

ADULTS AND COMMUNITY CARE SELECT COMMITTEE 23 March 2011

Emerging Joint Accommodation Strategy 2010 - 2013

Purpose of the report: Policy Development and Review

The purpose of this Report is to update 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 opportunity for the Committee to consider the issues particularly pertinent to Adult Social Care.

Introduction:

- The original County Accommodation Strategy for Vulnerable People was developed in September 2007. It has been updated a couple of times since then, with the latest version being published on the County's website in August 2009. 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.
- 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.
- The Strategy is now nearly complete, with a chapter and associated Action Plan for each borough and district, which has been agreed with them.
- The focus of this paper is the chapter and action plan proposed for Adult Social Care, which is attached at Annex One.

The Key Strategic Themes From An Adult Social Care Perspective

- There are some strands running through the Strategy which are particularly pertinent to Adult Social Care:
 - Housing for vulnerable people is a priority for all the boroughs and districts. This has now been written into the Local Investment Plan, which has been prepared with the support of the Homes and Communities Agency.

 The Strategy embraces the Adult Social Care overriding priority to support people in the community rather than in residential settings wherever possible.

- There needs to be choice of provision for older people and Extra Care is viewed as a key component on the continuum of choices available.
- We need to make best use of adapted properties for people with disabilities.
- All are focussed on choice but against the backdrop of decreasing capital funds for new housing and revenue constraints (for example with both Supporting People and Adult Social Care budgets under pressure).
- The changing welfare benefits situation is a concern and poses risks in the wish to achieve a strategic shift from residential care to supported living.
- Access to appropriate information and advice is essential.

The Key Outcomes to Be Achieved By Adult Social Care

- The development of the Joint Accommodation Strategy is one of the strands of the Independent Living Project itself one of the projects that is part of the Adult Social Care Implementation Programme.
- 7 The two key outcomes for the Strategy are:
 - To ensure, support options from social care and housing are widening and well coordinated, promoting independent living for people with a range of needs and
 - Joint working with partners has increased the supply of supported living accommodation to meet local need.
- The "Deliverables" of this project have recently been reviewed and have been reflected in the Action Plan of the Surrey chapter. The deliverables are to:
 - Deliver supported living training to all front line staff to increase knowledge about and confidence in the supported living model
 - Agree and streamline policy and practice to ensure consistency, to support personalisation and to minimize voids
 - Analyse changes to welfare benefits to maximize people's individual funds and to develop practice to make supported living viable
 - To get supported living and extra care projects into the development pipeline to provide long-term options for people who use services
 - To work in partnership with boroughs and districts and the Communication and Information Project to make up-to-date and reliable housing information universally available via the Surrey Information Point.

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- To produce an accessible version of the Joint Accommodation Strategy for vulnerable adults.
- 9 Links have also been developed with the Ethel Bailey/Oak Glade projects and the Social Care Change Programme, mindful that the work activities of all of these projects need to inform one another and associated strategic planning.

Recommendations:

The Committee is invited to offer feedback and comment on the Strategy and Action Plan for Adult Social Care and to endorse the Project Outcomes and deliverables that have been identified for Adult Social Care.

Next steps:

- 1 An Executive Summary is to be prepared and the full Strategy shared at a Conference on 31st March 2011 at Leatherhead Leisure Centre
- 2 The delivery of Action Plan in accordance with the timescales indicated
- 3 To seek endorsement of the borough and district partners/Cabinet

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Sources/background papers:

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

Surrey County Council

The Adult Social Care Directorate within Surrey County Council is responsible for planning, commissioning and providing a wide range of services for approximately 22,500 vulnerable adults and older people with eligible needs across Surrey. In response to Putting People First (2007)¹, the directorate is already undergoing significant transformation, and will continue to do so, in order to realise the vision of providing personalised care and support and improved outcomes to people in Surrey. In order to achieve personalisation, 5 strands of strategic shifts have been identified:

