

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Executive Member for Adult Social Care and Public Health
Date:	27 January 2015
Title:	Developing Extra-Care Housing for Younger Adults
Reference:	6354
Report From:	Director of Adult Services

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1. Executive Summary

- 1.1. Hampshire County Council's long term strategic approach is to enable the development of a wider range of services to meet the housing care and support needs of younger adults with an eligible social care need that maximise independence and minimise costs to the taxpayer. This paper seeks approval from the Executive Member for Adult Social Care and Public Health to deliver Extra-Care Housing for Younger Adults which will offer high quality accommodation and support for individuals aged below 65 who will primarily have a learning disability, mental health problems or a physical disability. Specific capital funding of £6M to facilitate the development of Extra-Care Housing for Younger Adults was agreed by the County Council as part of the Capital Programme Review in September 2014.
- 1.2. Extra-Care Housing for Younger Adults will become part of a range of offerings to meeting the housing and care needs of younger adults, and will sit alongside other supported living models. It will particularly provide an alternative to residential care and offer greater independence, and choice for service users. It will also provide improved value for money for the County Council in the procurement of care and support. Extra-Care housing for Younger Adults will be a new offer and will be delivered predominantly through purpose built accommodation (although the adaptation of existing buildings may be the best option in some cases). It will offer individuals the independence provided through having their own apartment, alongside the benefits of communal living areas and access to shared care and support. Currently a significant proportion of clients with care and support needs are housed in residential care homes that are often a high cost institutionalised model of care provision that does not meet the County Council's vision of promoting independence and choice.

1.3. This paper sets out the proposed strategy for the delivery of programme and the associated procurement plan.

1.4 This paper seeks to:

- Seek approval from the Executive Member for Adult Social Care and Public Health to extend the availability of Extra-Care Housing to Younger Adults with care and support needs.
- Seek agreement from the Executive Member for Adult Social Care and Public Health to give appropriate delegated authority to the Director of Adult Services to agree the revenue funding required for each scheme based on individual business case and within existing operational budgets.
- Seek permission to procure care and support services through the shared services framework and the development of Individual Service Funds.
- Seek agreement for the preferred options for the procurement of care
- Seek agreement for the preferred delivery mechanisms for developing accommodation for the Extra-Care for Younger Adults project through the sale of appropriate Hampshire County Council owned sites under the Local Government Act (1972), through the Younger Adults Extra-care Grants Programme and through one-off single tender approved procurements
- To seek permission to run a grant programme to provide capital funding to develop Extra-Care Housing for Younger Adults.

1.5 A related paper was presented at the Executive Member for Policy and Resources meeting on 22 January 2015 outlining the background to the programme. The paper recommended that authorisation be given to Single Tender Approved (STA) procurements to support the delivery of more financially significant schemes of development as necessary.

2. Contextual information

2.1 Adult services are still using significant amounts of residential care for adults under 65 and are within the upper quartile of comparable local authorities for permanent admissions to residential and nursing care homes for Younger Adults aged 18-64. (Adult Social Care Data 2013/14)

2.2 Despite often being the most expensive form of housing and support, residential care is the most restrictive to the individual, offers the lowest security of tenure, and the lowest level of flexibility and choice in how care and support is delivered. The support that is offered is predominantly “one size fits all” rather than individually tailored care and support packages. There is not a direct correlation between the cost of the services and the amount of support received by each individual service user.

2.3 Historically, significant numbers of residential care homes opened in Hampshire at the time of the closure of several long stay hospitals, and were seen as the least restrictive model of care and support for individuals moving out of in-patient units at that time. However, as an offer it now lags behind the needs and expectations of current service users.

- 2.4 Whilst there has been growth in alternative housing and support options being made available for people, and significant numbers of residential care homes have been remodelling into supported living services, there continues to be an over supply of residential care in Hampshire. The supported living models that emerged in the last two decades are no longer seen as offering the full potential for independence and value for money. Traditional supported living models often only offer a bedroom as private living space and can be expensive to support, particularly where night cover is shared between a small number of residents.
- 2.5 The development of Extra-Care Housing for Younger Adults follows the successful roll out of Extra-Care Housing across Hampshire for older people, primarily targeted at those over 55.

