



CABINET – 12 DECEMBER 2017

**PROGRESS WITH IMPLEMENTATION OF THE LEICESTERSHIRE
ACCOMMODATION STRATEGY FOR WORKING AGE ADULTS 2017-
2022 ‘A PLACE TO LIVE, MY HOME’**

**JOINT REPORT OF THE DIRECTOR OF ADULTS AND
COMMUNITIES AND THE DIRECTOR OF CORPORATE RESOURCES**

PART A

Purpose of the Report

1. The purpose of this report is to outline progress on the implementation of the Leicestershire Accommodation Strategy for Working Age Adults 2017-2022 and to seek approval to change the use of two sites to supported accommodation as a result of secured NHS England capital funds for their conversion/reconfiguration.

Recommendations

2. It is recommended that:
 - a) Progress on the implementation of the Leicestershire Accommodation Strategy for Working Age Adults 2017-2022 be noted;
 - b) The change of use to the supported accommodation sites at Deveron Way, Hinckley and Loughborough Road, Mountsorrel be approved, to enable their conversion/reconfiguration, as detailed in paragraph 20 of this report, following the receipt of capital funding from NHS England.

Reasons for Recommendations

3. The Leicestershire Accommodation Strategy for Working Age Adults and the associated delivery plan provides the Council with agreed priorities in relation to supported accommodation for adults aged 18-64 over the next five years. Although the County Council is not a housing authority, the Strategy has been developed to fulfil statutory duties relating to the Care Act, meet efficiency targets and provide a basis for planning, partnership working and commissioning, in accordance with the overarching Adult Social Care Strategy to prevent, reduce, delay and meet a person's need for services.
4. In line with the aims of the Strategy, the change of use of the sites on Deveron Way, Hinckley and Loughborough Road, Mountsorrel will enable these properties to be converted/reconfigured so as to increase the accommodation options for individuals supported under a Transforming Care Plan. Funding from NHS England has been secured for these works.

Timetable for Decisions (including Scrutiny)

5. Subject to the Cabinet's approval to the change of use of the two sites, the remodelling work on Deveron Way, Hinckley will be completed by March 2018 and the conversion of the I-Care building on Loughborough Road, Mountsorrel is expected to begin in 2018/19.
6. 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 as appropriate.

Policy Framework and Previous Decisions

7. The Care Act 2014 recognises the importance of accommodation in promoting an individual's wellbeing. It expects housing factors to be part of the assessment, with local authorities taking account of the suitability of a person's living accommodation to meet their long-term conditions and need for personal care and support. The Act identifies the requirements and the procedures where a local authority is responsible for meeting a person's care and support needs in relation to accommodation.
8. The development of the 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 Cabinet approved the Strategy on 10 March 2017.

Resource Implications

10. A two-year fixed-term Lead Commissioner for Supported Accommodation has been appointed and commenced in November to deliver a programme of strategic commissioning and market shaping to secure appropriate supported accommodation. This post has been funded from reserves on an invest to save basis.
11. The Council's Medium Term Financial Strategy (MTFS) includes a programme to undertake the review of people with complex care needs who are currently accommodated in high cost placements and to identify alternative accommodation and care arrangements, which can promote their independence whilst reducing the cost of care to the Council by £750,000 per annum by 2021.
12. Capital funding totalling £750,000 has been secured from NHS England to support the remodelling of two existing County Council assets at Deveron Way, Hinckley and Loughborough Road, Mountsorrel.
13. The full extent of revenue savings and investments required for potential land and property acquisitions and development costs cannot be quantified at this

time. Full business cases will be developed as required. Further reports will be presented to the Cabinet as specific proposals are able to be put forward for approval.

14. The Director of Law and Governance has been consulted on the content of this report.

Circulation under the Local Issues Alert Procedure

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

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PART B

Background

16. The Strategy aims to guide, co-ordinate and facilitate the Adults and Communities Department's contribution to developing different types of supported accommodation for working age adults. It is not intended to be a 'housing strategy', but given the important role housing plays in an individual's health and wellbeing, the Strategy recognises the value of working in partnership with the housing sector along with health partners and the voluntary sector to develop preventative interventions and raise awareness about maintaining independence and planning for accommodation throughout life.
17. Work is continuing with district council housing and planning partners to identify potential locations and funding options, including attracting investment to provide supported accommodation in areas where required, and to ensure combined property assets are used effectively to develop accommodation to meet the needs of disabled people.
18. The Strategy makes reference to proposed changes to the way supported housing rents are calculated and funded from 2019. The Government intended to cap rent in line with Local Housing Allowance (LHA) but this presented a significant risk to the future affordability of supported housing. In October 2017, the Government dropped these plans and have instead proposed a new model for funding sheltered housing and extra care housing and it is currently undertaking a consultation exercise on these proposals, the results of which will be published in the New Year.

