



ADULT SOCIAL CARE SELECT COMMITTEE
1 JULY 2010

Emerging Joint Accommodation Strategy 2010 - 2013

Purpose of the report: Policy Development and Review

The purpose of this Report is to advise the Select Committee about the Joint Accommodation Strategy, which is being developed in partnership with district and borough councils. It is an update paper of progress to date and an indication of the principles and approach emerging, intended to get the Committee's views and support on the direction of travel.

Introduction:

- 1 The original County Accommodation Strategy for Vulnerable People was developed in September 2007, with the support of an Adult and Community Care Select Committee Task Group and the subsequent endorsement of the Select Committee.

It has been updated a couple of times since then, with the latest version being published on the County's website in August 2009.

- 2 Work is on-going in the delivery of the original Strategy, in terms of the development of specific housing projects in different parts of the County. However, the original document is very much a countywide statement of intent, supported by the boroughs and districts in principle, but with little local meat on the bone.
- 3 As part of the vision of the new Adult Social Care directorate to make sure that services are relevant locally, it was decided to develop a Joint Accommodation Strategy for Vulnerable People with boroughs and districts, drilled down to draw out key priorities and issues at a local level.
- 4 The groundwork has been done to prepare the Strategy, in the form of meetings with officers of each of the district housing departments. In addition, two key pieces of work have been completed in terms of mapping the need in each local authority area: the Supporting People Needs

Mapping Tool, and a review of cases known to Adult Social Care across the County.

- 5 The Strategy also incorporates the needs of vulnerable young people, a priority group for both the County Council and the borough and district councils. The Children's Schools and Families Department are leading on the work of developing a Housing Strategy for Young People, which will dovetail to both the emerging Joint Accommodation Strategy and the Supporting People Strategy.

The Key Elements of the Emerging Strategy So Far

- 6 There are some consistent themes to emerge across the County:
 - Housing for vulnerable people is a priority
 - There needs to be choice of provision for older people
 - Housing for vulnerable young people is a key priority
 - We need to make best use of adapted properties for people with disabilities
 - The guidance for dealing with Disabled Facilities Grant needs to be updated and properly implemented
 - Increased choice for all – against the backdrop of decreasing budgets
 - The need to deliver more affordable housing
 - Homelessness prevention is important – and the Supporting People programme plays a key role, not only in preventing homelessness but in averting the need for costly intervention for other agencies, including Adult Social Care.
 - Access to appropriate information and advice is important
- 7 It embraces the Adult Social Care overriding priority to support people in the community rather than in residential settings.
- 8 It identifies a range of challenges that we face in order to deliver the Strategy: the need for effective leadership and will across the agencies; financial challenges, both in respect of capital and revenue funding; the need to make best use of public sector land; planning issues, Special Protection Areas and the green belt; the need to improve Needs Mapping data, particularly in Adult Social Care, and sufficient staff resource dedicated to the task.
- 9 It then focuses upon “Making the Strategy Real Locally”, with a series of chapters reflecting local priorities, building on the conversations which have taken place throughout the County and dovetailing with other Strategies that have been developed locally.

Each Chapter concludes with a jointly agreed Action Plan. The draft chapter for Mole Valley is attached at Annex One as an example of what each of the district chapters will look like.

ITEM 9

- 10 Needs mapping has presented a number of challenges and work will need to continue to build upon the evidence gathered to date. However, the Supporting People Needs Mapping Tool has produced interesting information on a borough by borough basis. The tool broadly looks at each of the client groups supported through the Supporting People programme and the local supply of services for each group. Then it looks at various evidence sources, for example, the Joint Strategic Needs Assessment and demographic evidence, to calculate the housing and support needs for each group, versus the supply. A lot of work has taken place to source appropriate evidence for each client group, and this work has taken place across the whole region. The collated picture across Surrey is attached at Annex Two. The boroughs and districts have worked with us to validate the figures locally. The picture for each borough and district is to be incorporated into each chapter.
- 11 In terms of Adult Social Care, further activity has taken place looking at “open cases” in Swift, and where people are now. It is intended to prepare some visual maps on a borough-by-borough basis, indicating where the supply is and where the people are. However, it is felt that this information alone is insufficient for our needs, as it does not tell us the kind of accommodation that individual people need and prefer, and where, which is what will enable district and boroughs to develop appropriate housing in partnership with housing providers.
- 12 There are some specific challenges for Adult Social Care that need to be addressed if the Strategy is to be successful. One priority is to ensure effective strategic oversight, to ensure that new housing, of the right type, is developed where it is needed.
- 13 There is a particular issue at the moment with a number of voids in supported living. There are probably two main contributory factors.
 - For whatever reason, the available supported living vacancies are not suitable for the people that require them. It could be that the accommodation itself is unsuitable or it could be that the available support does not meet the needs of the people that might live there.
 - Front line social care staff do not yet really understand what supported living is, how to access it or, perhaps, even believe that supported living is a positive alternative to residential care.