3 Providing services for individuals with Learning Disabilities

- 3.1 There are currently 800 people with a learning disability living in residential care that is funded by Adult Services at a cost of approximately £50M. In addition to the people living in residential care, there are in excess of 1000 individuals living with their families, and over 100 young people coming through transition each year, the majority of whom are likely to need alternative accommodation and support in the future. There is clear evidence that demand for services will continue to increase due to demographic pressures, including increased life expectancy and higher levels of complex needs of individuals within this client group.
- 3.2 Service users and their Carers have been clear in their aspirations in respect of housing support and care. At the consultation for the Hampshire strategy 'Ordinary People living Ordinary Lives' people with a learning disability expressed a desire to have their own home with the right support, whilst not feeling isolated.
- 3.3 There have been successful examples of what can be achieved through the commissioning of alternatives to residential care for clients with learning disabilities. Byways offers 12 flats for people with a learning disability. A number of the tenants were previously occupants of the care home that was on the site. The project has recently won a Laing & Buisson award for promoting independence. The lives of the tenants have been transformed; having developed confidence, skills and the ability to control their lives. We have also seen a reduction in the levels of formal support required.
- 3.4 The table below details the current range of provision that is to be considered as part of the delivery of Extra Care accommodation for Younger Adults and associated potential savings.

Fig.1.

Level of support need (scheme type)	Range of number of hours support required per person per week	Residential care fee (lower end of support range)	Residential care fee (higher end of support range)	Size of scheme proposed (informed by level of support need)	Night support proposed for scheme	Cost of lower range hours and night support	Cost of high range hours and night support	Average difference in cost vs residential care fee (per person per week)	Savings per annum per person/unit
1	25-50	£850	£1200	10	Sleep in	£428	£815	-£404	-£20,995
2	51-80	£1200	£1800	10	Sleep in and waking night	£915	£1380	-£353	-£18,330
3	81-104	£1800	£2200	6	Sleep in and waking night	£1491	£1847	-£331	-£17,225
4	105-150	£2200	£3000	6	2 waking nights	£1958	£2655	-£294	-£15,275

Fig 1: Four models of support identified for supporting individuals with a learning disability and anticipated savings potential with developing Extra-Care for Younger Adults schemes.

4 Services for clients with Mental Health problems

4.1 Housing services for people with mental health problems are currently overly reliant on placements within residential care. There is clear evidence from the Hampshire County placement panel that individuals are often housed in residential care projects as a result of a lack of supported housing alternatives in localities rather than a specific need for a residential care placement.

4.2 There are also a number of individuals currently placed in Out of County placements that would benefit from suitable accommodation being made available closer to their friends and family in Hampshire. This would support recommendations made in the Winterbourne view enquiry that highlighted large numbers of individuals placed outside of their host authority areas as an area of concern.

4.3 The table below demonstrates the potential savings available through providing alternatives to residential care placements. The table is populated through data collected through the Mental Health County placement panel.

4.4 New Mental Health pilot projects also detailed in the table below, are supporting people previously accommodated within high cost residential care, including clients on section 17 leave from detention under Section 3 of the Mental Health Act, these placements typically cost in excess of £1000 per week.

Current placements identified through the Mental Health High Cost Placement Panel

	Number of Clients (*Health and Social Care funded)	Total annualised costs (*Health and Social Care funding)	Average weekly cost
Residential and Nursing Care	*296	£14M*	£907
Supported Living	300	£2M	£128
New MH Pilot Projects	12	£200k	£320

5. Services for individuals for people with a Physical Disability and Sensory loss

5.1 There will be opportunities for the development of accommodation that will be able to meet the care and support needs of individuals with physical disabilities that will give greater opportunities for independence and choice than is currently offered in residential care services.

5.2 Specialist services for individuals with hearing loss will be built to British Sign Language standards. Developing specialist housing for people with sensory loss will give the County Council the opportunity to reduce the numbers of individuals placed in services outside of Hampshire.

5.3 Similarly, accommodation based services for people with sight loss can be developed and build to Thomas Pocklington sight loss guides for design and support standards. The provision of specialist units of accommodation for people with sight loss will be developed through the Extra-Care for Younger Adults project. This will be through the development of units within schemes as well as purpose built developments specifically for individuals with support and care needs around sensory loss.

6 Services for individuals with Autism/Asperger's

6.1 There are currently relatively few accommodation based services specifically established to support individuals on the Autistic spectrum. Those that do exist predominantly support those individuals with challenging behaviour or very high care and support needs.

6.2 For the majority of clients with care and support needs who could be described as high functioning individuals with Aspergers, there is a lack in current provision and people are often placed in services for people with learning disabilities or for people with mental health problems which are not suitable to meet their care and support needs.

