

Lancashire Health and Wellbeing Board
Meeting to be held on 3 September 2024

Corporate Priorities:
Delivering better services;
Caring for the vulnerable;

Housing with Care Update

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Brief Summary

The report sets out the lessons learned from the Tatton Gardens Extra Care Scheme in Chorley and provides an update on the work being undertaken to review the process of Disabled Facilities Grant administration across Lancashire.

Recommendation

The Health and Wellbeing Board is asked to review the report and discuss the points raised within it.

Tatton Gardens Extra Care Scheme, Chorley: Lessons Learned

Background

The November 2023 meeting of the Health and Wellbeing Board was held at Tatton Gardens in Chorley. At that meeting, there was a discussion about the lessons that might be learned from the development and running of the scheme. Tatton Gardens is the second extra care facility developed, owned, and managed by Chorley Council. It is based in one of the most deprived areas of the borough, including Super Output Areas that are ranked as within the 10% most deprived in the country.

The development includes 62 high quality apartments suitable for individuals or couples with the aim of enabling residents aged over 55 years to live independently for longer. The site also includes a GP surgery, community café, community centre, a hair salon and space for a pharmacy. Alongside the building, is a revamped recreation ground, play area and bowling green. The inclusion of community facilities is designed to ensure that the scheme and its residents are part of the wider community, rather than being cared-for but isolated from others.

The inclusion of a GP surgery, while a benefit to the scheme, also sought to address a very longstanding issue of primary care within a deprived community. The previous GP surgery premises had long been identified as unsuitable for patients, with significant work undertaken by partners over a long period to identify a suitable



alternative. The new surgery means that primary care services can now be delivered from modern and accessible premises.

The allocation of apartments within the scheme is managed through an allocations policy, which prioritises applications primarily based on need and links to the local area. The policy is managed by a joint allocations panel, which includes Chorley Council, Lancashire County Council, and the on-site care provider.

Policy context

The development of extra-care accommodation supports other regional and national strategies aimed at reducing health inequalities.

- Through providing quality housing and improving access to health care within a deprived community Tatton Gardens supports the Lancashire and South Cumbria Integrated Care Board's approach to the NHS England's Core20plus5 framework for adults.
- By supporting people to stay well in their own home, with connections to their communities and more joined up care, the scheme supports the Lancashire and South Cumbria Integrated Care Partnership priority of Ageing Well.
- Tatton Gardens provides quality housing, social connections, and environments that promote health and therefore delivers several Lancashire County Council's Foundations for Wellbeing.
- The County Council Housing with Care and Support Strategy 2018 – 2025 has the stated aim of "at least one Extra Care scheme for older adults in each district". Tatton Gardens is the second extra care facility in the borough of Chorley.
- The partnership approach to the Tatton Gardens development and allocations demonstrates the Lancashire 2050 commitment to make sure public bodies properly join up their services to focus on Lancashire people's needs.

Lessons Learned

Tatton Gardens has now been open for around 12 months, while Primrose Gardens – Chorley Council's other extra care facility – has been operating for around five years. Both sites give an opportunity for the council and wider public services to reflect on the strengths and challenges of building, opening, and operating extra care schemes.

i) Strengths

- There is a continuing need for extra care accommodation. Demand remains high for both sites, with both being fully occupied and a lower than 14 day turnaround for voids, and a managed waiting list for apartments.
- The sites integrate well with other public services. This is particularly seen in referrals to the social prescribing service to provide support to residents to remain independent, and particularly encouraging social interaction and relationships.
- Public services can work effectively together; demonstrated through the joint allocations policy and panel, with the county council, borough council



and care provider working together to agree prioritisation for offers of accommodation.

- The mixed use of the sites promote community involvement and engagement with residents. This was particularly demonstrated through a project undertaken by UDevelop, funded through the social value element of the construction contract. Those residents who have engaged with community groups at the scheme have seen the average number of GP appointments halved, and their level of knowledge and confidence in managing long term conditions increase significantly.

ii) Challenges

- Financing the development was undertaken by Chorley Council, with some funding secured from Homes England and central government in relation to developing residential accommodation. The cost inflation and increase in borrowing costs since the project completed means that the financial model would probably not be sustainable without funding being received from elsewhere.
- Navigating the complex arrangements for commissioning and agreeing a new GP surgery, even with an existing practice was extremely challenging. It often fell to the council as developer to negotiate complicated decision making structures, and to negotiate on the specification of the building.
- Ensuring the right mix of apartments and facilities requires an understanding of the local area and demand. For example, for Tatton Gardens, the council reduced the number of two bedroomed apartments as the demand at Primrose Gardens was significantly weighted toward one-bedroomed. The arrangements for scooter storage were also changed to a rental model to recognise the proximity of the town centre and importance of independence to residents.

Potential points for discussion

- Is extra care accommodation viewed by partners as a priority in supporting people to live independently for longer?
- If so, how do we develop a model where:
 - a) funding for schemes can be made available from different parts of public services who should benefit;
 - b) encourages close working across public services to support residents and the community; and,
 - c) supports developers (whether public or private) to navigate the complexities of decision making?

Review of disabled facilities grants

In September 2023, the Director of Health and Social Care Integration, held a workshop of the district council Chief Executives and lead officers for health to identify how district councils could be better engaged in the work to improve integration of health and social care, and to ultimately improve the health and wellbeing of the residents of Lancashire. That workshop identified that district



councils already play a central role in supporting health and wellbeing and acknowledged that that role is not always recognised.

Housing was one area where district councils have a lead role. This ranges from their role through the planning system in encouraging the delivery of a sustainable housing supply, to their role in regulating housing standards. One specific role that districts play is in the delivery of Disabled Facilities Grants (DFGs), which provide adaptations to support people to continue to live independently at home. It was felt that a review of the approach taken to DFGs across the county may provide an opportunity to strengthen the impact that DFGs have, and so this project was commissioned by the district Chief Executive group, and subsequently included within the Place Plan for Lancashire.

The objectives of the review are:

- Review the literature relating to Disabled Facilities Grants and their impact on the health and wellbeing of service users, and the delivery of public services.
- Review the current Disabled Facilities Grants processes in place across Lancashire, identifying consistencies, differences, best practice and challenges
- To identify changes that could be implemented to improve the impact of Disabled Facilities Grants, both on the residents of Lancashire and on public services.

The initial work is now complete, and a report is currently being drafted. This will initially be considered by the district Chief Executives group to ensure that it reflects the position and understanding of the 12 districts. It will then be presented for discussion by others, including the Place Partnership.

While the work is still being finalised, there are some emerging themes. These include:

- a) The positive impact that adaptations have both in direct benefit to service users and in cost savings to wider public services
- b) While there are broad similarities in the process used to award disabled facilities grants across the county, there are differences.
- c) Greater benefits could be secured if:
 - i) a best practice model policy was adopted;
 - ii) a consistent set of indicators were developed and adopted;
 - iii) all districts implemented a Home Improvement Agency model;
 - iv) all districts adopted a trusted assessor model
- d) A concern about the impact that paediatric cases have on the overall budget for Disabled Facilities Grants within districts
- e) A need for the positive impact that Disabled Facilities Grants, and adaptations more widely, to be recognised in the development of a focus on prevention and early intervention within health and social care.

Appendices

There are no appendices to this report.

List of background papers

N/A

