

13 May 2019**Agenda Item: 5****REPORT OF THE SERVICE DIRECTOR, NORTH NOTTINGHAMSHIRE AND
DIRECT SERVICES****HOUSING WITH SUPPORT STRATEGY FOR ADULTS (18-64 YEARS)****Purpose of the Report**

1. The report seeks Committee endorsement of the proposed Housing with Support Strategy for Adults 18-64, attached as **Appendix A**, and agreement to recommend the proposed Strategy to Policy Committee for approval.
2. An overview of the stakeholder engagement undertaken so far is attached as **Appendix B**.
3. The report also seeks approval of the predicted level of savings to be achieved as a result of implementation subject to approval of the Strategy by Policy Committee.

Information**Strategic Context**

4. Nottinghamshire County Council's 'Your Nottinghamshire, Your Future' Strategy 2017-2021 and Adult Social Care Strategy set out a strong commitment to ensure that working age adults who have a long-term illness and/or disability are supported to live as independently as possible, leading fulfilling and positive lives.
5. This means having access to the right support, when people need it, whilst promoting people's independence and wellbeing by building new relationships between formal social care, health, housing, and the support that already exists in families and their local communities.
6. The number of 18-64 year olds receiving care and support from the County Council has remained static over the past few years but with the level of disability and complexity of need increasing. The Nottinghamshire Joint Strategic Needs Assessment (JSNA) suggests that statistically the number of people needing support is increasing and many of these will require additional funding due to the complexity and cost of providing their care^[1]
7. The Council currently provides care and support to around 4,000 working age adults (18-64 years) who have some form of long-term health condition or disability.

8. In 2017, an analysis of the Council's 'younger adults service' identified the following:
- 37% of service users could achieve greater independence with some adjustment to their support, such as 'enablement' services
 - 35% of service users could achieve improved outcomes with a care package that better reflects their needs, skills and aspirations.
 - 28% of service users were benefitting from a package of care appropriate to their needs that was allowing them to live as independently as possible.
9. It was identified that 72% of service users could be supported to be more independent with better outcomes by:
- increasing their independence in their current home - be that supported accommodation or in their own home
 - increasing their independence to be able to move out of residential care
 - increasing their independence to be able to move out of supported accommodation.
- This could also result in cost savings to the Council.
10. Latest figures show that the Council provides care and support services to 630 people in supported accommodation, 644 people in residential and nursing care settings and around 480 people who receive a supported living or outreach service in their own home.
11. Therefore, there is the potential for a number of individuals to move out of residential care, a number of those in supported accommodation to become more independent but still receive support as part of their arrangements, and a further number that could feasibly, with the right enablement, move out of supported accommodation into an ordinary home.

Housing with Support – the Council's Offer

12. The purpose of the Housing with Support Strategy is to ensure that:
- **the right support is provided at the right time, in the right place** for all Nottinghamshire residents who have an assessed need
 - individuals have access to **the right kind of housing to ensure maximum independence** whilst their care and support needs are appropriately met
 - people lead **as fulfilling and positive lives** as possible **in a place they can call home**.
13. The strategy sets out how the Council optimises the commissioned services that make up its supported accommodation offer for working age adults in Nottinghamshire who have care and support needs, which includes people with long-term illnesses, people with learning disabilities, people with Autism/Asperger's, people with physical and sensory disabilities and people with mental ill-health. The Council must ensure that it can provide a level of care and support that is proportionate and appropriate to people's needs and makes the best use of the available resources. This involves taking a 'whole life approach' to individuals, ensuring that support is available when and where they really need it.

14. The Council has a role in enabling and facilitating housing solutions. It has no direct duty to provide housing to individuals. However, under the Care Act, the Council does have a 'responsibility to ensure that housing is suitable and meets the needs of an individual' who has been assessed and is eligible for care and support.
15. Although the majority of services can be provided to an individual in ordinary housing, there are very close links between appropriate housing and providing the right level of care and support. Therefore, when undertaking an assessment of need, consideration will be given as to whether a person requires housing as part of their care and support package.
16. The Housing with Support offer aims to provide people who have this assessed need with a clear understanding and expectation of what housing and support options will be available to them.
17. To meet a wide range of needs, a spectrum of housing options with varying levels of care and support are required, including supported accommodation, shared housing/ halls of residence style accommodation, adult placement through Shared Lives, Community Living Networks and ordinary housing, underpinned with the provision of assistive technology and physical and environmental adaptations as appropriate.
18. For an individual in residential care, the cost of the overall package includes the cost of accommodation as well as the cost of the care and support. For those in Housing with Support, the accommodation cost is usually paid via housing benefit which is the responsibility of the individual alongside the relevant district or borough council. The County Council is responsible for the cost of the care and support. Where a Housing with Support property has a vacancy, the Council may be responsible for the cost of the accommodation during the period it is empty, if there is a specific agreement in place with the housing provider.