It is important that we understand the reasons for the voids and what needs to be done to address the issue.
- 14 Another challenge is that the implications of large programmes of work, such as those around re-providing for people from the large hospital campuses, have not been effectively drawn into the wider Accommodation Strategy as it has developed to date. More work is required.
- 15 There have been some specific successes since 2007 when the Accommodation Strategy was first drafted.

For example, a gentleman in his 30s with a learning disability and fluctuating mental health had lived in residential care since the age of eighteen. The provider could no longer meet his needs due to incidents of extremely aggressive behaviour towards others. However, he did not want to move and his anxiety led to more incidents. After a considerable period of time spent working with him, it became clear that although anxious about it, he did want to move because he felt no rapport with other less able residents and he resented staff always being around. He also wanted to be near his family. With no existing services in the area able to meet his needs, Shared Ownership was explored and he was eventually able to move into his own house close to relatives and with support targeting to his individual needs. The cost of providing this support was £444.35 less than the previous residential cost.

- 16 The emerging Joint Accommodation Strategy, which is a weighty tome, is still being drafted. Some boroughs and districts have already received a completed first draft for comment. At the time of writing, others are still waiting for their chapters. However, the views of the Committee would be much appreciated in terms of the approach and emerging messages to date.

Recommendations:

The Committee notes the progress made and offers feedback on the direction of travel to date in order to inform the emerging Strategy.

Next steps:

- 1 A completed draft of the Joint Accommodation Strategy to be available for consultation by the end of July 2010.
- 2 A conference for wider consultation to be held in the Autumn.
- 3 The Joint Accommodation Strategy and its associated Action Plans to be adopted by the County and its borough and district partners by the end of the year.

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Sources/background papers:

County Accommodation Strategy For Vulnerable People (last updated August 2009)

Mole Valley District Council Chapter

An Introduction

Mole Valley is an attractive area to live. 90% of its countryside is either designated Green Belt or is an Area of Outstanding Natural Beauty. The area is within easy reach of both Heathrow and Gatwick airports, with frequent rail connections to London and excellent road links to the rest of the country. It is a high demand area and, therefore, an expensive place to live.

The main tenure is owner occupation, with just 11.6% of stock owned by housing associations or the public sector.

The population is ageing – with those aged 80+ forecast to have the greatest growth.

Creating Housing Opportunities

The Local Development Framework identifies a need to secure a minimum of 950 new affordable units between 2006 and 2026. To help achieve this, the Core Strategy requires an off site contribution equivalent to 20% on small sites, rising to a minimum of 40% affordable units on sites that are larger than fifteen units. Rural housing development is important and the council will work with the Surrey Rural Housing Enabler to commission housing needs surveys and identify suitable rural sites.

There is also a focus on preventing homelessness and supporting older people to move to smaller properties to ensure best use of the affordable housing stock. As in Epsom & Ewell, the Housing Options for Older People Service is considered a valuable resource.

A focus of development is high quality smaller units to attract those under-occupying their homes.

Improving Housing Standards

The council are committed to improving the speed and efficiency of the DFG process for grant applicants and will set up a database to track clients as they progress through the DFG application process.

Improving Housing And Support For Older People

There is a particular focus on housing for older people, with the district council carrying out a comprehensive review and Mole Valley Housing Association reviewing its sheltered housing services.

The Older People's review identified significant need for older people's housing, noting specifically a need for in-migrating households of ageing relatives of local residents. There is a strong demand for 2-bedroom units – as against the

current supply of bedsits and 1-bedrom flats in the social sector. Under-occupation of family homes is also an issue (56% of households over 60 have at least two spare bedrooms).

