

Market Position Statement: Right Homes, Right Support

**Offering Surrey's residents specialist housing
that supports active and fulfilling lives in
the community**



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Supporting residents to live more independently in the community

In 2018, Surrey County Council (SCC) embarked on a large-scale engagement activity with residents, staff, members, partners and businesses to shape our vision for Surrey in 2030. Together we agreed that:

‘By 2030 we want Surrey to be a uniquely special place where everyone has a great start to life, people live healthy and fulfilling lives, are enabled to achieve their full potential and contribute to their community, and no one is left behind.’

We want Surrey’s residents to live independent, active and fulfilling lives in the ‘Right Homes, with the Right Support’. Unfortunately, a lot of our residents do not have access to the types of housing that can help them achieve this, which means the people we support move into a care home. We want to give people viable housing options which can offer the care, support and opportunity to lead the lives they want to in the community. To do this we are implementing our Right Homes, Right Support Strategy, which was formerly known as our Accommodation with Care and Support Strategy.

We are committed to delivering more specialist housing in Surrey where residents can receive the care and support they need and remain connected to their local communities and networks. There are lots of different types of specialist housing. We are focussing on two key areas, which are:

- extra care housing
- supported independent living

All specialist housing should help residents live the lives they want to and will often have the following characteristics in common:

- the accommodation is well located with good access to public transport, shops and other activities in the community
- residents are encouraged to foster links with the local community and play an active part in community life
- care and support will be provided to residents according to their assessed needs and is flexible to their changing needs. For many residents this will prevent the need for residential care at a later time
- residents are supported to self-care and their independent living skills are promoted
- the housing will look like domestic housing and not resemble traditional institutional environments like residential care homes. Specialist housing is not the same as residential care homes
- proactive and reactive technology assists residents to remain independent, as well as, for responding to emergencies

There are certain characteristics that distinguish extra care housing and supported independent living. These specifics are explored in the following section.

Extra care housing

Extra care housing primarily offers residents over the age of 55 who require care and support the opportunity to remain in the community in housing designed to maintain their independence for longer. Residents of extra care housing may have a broad range of needs and it can often be an excellent option for older people with learning disabilities, physical disabilities, autistic people or people with mental health needs. These are the main characteristics specific to extra care housing:

- they are larger developments with around 50, or more apartments
- each apartment is an individual persons' (or couples) own home. They have their own front door, living area, kitchen and bedroom
- residents will always have the space and privacy of their own apartment for themselves and their visitors
- there is 24/7 staff on site who can provide support as and when needed
- a dedicated Care Quality Commission (CQC) regulated care provider, which provides planned care as well as responses to emergencies
- residents have varying needs from low to very high. The resident's care and support is tailored to their needs. The care and the housing can be adapted as their needs change or increase, this will often prevent the need to move into a care home
- there are relatively extensive communal areas and facilities and space for events or social activities for residents to enjoy
- you will often find a salon or treatment room and outside garden space for residents to enjoy

Supported independent living

Supported independent living primarily offers working age adults with care and support needs the opportunity to live independently in housing that supports them to be active in the community. Residents with learning disabilities, physical disabilities, mental health needs or autistic people will often benefit from supported independent living. These are the main characteristics of supported independent living:

- residents will have their own front door and bedroom. Often they will also have their own kitchen and living area, where this is not the case they will share communal space with a small number of other individuals
- the housing is smaller in scale with fewer residents. Supported independent living accommodation is not large-scale developments like extra care housing
- residents can either live in their own apartments or they might be better supported in shared accommodation. Where residents live in shared accommodation, they will have the privacy of their own bedroom
- care and support is provided to the residents according to their assessed needs. Where personal care and support is required, this will be delivered by a CQC registered provider
- where possible residents with mental health needs are supported to recover and supported independent living offers them a place to live as they recover
- for residents with long term care and support needs supported independent living offers them a place to call home

The existing specialist housing market in Surrey

The following section explores our existing market capacity for specialist housing in relation to extra care housing and supported independent living.

Extra care housing

In Surrey there is insufficient supply of extra care housing overall and a significant lack of affordable extra care housing. Furthermore, while the private market is responding to gaps in need through presenting development proposals to planners, it is clear that without Surrey County Council working actively with the market the lack of affordable extra care housing will continue.

