

HERTFORDSHIRE COUNTY COUNCIL

ADULT CARE AND HEALTH CABINET PANEL

TUESDAY 14 NOVEMBER 2017 AT 10:00AM

IMPLEMENTATION OF SUPPORTED ACCOMMODATION STRATEGY

Report of the Director of Adult Care Services

Author: Kulbir Lalli, Head of Integrated Accommodation Commissioning (Tel: 01438 843217)

Executive Member: Colette Wyatt-Lowe, Adult Care and Health

1. Purpose of report

- 1.1. To update Panel on the implementation of the Ten Year Supported Accommodation Strategy ("the Strategy"), agreed in July 2017.

2. Summary

- 2.1. Panel received the Strategy in July 2017, designed to plan and provide sufficient accommodation for disabled and older people who need social care over the next 10 years. That strategy was agreed by Cabinet in July 2017. <http://cmis.hertfordshire.gov.uk/hertfordshire/Calendarofcouncilmeetings/tabid/70/ctl/ViewMeetingPublic/mid/397/Meeting/750/Committee/16/Default.aspx>
- 2.2. The Strategy proposed fundamental changes to our current service models, detailing commissioning intentions to facilitate 1,500 additional Flexicare Housing units for older people, consequently buying fewer residential care home placements. In addition the strategy recognises the increasing frailty and complexity of need of older people who do remain in their own home for much longer, and so projects the need for 1,000 additional nursing home beds required in ten years' time. The Strategy also forecasts the need for 500 additional supported living housing placements for younger people with disabilities, but no more additional residential care placements for them.
- 2.3. This report describes, at Panels request, the three key ways in which the Strategy will be implemented; through progress with Hertfordshire's district and borough councils to identify mutually beneficial opportunities for development; the creation of 'district profiles' to build up a picture of local requirements and; other projects which are underway to meet more specific requirements.

3. Recommendations

- 3.1. Panel is asked to note and comment upon the progress made on the initial stages of implementation of the Supported Accommodation Strategy.

4. Background

4.1 District Boards and local projects

4.1.1 The County Council is responsible for commissioning adult social care on behalf of Hertfordshire's residents and in addition the ten Districts and Borough Councils of Hertfordshire are the local Housing Authorities. These authorities will work together to ensure that choice and capacity of supported housing are available for local residents. The NHS and other stakeholders also have an interest in the provision of suitable quality accommodation for vulnerable people.

4.1.2 The Hertfordshire Health and Wellbeing Board therefore commissioned a Hertfordshire Adults Supported Accommodation Strategic Board ("the Strategic Board") with representation from County, Districts, the NHS and other stakeholders which has been meeting since June 2016.

4.1.3 The Strategic Board has sought to pursue opportunities for development of supported housing in District and Borough areas; in addition each District has been invited to set up a Local Area Board (LAB) with health and care colleagues.

4.1.4 The purpose of the LABs is to:

- i) Meet the challenge of the diverse characteristics and different patterns of housing and care that will be needed in different areas
- ii) Recognise and work to minimise the impact of any lack of access to the right accommodation on avoidable costs to public bodies, such as:
 - Delayed hospital discharge and avoidable hospital admission
 - Avoidable and permanent admission to care homes
 - Loss of tenancies, build-up of housing related debt
 - Homelessness and rough sleeping
 - Lack of employment or social opportunities
- iii) Ensure future accommodation needs for those people who require care and support will feed into Local Plans (a plan setting out the local planning authority's policies on how land will be used) and strategic housing plans. This will result in greater clarity on growth and reductions in different areas, and on the requirements for mixed markets, catering for social and private needs, as well as affordable housing.
- iv) Ensure the right mixture of tenures and deliver growth in key services, taking into consideration private sector growth and investment, social and private rental markets and incentives for people 'downsizing'. This will allow opportunities for working with a

range of partners to deliver accommodation/housing, beyond the traditional providers

- v) Develop partnerships to identify and secure the funding necessary for the delivery of supported accommodation in Hertfordshire. Potential sources could include private developer contributions, Homes and Communities Agency (HCA) funding, and other assets and capital funding programmes the County Council and partner district and borough councils are able to access.
- vi) The intention is for each District to have a LAB. To date, six district and boroughs councils have an established LAB, with terms of reference and relevant Heads of Housing nominating district/borough representation.

4.2 Case study: Stevenage Borough Council Accommodation Board (a Local Area Board)

- 4.2.1 The Stevenage LAB has identified an opportunity to develop Extra Care housing in Stevenage in order to achieve objectives outlined in the Strategy and Stevenage Borough Council's emerging local plan
- 4.2.2 Following early discussions with the Extra Care Housing Charitable Trust, the LAB has agreed to develop a joint Hertfordshire County Council and Stevenage Borough Council position on a preferred model of Extra Care housing for Stevenage on which to base future work with the Extra Care Housing Charitable Trust and the wider market if necessary
- 4.2.3 The Stevenage LAB's aim is to deliver a large scale extra-housing scheme in Stevenage by 2020.
- 4.2.4 The scale of the development is yet to be determined. It is expected that a minimum of 200 units will be delivered on mixed tenure model across either a single or multiple sites.
- 4.2.5 The scheme will deliver affordable housing for older people that supports health and wellbeing and prevents or delays escalation of social care, health and housing need.
- 4.2.6 The partnership will produce a joint Hertfordshire County Council/Stevenage Borough Council statement on design principles addressing:
 - Volume and mix of tenure, including affordable rent model.
 - Preferred built environment.
 - Preferred site location, feasibility and viability.
 - Preferred commissioning model (including financial risk) and procurement framework.

- Outcomes based operational model (housing and social care).
- Integration with community and with health, wellbeing and care services.

