

CABINET – 10 MARCH 2017

**ACCOMMODATION STRATEGY FOR WORKING AGE ADULTS
2017-2022**

REPORT OF THE DIRECTOR OF ADULTS AND COMMUNITIES

PART A

Purpose of the Report

1. The purpose of this report is to request the Cabinet to approve the Leicestershire Accommodation Strategy for Working Age Adults (aged 18-64) 2017-2022 and the associated initial action plan. The Cabinet is also asked to note the potential for capital investment opportunities linked to the provision of more cost effective long-term accommodation options for people with complex needs.

Recommendations

2. It is recommended that:
 - a) The Accommodation Strategy for Working Age Adults (aged 18-64) 2017-2022 and action plan (attached as Appendix A) be approved;
 - b) That the proposed review of current policy around nomination agreements, highlighted in the Strategy, be noted;
 - c) The Cabinet agrees to receive a further report during 2017/18 outlining the progress made on the implementation of the Strategy and setting out more detailed potential capital investment options for the provision of more cost effective accommodation options for Working Age Adults.

Reasons for Recommendations

3. The Accommodation Strategy will help ensure that younger adults who are eligible for social care support as a result of a long term disability are supported to be able to live in their own homes in a way that is affordable for individuals and the Council. This Strategy complements the Leicestershire Adult Social Care Accommodation Strategy for Older People 2016-2026, approved by the Cabinet in November 2016.
4. The Council currently has no consistent approach to nomination agreements which can make it difficult to secure appropriate accommodation in a timely way. A new policy is required that makes it easier to do this whilst not adversely disadvantaging either the Council or providers. The development of this Strategy alongside our District partners is seen as vital in order to ensure appropriate, suitable accommodation in the right geographical area is available to support younger adults

maintain independence, whilst adhering to the Council's strategic approach to ensure that people can access the right level of support at the right time in order to help maximise their independence.

5. Further detailed work needs to be carried out to consider more cost-effective accommodation options, linked to delivery of the Council's Medium Term Financial Strategy (MTFS).

Timetable for Decisions (including Scrutiny)

6. The Adults and Communities Overview and Scrutiny Committee will consider this report on 7 March 2017 and its comments will be reported to the Cabinet.
7. It is intended that further reports will be submitted to the Cabinet, including more detailed potential capital investment options for the provision of more cost effective care for working age adults.

Policy Framework and Previous Decisions

8. The development of this Strategy on supported accommodation for younger adults who are eligible for social care support as a result of a long term disability has been underpinned by the principles set out within the Adult Social Care Strategy: Promoting independence, Supporting Communities; Our Vision and Strategy for adult social care 2016–2020, and it is an integral part of the emerging Whole Life Disability Strategy currently being developed.
9. The MTFS 2017/18-2020/21 sets out details of a review of supported living costs and individual long term residential placement costs.
10. Accommodation for people with a long term disability will be affected by changes proposed by the Government in the current consultation on Supported Housing rents and the proposed Additional Discretionary Housing Payments scheme from 2019 onwards, the outcome of which will not be known until later in the year.

Resource Implications

11. The full extent of resource implications will be developed as part of the action plan resulting from the Strategy. These may include the potential long term revenue benefits of an initial capital investment to support the development and sourcing of accommodation, across the County and potential reallocation of current resources.
12. The Director of Corporate Resources and the Director of Law and Governance have been consulted on the content of this report.

Circulation under the Local Issues Alert Procedure

13. This report has been circulated to all Members of the County Council via the Members' News in Brief.

Officers to Contact

Jon Wilson, Director of Adults and Communities
Adults and Communities Department
Telephone: 0116 305 7454
Email: jon.wilson@leics.gov.uk

Sandy McMillian
Assistant Director (Strategy and Commissioning)
Adults and Communities Department
Tel: 0116 305 7752
Email: sandy.mcmillian@leics.gov.uk

Heather Pick
Assistant Director (Personal Care and Support)
Adults and Communities Department
Tel: 0116 305 7456
Email: heather.pick@leics.gov.uk

PART B

Background

14. Being born with, or acquiring a disability, can have a major impact on a person's life, chances and opportunities. Living with a disability should not be a barrier to living a full independent successful life, including the choice to live independently in suitable, well located accommodation.
15. Where people live may significantly affect individual wellbeing. Accommodation therefore forms an integral part of the County Council's social care assessment and support planning responsibilities under the Care Act 2014.
16. The Strategy supports the Council's Adult Social Care Strategy; Promoting independence, Supporting Communities; Our vision and Strategy for adult social care 2016–2020 which is to:

"Make the best use of the available resources to keep people in Leicestershire independent. Our focus will be to promote, maintain and enhance people's independence so that they are healthier, stronger, more resilient and less reliant on formal social care services."
17. The supporting action plan will be further developed to ensure key deliverable areas in the Strategy are achieved.

