- raising the profile of housing with care and support issues and providing evidence of how the right support at the right time and in the right place can make a difference;
- supporting the development of accommodation that offers best value and affordability.

## **Context**

The population of older people in Lancashire is projected to increase significantly. The 65+ population is projected to increase by 28% by 2038 (from c.265,000 people in 2023 to c.339,000 in 2038) and the 75+ population is projected to increase by 32% by 2038 (from c.129,000 people in 2023 to c. 171,000 in 2038).

The number of older people who are likely to have care and support needs is projected to increase. The number of older people in Lancashire living with dementia is projected to increase by 15% by 2025 (from 2019). The number of older people in Lancashire living with limiting long term illness is projected to increase by 13% by 2025 (from 2019).

The population of working age adults with learning disabilities/autistic people is projected to increase by c.10% over the next 10 years (from c.3,850 people in 2023 to c. 4,260 in 2033), the population of working age adults with serious mental health needs by c.2% (from c.6,800 people in 2023 to c.7,000 in 2033) and adults with physical disabilities/long term conditions are projected to increase by c.2% over the next 10 years (from c.1,195 in 2023 to c.1,221 in 2033).

## **The Approach**

Within the context of the above, one of the first priorities for the Housing with Care and Support Steering Group was to refresh the needs assessment for accommodation with care and support for Lancashire. This work was required in order to better inform the development of an Accommodation with Support Plan for Lancashire.

A procurement exercise was undertaken to secure the services of an organisation to undertake the needs assessment, and develop the Accommodation with Support Plan. The work was awarded to the Housing Learning and Improvement Network (a consultancy firm who offer advice and expertise in relation to specialist housing and care in England and Wales) in October 2022. The Housing Learning and Improvement Network have subsequently produced the needs assessment and the Lancashire Accommodation with Support Plan, set out at Appendix 'A', in close liaison with members of the steering group.

In summary, the Plan sets out the estimated housing with care needs across all 12 Lancashire districts for:

- Older people;



- People with learning disabilities/autistic people;
- People with significant mental health needs;
- People with physical disabilities/long term conditions.

The term 'Accommodation with Support' in the context of the Plan refers to:

- Extra care housing/housing with care: for older people but also working age adults with care and support needs;
- Supported housing: where care and/or support is a core part of the housing offer, typically for people with learning disabilities/autistic people, people with mental health needs and people with physical disabilities/long term conditions.

It is recognised that many older people and working age adults with care and support needs are seeking mainstream housing which may also suit those with particular needs, for example, adapted or wheelchair accessible housing, but where there may not be care or support directly linked to the accommodation.

The Plan will support:

- Housing organisations that provide supported, specialist and mainstream housing, including those currently operating in Lancashire and those who may consider operating in Lancashire;
- Care and support organisations that provide services in supported accommodation;
- Community organisations in Lancashire with an interest in specialist and supported accommodation.

## **Our Ambition**

The key ambition of the Plan is to support the commissioning and development of a wide range of specialist and supported housing that enables older people and working age adults with care and support needs to live independently in their communities, through:

- an increase in housing with care suited to older people as well as access to support and assistance for older people who wish to remain living in their own homes;
- the provision of a mix of accommodation with support options for people with learning disabilities/autistic people and people with significant mental health need;
- the development of additional accessible and adapted homes that are suited to adults and young people with physical disabilities and long term conditions.

## **Key Objectives**

The key objectives of the Plan are to:

- improve the range of accommodation with support options for local people. The aim is to promote and facilitate a range of new build specialist and supported accommodation over the next 10 years that is tailored to reflect the identified needs within our local communities. This will be achieved by



developing a range of accommodation with support that meets the needs of local people. Housing will need to be of the highest standard, in the right locations and include support delivered by registered and responsive care providers.

- plan for and manage demand for accommodation with support. The aim is to manage the demand for accommodation with support and for social care by adequately preparing for what our future population requires. By having a greater influence over the development of the accommodation with support and social care market, the aim is to ensure that there is sufficient accommodation with the right combination of support and care services. This will include development across Lancashire of additional extra care housing and additional accommodation with support for a range of working age adults with care and support needs.
- influence the design and quality of accommodation with support. The councils in Lancashire are seeking greater control of the design and delivery when accommodation with support is developed and want to be able to influence housing developers, and highlight the most suitable locations based on local intelligence. This accommodation with support plan aims to facilitate and encourage a range of providers to work within Lancashire to ensure the mix of accommodation with support services required to meet local needs, including the needs of those who fund their own care.
- encourage opportunities to invest and develop. In Lancashire we are seeking to be transparent and open to sharing our market intelligence to help influence and inform decisions by housing and care/support providers. The councils in Lancashire, with NHS partners, will use resources such as land and buildings to help facilitate development of accommodation with support services. We want to start the dialogue about what future accommodation with support will look like and want providers and developers to have the confidence to invest in Lancashire.

### **Needs Assessment outcomes**

In summary, the Plan identifies the market opportunities for accommodation for support in Lancashire as being:

- approximately 4,200 extra care homes, for sale and or affordable rent, over the period to 2038.
- approximately 550 accommodation with support homes by 2033/34 for people with learning disabilities and autistic people, eligible for support from Lancashire County Council.
- approximately 250 accommodation with support homes by 2033/34 for working age adults with serious mental health needs.
- approximately 190 accommodation with support homes by 2033/34 for adults with physical disabilities/long term conditions.