Implications of the Housing with Support Strategy

19. The Housing with Support Strategy does not change the Council's approach to supporting adults with social care needs, rather it aims to provide people who have an assessed need with a clear understanding of what housing support will be available to them, ensuring that there is equity and consistency regardless of type of disability or where in the County people live.
20. The Council, through the Housing with Support Strategy, will enable and facilitate housing solutions as part of any care and support package where:
 - specialist accommodation is required to provide the specialist level of 'care and support' required by an individual; or
 - there is a benefit from using shared care and support hours; or
 - there is an identified need for additional housing management support to maintain a tenancy.
21. Where the need for supported accommodation is identified as being part of a care and support package, the Council will ensure that it:
 - is offered on the basis of a person's individual assessed needs

- gives consideration to who someone lives with (if anyone), where they live, who supports them and how they are supported
 - reduces the reliance on paid support as far as possible
 - allows individuals to fulfil their own potential
 - encourages positive risk taking
 - is innovative, so that people are encouraged and supported to live as independently as possible
 - enables individuals to embrace lifestyles that reflect ordinary living
 - supports the individual to make realistic housing choices that increase their independence
 - meets the Council's legal duties.
22. Individuals who have an assessed need and who ask for help with housing will go through an enablement and assessment process. This process will evaluate the capability, competency, and capacity of an individual to be able to develop independent living skills to live an 'ordinary life'. The Council will work with the individual, their family and carers to look at all the possible care and support options which will meet the individual's needs and maximise their ability to develop independence. Through the assessment and enablement process the housing need will be evaluated and should housing be required there is the opportunity to identify the type of accommodation needed along with the level of support required. This may include the temporary use of residential care, especially if a bespoke housing option is required, an interim Housing with Support offer, a longer-term Housing with Support option, or the prospect to access ordinary housing.
23. Where someone can live in an ordinary home, care and support will be available and arrangements developed in line with the individual's assessed needs. The advantages of living in an ordinary home are that people can:
- live as ordinary a life as possible
 - become more independent
 - have greater choices and control over their own life
 - be part of a community of their choosing
 - have housing costs that are more affordable, enabling opportunities to seek employment
 - benefit more from peer support and friendship networks.
24. The strategy has been developed to ensure that those people in need of supported accommodation have access to it and are clear about what might be offered. Where an individual no longer needs supported accommodation as part of their care and support arrangements, the Council will work with the individual, their family and carers to find an appropriate alternative housing solution.
25. Service users' choice will be promoted where possible but will have to be balanced against the effective and efficient use of the Council's resources; where the service user wants to remain in a supported accommodation property that supports a higher level of need than indicated by assessment, the service user may be required to top up their funding if they do not want to move.

26. The strategy seeks to clarify the Council's responsibilities, enabling people to have a better understanding and expectation from the outset of what might be offered to meet different elements of an individual's care and support arrangements.

Engagement

27. The development of the Housing with Support Strategy has included engaging with stakeholders, partners, providers, service users, their families and carers.
28. In February 2019 permission was granted by the Committee for the draft strategy to be shared publicly and for engagement work to commence. This has now started with the engagement aiming to inform people about the Council's offer and asking people for their views on the best way in which this offer can be presented so that it can be understood by different groups and so that the strategy is clear, useful and relevant to them and to take account of any concerns that people may have. **Appendix B** summarises the results of the engagement activity to date.
29. Further engagement work will be required once the strategy is adopted to help with the development of the implementation plan and to ensure that there is ongoing engagement with affected service users, their families and supporters, ensuring that the strategy is fulfilling its aims.

Other Options Considered

30. The option of not developing a housing offer that provides clarity on the Council's responsibilities was considered and rejected. Without a clear Housing with Support offer there is the potential for the Council to continue to provide housing for people who are able, with appropriate support, to live more independently which reduces the availability of accommodation for those who may have a higher need and would benefit more from the provision and people may continue to have unrealistic expectations.

