



Market Position Statement for Housing with  
Care Services for Older People within  
Assisted Living Schemes Update June 2015



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**”As a co-operative Council, we will seek out opportunities to work alongside our communities.”**

(Leader of the Council, Councillor Nick Forbes, Let's Talk Newcastle, Newcastle City Council budget proposals 2013 – 2016)

**“Market Position Statements should...be seen as the start of a creative dialogue between the local authority and its public, private and voluntary sector providers”.**

Developing a Market Position Statement for Adult Social Care (IPC Oxford Brookes, Feb 2011)

## **What is a Market Position Statement?**

Newcastle Council aspires to be a cooperative council, ensuring services are delivered in cooperation with communities, to inform choices about priorities, how services can be delivered in the future and how to achieve a balance between those services which are available to everyone and those that are for people with an assessed social care need.

Market Position Statements are the first step towards achieving the cooperative ideal in the commissioning of services. These documents are designed to help Adult Social Care and Housing providers and the people who use services in Newcastle understand what is currently on offer in the City, and also what the Council thinks services might look like in the future.

Newcastle City Council is producing a range of these documents, looking at different client groups and service models in the City.

In developing these documents the Council have spoken to people that use social care services, the people that work in services and the organisations that run them to understand what they think of what's currently on offer and how they would like to see it change.

We want to use this document as the start of a conversation with providers, carers and people who use services about the vision for the future of our housing with care market in Newcastle.

## Drivers for Change

The **Care Act 2014** sets out the biggest reform to the social care system for over 60 years; placing a new statutory duty on local authorities to promote a wider offer for adults and carers in need of support.

Within the act it states that “Local authorities must consider how to meet each person’s specific needs rather than simply considering what service they will fit into. The concept of meeting needs also recognises that modern care and support can be provided in any number of ways, with new models emerging all the time, rather than the previous legislation which focuses primarily on traditional models of residential and domiciliary care.”

“The ambition is for local authorities to influence and drive the pace of change for their whole market, leading to a sustainable and diverse range of care and support providers, continuously improving quality and choice, and delivering better, innovative and cost-effective outcomes that promote the wellbeing of people who need care and support.”

## Who is it for?

This document is aimed at:

- existing and potential providers of housing with care services and scheme developers, who will be able to use the information presented to develop their business plans to deliver new service models and ways of working which are innovative and deliver flexible housing models that meet the needs of people as they age;
- community stakeholders, including people who need care and support and their carers, to determine whether the types of housing we are seeking are the types of housing older people actually want to live in;
- voluntary and community organisations and community and faith groups who make a key contribution to building and maintaining individual and community independence. We hope these partners, who may or may not deliver commissioned services, will be able to use the Position Statement to understand how their offers support older people living in assisted living accommodation in the city;
- health colleagues, who will be crucial partners in ensuring appropriate health interventions are delivered alongside social care interventions within assisted living schemes to enable older people to remain at home for as long as possible.

## Drivers for Change

The **Care Act** has had a major impact on the Council in relation to its Adult Social Care responsibilities, extending existing duties and adding new duties.

Some of the major changes being brought about by the act are:

- The Council will have a duty to;
  - improve integration with Health partners
  - provide preventative services
  - provide information and advice signposting
  - assess any adult with a need for a care and support service
  - facilitate a marketplace that offers a diverse range of high quality and appropriate services
- A national eligibility criteria
- A cap on care costs
- Establishment of universal deferred payment scheme

As the reforms are so far reaching, and changes to the financial position will not be clear for some months, it is difficult to plan ahead at this time.

## Key Messages

Newcastle's population is ageing and there are currently insufficient housing options available to respond to the needs of people as they age.

There is an overall predicted increase in the population of Newcastle from 282,500 in 2012 to 298,700 by 2021; a growth of 16,200, or 5.7% of the population over the forecast period. The most significant feature in the population projections is the projected growth of older people in the 65+ age group, a rise of 6.7% by 2016 and 15% by 2021<sup>1</sup>.

With an ageing population, we expect there to be an increased demand for flexible accommodation, support and care services that are appropriate for the requirements of people with age related disabilities over the coming years.

Because age-related disabilities are progressive, accommodation options need to be accessible and easily adapted to meet the changing needs of tenants, including those with dementia. The provision of a range of accommodation options will also mean that older people can continue to exercise choice and control as their needs change. A separate Market Position Statement is currently being developed which will focus on specialist housing options for people with dementia.

In response, Newcastle City Council is committed over the next 5 years to providing a broader choice of housing options, including increasing the number and range of housing based models of care to meet the needs of people as they age.