In the Plan, the above market opportunities are summarised for each of the 12 housing authority areas (Districts) in Lancashire, showing the estimated need for accommodation with support for local people over the next 10-15 years, covering:



- the need for extra care housing;
- the need for accommodation with support for working age adults with care and support needs;
- a summary of need for Lancashire.

## **Next Steps**

The Housing with Care and Support Steering Group will actively promote the Accommodation with Support Plan with District councils, the NHS and registered providers and developers to undertake the detailed work that is now necessary to see the ambitions within the Plan come to fruition. A detailed delivery plan, setting out how Lancashire will deliver more housing with care and support accommodation, will be developed through the Housing with Care and Support Steering Group, chaired by a District Council Chief Executive and deputised by the county council's Director of Integrated and Strategic Commissioning.

The group will undertake this through the county council's well-established market engagement activities and networks, working closely with District planning and housing colleagues, to ensure that developments are in the right locations to best meet need. The expectation will be that developers and housing providers will bring capital investment, and the group will work closely with them to secure government grants where this is available. The county council and NHS partners may be able to offer land and/or buildings for possible redevelopment. The county council will continue to procure care and support for such developments and will continue to take an active role in supporting the market to manage voids. This approach will continue to support economic growth and bring skills and employment opportunities across Lancashire, whilst being mindful that increasing provision which requires a skilled care workforce will require workforce development and planning.

Adoption of the Accommodation with Support Plan supports the county council's forthcoming Care Quality Commission inspection, by way of providing assurance that the county council is Care Act compliant in relation to its market shaping duty. The Plan will support the county council in ensuring sufficient supply of good quality accommodation and care provision across the provider market, supporting system efforts to avoid and/or delay hospital admission, and effect safe and timely hospital discharge and, from a practice point of view, ensuring that people are supported in their own home for as long as possible. The Plan will also support the county council's Living Better Lives in Lancashire transformation work, which utilises strengths-based practice to support people to live safely and independently at home for as long as possible, receiving care and support in their own home and in the communities in which they choose to reside.

The county council is developing an engagement and co-production strategy to ensure people with lived experience are engaged and involved in co-designing services. Involving people with lived experience in the design and development of accommodation-based services is critical to their success, and the adoption of this plan is a timely opportunity to bring the co-production strategy to life through the housing with care steering group, which includes people with lived experience in its membership.

In addition, the county council is undertaking a distinct programme of work to



understand the requirements of people with very complex needs who often require bespoke accommodation solutions. This programme of work will support more timely discharges for people with very complex health needs who are currently in long stay hospitals. This work supports the ambition to further improve joint working between health and adult social care.

The county council's Chief Executive and the Executive Director for Adults and Health and Wellbeing both have key roles within the Lancashire and South Cumbria Integrated Care System, and will be using their shaping and influencing opportunities to promote active involvement and investment from the NHS, to support the development of accommodation with support across Lancashire. Poor housing conditions can often lead to deterioration of people's physical and mental well-being, and access to good housing is often a barrier to discharging people safely from hospital. Partners must work together as a system to prioritise good housing standards for all, especially in some of Lancashire's most deprived areas where housing stock is often old, out of date, difficult to modernise and can be unsuitable for people with disabilities and/or increasing frailty.

Housing is recognised as a key theme for Lancashire 2050, critical to supporting people's health and wellbeing, with economic and other opportunities. Housing is therefore seen as a key priority for all Councils and the NHS in Lancashire. The Chair of the Housing with Care and Support Steering Group is also the theme lead for Housing in Lancashire 2050. The Accommodation with Support Plan can therefore act as a key lever in supporting the delivery of Lancashire 2050, and the county council is looking forward to working with District and other partners to further progress the Lancashire 2050 work.

## Appendices

Appendix 'A' is attached to this report. For clarification it is summarised below and referenced at relevant points within this report.

Appendix	Title
Appendix A	Lancashire Accommodation with Support Plan

## Consultations

No formal consultations have been undertaken on the Lancashire Accommodation with Support Plan although work has been undertaken collaboratively with colleagues from District Councils, the Lancashire and South Cumbria Integrated Care System, registered housing providers who operate across Lancashire and people with lived experience.

## Implications:

This item has the following implications, as indicated:



## **Risk management**

The key risk associated with not approving the Accommodation with Support Plan will be the delay in developing and delivering much needed housing with care and support for older people and working age adults with care needs. The needs analysis undertaken as part of this work clearly demonstrates an increasing need for the Plan, due to the demographic changes that will occur in Lancashire over the next 10-15 years.

## **Financial Risk**

Developing and delivering more accommodation with support will likely result in cost avoidance for the county council and the NHS. The provision of a range of housing options for people with care and support needs will ultimately reduce the need for people to be placed in long term residential or nursing care. It will either remove the need completely, or will reduce the amount of time that a person may require a placement in a long term care establishment. Care provided at home is more cost effective and is the place where most people would choose to live and receive care. Housing with care options ultimately improve people's choices, and support them to remain at home as safely as possible for as long as possible. This is of benefit to both the county council's and the NHS's finances.

Any future proposals requiring investment will be presented at future Cabinet meetings for approval.

## **List of Background Papers**

Paper	Date	Contact/Tel
None		
Reason for inclusion in Part II, if appropriate		
N/A		