Reason/s for Recommendation/s

31. The strategy is intended to provide a framework which ensures that people with an assessed need are provided with housing options that are proportionate and appropriate to need and make the best use of the Council's available resources.
32. It provides clarity to service users, their families and carers as to what housing options might be offered to meet the assessed needs.
33. The strategy also informs housing and support providers about the Council's delivery of Housing with Support services as well as needs data which will help providers to shape their business plans.

Statutory and Policy Implications

34. This report has been compiled after consideration of implications in respect of crime and disorder, data protection and information governance, finance, human resources, human rights, the NHS Constitution (public health services), the public-sector equality duty, safeguarding of children and adults at risk, service users, smarter working, sustainability

and the environment and where such implications are material they are described below. Appropriate consultation has been undertaken and advice sought on these issues as required.

Financial Implications

- 35. The focus of the strategy is to ensure that the right support is provided at the right time in the right place in the most cost-effective way. It is anticipated that the strategy will result in cost efficiencies through better use of resources and proportionality of provision.
- 36. The predicted level of savings achievable from 2019/20 to 2022/23 is £2.075m.

Human Resources Implications

- 37. The delivery of the strategy will require staff resources to be realigned to provide a cohesive approach to implementation.
- 38. The new team will sit under the Strategic Commissioning section and report to a project board headed up jointly by a group manager from Strategic Commissioning and a group manager from Younger Adults.

Public Sector Equality Duty Implications

- 39. The Housing with Support Strategy will disproportionately affect people with the protected characteristic of disability. Specifically, people with learning disabilities are likely to be more affected than others since people with a learning disability make up 70% of the cohort in residential care or supported accommodation.
- 40. In addition, people with a learning disability and their families are more likely to have considered the provision of supported accommodation as a long term and permanent solution than people in other cohorts and therefore there will be a greater level of culture change required.
- 41. Ultimately, people will be enabled to have more choice and control in their ongoing everyday lives, but some service users may be supported to move from their current accommodation if their assessed needs change and are no longer optimally met in the current setting.
- 42. Over time, as people are supported to move to more independent or more appropriate forms of housing with support, some services that are 'hard to fill' or surplus to requirements may be decommissioned.
- 43. This approach will ensure greater equity and consistency of service offer, make better use of resources and provide a more consistent framework for future development. Further information is available in the published Younger Adults 18-64 Years Housing with Support Strategy Equalities Impact Assessment (February 2019).

Safeguarding of Children and Adults at Risk Implications

44. The strategy has no factors impacting on safeguarding of children and adults at risk. If a safeguarding situation is identified through a review of Housing with Support provision, this will be addressed through normal reporting procedures.

Implications for Service Users

45. Service users may be supported to move to alternative but more suitable accommodation which may create uncertainty for affected individuals and their families or carers in the short-term. However, any move will ensure that appropriate provision is in place to meet the assessed need and the longer term outcomes will be that individuals will receive the support they need in a place which enables the greatest levels of independence.
46. Service users and their families will be fully involved in identifying suitable options and in some cases may choose to source their own housing.

RECOMMENDATION/S

That Committee:

- 1) endorses the proposed Housing with Support Strategy for Adults 18-64, attached as **Appendix A**.
- 2) recommends the proposed Housing with Support Strategy for Adults 18-64 to Policy Committee for approval.
- 3) approves the predicted level of savings achievable as a result of implementation, subject to approval of the Strategy by Policy Committee.

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Constitutional Comments (EP 26/04/19)

47. The recommendations fall within the remit of the Adult Social Care and Public Health Committee by virtue of its terms of reference.

Financial Comments (CT 24/04/19)

48. The financial implications are contained within paragraphs 35 and 36 of the report.

Background Papers and Published Documents

Except for previously published documents, which will be available elsewhere, the documents listed here will be available for inspection in accordance with Section 100D of the Local Government Act 1972.

Younger Adults 18-64 Years Housing with Support Strategy: report to Adult Social Care and Public Health Committee on 4 February 2019.

Younger Adults 18-64 Years Housing with Support Strategy Equalities Impact Assessment February 2019

Electoral Division(s) and Member(s) Affected

All.

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