## Drivers for Change

- White Paper – ‘Caring for our future’
- Housing LIN/ADASS Strategic Housing for Older People (SHOP) Resource Pack, 'Planning, designing and delivering housing that older people want'
- Lifetime Homes, Lifetime Neighbourhoods (2008)
- Newcastle's Older People's Housing Delivery Plan 2013 – 2018
- Newcastle's Commissioning for Prevention and Independence – Market Position Statement
- Newcastle's Whole System, Whole Community Concept for Prevention Project
- Newcastle's Housing for Older People Market Position Statement (January 2013)

This approach will make an important contribution to our commitment to provide age friendly places and neighbourhoods, helping older people live independently for as long as possible and be connected to their communities.

At the same time, the Council is committed to substantially reduce its use of residential care services for older people by 2020 and this approach will help us to meet this commitment, by providing housing options that offer genuine alternatives to residential care.

As Council budgets reduce, we increasingly need to find new, innovative and cost effective ways of delivering services, which prevent people's needs from increasing and, wherever possible, reduce people's need for statutory services and enable people to do things for themselves.

### What this means for providers

We want to increase the number of assisted living schemes that meet the requirements of older people in terms of design and location, ensuring they can be easily adapted to meet changing needs.

Assisted living, also referred to as extra care housing, offers accommodation for older people, with an on site presence of care staff 24 hours a day, 7 days a week. Tenants are also supported with domestic tasks, such as cleaning and laundry and offered practical help and support with queries such as housing benefit entitlement and tenancy management.

## Key Features of future Assisted Living schemes:

- Seeking to increase the numbers and range of schemes, including dementia-specific models;
- Good location, close to shops with good public transport links;
- Accessible and attractive building design that can be easily adapted, including telecare;
- Flexible and Innovative care and support provision;
- Shift away from block hours commissioning;
- Shift away from commissioning which is task-oriented and time focused;
- Move towards commissioning based on outcomes achieved;
- Move towards commissioning based on allocated personal budget;
- Community facing

We want assisted living schemes to offer flexible care and support options which are adaptable to meet changing and emergency need, with a greater focus on prevention and early intervention that helps people stay in their own homes.

We want to move away from commissioning block hours of care, towards a model based on outcomes achieved. An increasing number of older people purchase their care via personal budgets and social care providers will need to consider how they can use their on site presence to promote themselves as the provider of choice, by delivering flexible support, reacting to an individual's changing needs and wishes on a daily basis if necessary.

We want assisted living schemes to play a role in supporting community networks, to be front facing in order to meet tenants and potentially support the wider communities' social needs.

We also want to develop assisted living for people with dementia. A separate Market Position Statement has been developed which outlines our intentions for the provision of specialist housing options for people with dementia.

We see this as an opportunity to work collaboratively with a range of partners to shape the market in Newcastle.

## What we do

Park View Grange in Blakelaw provides 44 one and two bedroom apartments for rent. Comfort Call provides on site domiciliary care services and Anchor Trust provides housing related support services and is also the landlord of the scheme.

Bowmont House on Newcastle Great Park provides 40 two bedroom apartments for rent. Age UK Newcastle provides on site domiciliary care services. Bernicia provides housing related support services and is also the landlord of the scheme. Meals are currently provided as part of the tenancy agreement.

Pilgrims Court in Jesmond is owned and run by Methodist Homes Association and provides 41 one and two bedroom apartments for rent.

## What's happening in Newcastle?

Changes brought about by the Care Act mean that Newcastle City Council funds social care for people that are deemed as eligible for services and financially assessed as unable to pay for those services themselves. We will also signpost people to appropriate services no matter what their level of eligibility is.

We also support a number of organisations through a variety of funding streams, including the Newcastle Fund and Public Health monies. Many of these services support people that would not be eligible for services, either in the short or long term, and these services prevent people's needs escalating thereby reducing demand on statutory services.

There are currently two assisted living schemes operating in Newcastle, providing 84 units of accommodation to older people who are eligible for services. The Council directly commissions care and support at these schemes.

A further scheme in Jesmond provides 41 units of accommodation and can be accessed by eligible older people via a Direct Payment or by people who pay for their own care.

In order to be considered for assisted living, people need to be registered on the Tyne and Wear Homes scheme. Prospective tenants of assisted living schemes need to have care and housing needs or live with someone with care needs and meet the eligibility criteria for extra care or supported accommodation. Each application for assisted living is considered via an

## What we do

The table below illustrates the Allocation Policy mix for Park View Grange and Bowmont House against the actual current tenant mix.