National and Local Picture

18. Nationally, the Government is aiming to help local councils and developers work with local communities to plan and build better places to live for everyone. This includes building affordable housing, improving the quality of rented housing, helping more people to buy a home, and providing housing support for vulnerable people.
19. The provision of suitable accommodation for disabled adults has improved over the past four years. Of people with a learning disability known to the Council in 2015/16, 77.5% were living in settled accommodation, along with 66.2% of those known to secondary mental health services. adults and Despite these advances, a significant number of adults with a disability are currently residing in long term residential placements due to limited supported accommodation options.
20. This Strategy sets out the Leicestershire position around supported accommodation, bringing together the aims of district councils, the County Council, clinical commissioning groups, housing and support providers, individuals/families and other key stakeholders.

Development of the Strategy

21. A number of activities have been undertaken to inform the development of the Strategy including:
 - Establishment of a multi-agency reference group to oversee the development of the Strategy, with partners from across the district councils, health, social care

and the private and voluntary and community sector (VCS), who have an interest in housing.

- Individual district profiles have been produced in conjunction with all Leicestershire district council partners that include data and demand modelling around supported accommodation.
- Engagement with local individuals and their families/carers continues as to the key requirements for supported accommodation, to complement national co-produced work in this area.
- Provider and stakeholder consultation has been undertaken to ensure cross sector views contribute to the continuing development of the action plan.
- Ongoing work on the development of strategic and operational formal communications processes and protocols to support progress in the County around supported accommodation, particularly with district council and housing sector colleagues.

Stakeholder Engagement

22. The County Council's Adults and Communities Department and partners gathered views on the current supported accommodation sector during December 2016–January 2017 to help inform this new Strategy for Leicestershire. A full report of the consultation is attached (as Appendix B) to this report. This includes those individuals and their families who may be affected by the strategy, along with other partners and stakeholders.
23. Engagement has been carried out with key internal and external stakeholders to gather views on the challenges and opportunities around the future of supported accommodation. A targeted survey was completed by 37 individuals representing the local authority, district councils, health and housing partners, care providers and the VCS during December 2016-January 2017.
24. The key themes from feedback received can be summarised as follows:
 - Lack of suitable, well located and affordable supported housing across the County for all groups;
 - Self-contained properties with on-site support are favoured (core and cluster);
 - Capital investment, to increase capacity within the market is key;
 - Accommodation design to incorporate 'clean' environment;
 - Difficult national picture affecting local provision;
 - More internal resources are needed to facilitate supported living;
 - More step-down provision is needed.
25. Engagement is also ongoing with individuals, families and carers. To date, the future of supported accommodation has been presented and discussed at the Learning Disability Partnership Board meeting, the Family Carers Sub Group and the Making it Real group. A full report of the service user consultation from the Learning Disability Partnership Board is attached (as Appendix C) to this report. The stories and experiences of three service users and their families have been included in the Strategy.

Accommodation Strategy for Working Age Adults

26. The Strategy highlights the future accommodation needs of younger adults (aged 18-64), who are eligible for social care support as a result of a long term disability such as learning disability, physical disability, mental ill health, acquired brain injury, autism and/or sensory impairment. These individuals may require support to live independently (for instance through the Supported Living services), possibly in specific adapted accommodation. Supported accommodation is defined here as:
- 'housing which is designed, structurally altered, refurbished or designated for occupation by, and made available to, individuals who require specialised services or support in order to enable them to live, or adjust to living, independently within the community'.*
27. The Strategy sets out how the County Council will work alongside people of working age their families, and other key stakeholders to ensure access to a wide range of accommodation options, increasing the often limited opportunities open to individuals at present.
28. The Strategy aims to achieve:
- A shared vision and understanding on future accommodation needs;
 - A plan that sets out what accommodation options the Council wishes to see developed in Leicestershire and the standards it would expect such accommodation to meet;
 - An evidence base that can support bid and grant applications and inform business plans and individual strategies;
 - An agreed approach to enable more people to reside in accommodation that meets their individual housing, care and support needs.
29. There is currently no single strategy or policy document stating the Council's agreed approach to the provision of supported accommodation options for younger adults and its response to potential future accommodation requirements.
30. There are approximately 360 people currently in supported housing in the County. Case analysis suggests that many more individuals would potentially benefit from this opportunity, particularly younger adults who may be living in residential care placements, , being supported by the Children and Family Service, or are currently in a hospital setting looking to move back into the community. Initial data indicates that this could be up to 1,150 individuals over the next five years.
31. There is currently a shortage of appropriate accommodation for people waiting to be discharged from in patient settings. The Leicester, Leicestershire and Rutland Transforming Care Plan is focused on making sure there is the right support for people to be discharged from inpatient hospital care at the right time, and also on helping people who are at risk of being admitted. It will do this by providing good support for carers, including through the redesign of the short breaks offer, the use of personal health budgets, and working with local NHS, care providers, housing

