

Cabinet 16 May 2024	 TOWER HAMLETS
Report of: Somen Banerjee, Acting Corporate Director of Health and Adults Social Care	Classification: Unrestricted
Housing with Care Strategy 2024-2034	

Special Circumstances Justifying Urgent Consideration/ 'Reasons for Urgency'

This report was published after the statutory publication deadline due to delays with internal consultation. Due to the unavoidable rearranging of the Cabinet meeting, administrative processes had to be shortened and it did not prove possible to complete for this report in time for the initial agenda publication. It is important that this report is considered at this Cabinet meeting due to the need to progress the issues swiftly to meet key administration priorities.

Lead Member	Councillor Gulam Kibria Choudhury, Cabinet Member for Health, Wellbeing and Social Care
Originating Officer(s)	Juliet Alilionwu Deputy Director Ageing Well, Integrated Commissioning, Hibo Mohamed, Senior Commissioning Manager-Housing with Care
Wards affected	All wards
Key Decision?	Yes
Reason for Key Decision	Significant impact on wards
Forward Plan Notice Published	15/12/2023
Exempt information	N/A
Strategic Plan Priority / Outcome	The Housing with Care Strategy supports the following strategic plan priority 2: providing homes for the future by providing accommodation to residents where they can access the care and support, they need to maintain their independence. Priority 5: Invest in public services through the local development of modern high quality specialist housing options that ensure vulnerable adults receiving social care are supported to maintain their independence and achieve their goals.

Executive Summary

This report sets out the background behind the London Borough of Tower Hamlets Housing with Care Strategy 2024-2034. The strategy provides a robust model for the mix of Care settings required to support the growth in population size and evolving complexity of need to meet the increase in demand for Adult Social Care. It sets out the areas where further development and investment is needed to be able to provide high quality housing with care options to the most vulnerable residents. In addition, it seeks permission to formally adopt the strategy and further develop and approve the annual delivery plan.

Recommendations:

The Mayor in Cabinet is recommended to:

1. Agree and approve the proposed Strategy.
2. Agree that options for additional housing with care settings are developed as part of the delivery plan for the proposed Strategy and that these come back to the Council's Cabinet meeting at a future date.

1 REASONS FOR THE DECISIONS

- 1.1 This report proposes a Tower Hamlets Housing with Care Strategy.
- 1.2 Tower Hamlets is in the process of transforming the delivery of Adult Social Care and have established a bold new vision and strategy– “Improving Care Together”. Our “own home is best” position is supported by a wealth of evidence that the vast majority of people prefer to be in their own home wherever possible.
- 1.3 A primary aim of this strategy is to support people to stay in their own homes as far as possible but when this is no longer achievable to ensure there is a range of high-quality housing with care options for those residents who need them.
- 1.4 As well as the need to address the housing, care and support needs of vulnerable residents, housing with care can provide an alternative to expensive domiciliary and residential care placements which are not always the most suitable or cost-effective way to meet needs and promote residents’ health and wellbeing.
- 1.5 This is particularly evident given the significant growth in population of those 65 and over, rising service demands and budgetary constraints.
- 1.6 The Housing and Care strategy provides the foundation from which to further develop detailed plans. Once the strategy is adopted Officers will develop and agree an annual delivery plan. As such this strategy will support the future procurement and delivery of a range of housing and care options including

Extra Care Housing, Nursing Care, Shared Lives, Supported Living and Residential Care.

2 ALTERNATIVE OPTIONS

- 2.1 Do Nothing – this will not enable the Council to meet the increased demand of a significantly growing ageing population, with higher complexity of needs and improve outcomes for the most vulnerable residents within the current challenging financial climate. The single most notable trend would be the need to continue to procure significantly more Residential Care beds, over 115 within 10 years. This situation is unlikely to be acceptable to residents or the Council. It is also unlikely to be affordable in the future.