7 Developing the Business Case

7.1 The current Adult Services spend on residential care costs are detailed in the table below:

Client Group	Total Departmental Residential Care Annualised Cost	Average weekly residential care cost	Typical weekly Supported Living cost
Learning Disability	£51,500,000	£1,272	£600
Physical Disability	£4,823,000	£933	£ 400
Mental Health	£3,787,000	£561	£320

7.2 The development of recent pilots schemes in both mental health and learning disability services have demonstrated that supported living services developed as alternatives to residential care can provide significant savings to the department. These services also provide greater quality accommodation and support giving greater choice, control and independence for service users.

7.3 The pilots have demonstrated that supporting individuals within their own accommodation rather than within residential care service can save approximately £365 per placement per week. There are currently over 800 people with a learning disability in residential care homes, potentially therefore, by replacing those units with Extra-Care Housing for Younger Adults to this client group alone would suggest there is potential to realise annual savings approaching £15.2 million.

8 Finance

8.1 Specific capital funding of £6M for the development of Extra-Care Housing for Younger Adults was agreed by the County Council as part of the capital programme review in September 2014.

8.2 A savings target of £1.2M has been assigned to this project. Some analysis of the savings potential of providing alternative placements to residential care suggests a savings on average of £365 can be achieved per placement per week. Based on these figures, the working assumption is that there will need

to be a minimum of 64 units delivered by April 2016 that are occupied by individuals moving out of residential care accommodation to achieve the savings target.

- 8.3 Revenue funding streams for new services will be agreed on a scheme by scheme basis, and it is anticipated will be funded through existing operational budgets.
- 8.4 There is clear evidence gathered from a number of pilot projects in both learning disability and mental health services that demonstrate the positive impact supported living can have on both individual service users that can also deliver significant savings to departmental budgets.

9 Accommodation costs

- 9.1 Unit costs of Extra-Care housing for Younger Adults will be considerably cheaper than the average costs of residential care accommodation. A large factor within this is that individuals living in Extra-Care Housing for Younger Adults will be expected to pay for their own hotel costs. Factoring in the hotel costs for the 800 people with a learning disability living in residential care alone would suggest potential annual savings of approximately £4 - £6M for the department.
- 9.2 Currently all residential care costs are relatively opaque in that there is little clarity in terms of hourly rates charged for support costs or the outcomes they are achieving. The procurement of Care and Support within Extra-Care for Younger Adults schemes will provide greater clarity in terms of both costs and delivered outcomes as contractual conditions.

10 Procurement of Care and support

- 10.1 As part of the learning disability transformation programme, a care and support project, which includes a market engagement exercise, has developed an alternative commissioning and procurement model for care and support, including supported living. In parallel, a new framework for Care at Home for other care groups has been procured. It is envisaged that contracts for Care and support will be procured through one of these frameworks, as most appropriate for each scheme.
- 10.2 An alternative option for the delivery of care and support will be explored through the development of Individual Service Funds (ISF). An ISF offers service users more independence and choice in how their care and support is delivered, but there is a reduced administrative burden on the service user than with an individual Direct Payment where the service user would need to manage a separate bank account.
- 10.3 An ISF encapsulates the best elements of Self Directed Support providing choice to individuals without them taking on the responsibility of managing the personalised budget. The money is held by the provider on the individual's behalf and the service user directs the provider in how the care and support is delivered.

11 Analysis of current demand and Identification of Sites

11.1 Analysis has identified that the following areas have the highest demand for alternative services to residential care and are therefore priority areas for development of new supported housing services across Hampshire:

- North Hampshire: Basingstoke Town Centre, Farnborough Town Centre, Aldershot Town Centre.
- East Hampshire: Havant Town Centre, Waterlooville Town Centre, Fareham Town Centre, Gosport Town Centre.
- West Hampshire: New Milton Town Centre, Waterside/Hythe Town Centre, Ringwood Town Centre, Andover Town Centre, Eastleigh Town Centre, Winchester City Centre

11.1 These areas have been identified as suitable locations for potential developments; however specific site identification will be subject to availability, feasibility, planning constraints and other site specific considerations.

11.2 Existing sites previously ruled out Older Person's Extra-Care development will be in scope for consideration along with other Hampshire County Council assets.

11.3 Once potential sites have been identified they will be subject to a specific site analysis tool that will ensure all future developments take account of the specific needs of clients including the availability of, for example, public transport, or further education establishments.

12 Development of accommodation

12.1 Extra-Care housing for older adults were typically built on a scale of between 42 and over 100 units. Although the preferred model for Extra-Care for Younger Adults will range in size between 6 -18 units per scheme, the principles of the schemes will be similar in that there will be care and support staff will be on site, and there will be communal facilities available. Providing communal space is key to the success of Extra-Care schemes as it allows people the choice as to whether or not they seek out company or support or to spend time in their own apartment.

