

4 February 2019**Agenda Item: 6****REPORT OF THE SERVICE DIRECTOR, NORTH NOTTINGHAMSHIRE AND
DIRECT SERVICES****YOUNGER ADULTS (18-64 YEARS) HOUSING WITH SUPPORT STRATEGY****Purpose of the Report**

1. The report provides an overview of the Council's draft Housing with Support Strategy for working age adults (18-64), attached as **Appendix A**, and seeks approval for public engagement with service users, carers, families, other stakeholders, partners and providers.
2. It also provides an update on the development of Community Living Networks, attached as **Appendix B**, as an example of the different forms of housing with support available and in response to a previous request from the Committee for an update.

Information**Strategic Context**

3. 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 (18-64) who have a long-term illness and/or disability are supported to live as independently as possible, leading fulfilling and positive lives.
4. This means having access to the right support, if and 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.
5. The number of working age adults (18-64) 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]

^[1] Nottinghamshire JSNA <http://www.nottinghamshireinsight.org.uk/research-areas/jsna/summaries-and-overviews/the-people-of-nottinghamshire-2017/>

6. The Council currently provides care and support to around 4,000 working age adults (18-64) who have some form of long-term health condition or disability.
7. 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 was possible.
8. It was identified that 72% of service users could be supported to be more independent and that this opportunity could result in cost savings to the Council, but more importantly, better outcomes for service users 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.
9. The latest figures show that the Council provides Care and Support services to working age adults (18-64 yrs) with 612 people being supported in Housing with Support, 630 people being supported in Residential and Nursing Care settings and around 500 people who receive a 'Supported Living' or 'Outreach service' in their own home.
10. Therefore there is the potential for a number of individuals to move out of residential care, a number of those in Housing with Support 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 Housing with Support into an ordinary home.

Housing with Support – the Council's Offer

11. 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**.
12. The Strategy sets out how the Council optimises the commissioned services that make up its supported accommodation offer for working age adults (18-64) 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.

13. 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.
14. 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.
15. The Housing with Support offer aims to provide working age adults (18-64) who have this assessed need with a clear understanding and expectation of what housing and support options will be available to them.
16. In order 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.
17. An update on the development of Community Living Networks is attached as **Appendix B**, as an example of one of the newer forms of housing with support being progressed. The Committee has previously requested an update on this.

Housing Costs

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 working age adults (18-64) 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 Housing with Support 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 is able to 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 housing with support have access to it and are clear about what might be offered. Where an individual no longer needs housing with support 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. This may require the individual to move on to a more independent setting and free up the Housing with Support for other individuals who have a greater need.

25. 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

26. The development of the Housing with Support Strategy has included prior engagement with stakeholders and partners and service users and their families and carers.
27. The strategy is currently a working draft document, and has not yet been shared publicly. Therefore as the Council is clarifying its approach to delivering Housing with Support there is a need to involve people further through a wider programme of engagement with service users, carers, families, other stakeholders, partners and providers.
28. The aim of further stakeholder engagement is not to fundamentally change the objectives of the strategy, but is intended to seek stakeholder views about whether the strategy provides people with information that is clear, useful and relevant to them and take account of any concerns that people may have.
29. The engagement exercise will be carried out throughout March 2019 with the engagement feedback and updated Housing with Support Strategy being presented to Committee in May 2019.

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 efficiencies through better use of resources and proportionality of provision. Potential efficiencies are currently being modelled and will be presented at a future meeting of the Committee.

Human Resources Implications

36. The delivery of the strategy may require further consideration in regard to staff resources.

Public Sector Equality Duty Implications

37. 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 due to the fact that people with a learning disability make up 70% of the cohort in residential care or supported accommodation.
38. 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.
39. 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.
40. Over time, as people are supported to move to more independent or more appropriate forms of housing with support, some services that are considered to be 'hard to fill' or surplus to requirements may be decommissioned.
41. 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.

Safeguarding of Children and Adults at Risk Implications

42. 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

43. 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.
44. 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) reviews the draft Housing with Support Strategy, attached as **Appendix 1**, and considers any actions it requires in relation to the content of the strategy
- 2) approves further engagement with service users, carers, families, other stakeholders, partners and providers on how best to help people understand what the Housing with Support Strategy means for them
- 3) considers whether there is any further action it requires in relation to the update on the development of Community Living Networks.

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Constitutional Comments (LW 23/01/19)

45. Adult Social Care and Public Health Committee is the appropriate body to consider the content of the report.

Financial Comments (KAS 25/01/19)

46. The financial implications are contained within paragraph 35 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.

Development of KeyRing Services – report to Adult Social Care and Health Committee on 10 October 2016

Electoral Division(s) and Member(s) Affected

All.

ASCPH619 final