3 DETAILS OF THE REPORT

- 3.1 As part of the wider transformation of Adult Social Care- “Improving Care Together” delivery, Council Officers conducted a service review and needs analysis of the different housing with care options settings. The outcome of the analysis highlighted an increase in demand due to the substantial population growth, particularly in those aged over 65, resulting in the need for more specialist housing accommodation for vulnerable residents.
- 3.2 There are projected to be significant population increases in Tower Hamlets over the next 10 years with a 15% increase by 2033 in the 18- 64 population and more significantly a 54% increase by 2033 in the over 65 population.
- 3.3 In line with the national direction, there is an imperative to join up planning to make ‘every decision about care also a decision about housing’ as stated in the Government’s People at the Heart of Care: Adult Social Care Reform White Paper.
- 3.4 Housing with care is accommodation which has been adapted or built to facilitate the care and support needs that a resident may have or develop in the future, this includes Extra Care Housing, Nursing Homes, Shared Lives, Supported Living and Residential Care.
- 3.5 Tower Hamlets has 6 extra care housing schemes, 2 care homes, 12 residents being supported in Shared Lives arrangements, 23 supported living settings and 6 residential care homes in the borough.
- 3.6 The Council currently have limited in-Borough provision to meet existing demand with significant numbers of people currently being placed Out of Borough. There is also an historic over-reliance on the use of Residential Care as a Care setting within the Borough - particularly for the 65+ population where nearly half (44%) of the population utilising bed-based care are in Residential Care settings.

- 3.7 Currently nearly 45% of adults with Learning Disabilities and over 20% of adults with Mental Health support needs aged 18 to 64 in Housing with Care settings are in Residential Care.
- 3.8 The intention of this strategy is to extend the offer of 'housing with care' to a wider range of vulnerable adults. This includes building upon the current offer to people with learning disabilities, people with physical disabilities and people with mental health conditions.
- 3.9 The Strategy aims to mitigate the financial risk and eventually result in long term considerable savings for the Council in meeting this increased demand by providing residents requiring care and support with the preferable specialised housing in the community, as opposed to inappropriate costly residential care homes.
- 3.10 It is important that the Council now adopts a strategic and structured approach to addressing this challenge. A key starting point is to improve the alignment of support to needs and settings.
- 3.11 This Strategy will:
- Continue to enhance the overall provision of housing with care enhancing its appeal as an attractive offer for residents.
 - Increase resident choice and extend the offer to a wider range of vulnerable adults with complex needs.
 - Substantially expand the capacity of Extra Care Housing and Shared Lives arrangements and consequently in turn reduce the use of out of borough residential placements.
 - Develop and design modern housing with care provision that integrates and utilises advanced assistive technology.
 - Work in collaboration with investors and developers to better understand and respond to future need and demand.
- 3.12 To deliver the required changes represents a major and significant cross-service transformation effort within and beyond Adult Social Care and requires closer working with Housing, Planning and Capital Development services in Tower Hamlets.
- 3.13 The reviews considered the future needs of Older People (65+) and those with Learning Disabilities (LD) and Mental Health (MH) needs. These groups represent the vast majority (circa 90%) of demand for bed-based care in Tower Hamlets.

3.14 The table below shows the unit cost for each Care setting and population cohort. This information has been derived from Unit Costs information provided by the Finance team based on 2021/22 average costs.

	LD	MH	Elderly
Nursing	£890	£740	£1,100
Residential	£1,800	£956	£950
Extra Care	£640	£560	£500
Supported Living	£ 1,015	£740	£750
Shared Lives	£580	£580	£580

3.15 To be able to meet the projected increased demand the Council will need to change its current purchasing pattern for bed-based care. The analysis has enabled us to model the mix of Care settings that could be required to support each of these populations in the future and point to the areas where further, future investment maybe required.

3.16 The modelling shows the need for considerable extra bed capacity over the coming years – for and Extra-Care and Nursing beds.