Split	Model	Actual
High	34 (40%)	17 (20%)
Medium	25 (30%)	23 (27%)
Low	25 (30%)	23 (27%)
No Care	-	25

As at November 2013

## Current day and overnight staffing arrangements:

Scheme	Commissioned hours	Overnight service
Park View Grange	418 hours per week	1 carer
Bowmont House	400 hours per week	2 carers

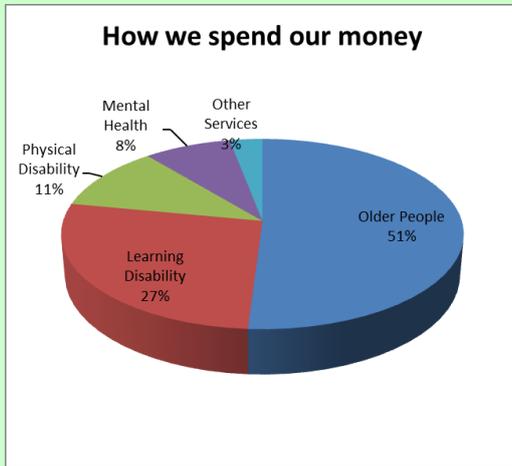
allocations panel. The purpose of the allocations panel is to ensure the process for agreeing allocations is fair and equitable. When determining who will be selected the panel will look at applicants long term care needs as well as giving consideration to:

- the applicants general suitability for the scheme
- the current mix or residents in the schemes
- the applicant and their carers social and financial wellbeing
- the need to release high demand accommodation
- any commissioning issues

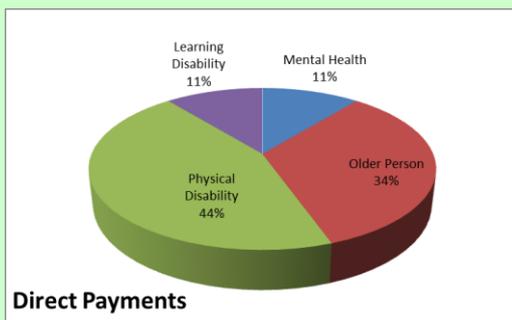
In assisted living schemes, all tenants are charged a rent and service charge. There is also an additional charge for housing-related support. Most tenants in Newcastle's extra care schemes are in receipt of housing benefit which covers the rent and service charge while Supporting People funding covers the support charge for those who are eligible.

Assisted living schemes offer the security of having care staff on site 24:7 to respond to planned and emergency needs. The Council commissions block hours of domiciliary care in the current extra care schemes, which includes the provision of care overnight for those who need it.

The majority of the adult social care budget is spent on services for older people



Currently over a third of older people choose to manage their own care provision through direct payments and this figure is expected to increase as more people are encouraged to take up this option.



## Finances and funding

The table below shows how the Council's gross expenditure on extra care schemes with independent providers over the last five years has increased as new schemes have been built in Newcastle.

	Spend on domiciliary care services	Spend on housing related support	Total Gross Spend
2012/13	£493,723	£40,080	£539,529
2011/12	£526,209	£40,080	£566,289
2010/11	£476,567	£40,080	£516,647
2009/10	£209,371	£10,953	£220,324

## Investment

Our current investment plans are set out in the 2012/2013 Fairer Housing Delivery Plan approved by Council in September 2012. The Council set aside up to £25M in 2012 to fund new housing. This programme (the Future Homes Fund) will help us to meet a range of housing needs and to regenerate brownfield sites in the City. It contains an allocation of funding which will be used to support older persons specialist housing development. But this fund is limited and the Council still needs to draw in other resources such as HCA grant to fulfill our ambitions for older persons housing.

“Older People want a secure place to live. If they require help to do everyday living tasks they need continuity of care and enough time for them to have their care needs met in a dignified manner. They also need the company of other people and their own private space with their own front door”

“Deteriorating conditions older people have and the progressive nature of many of these conditions rightly demands flexible and variable living contexts. There has been too little variety in the past and the response to changes in conditions is generally too slow”

“Many (older people) are familiar with information and communication technology; we need continued and increasing access to that as we become less mobile in order to support mental health. Skype can provide so much more than an afternoons bingo!”

“Needs to be in an area where it is safe to venture out”

“(If) heating was piped through all the flats, no-one would be cold”

“(Schemes) could be used for learning different things, for example pc's, knitting, bingo etc. This would also be a great place for (older people) to meet”

“Discrete home automation should be looked into for both existing homes as well as any new builds to give as much resident independence and to reduce direct carer input as (much as) possible”

“Can we separate care and support please? They are different things. Many older people might well need support at home without a need for more expensive "care" services”

“Need good communication between services and flexibility of resources so that changing needs can be met”

“People who have debilitating conditions cannot predict what their (future) needs will be. Housing accommodation and services have to be adapted to need as needs change”

## What do people say?

Feedback from people living in assisted living schemes during Council inspections suggests that they feel empowered to be as independent as possible while feeling safe, well supported and fully involved in any care they receive.