The review recommends the provision of Extra Care accommodation to address the needs of around 30 households a year through new build or conversion. It also identifies the need to ensure that accommodation for older people across all sectors meets the standards and aspirations of today's households.

Mole Valley Housing Association, meanwhile, is reviewing all its sheltered housing and has identified a number of schemes which need action if they are to be fit for the future moving forward. The Association is working in close cooperation with both the district and the Supporting People Team and is being careful to consult with its existing tenants as plans develop.

For the purpose of this Strategy, it has been agreed that there is a need for two Extra Care schemes in Mole Valley: one in Leatherhead and one in Dorking.

Improving Housing And Support For Other Vulnerable People

Provision and support for homeless households in Mole Valley includes the Leatherhead Night Hostel, which currently provides emergency direct access accommodation for 12 people in three shared rooms. Approximately 34 referrals are received a month and the average stay is ten weeks. An extensive refurbishment is planned to provide nine ensuite single rooms and one double room. The hostel will also transform the services it currently provides by providing a higher degree of support and training to residents to help them prepare for independent living. The council is committed to working with partners to re-develop the Night Hostel to provide improved accommodation and services.

More generally, a number of Registered Providers of social housing within Mole Valley will have targets for housing with support within their Lettings Plan – Mount Green Housing Association is an example - and when new schemes are developed there is a target that 5% lettings should be to vulnerable groups, excluding older people.

There are a number of schemes in Mole Valley, where there are cross-cutting issues with Adult Social Care. These include SeeAbility, Stonham Housing Association, The Grange Centre and Queen Elizabeth Foundation.

Both The Grange Centre and Queen Elizabeth Foundation (QEF) have expressed a wish to work with the County in terms of meeting local needs. They have also expressed a willingness to offer supported living in community settings, recognising that their existing campus style provision is not the kind of resource that local authorities prefer to purchase. They are both keen to work with the County and the district, as they develop their business plans for the future, to offer supported living options in different settings to people with disabilities.

In the case of QEF, the County would like to work towards setting aside a small number of flats for supported living for Surrey people at the Development Centre. It is anticipated that the number would increase over time, recognising that, at the moment, the scheme is predominantly occupied by non-Surrey residents. In view of the location of the site and poor transport links, it is likely that some sort of shuttle bus service from the Centre would also need to be part of the package. A group home within the centre may also be an option for young people in transition.

In terms of supported housing for people with mental health needs, Mole Valley broadly have sufficient provision to meet the need – the exception being provision for the more chaotic groups, where it is suggested that a scheme across the sub-region may be appropriate. The planned floating support service for people with complex needs is one option to meet this need.

There are specific affordable housing development opportunities in the borough, where early discussions are underway between partners, and there is an aspiration to incorporate housing with support as part of any affordable housing development.

Young People In Transition

Each year, Adult Social Care assume responsibility for a cohort of young people with disabilities or complex needs who have been receiving services from Children's Services. It has been identified that there is insufficient resource to place those young people in Surrey, particularly where they have complex needs. As an additional complication, it is generally important for such young people to have ready access to further education and somewhere that they can develop their independent living skills.

It has been identified that there is an accommodation resource at the Queen Elizabeth Foundation site in Leatherhead, immediately adjacent to their vocational college and round the corner from the Development Centre, where QEF offer various independent living services. It has been proposed that a small cohort of young people with autism and complex needs may be offered accommodation with support on this site in 2010, with a view to further cohorts coming through in future years, if this proves to be a successful initiative. It is understood that the means of delivering the care and support will need to be arranged separately from the accommodation.

Young People Services

Mole Valley has access to seven supported housing bedspaces with In Touch, plus access to low level floating support services, both funded through Supporting People. Otherwise historically, there has been nothing and they have been heavily reliant on neighbouring boroughs. They have funded access to emergency bedspaces in Guildford to help alleviate the problem. There is a need for accommodation for chaotic young people – and particularly provision for young men under 18 years. There is no supported lodgings scheme in the South East of the County.

ITEM 9

However, there is a new scheme that has recently established run by the Amber Foundation, in Ockley. Similar projects in other parts of the country deal with the most socially excluded young people, including those with an offending history and substance abuse. It is hoped that this will be an opportunity for many local agencies: Surrey Children's Services, the Youth Justice Service and the Drug and Alcohol Team – as well as Mole Valley and other local authorities in the East of the County.