4.2.7 The project will identify a private or voluntary sector delivery partner to develop and deliver the scheme(s). Consideration will be given to partnership delivery models.

4.3 District profiles – a needs analysis

4.3.1 To support the LABs to identify and focus on key opportunities for developments, district profiles have been created that translate the headline requirements from the Strategy into specific property requirements (ranging from essential to ideal). The district profiles set out the accommodation targets in the medium term. Housing providers have used the district profiles to develop their business models for the local area and have commented how informative and useful they were. The district profiles outline building requirements and are comprised of population level data (POPPI and PANSI), layered with existing Adult Care Services service user data and qualitative information from Adult Care Services operational teams.

4.3.2 By way of example, accommodation requirements for younger adults with a disability is summarised in the table below. Similar forecasts are in place for older people including Flexicare, residential and nursing home placements:

District	Accommodation for mainstream Learning Disability	Accommodation for people with Learning Disability/physical disability	Accommodation for people with Challenging behaviour	Accommodation for people with physical disability	Accommodation for people with Apsergers	Mainstream Housing placements a year for move on from Supported living
Broxbourn	30	4	6	4	4	4
Eats Herts	40	12	12	12	12	4
Stevenage(taking into account Scarborough House reprovion)	20	28	4	4	4	4
North Herts	35	18	10	10	10	4
Welwyn and Hatfield	30	6	6	6	6	4
Hertsmere	45	12	12	12	12	4
St Albans	30	12	12	6	6	4
Dacorum	40	6	8	6	6	4
Watford	30	4	6	4	4	4
Three Rivers	30	4	4	4	4	4

4.4 Projects underway to meet specific requirements from Older People's and Adults with Disability services

- 4.4.1 The Adult Care Services and Resources directorates have agreed high level principles to ensure that sufficient supply of supported accommodation is forthcoming over the next ten years.
- 4.4.2 Hertfordshire County Council will commission Herts Living (the new County Council Property Company) to deliver a proportion of the required units of accommodation on suitable County Council sites. This will deliver approximately 20% of required capacity. Based on the table above, this equates to 137 units across the County. This methodology will also apply to community accommodation for Older People, such as Extra Care schemes.
- 4.4.3 Where appropriate, Hertfordshire County Council will directly commission accommodation in partnership with District and Borough Councils; this may include responding to opportunities identified at the LABs, incorporating growth into existing planned large scale developments or new sites for future development. It may also involve re-provision of existing accommodation that is no longer fit for purpose. This will deliver approximately 70% of required capacity. Based on the table above, this equates to 487 units across the County. This methodology will also apply to community accommodation for Older People, such as Extra Care schemes.
- 4.4.4 Where delivery of the above does not meet demand commissioners will undertake direct engagement with local housing providers, care home providers, residential social landlords and extra care housing providers to develop additional supply. This may involve making use of County Council capital resources which would be subject to business cases brought forward on a case by case basis. This will deliver approximately 10% of required capacity. Based on the table above, this equates to 68 units across the County. This methodology will also apply to community accommodation for Older People, such as Extra Care schemes.
- 4.4.5 In response to the challenges within the residential and nursing care home market (outlined in the Strategy), work is underway to reduce the amount of commissioned long stay residential care and increase the amount of long stay nursing care purchased. This will involve developments to:
- i) **Contract models** – by using information about cross subsidies and complexity of needs, for example, to secure and grow capacity
 - ii) **Financial models** – to create an affordable, sustainable and profitable market that is resilient and able to respond to demand

- iii) **Performance** – by the development of key performance indicators (KPIs), both strategic and for individual services, in line with the incentive models used by NHS and CCG commissioners
- iv) **Quality** – by the development of a quality framework that directly dovetails with the contractual and financial models, to ensure quality services are rewarded.

5. Next steps

- 5.1. The Strategy will be formally launched with housing and care providers and partners on 13 November 2017. An aim of the launch and early market engagement will be to identify ‘trailblazer’ providers who are willing to deliver innovative models of accommodation in support of the Strategy.
- 5.2. A County Council ‘Invest to Transform’ bid will be submitted through the appropriate channels to support the implementation of the Strategy and management of projects delivered in partnership with the Local Area Boards.
- 5.3. The implementation of the Strategy will be monitored. It will deliver financial efficiency savings, to be agreed in the 2018-21 County Council Integrated Plan, pertaining to making fewer residential care home placements by finding alternatives to help people stay in their own home, securing nursing care home fees at a sustainable level through use of County Council capital, provision of more supported living housing for younger people with disabilities and provision of adaptations to people’s own homes to keep people independent.

6. Equalities Impact Assessment

- 6.1 When considering proposals placed before Members it is important that they are fully aware of, and have themselves rigorously considered the equalities implications of the decision that they are taking.
- 6.2 Rigorous consideration will ensure that proper appreciation of any potential impact of that decision on the County Council’s statutory obligations under the Public Sector Equality Duty. As a minimum this requires decision makers to read and carefully consider the content of any Equalities Impact Assessment (EqIA) produced by officers.
- 6.3 The Equality Act 2010 requires the Council when exercising its functions to have due regard to the need to (a) eliminate discrimination, harassment, victimisation and other conduct prohibited under the Act; (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it and (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it. The protected characteristics under the Equality Act 2010 are age; disability; gender reassignment; marriage and civil partnership; pregnancy and maternity; race; religion and belief, sex and sexual orientation.

- 6.4 An Equalities Impact Assessment has been completed for the Strategy and was noted by Panel on the 3rd of July 2017. This assessment is available at the link below:

<https://cmis.hertfordshire.gov.uk/hertfordshire/Calendarofcouncilmeetings/tabid/70/ctl/ViewMeetingPublic/mid/397/Meeting/750/Committee/16/Default.aspx>