In 2023 the planned and total supply of extra care housing in Surrey was in the region of 1,800 apartments. Of this circa 1,250 was for market rent or leaseholder or shared ownership provided by 8 organisations and circa 550 was for affordable rent provided by 7 organisations

There is also an inequitable spread of extra care housing across Surrey. For affordable extra care housing there is provision in Elmbridge, Spelthorne, Runnymede, Reigate and Banstead and Guildford, and while this may satisfy some or all of the local need there is no provision elsewhere. The council is committed to filling the identified gaps in need through its “Right Care, Right Support” agenda.

Where there is affordable extra care housing capacity, the council has limited access to this provision through nomination rights, which means that residents supported by Adults Wellbeing and Health Partnerships, particularly those with significant levels of need, may not be prioritised for this type of housing.

Supported independent living

There is insufficient supply of supported independent living for all working age adults in Surrey. The supported independent living market is largely composed of two areas. The first area primarily focusses on people with learning disabilities and autistic people. The second area primarily focusses on people with mental health needs. Whilst some of the market can support individuals from either group, often provision is tailored to the specific requirements of people with mental health needs or people with learning disabilities and autistic people. It is also important to acknowledge that individuals with learning disabilities or autistic people may have mental health needs and people with mental health needs may have learning disabilities or autism. This section explores the supported independent living market for autistic people and people with learning disabilities and people with mental health needs.

People with learning disabilities or autistic people

In 2023 there was estimated supply of 1,240 units of supported independent living for people with learning disabilities or autistic people in Surrey. It is important to bear in mind that Adults Health and Wellbeing Partnership does not have access to all this capacity through nomination

rights and it is estimated that as much as 20-25% of this capacity is occupied by residents from other local authorities outside of Surrey. This means that at any given time we estimate that Adults Health and Wellbeing Partnership has access to between 930 and 990 and units in Surrey for residents that are eligible for care and support.

Furthermore, the spread of supported independent living across Surrey does not necessarily reflect where the supply is needed. The Reigate and Banstead area has double the provision of any other area and the Northwest of the county has less supply when compared to other areas.

Below is a breakdown of the type of provision offered in 540 units across 94 sites in Surrey. This data highlights important trends in provision to date and indicates the type of additional capacity that might be needed.

- 64% of the sites provide shared accommodation only
- 22% of the sites provide individual units only
- 14% of the sites provide a mix of shared accommodation and individual units
- 25% of the sites provide a wet room
- where sites do not offer individual accommodation 56% of the bathrooms are shared and 44% are ensuite
- 19% of the sites are suitable for residents who use a custom wheelchair
- 31% of the sites are suitable for residents who use a standard wheelchair

We are also aware that much of the supported independent living provision in Surrey for people with learning disabilities or autistic people has been acquired by adapting or renovating existing properties. There is less supported independent living accommodation that are new developments, which have been designed and purpose built for people with learning disabilities and autistic people.

People with mental health needs

The supported independent living available on the Council's Dynamic Purchasing System (DPS) is classified as 'support to recover. The aim for supported independent living commissioned as part of the 2020/21-2023/24 DPS is to ensure that sufficient high quality supported independent living is available for adults with serious mental illness and/or substance misuse problems that meets their needs and enables them to achieve their identified outcomes towards recovery.

We expect the supported independent living services to embrace person-centred principles to enable people to move on from the setting in a timely manner: the indicative timescale would be 18-24 months, dependent on needs and outcomes identified in care planning and review processes. Move on plans, with timescales, should be explicitly stated. The service specification was developed based on engagement with people with lived experience of supported independent living, ensuring that what was important to people about supported independent living was specified.

As of November 2023, there were 19 providers on the Supported Independent Living Mental Health DPS, with 80 sites giving an availability of 402 units. This is a significant increase since September 2020 when there were 211 units on the DPS.

Furthermore, of the provision on the DPS, 262 units are in Surrey with the remaining 162 units (38%) sitting outside county borders. Of the total units on the DPS, 402 units are shared accommodation and 22 (only 5% of the total) are self-contained (the Council's preferred model).

Our residents' needs

Older people

There is a deficit of supply across Surrey for extra care housing, and this will increase by 2030. For affordable provision, which is seen as of most critical need, the deficit projection for 2030 is circa 850. This lack of supply of affordable extra care housing means that residents that are eligible for Adults Wellbeing and Health Partnerships often move into residential care homes, because they do not have access to extra care housing as a suitable alternative. This means that residents do not achieve the best possible outcomes or the opportunity to live more independently in the community.

Working age adults

There is a deficit of supported independent living for people with learning disabilities, autistic people, and people with mental health needs. Below we explore the level of need for each group of working age adults.