			Nursing	Residential	Extra Care	Supported Living	Shared Lives	Total	
Learning disability	18-64	Current		83	24	80	4	191	
		Future		22	65	108	22	217	
	65+	Current	1	18	5	4		28	
		Future	2	10	17	8	4	41	
Mental Health	18-64	Current	5	77	18	246		346	
		Future	0	79	79	196	39	393	
	65+	Current	20	69	43	18		150	
		Future	0	56	100	45	22	223	
Physical & Sensory Impairment	65+	Current	69	106	65	3		243	
		Future	108	58	162	18	18	364	
TOTAL (all ages)			Current	95	353	155	351	4	958
TOTAL (all ages)			Future	110	225	423	375	105	1238

3.17 There are already some new Supported Living schemes in the pipeline for people with Learning Disabilities.

3.18 The analysis suggests that, if this approach is taken, there are significant opportunities available through the further development of the different Council

owned Housing with Care settings. There are likely to be significant benefits arising from this development, including:

- more choice and control for individuals receiving Care;
- increased independence; and
- better value for money.

3.19 **Extra Care Housing:**

3.20 To be able to deliver the purchasing pattern required to address the increase in demand extra care housing will be the key alternative to the current residential care. The modelling indicates that an additional 240 beds in Extra Care are needed by 2034.

3.21 This equates to 2 to 4 additional schemes at 60 to 120 beds each. Achieving the development of new Extra-Care facilities and delivering them within the context of a new, better and more flexible Extra-Care model is the key solution to deliver on the new ASC strategy – Improving Care Together.

3.22 **Nursing Care:**

3.23 Population increases, the complexity of people's needs, and healthcare requirements means that more nursing beds are required. The modelling completed to support the "optimum" arrangements indicates that 20 to 25 new nursing beds will be needed by 2034.

3.24 New Nursing Homes tend to be very high specification and usually charge a significant premium. Use of any new capacity needs to be closely planned with providers and neighbouring Boroughs to avoid an imbalance of 'importing' people from other placing authorities.

3.25 **Shared Lives:**

3.26 The Tower Hamlets Adult Social Care Strategy cites the ambition to grow the existing Shared Lives scheme. The scheme is currently small scale, focuses on people with Learning Disabilities and has just four live in arrangements.

3.27 Shared Lives arrangements are the highest rated form of care by CQC and can deliver great outcomes for individuals as well as their host Carers.

3.28 The modelling suggests that 110 live-in Shared Lives arrangements would be needed by 2034 to align with an ambition of 10% of people aged 18-64 and 5% of people over 65 who need housing with care making use of Shared Lives.

3.29 **Supported Living:**

3.30 There are already several successful Supported Living schemes in Tower Hamlets for people with Learning Disabilities and people with Mental Health support needs.

3.31 The modelling work based on the optimised bed-mix suggests that current Supported Living capacity will need to be marginally increased by 25 beds to meet demand over the next 10 years.

3.32 **Residential Care:**

3.33 A central objective of the strategy is to reduce the proportion of people using Residential Care and the associated number of Residential Care beds required in Borough. This shift away from Residential Care requires considerable use and growth of alternatives.

3.34 The aim is to instead ensure people can be in their own homes or, if they need to move, to live in settings which afford rights of tenure and greater choice of support.

3.35 COVID highlighted the limitations as Care Homes nationally struggled to uphold resident freedoms, quality of life and their family relationships whilst needing to prioritise infection control.

3.36 **Delivery Plan**

3.37 The adoption of the Strategy will be followed by the development of a robust delivery plan which will incorporate an annually reviewed delivery plan.

3.38 The delivery plan will include a clear capital programme which sets out the different delivery options, including model, scheme ownership/management and all cost implications. As well as the impact of each option on the delivery of new social and affordable housing.

3.39 As present a monthly Housing with Care Strategy Delivery Group with membership from Adult Social Care, Housing Supply, Commissioning, Planning and Capital Programme and Asset Management has been established.

3.40 In addition, within the Local Plan there has been the identification and earmarking of 10 specific site locations within the Borough as being potentially suitable as affordable specialist housing. This does not prevent other sites being identified.

3.41 There is also ongoing work and sharing of intelligence with the North East London (NEL) Commissioning Network around joint opportunities for Housing with Care.

3.42 Finally work has already begun with potential sites and feasibility assessments for the development of a new Extra Care Housing development in the Borough as part of the Mayors Capital Project Priorities.