12.2 Communal facilities in older persons extra care schemes included restaurants and hairdressers, the scale of the younger adults service would prohibit these types of facilities but training kitchens and communal living areas with staff offices will be available.

12.3 As well as the development of purpose built specialist accommodation, there will be opportunities for enhancing accommodation based services within existing supported housing schemes that require modest capital investment to make them a more viable option that support the principles of the Extra-Care for younger adults project.

- 12.4 New developments will be specifically designed and built with the option to take advantage of the development of information technology in meeting current and future care and support needs of individuals.
- 12.5 The recommendation is that the majority of schemes will be developed using a capital grant. However, there will also be the option to carry out an open tender for individual new developments where appropriate.
- 12.6 The majority of schemes will be developed using the Core and Cluster model. The Core and Cluster model can be defined as accommodation that includes a number of individual units or flats that may include some element of communal space and includes shared support. Individuals living in a Core and Cluster scheme have the benefit of having their own accommodation, whilst being able to access a core provision of support. The model offers efficiencies in respect to the delivery of support, with increased opportunities for personalised support, including creative use of Assistive Technology.
- 12.7 Core and Cluster schemes are similar in design and function as Extra-Care Schemes that have been developed for Older People. The benefits of Core and Cluster schemes have direct parallels to those identified within Extra-Care, i.e.
- The promotion of independence, wellbeing and choice for tenants
 - Providing security of tenure through tenancy agreements
 - Flexible care and support on-site
 - Reducing social isolation by providing communal spaces and activities
 - Offering individuals to access support as required, therefore reducing over dependency

13 Nomination rights and Voids agreements

- 13.1 Due to the specialist nature of the accommodation, and that developed schemes will exclusively accommodate individuals for whom Adult Services have a statutory responsibility to provide care, nomination rights to the accommodation will be held by Adult Services. Individual arrangements will be agreed for each scheme. In practice, the nomination rights to accommodation will be tied to the on-going revenue funding stream rather than any capital arrangements made during the development of the project.
- 13.2 There will remain however; close working relationships with District Council Housing Departments, ensuring that the development of Extra-Care Housing for Younger Adults is identified as a local resource in their local housing strategies and related documents, and that move on opportunities through local council nominations to social housing, are identified where appropriate.
- 13.3. A recent development in the housing sector has seen large numbers of Registered Providers (Housing Associations) move away from their traditional involvement in the development and management of supported housing services. Those providers that remain are nervous of picking up

losses as a result of long term voids. Where Adult Services have negotiated nomination rights to new developments, it will be necessary to also agree to cover any voids where occupancy levels are not optimised due to Adult Services not making referrals to services in a timely manner.

14 Implementation of the Care Act 2014

14.1 The implementation of the Care Act will specifically cover the arrangements around Ordinary Residence that have previously placed the County Council at risk of taking responsibility for any individual placed within a registered care home within Hampshire. These risks have significantly reduced with the implementation of the Care Act in that it ensures that the responsibility for meeting the costs of providing care and support to an individual remains with the placing authority.

15 Consultation

15.1 Integral to both national and local drivers is the need to develop housing and support options that promote individual rights and choice. Throughout the consultation for the Hampshire strategy 'Ordinary People living Ordinary Lives' people with a learning disability expressed a desire to have their own home with the right support, whilst not feeling isolated.

15.2 There will be on-going consultation through out the development of the programme with service users and carers as part of the general engagement process.

16 Equalities Impact Assessment

16.1 The development of purpose build accommodation for younger adults with disabilities and mental health problems will provide high quality alternative to residential care homes. It will enable people with disabilities to move from residential care into supported living which gives greater security of tenure, choice independence and control in how they live their lives. We anticipate service users having a far greater say in how their care and support is provided in this new model of accommodation and support. We will ensure that services used are able to provide high quality support and care providing far greater independence and choice for service users, at the same time as demonstrating significant improved cost effectiveness and greater independence for service users.

16.2 There is evidence that the majority of service users will require less support when moving into supported housing schemes. Services will be developed in locations that will enable service users to maintain and develop their social networks through close links to public transport and community facilities.

17 Legal Implications

17.1 It is for the Executive Member as decision maker to have due regard to the need to: eliminate discrimination, harassment, victimisation and any other conduct prohibited under the Equality Act and advance equality of

opportunity and foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

18 Timescales

- 18.1 The initial phase of the Extra Care for Younger Adults scheme will deliver savings of £1.2M by April 2017. It is likely that the majority of the savings generated through the initial phase of the project will be achieved through relatively small scale capital investments in improving existing schemes and making them fit with the fidelity of the Extra-Care for Younger Adults model of service.
- 18.2 Although it is likely that there will be “shovel ready” sites during the initial phase of the project, it is anticipated that any savings achieved from the development of purpose built accommodation will be achieved from 2017 onwards.