providers to develop services and support to meet current and future need. The Transforming Care programme targets all people – children and adults, with a learning disability and/or autism, including those who are not eligible for social care or continuing healthcare support.

32. The Strategy and action plan aim to facilitate the Authority to work with partners to source suitable housing, communicate the needs of those eligible for social care support to housing partners in order to stimulate the market, reduce the number of younger adults in residential care, and support individuals and families to be aware of and make informed choices around supported accommodation options.

Specific implications of the Strategy

33. The Council has a number of agreements (called nomination agreements) with housing organisations allowing it to nominate properties to be used by disabled younger adults as and when required. A review of these current nominations and future arrangements is recommended in the Strategy. Without formal agreements it can make it difficult for the Council to secure appropriate accommodation for disabled young adults when necessary.
34. Work is underway to explore the potential long term financial benefits of an initial capital investment to support the development of accommodation for disabled younger adults. This has already been demonstrated in the case of older person's care where an investment in Extra Care has reduced the lifetime support costs of some older people through reducing reliance on more costly care options, for example, residential care.
35. Supporting more people to secure their own tenancies which offer the individual more choice and control over who they live with and how they are supported may affect the local residential care provider market through reducing the number of people who will require long term placements. The recommended reduction of long term residential care for younger adults under this Strategy, may similarly impact on the local residential care provider market.

Areas for Further Development

36. Work undertaken to date has highlighted specific areas requiring further development locally, including:
 - Sourcing of more suitable and well located supported living accommodation across the County.
 - Making strategic connections with Registered Housing Providers around current provision and future plans.
 - Developing short, medium and long term aims for supported accommodation in Leicestershire.
 - Providing input into national Supported Housing Consultation and assessing its potential impact on local provision from 2019.
37. The supporting action plan will be further developed to ensure key deliverable areas in the Strategy.

Background Papers

- Leicester, Leicestershire and Rutland Transforming Care Plan
<https://eastleicestershireandrutlandccg.nhs.uk/wp-content/uploads/2013/01/LLR-Transforming-Care-Plan-April-2016-2.pdf>
- Adult Social Care Strategy: Promoting independence, Supporting Communities; Our Vision and Strategy for adult social care 2016 – 2020
http://corpedrmsapp:8087/Intranet%20File%20Plan/Departmental%20Intranets/Adults%20and%20Communities/2012%20-%2013/Departmental%20Administration/ASC%20Policies%20and%20Procedures/ASC_Strategy_2016-2020_P0358_12.pdf
- Funding for Supported Housing Consultation –
<https://www.gov.uk/government/consultations/funding-for-supported-housing>

Appendices

- Appendix A – Leicestershire Accommodation Strategy for Working Age Adults 2017 – 2022
- Appendix B – Report detailing results of the supported accommodation stakeholder survey, January 2017
- Appendix C - Service user consultation from the Learning Disability Partnership Board, January 2017
- Appendix D – Equality and Human Right Impact Assessment

Relevant Impact Assessments

Equality and Human Rights Implications

38. Individuals referenced in this report and their families and carers may be directly affected by the Strategy. These may be both positive and negative. Implications for adults aged 65 years and over must also be considered, as this group are excluded from the scope of this Strategy but are addressed in the accommodation strategy for older adults.
39. The Strategy is being co-produced with key partners, i.e. district councils and providers. It must be recognised that the growth of different options for accommodation may have a negative impact on some providers for example residential care. An Equality and Human Rights Impact Assessment has been undertaken and is attached (as Appendix D) to this report. The new strategic approach aims to support people to be as independent as possible and plan ahead for their accommodation needs. It requires that younger adults with disabilities are safeguarded and that community support and engagement are maximised. This strategy meets the Council's responsibilities in relation to equality, diversity, community cohesion and human rights.