The Supporting people Needs Mapping Tool summary for Mole Valley can be seen overleaf.

ITEM 9

Client Group totals - Accommodation Based Service	2010				2011				2012				2013			
	People in Need	Units needed	Net Supply	Net Surplus Units	People in Need	Units needed	Net Supply	Net Surplus Units	People in Need	Units needed	Net Supply	Net Surplus Units	People in Need	Units needed	Net Supply	Net Surplus Units
Older people with support needs	212	218	761	543	217	223	761	538	226	232	761	529	231	238	761	524
Older people with dementia/mental health problems	43	45	0	-45	45	46	0	-46	46	47	0	-47	46	47	0	-47
Frail elderly	58	60	0	-60	58	60	0	-60	58	60	0	-60	58	60	0	-60
Single homeless with support needs	28	14	27	13	28	14	27	13	28	14	27	13	28	14	27	13
Rough sleepers	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
People with mental health issues	16	14	62	48	16	14	62	48	16	14	62	48	16	14	62	48
People with learning disabilities	31	30	59	29	31	30	59	29	31	30	59	29	31	30	59	29
People with physical or sensory disability	13	12	39	27	13	12	39	27	12	12	39	27	12	12	39	27
People with HIV/AIDS	2	1	0	-1	2	1	0	-1	2	1	0	-1	2	1	0	-1
Drug misuse	18	11	0	-11	18	11	0	-11	18	11	0	-11	18	11	0	-11
Alcohol misuse	114	57	10	-47	114	57	10	-47	114	57	10	-47	114	57	10	-47
Women escaping domestic violence	14	5	0	-5	14	5	0	-5	14	5	0	-5	14	5	0	-5
Refugees and asylum seekers	1	1	0	-1	1	1	0	-1	1	1	0	-1	1	1	0	-1
Travellers	5	3	0	-3	5	3	0	-3	5	3	0	-3	5	3	0	-3
Teenage parents	3	2	0	-2	3	2	0	-2	3	2	0	-2	3	2	0	-2
Young people leaving care	3	2	0	-2	3	2	0	-2	3	2	0	-2	3	2	0	-2
Young people at risk	10	6	5	-1	10	6	5	-1	10	6	5	0	10	6	5	-1
Offenders and those at risk	13	9	0	-9	13	9	0	-9	13	9	0	-9	12	9	0	-9
Mentally disordered offenders	1	1	0	-1	1	1	0	-1	1	1	0	-1	1	1	0	-1
Homeless families with support needs	31	21	0	-21	31	21	0	-21	31	21	0	-21	31	21	0	-21
Total:	617	512	963	452	623	518	963	445	632	528	963	436	637	533	963	431

Client Group totals - Non Accommodation Based Service	2010				2011				2012				2013			
	People in Need	Units needed	Net Supply	Net Surplus Units	People in Need	Units needed	Net Supply	Net Surplus Units	People in Need	Units needed	Net Supply	Net Surplus Units	People in Need	Units needed	Net Supply	Net Surplus Units
Older people with support needs	55	45	0	-45	56	46	0	-46	58	48	0	-48	59	49	0	-49
Older people with dementia/mental health problems	11	10	0	-10	12	11	0	-11	12	11	0	-11	12	11	0	-11
Frail elderly	15	14	0	-14	15	14	0	-14	15	14	0	-14	15	14	0	-14
Single homeless with support needs	8	4	0	-4	8	4	0	-4	8	4	0	-4	8	4	0	-4
Rough sleepers	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
People with mental health issues	27	20	31	11	27	20	31	11	27	20	31	11	26	20	31	11
People with learning disabilities	55	47	6	-41	55	47	6	-41	55	47	6	-41	55	47	6	-41
People with physical or sensory disability	32	29	8	-21	32	29	8	-21	32	29	8	-21	31	29	8	-21
People with HIV/AIDS	5	3	0	-3	5	3	0	-3	5	3	0	-3	5	3	0	-3
Drug misuse	12	8	6	-2	12	8	6	-2	12	8	6	-2	12	8	6	-2
Alcohol misuse	124	80	0	-80	124	80	0	-80	124	80	0	-80	124	80	0	-80
Women escaping domestic violence	7	3	0	-3	7	3	0	-3	7	3	0	-3	7	3	0	-3
Refugees and asylum seekers	1	0	0	0	1	0	0	0	1	0	0	0	1	0	0	0
Travellers	7	4	0	-4	7	4	0	-4	7	4	0	-4	7	4	0	-4
Teenage parents	3	1	0	-1	3	1	0	-1	3	1	0	-1	3	1	0	-1
Young people leaving care	2	1	4	2	2	1	4	2	2	1	4	2	2	2	4	2
Young people at risk	10	6	0	-6	10	6	0	-6	10	5	0	-5	10	6	0	-6
Offenders and those at risk	6	3	0	-3	6	3	0	-3	6	3	0	-3	6	3	0	-3
Mentally disordered offenders	1	1	0	-1	1	1	0	-1	1	1	0	-1	1	1	0	-1
Homeless families with support needs	61	33	23	-10	61	33	23	-10	61	33	23	-10	61	33	23	-10
Total:	441	314	78	-236	443	316	78	-238	444	317	78	-239	445	318	78	-240

