

**Meeting of the Full Council
Meeting to be held on 18 December 2014**

Report submitted by: The Executive Director for Adult Services, Health & Wellbeing

Part B

Electoral Division affected:
All

Lancashire County Council's approach to the development of housing and support schemes for older people including those with dementia.

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Executive Summary

At the meeting on 2 October 2014 Full Council resolved that a report should be submitted to the December meeting regarding the development of a new service in North Lancashire to support older people including those with a diagnosis of dementia. This report provides an update on the development of new models of housing and support provision across Lancashire.

Lancashire County Council is committed to supporting the development of extra care specialist housing which will better enable older people, including those with dementia, to retain their independence and offers a viable alternative to residential care. Building on the success of Brookside in Ormskirk, schemes are now at varying stages of consideration and development in seven Districts. Two schemes are at an advanced stage and building will commence during 2015.

The majority of people say that they prefer to retain their independence, privacy and dignity by remaining in their own home or alternative self-contained accommodation. LCC investment in new services should fully reflect population need, demand and expectations and this requires us to look at new models which will be fit for purpose for the coming decades. Our aim is to embrace best practice and ensure that new services are truly innovative, inclusive and transformational. To this end, LCC and other partners have been working with Lancaster University to develop an ambitious scheme which will incorporate the very best practice and design, and will benefit not only the residents of the scheme but older people across Lancashire and beyond. However this scheme is at an early stage of development and requires complex negotiations with partners. A report will be submitted to the Cabinet Member when further details emerge.

Recommendation

Full Council is asked to note the content of this report which proposes developments which will put Lancashire at the forefront of care and support for older people.

Background and Advice

Lancashire County Council is committed to developing excellent services for all citizens. This is reflected in strategic priorities, such as the Extra Care and Specialist Housing Strategy, and key services re-designs, including the new domiciliary care framework which is underpinned by an emphasis on quality. It is recognised that as citizen expectations and needs change, new models of service are required across Lancashire. The scale and nature of these new services requires a partnership approach, with LCC using its resources to maximise the opportunities and benefits. Our population is ageing, with many people living longer with multiple long term conditions, chronic disease and increasing numbers with dementia. New services need to be flexible and able to meet increasing complexity of need, enabling people to remain in their own home and minimising the need for admission to a care home.

The delivery of health and social care is changing, with much greater collaboration and integration. There is increasing investment in services that enable older people to receive support, care and treatment in or close to their own home. The emphasis is on prevention and early intervention, rehabilitation, recovery and use of technology as well as continuing advances in diagnosis and treatment.

Care provision for older people has remained broadly unchanged for many years, with the cornerstones based on domiciliary care to support people in their own home and residential/nursing care for those who cannot be supported at home. Sheltered housing, much of which was developed during the 1970's/1980's provides another option, but was not designed to support people with more complex needs so for many is not a home for life. The benefits of 'extra care' are well understood, but the development of this type of specialist housing for rent has been very slow, with only two new build schemes in Lancashire.

In many parts of the County there is an oversupply of residential and nursing homes and placement rates are considerably higher than comparable authorities. As social care services become more integrated with those of the NHS, with better rehabilitation and 'step down' facilities from hospital, placement rates are reducing. Whilst there is likely to be a continuing need for good quality care home provision, demand will reduce as alternatives develop and people's expectations change. The 'baby boomer' generation are less likely to accept traditional models of care and to exhibit much stronger preferences for independent living arrangements, greater autonomy and choice in services than previous generations.

So in planning new developments we are not seeking to replicate the models of the past, but to meet the needs and expectations of the next generation and beyond. Any new services must be fit for purpose for at least the next 20/30 years.

Extra care specialist housing will lead to less demand for residential and nursing home care, but it is not a straightforward substitution. A move into a care home is often at a time of crisis following an illness or accident, whereas this is not the case with extra care which needs to be planned. For the majority of people, an extra care apartment can be a home for life with flexible health and social care support available regardless of complexity of need. The companionship and support derived

from being part of a community serves to address some of the debilitating consequences of loneliness and isolation, which are often factors leading to care home admission. We know that greatly increasing numbers of people will suffer from dementia but with thoughtful design and flexible support, they should have the same opportunities to be supported in their own home and not need to move to a congregated care home setting simply because of their diagnosis or because existing services cannot meet their needs.