People have said that they have opportunities to be involved in the running of the schemes and control over their lives through representation on tenants' panels, focus groups, forums and events, regular tenants' meetings and tenant led activities.

## What do providers say?

During the autumn of 2013 we worked with providers to look at how they would want this market to develop.

They said that while they would want to move away from block contracting, they would need a minimum number of hours to be in place in order to retain their staff. Some also suggested it would be useful to move away from an hourly rate for care as this would give flexibility to support people to use their budgets to meet wellbeing outcomes.

Providers agreed the need to work both flexibly and cooperatively in order to support people well and allow them to remain in their own homes for as long as possible, including helping people to better meet their health needs by developing appropriate responses with health services. They also recognised that a successful assisted living service would need to be innovative in design and offer support to people with a wide range of needs.

## What we will do

### The Council will:

- Develop a single housing with care framework
- Proceed with the build of a new 40 unit assisted living scheme, located in Newbiggin Hall. This is due for completion in Autumn 2014
- Proceed with the build of a further 38 unit assisted living scheme, located in Kenton. This is due for completion early 2015
- Identify further Council owned sites, suitable for older people's specialist housing, including dementia specific housing
- Support providers to develop innovative models of delivery
- Work with providers to develop an outcomes tool
- Work with providers to agree flexible support packages
- Work with both health colleagues and providers to offer the best support

## What services in Newcastle will look like

We want to increase the number and range of assisted living schemes for rent that meet the requirements of older people in terms of design, location and the support services on offer.

People will be able to live in assisted living schemes for as long as possible, by focusing on prevention and early intervention, and providing responsive services that can meet changing and emergency needs in order to avoid unnecessary crisis interventions, such as admissions into residential care or hospital.

We are in the process of developing two new assisted living schemes in the City and are looking for domiciliary care providers who can work with people and develop innovative solutions to help them stay in their community and enjoy a good quality of life.

We want assisted living schemes to have a range of health and care services delivered into them; ensuring they can remain lifetime homes, by supporting reablement, intermediate care and end of life care. To do this, domiciliary and housing related support providers will need to engage effectively with primary health care and hospitals to support an integrated approach across housing, health and social care for older people.

The Council's older people's housing delivery plan 2013 – 2018 has identified a range of council owned sites for older people's specialist housing.

## How Newcastle Council will help providers be fit for the future

The Council will support the facilitation of the market and the development of the services described in this document by:

- hosting regular events for providers to meet and discuss future plans with other providers and also Commissioners of services
- providing information on what the plans are of other local authorities in the region

We will support the development of well designed housing options, with a focus on design features that improve health and wellbeing in later life

## What business development opportunities will this create?

Several opportunities for a range of providers arise as a result of these market developments.

Our current assisted living schemes are based on block commissioned care hours. We want new schemes to move away from this type of model and move towards a model that delivers a service that is based on outcomes achieved, for example e.g., by supporting people to use their personal budgets flexibly in order to maximise outcomes; working with non-traditional services, e.g. cultural sector providers, to develop new and innovative responses to minimising social isolation or improving emotional health and wellbeing.

There is also the potential opportunity for care staff in the scheme to also support older people living in the community, thus reducing 'down time'.

We intend to establish a single housing with care framework to run from 2013 - 2018, which will include a range of general and dementia specific services, ensuring that there is an alternative, competitive offer to residential care.

## Key contacts

Internal and external key contacts for organisations and service users who want to find out more / develop ideas with other organisations

### **Commissioning and Procurement**

Write to:  
Room 104, Newcastle Civic Centre, Newcastle Upon Tyne, NE1 8QH  
Tel: 0191 211 5394  
e-mail: [adult.commissioning@newcastle.gov.uk](mailto:adult.commissioning@newcastle.gov.uk)

### **Fairer Housing Unit**

Write to:  
Fairer Housing Unit, 10<sup>th</sup> Floor, Newcastle Civic Centre, Newcastle upon Tyne, NE1 8QH  
Tel: 0191 277 1431

Any provider registered as a domiciliary care provider by the Care Quality Commission will have the opportunity to compete to be on the framework in their own right, or lead a partnership or consortium bid. Providers will then be expected to compete for individual schemes as they become available via mini competitions.

The Framework Contract will initially be organised into two lots; one for generalist assisted living services and one for dementia-specific assisted living services. In accordance with the Council's Older People's Housing Delivery Plan 2013 – 2018, it is anticipated that further Assisted Living sites will become available during the term of the Framework.