Strategy Update

19. A number of activities have been undertaken to progress implementation of the Strategy since March 2017 including:
 - a) Publication of a vision and understanding of future supported accommodation needs in Leicestershire, including an evidence base which can support funding applications and inform business plans;
 - b) Successful re-procurement of the new Supported Living Care Framework resulting in five providers across the County, shown below, to enhance the County Council's strategic relationships with supported living support providers and consolidate provision:

Areas	Lead Provider
Hinckley, Earl Shilton, Barwell	Aspirations Care Ltd
Harborough, Oadby, Wigston, Blaby, Lutterworth	Creative Support
Coalville, Ashby, Glenfield	Affinity Trust
Loughborough, Hathern	Royal Mencap
Melton, South Charnwood, Mountsorrel	Lifeways Community Care

- c) Strategic connections established between the County Council, Health Services, the five supported living support providers and registered housing providers and investors around current provision and future plans for supported accommodation;
- d) Success in securing capital funds to support new accommodation capacity across Leicestershire, as set out in paragraphs 20 and 21 below;
- e) Identification of potential developments and investment to support the delivery of additional supported accommodation across the County, as set out in paragraphs 22 and 23 below;
- f) Recruitment of a Lead Commissioner for Supported Accommodation to lead the implementation of strategies and plans relating to supported accommodation for older adults (aged 50+) and those of working age and deliver a programme of strategic commissioning and market shaping relating to securing appropriate supported accommodation;
- g) Progress to deliver more outcomes focussed, cost-effective, individual long term residential care through the implementation of the review of long term placements described in paragraphs 24-25 below.

Transforming Care Programme (TCP) - NHS England Capital Bids

20. During 2016/2017, the Adults and Communities Department took part in three external capital bid processes in order to secure funding from NHS England to increase accommodation options for individuals supported under the TCP. The Leicester, Leicestershire and Rutland TCP 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. Two applications were successful and capital funding totalling £750,000 has been secured to support the remodelling of two existing County Council assets as detailed below:
- a) The conversion of the County Council's building on Deveron Way, Hinckley, into four long term self-contained accommodation units for individuals who have a learning disability or autism and whose behaviour is challenging. The remodelling work will be completed by March 2018, with a view to people being able to move in after that date. The site is currently designated as a nine bed 'short breaks' or respite stay provision. However, there is capacity within the County to compensate for the loss of these places, with provision for four short break places to remain elsewhere on the site in Hinckley.
 - b) The reconfiguration of the former I-Care building on Loughborough Road, Mountsorrel. This will serve as 'step-down' accommodation with capacity for two individuals from across the County, facilitating a more successful transition from a secure inpatient setting to community based living. Conversion of this property is expected to begin in 2018. The site is currently empty and not in use.

21. In order to progress these two projects, the Cabinet is asked to approve the change of use of both properties.

New Supported Accommodation Capacity - Secured and Potential

22. Work has been ongoing to identify potential sites/developments and investments to support delivery of additional supported accommodation in addition to the Transforming Care Programme. The Council is working closely with the new five supported living care providers with the aim to increase the availability of supported living accommodation across the County. The following are expected to become available in 2018:
- 14 additional units of accommodation in Loughborough;
 - A property for three individual's with complex needs to share, also in Loughborough;
 - 14 new units of accommodation in Hinckley.
23. Through promoting the Strategy with key district partners, a site has also been identified in South Leicestershire, which presents an opportunity to create 20 self-contained supported living flats. A request to the MTFs Capital Programme 2018-2022 has been submitted to cover the purchase and remodelling of the property, subject to a detailed business case. The outcome of that proposal is not yet known.