19 Future direction

- 19.1 There is clear evidence that there will continue to be a significant rise in the numbers of individuals requiring social care support, and many of those individuals will have increasingly complex needs. Of the people living in residential care, 465 people have a weekly fee of between £850 and £3,000 per week.
- 19.2 Given the above, and the potential for achieving cost efficiencies as well as better outcomes for service users, it is likely that the development of Extra-Care for Younger Adults will remain a strategic priority for the department in the future.
- 19.3 The Winterbourne View enquiry highlighted the fact that many individuals with learning disabilities are residing within placements outside of their local area. The development of bespoke supported housing services will provide an opportunity to, where appropriate, provide options for people to return to Hampshire from placements outside of Hampshire.
- 19.4 There are likely to be opportunities to work with Clinical Commissioning Groups in the future to develop jointly commissioned projects that meet the housing care and support needs for individuals to whom both health and social care currently have a responsibility to provide services.

20 Recommendations

- 20.1 That approval is granted by the Executive Member for Adult Social Care and Public Health to extend the availability of Extra-Care Housing to Younger Adults with eligible care and support needs.
- 20.2 That approval is granted by the Executive Member for Adult Social Care and Public for use of delegated authority by the Director of Adult Services to approve the allocation of revenue funding for providing care and support within schemes, subject to individual business cases and current budgets.

- 20.3 That approval is granted by the Executive Member for Adult Social Care and Public Health to progress the preferred options for the procurement of care and support using individual service funds and appropriate care and support frameworks associated with Extra-Care for Younger Adults.
- 20.4 That approval is granted by the Executive Member for Adult Social Care and Public Health for the preferred delivery mechanisms for developing accommodation for the Extra-Care for Younger Adults project through sale of appropriate Hampshire County Council owned sites under the Local Government Act (1972), through a Younger Adults Extra-Care Grants Programme and through one-off single tender approved procurements
- 20.5 That approval is granted from the Executive Member for Adult Social Care and Public Health to run a grant programme to provide capital funding to develop Extra-Care housing for Younger Adults.

CORPORATE OR LEGAL INFORMATION:**Links to the Corporate Strategy**

Hampshire safer and more secure for all:	yes
Maximising well-being:	yes
Enhancing our quality of place:	yes

Other Significant Links

Links to previous Member decisions:		
<u>Title</u> Developing Extra Care Housing for Younger Adults	<u>Reference</u> 6271	<u>Date</u> 22 January 2015
Direct links to specific legislation or Government Directives		
<u>Title</u>	<u>Date</u>	

Section 100 D - Local Government Act 1972 - background documents

The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)

<u>Document</u>	<u>Location</u>
None	

IMPACT ASSESSMENTS:

1. Equality Duty

1.1 The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act;

Advance equality of opportunity between persons who share a relevant protected characteristic (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, gender and sexual orientation) and those who do not share it;

Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

Due regard in this context involves having due regard in particular to:

1.1.1 The need to remove or minimise disadvantages suffered by persons sharing a relevant characteristic connected to that characteristic;

1.1.2 Take steps to meet the needs of persons sharing a relevant protected characteristic different from the needs of persons who do not share it;

1.1.3 Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity which participation by such persons is disproportionately low.

1.2 Equalities Impact Assessment:

The development of purpose build accommodation for younger adults with disabilities will provide high quality alternative to residential care homes. Enabling people with disabilities to move from residential care into supported living gives greater security of tenure, choice independence and control in how they live their lives. We anticipate service users having a far greater say in how their care and support is provided in this new model of accommodation and support. We will ensure that services used are able to provide high quality support and care providing far greater independence and choice for service users, at the same time as demonstrating significant improved cost effectiveness and greater independence for service users. There is evidence that the majority of service users will require less support when moving into supported housing schemes. Services will be developed in locations that will enable service users to maintain and develop their social networks through close links to public transport and community facilities.

2 Impact on Crime and Disorder:

No impacts have been identified.

3 Climate Change:

- a) How what does is being proposed impact on our carbon footprint / energy consumption?

All new housing developments will be built to meet as a minimum all current building, environmental, insulation and climate change standards. All new build schemes will be designed to facilitate the prudent and efficient use of resources and to encourage sustainable consumption and production.

- b) How does what is being proposed consider the need to adapt to climate change, and be resilient to its longer term impacts?

The proposed capital development is likely to involve consideration of climate change and this will be specifically addressed within the detailed business cases and implementation plans.