- Continued shift from residential and nursing care to personalised community based care and support
- Redesign systems, processes and structures for a Directorate that is fit for purpose
- Work with partners to co-design and deliver services which are local, universal and preventative
- Deliver cost effective and sustainable services
- Provide leadership in health and social care, through commissioning and partnership with public health, districts and boroughs

The Adult Social Care business plan states that the current transformation programme will deliver the following outcomes by 2014:

- Support options from social care, health and housing are widening and well coordinated – promoting independent living
- Joint working with partners has increased the supply of supported living accommodation to meet local need
- More people remain independent for longer through the mainstream provision of telecare/telehealth and Home Improvement Agencies that are available equitably across Surrey

To enable this strategic shift, suitable supported living accommodation needs to be available in the community. It has proved challenging to gather accurate data about people's future accommodation needs and wishes, but there is information available which shows where people in receipt of social care services are currently living, and this is outlined overleaf.

1119.pdf accessed 4th October 2010

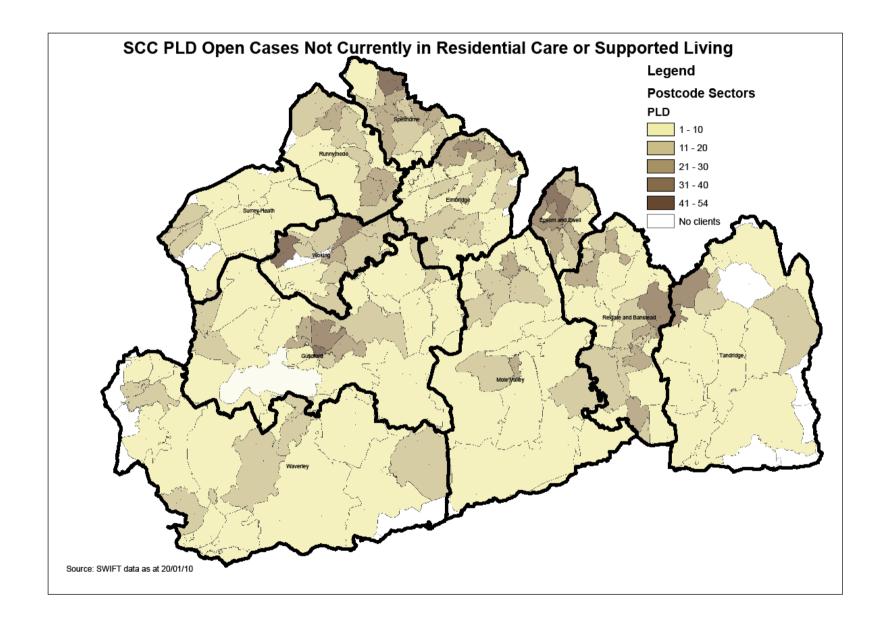
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People with a learning disability

Accommodation status of people aged 18-64 years with a learning disability receiving a service from the transition team or adult learning disability teams

	Age bi	racket				Accommodation		
Local authority	18-24	25-34	35-44	45-54	55-64	Grand total	Residentia I	Communit y
Elmbridge	52	31	28	35	42	188	32	156
Epsom & Ewell	20	29	31	41	46	167	22	145
Guildford	60	43	49	50	21	223	37	186
Mole Valley	27	24	37	20	21	129	17	112
Reigate & Banstead	98	87	83	104	121	493	100	393
Runnymede	30	25	31	45	46	177	20	157
Spelthorne	46	44	38	33	16	177	13	164
Surrey Heath	48	27	30	32	20	157	24	133
Tandridge	41	35	32	44	37	189	29	160
Waverley	43	39	45	61	37	225	62	163
Woking	54	64	33	30	32	213	33	180
Grand total	519	448	437	495	439	2338	389	1949