People with learning disabilities or autistic people

In 2019 there were 1,082 Surrey residents with learning disabilities or autistic people that were living in residential care and if we do not offer residents supported independent living, we project that this number will increase to circa 1,600 residents by 2030. This number includes young adults transitioning through Children's Services each year who are then supported by Adults Wellbeing and Health Partnerships. It is our strategic ambition to reduce the total number of residents living in residential care by 40-50%. This means that we require in the region of 600 units of supported independent living for residents with learning disabilities and autistic people.

People with mental health needs

By 2030 we project that demand for supported independent living for people with mental health needs will continue to increase to circa 470. We have calculated that under this current trajectory, there will be an estimated projected deficit of between 185-210 units of supported independent living for people with mental health needs by 2030.

Key opportunities and challenges for delivering specialist housing

We have been pleased by the response from the market and a broad range of stakeholders to deliver increased specialist housing capacity in Surrey. There are opportunities to increase the availability of specialist housing in Surrey and these include:

- we will work closely with our residents, their families and carers to design and deliver our approach to specialist housing in Surrey. They hold knowledge, expertise and experience

that can ensure we are delivering housing for future residents that enables them to live independent, active and fulfilling lives

- we recently completed a request for information with the market to explore the opportunities and potential to deliver affordable extra care housing and supported independent living. We were pleased to hear from funders of specialist housing, registered providers of social housing, housing associations, charities and providers of care and support that they are keen to deliver more specialist housing in Surrey
- Homes England offer grant funding to develop new build specialist housing accommodation. This is through the Affordable Homes Programme, which provides grant funding to support the capital costs of developing affordable housing. This programme includes the development of extra care housing and supported independent living
- our new working age adults 'Community accommodation with care and support dynamic purchasing system' was launched in September 2023. Providers can bid for a range of lots for people with mental health needs, people with learning disabilities and/or autistic people and for people whose primary needs relate to physical disabilities and/or sensory impairments

However, there are also challenges in delivering increased capacity of specialist housing and these include:

- there are significant financial pressures across the market and for local authorities nationally. These financial challenges often make it harder to deliver new build specialist housing, maintain the existing provision and ensure the financial sustainability of the care and support services
- there is a national shortage in the care and support workforce. However, through developing specialist housing that is well located to public transport and local amenities, we hope to attract and retain more care and support workers and maintain sustainable services for our residents
- there are challenges accessing the land to deliver the new specialist housing on. This is a particular challenge for extra care housing where a large developable area is required to meet the requirements of these buildings
- due to workforce challenges and the financial pressures in the care and support system, there have been closures in the supported independent living market. This means the level of need for supported independent living is not static, because provision will close, at the same time as new provision opens
- There are ongoing challenges accessing single person accommodation in the supported independent living market

We will work collaboratively with partners and the market to respond to these challenges and promote the delivery of specialist housing in Surrey.

Our commissioning intentions

In response to the needs of our residents we have committed to an ambitious target to deliver over 1,400 units of specialist housing. The breakdown of this target between extra care housing and supported independent living is presented below, alongside the progress achieved to date.

Affordable extra care housing

We have committed to deliver 725 units of affordable extra care housing on council owned land by 2030.

To date we have identified nine sites across the county that will deliver in the region of 500 units of affordable extra care housing. We have agreed our care and support strategy for future extra care housing sites on council owned land. This new affordable extra care housing will provide future residents with the care and housing they require to live independent, active and fulfilling lives.

Supported independent living

We have committed to deliver 500 units of supported independent living for people with learning disabilities and autistic people. This will be delivered by developing new housing on council owned land and by working with the market to deliver new capacity.

To date we have identified four sites on council owned land that will deliver 50 units of new purpose built supported independent living. Through working with the market, we have delivered or have plans to deliver circa 110 units of supported independent living by deregistering existing care home provision. The market has also delivered or plans to deliver circa 260 units through new acquisitions (this might include buying existing properties and repurposing them for supported independent living).

By increasing this capacity of supported independent living in Surrey we have reduced the percentage of people with learning disabilities and autistic people living in residential care by 27% since 2019. We have supported 230 residents to move from residential care into supported independent living. This is enabling Surrey's residents to be more independent and live their lives how they want to.

We have committed to delivering 185-210 units of supported independent living for people with mental health needs. This will be delivered by developing new housing on council owned land and by working with the market to deliver new capacity. 70% of this target will be focussed on self-contained, single occupancy housing and the remaining 30% will deliver shared accommodation. We have identified in-principle six sites, that subject to full business case approval by our Cabinet, will deliver 69 units of supported independent living housing. This means Surrey's residents will have greater access to the housing with care and support they need and ensures nobody is left behind.