In September 2014, LCC Cabinet approved an Extra Care and Specialist Housing Strategy. This makes the case to initially develop a scheme in each District (providing in the region of 800 extra care apartments) with the intention to expand provision significantly in future years. Bringing these schemes to fruition is time consuming and complex, and requires the involvement and commitment of numerous partners. For example the Ormskirk scheme involved LCC, the (then) Central Lancashire Primary Care Trust, West Lancashire Borough Council, Arena Housing, the Homes and Communities Agency (HCA), care providers and Third Sector organisations. Only through collaboration and the sharing of effort, resources, investment and risk can these schemes be delivered.

This is an ambitious programme which requires us to explore all options. When it is not possible for a scheme to be developed without additional public funding, LCC will consider providing financial input, including any land value, not representing more than 30% of the total cost of the project. However in most cases the contribution of LCC would be expected to be significantly less.

Good progress is being made, with schemes at varying stages of consideration and development in seven districts. Two schemes (Fleetwood and Preston) have been awarded HCA funding and building will commence during 2015. Inevitably schemes do take time to come to fruition. For example, whilst funding is in place for the Fleetwood scheme, construction will only start in August 2015 with completion early in 2017.

Fleetwood Development

This scheme is a partnership between Wyre Borough Council, LCC, Regenda, (which is a housing association and regeneration organisation) and Fylde and Wyre Clinical Commissioning Group. Regenda own Wansbeck House, a 1960's sheltered housing scheme in Fleetwood which is no longer fit for purpose. The site adjoins the LCC owned former Chatsworth Resource Centre. Regenda secured planning consent to develop the combined site earlier this year. This scheme will provide 72 self-contained extra care apartments on an affordable rent basis. As with the Ormskirk scheme, this will incorporate a wide range of facilities which includes the potential for health care services. Included in this scheme is the opportunity to develop the adjacent former Chatsworth library site to provide community health and wellbeing resources for the use of the extra care tenants and the wider community. Fylde and Wyre CCG have prepared an outline business case to secure NHS funding for this element of the scheme.

Lancaster Health Innovation Campus

LCC and other partners have been working with Lancaster University to develop an ambitious scheme which will improve all aspects of support, care, technology and other resources that enable older adults to age well and have productive and fulfilling lives.

The 'Health Innovation Campus' is a core project within the Lancashire Enterprise Partnership's Growth Deal which was announced in September 2014, and has been allocated an indicative £18m of capital funding. It is proposed that the scheme will include a 'Wellbeing Village' which will allow residents to access flexible accommodation, care and support dependent upon their needs. The proposal is ambitious and innovative, and as such carries a range of risks and will inevitably take some years to deliver but will improve the quality of care, treatment and outcomes for older people across Lancashire.

The development of the scheme will be led by Lancaster University in partnership with Lancaster City Council, LCC, Lancashire North CCG, Carillion and others. This nature of scheme requires complex negotiations, and at this stage it is not possible to specify timescales. As further details emerge a report will be submitted to the Cabinet Member.

Consultations

N/A at this stage of the development

Implications:

This item has the following implications, as indicated:

Risk management

Financial implications.

The County Council's Extra Care Strategy provides for support for the development of Extra Care Housing schemes of two types:

1. The making available of sites for development, at either nil or nominal value, subject to compliance with the terms of the General Disposal Consent.
2. Capital grants

Either or both is available to any scheme within the overall £18m resource envelope identified within the Extra Care Strategy to support the significant expansion of extra care units across Lancashire, but any contribution towards the cost of an individual scheme is subject to a financial appraisal to confirm whether an entirely market driven solution, in terms of the provision of the relevant assets, is a viable option or not. This will maximise the outputs available from the funding identified and in total support from the County Council should equate to no more than 30% of the total development cost of an individual scheme. In addition to this, the County Council will

be responsible together with individual service users for the costs of care provided within these facilities. Expansion of Extra Care capacity should ultimately deliver net savings on adult social care budgets, and therefore provide greater overall value to the County Council, as the intention is that a proportion of the available places will be available to people otherwise at risk of entering residential care at increased cost.

Legal Implications.

Full consideration will be given to any legal issues that arise in relation to the Lancaster scheme in due course.

Local Government (Access to Information) Act 1985

List of Background Papers

Paper	Date	Contact/Directorate/Tel
The Development of an Extra Care Scheme in Fleetwood (Part II)	December 2014	Sarah McCarthy 01772 530551

[Extra Care and Specialist Housing Strategy for Lancashire \(Appendix A\)](#)

Reason for inclusion in Part II, if appropriate

N/A