Source: SWIFT adult social care database extracted 20/1/10

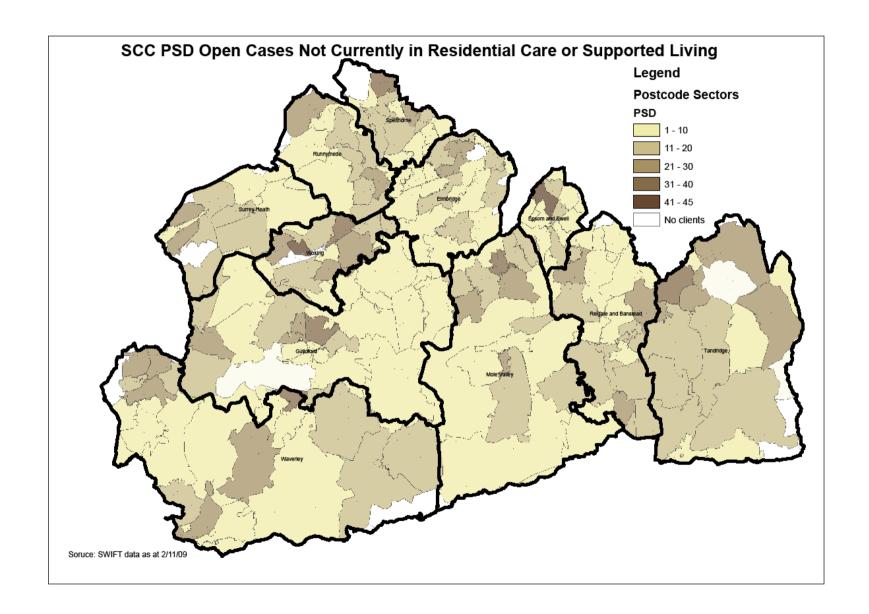


People with a physical or sensory disability

Accommodation status of people aged 18-64 years with a physical or sensory disability (PSD) receiving a service from PSD teams

	Age b	racket					Accommodation		
Local authority	18- 24	25- 34	35- 44	45- 54	55- 64	Grand total	Residential / nursing	Communit y	
Elmbridge	12	19	35	57	96	219	26	193	
Epsom & Ewell	5	15	12	39	41	112	2	110	
Guildford	15	23	56	84	122	300	15	285	
Mole Valley	14	19	42	64	104	243	15	228	
Reigate & Banstead	18	26	53	80	142	319	10	309	
Runnymede	4	14	28	52	68	166	10	156	
Spelthorne	6	12	22	56	79	175	3	172	
Surrey Heath	12	14	29	44	71	170	9	161	
Tandridge	16	18	33	53	82	202	14	188	
Waverley	18	26	39	86	128	287	32	265	
Woking	10	27	49	69	97	252	5	247	
Grand total	130	213	398	684	1030	2455	141	2314	