3.43 **Market Shaping**

- 3.44 As part of the delivery plan, there will be a need to review the status of any current individual Market Position Statement.
- 3.45 Officers will continue to explore as part of the delivery plan all development and investment opportunities for new Housing with Care developments.
- 3.46 **Co-Production:**
- 3.47 There is a need and for strategic co-production to ensure services are reviewed and planned with local people who use services now or who may do so in the future.
- 3.48 This approach will be developed with local people through existing coproduction structures and via resident-led groups and organisations such as REAL, a local Disabled People's Organisation (DPO).
- 3.49 In addition, there needs to be clear governance structures identified to ensure plans are properly coproduced.

4 EQUALITIES IMPLICATIONS

- 4.1 Consideration of the likely equalities impact of the recommended option indicates that there is no adverse impact on those with protected characteristics.
- 4.2 A range of stakeholders have been involved in the consultation of this strategy. This strategy can have a positive equality impact through the availability of high-quality housing with care options for some of the most vulnerable residents.
- 4.3 Evidence from residents in the six current extra care housing schemes has shown that people with physical disabilities, learning disabilities and mental health problems have all benefited from living in Extra-Care Housing.
- 4.4 New schemes will be inclusive and meet the cultural, ethnic and language needs of residents of Tower Hamlets.

5 OTHER STATUTORY IMPLICATIONS

- 5.1 The adoption and implementation of a local Housing with Care Strategy will allow Tower Hamlets to fulfil its statutory responsibilities set out in the Care Act 2014.
- 5.2 The Care Act 2014 requires local authorities to shape and facilitate the local market for adult social care and support, this includes providing housing options that promote choice and control for residents.

6 COMMENTS OF THE CHIEF FINANCE OFFICER

- 6.1 This report seeks for agreement to pursue a proposed strategy of providing a local Housing with Care model for the mix of Care settings to support the growth

in population size, and increase in complexity of needs, to meet the increase in demand for Adult Social Care, in line with Mayoral priorities. The next step will be to develop and agree an annual delivery plan aligning to the proposed strategy.

- 6.2 Alongside the recommendations sought within this report for approval for the Housing with Care Strategy, a capital growth bid in the amount of £20m has been submitted for 2024-25 to 2026-27 (£5m in 2024-25 and £15m in 2025-26) as part of the Mayor's Priority Investment for a culturally sensitive Extra Care Housing development. Costs will be confirmed when the site is confirmed, and the feasibility study commences. This scheme will provide 50 to 60 beds out of the requirement of an additional 240 beds by 2034.
- 6.3 To support this development, a revenue growth bid in the amount of £305k in 2026-27, to meet the initial costs of a new care and support provider, has been submitted. Any additional care and support costs for clients will be funded via Adult Social Care demographic growth and any accommodation costs will be met via the client or via Housing Benefit. The scheme will also qualify for the use of Disabled Facilities Grant Funding for any applicable adaptations.
- 6.4 Once plans are developed, funding requirements for all other developments associated with this strategy will need to be subject to financial appraisal and subject to approval as part of council's medium term financial planning process for future capital and revenue investment proposals (MTFS).

6 COMMENTS OF LEGAL SERVICES

- 6.3 Part 1 of the Care Act 2014 places wide-ranging general duties on local authorities in relation to the provision of care and support for adults whose care needs the local authority is addressing. In particular, section 1 requires a local authority to promote an individual's well-being; section 2 requires a local authority to provide or arrange for the provision of services, facilities or resources which will reduce the needs for care or support of adults in its area or prevent or delay the development of adults' needs for care and support; section 3 requires a local authority to promote integration of care and support with health services.
- 6.4 In performing these duties, a local authority must comply with the public sector equality duty set out at section 149 of the Equality Act 2010, which requires it to have regard to the need to eliminate discrimination and to advance equality of opportunity and foster good relations between people who share a protected characteristic and people who do not.
- 6.5 The matters set out in this report comply with the above legislation.

Linked Reports, Appendices and Background Documents

Linked Report

- NONE.

Appendices

- Housing with Care Strategy 2024-34

Background Documents – Local Authorities (Executive Arrangements) (Access to Information)(England) Regulations 2012

- None

Officer contact details for documents:

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