Adult Social Care Needs Mapping

People with a learning disability receiving a service from the transition team or adult learning disability team, from SWIFT adult social care database extracted 20/1/10:

People in Residential/Nursing care

	Age bracket								
Local authority	18-24	25-34	35-44	45-54	55-64	65-74	All age residential care	All age nursing care	Grand total
Mole Valley	4	5	3	2	3	0	17	0	17

People living in the community									
	Age bracket								
Local authority	18-24	25-34	35-44	45-54	55-64	65-74	All age S/L	All age other community accommodation	Grand total
Mole Valley	23	19	34	18	18	0	25	87	112

Accommodation status of people with a physical or sensory disability (PSD) receiving a service from the PSD team, from SWIFT adult social care database extracted 2/11/09:

People in residential or nursing care									
	Age bracket								
Local authority	18-24	25-34	35-44	45-54	55-64	65-74	All age residential care	All age nursing care	Grand total
Mole Valley	4	3	3	1	4	0	12	3	15

People living in the community									
	Age bracket								
Local authority	18-24	25-34	35-44	45-54	55-64	65-74	All age S/L	All age other community accommodation	Grand total
Mole Valley	10	16	39	63	100	0	0	228	228

Accommodation status of people with a mental health problem/substance misuse receiving a service from the mental health team/substance misuse team, from SWIFT adult social care database extracted 20/1/10:

People in residential or nursing care

	Age bracket								
Local authority	18-24	25-34	35-44	45-54	55-64	65-74	All age residential care	All age nursing care	Grand total
Mole Valley	0	1	0	1	3	0	4	1	5

People living in the community

	Age bracket								
Local authority	18-24	25-34	35-44	45-54	55-64	65-74	All age S/L*	All age other community accommodation	Grand total
Mole Valley	14	25	36	34	28	5	2	140	142

** Visual maps, plotting supply and Adult Social Care open cases to be inserted.

Joint Action Plan for Mole Valley

Issue	Action	Lead Agency	Completion Date
To secure the future of the Housing Options Older Peoples' Service to ensure best use of the affordable housing stock and addressing under-occupation, whilst supporting older people to live independently in a home that will best meet their needs and aspirations.	To work with Adult Social Care and the other East Surrey Councils to jointly commission the service in the future.	Supporting People	April 2011
To improve the efficiency and speed of the DFG applications process and reduce waiting times.	To contribute to joint working with Adult Social Care and district partners as part of the Surrey Housing Action Plan	Surrey Chief Housing Officers Association	October 2010
To assist residents with disabilities to access appropriate housing	To work with local housing associations and with colleagues from other districts, as part of the Surrey Housing Acton Plan, to develop a register of disabled adapted homes.	Surrey Chief Housing Officers Association	September 2011
To meet the housing and support needs of older people in Mole Valley	To participate in, influence and support Mole Valley Housing Association's review of its sheltered housing stock and strategy for future use.	Mole Valley District Council	March 2010
To deliver Extra Care housing as an option of choice for older people as an alternative to residential care	To identify potential sites for Extra Care housing in Dorking and Leatherhead and work with partners to deliver one new scheme in each town.	Mole Valley DC and Adult Social Care	March 2013