Review of long term placements programme – 2017-2021

24. The Adults and Communities Department, through the implementation of this review programme, which began during the summer, aims to reduce the number of working age adults in long term residential care, through supporting individuals to move into their own homes within a supported living or extra care setting. For those that remain in residential care, the programme will work to ensure the care provided is appropriate to meet individual needs and that the County Council pays a fair price for their care.
25. In November 2017, there were 424 individuals with a learning disability in residential care under the age of 65. This group accounts for spend of just over £23.8 million for the authority. Through the programme, placements will be jointly reviewed by social care and health colleagues. Over the longer term, work will focus on increasing the opportunity for those, to whom it may be appropriate, to move from residential care into supported living. The programme has a four year plan. The initial target is to move up to 30 people per year from all clients groups from residential care settings to supported living. This will greatly improve outcomes for people as individuals living in their communities will experience greater levels of choice, independence, autonomy and income. It is anticipated this will be achieved within the first two years, but success is heavily dependent on suitable accommodation being available.

Stakeholder Engagement

26. The Council's Adults and Communities Department, City Council colleagues and Health partners met in June 2017 to discuss the challenges and opportunities around sourcing new supported accommodation across Leicestershire. Social landlords and investment companies attended and as a result, strategic relationships were initiated with Leicestershire's new supported living providers with a view to increasing supply within the County. It is intended to repeat this exercise in early January 2018, to build relationships further once the new Supported Living Framework is embedded.
27. Engagement is also ongoing with individuals, families and carers via the Learning Disability Partnership Board and as part of the transition to the new Supported Living Framework.

Specific implications of the Strategy

28. The aim of the Strategy and the focus of the Adults and Communities Department is to support people to live independently in the community. This may have an impact on the current residential care market, specifically smaller learning disability homes. Referrals for these homes could therefore decrease over time, which may affect the sustainability of some of the residential organisations. This change has been communicated via the current Market Position Statement, Residential Provider Forums, the Placement Project, and also through the current individual reviews of day services provision in Residential Care. Alternative options, such as deregistration with the Care Quality Commission and conversion to supported living have been highlighted to providers as a possible solution.
29. Recent rationalisation of the Supported Living Framework has resulted in a significantly reduced number of suppliers working to geographical lots across the County. The new providers are responsible for delivering all supported living in their awarded lot, making services more cost-effective and streamlined, reducing the focus on competition and encouraging greater emphasis on collaborative working with each other and with the Council.

Areas for further development

30. Additional work with providers is to be undertaken to explore alternative operating models, for example, supported living, short breaks, step down accommodation services or transitional provision for young people leaving care/ Children and Family Services support.
31. The Council has a number of agreements (called nomination agreements) with housing organisations allowing it to nominate people to take on tenancies as they become available. 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.

32. Work will continue with the contracted five supported living care providers to develop more accommodation options within each of the geographical locations across the County.
33. Work with the Property Services team will continue to assess current buildings owned by the Council, with a view to identifying potential opportunities to increase the supported accommodation capacity across the County through remodelling. Opportunities will also be realised via future capital bid programmes, both internal and outside of the Council.

Relevant Impact Assessments

Equality and Human Rights Implications

34. An Equality and Human Rights Impact Assessment has been undertaken around the Accommodation Strategy and can be found at:
<http://ow.ly/c7VB30gWIRu>
35. The EHRIA identified areas for improvement to ensure any inequality is proactively managed. The identified areas have informed an action plan that is monitored by the Adults and Communities Departmental Equalities Group. The actions are due for completion in March 2018 and tasks towards this target have commenced.

Background Papers

- Adult Social Care Strategy: Promoting independence, Supporting Communities; Our Vision and Strategy for adult social care 2016 – 2020
<http://ow.ly/nkls30gWIXB>
- Report to Cabinet: 10 March 2017 - Accommodation Strategy for Working Age Adults 2017-2022
<http://politics.leics.gov.uk/ieListDocuments.aspx?CId=135&MId=4859&Ver=4>
- Funding for supported housing consultations
<https://www.gov.uk/government/consultations/funding-for-supported-housing-two-consultations>
- Leicester, Leicestershire and Rutland Transforming Care Plan
<http://ow.ly/4Wpr30gWm6D>
- Market Position Statement
<https://leicscc.axlr8.uk/documents/8554/Market%20Positioning%20Statement.pdf>