Source: SWIFT adult social care database extracted 2/11/09

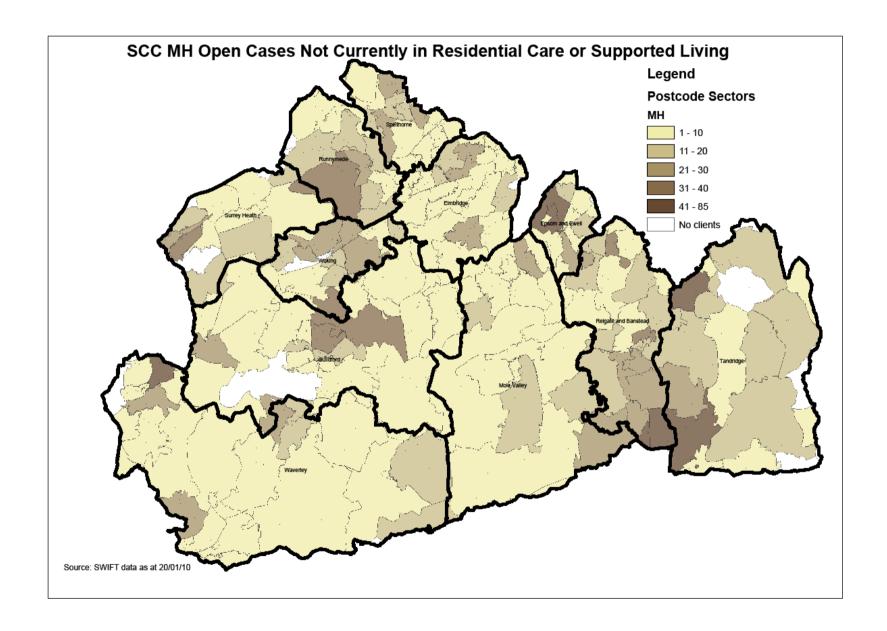


People with mental health needs

Accommodation status of people with a mental health problem/substance misuse aged 18-64 years receiving a service from mental health teams/substance misuse teams

	Age b	racket			Accommodation			
Local authority	18- 24	25- 34	35- 44	45- 54	55- 64	Grand total	Residential /nursing	Communi ty
Elmbridge	24	46	88	65	46	269	1	268
Epsom & Ewell	14	35	54	56	40	199	1	198
Guildford	26	50	69	66	46	257	2	255
Mole Valley	14	26	36	35	31	142	5	137
Reigate & Banstead	34	61	93	67	62	317	9	308
Runnymede	13	21	36	33	31	134	8	126
Spelthorne	26	37	63	68	35	229	0	229
Surrey Heath	10	23	37	20	18	108	0	108
Tandridge	7	16	22	30	14	89	2	87
Waverley	7	26	31	40	38	142	8	134
Woking	11	35	53	41	47	187	10	177
Grand total	186	376	582	521	408	2073	46	2027

Source: SWIFT adult social care database extracted 20/1/10



The Adult Social Care Directorate has recently been restructured which has strengthened strategic commissioning activity. Specific resource has been dedicated to the strategic housing function and the links with boroughs and districts. This, together with changes to Information Technology systems will lead to improvements in the recording and reporting of people's future accommodation needs and wishes, which will help new developments to be targeted accordingly. However, there are already many long-term supported living vacancies across the county, which need to be prioritised. Work is underway to address practice and procedural barriers, and to ensure information about the existing vacancies is shared widely, so that individuals can be supported to move into vacant accommodation more quickly.

Training and support for front line staff

To achieve a strategic shift away from residential care it is necessary for Adult Social Care staff to be supported to understand the range of alternatives and be confident that those alternatives can meet people's needs, so that they promote them as positive options. In addition staff need knowledge of the legislation, policies and processes involved in supporting people to access different options and to achieve this a programme of staff training is required for front line staff across the county. This training will need to be regularly updated in line with national policy developments, for example the changing welfare benefits environment.

Building the Capacity of the Provider Sector

A priority is to work with the Surrey Care Association to help build the capacity of the provider sector to provide supported living – a new model of provision for many providers. Recently produced guidance by the Care Quality Commission will be helpful, as will a guide, Feeling Settled, produced by the National Development Team for Inclusion (NDTI) which is, in effect, a 100 point Action Plan for setting up a supported living service.

Providers need to understand how to create a business plan for their own services, the benefits framework and the legal framework for supported living. Some joint training opportunities for Adult Social Care staff and providers may well be beneficial.

Special Needs Housing Panels

In the very near future Adult Social Care teams will share boundaries, and in some cases offices, with Borough and District councils. This will provide an opportunity for improved partnership working, more information sharing, better promotion of the Housing Needs Register and Choice Based Lettings, and more effective use of special needs housing panels to discuss options. This in turn will help improve needs mapping data. An exercise is underway to compare the various housing panels across the County, with a view to sharing what works well and applying it consistently across all areas.

Budget pressures

Changing benefits climate

Recent and ongoing changes to welfare benefits are impacting on the range of accommodation options available to people, and the cost of their support. Independent Living fund is not available to new applicants, and awards for existing claimants are only protected during the current Parliament so that there is a greater pressure on the Adult Social Care budget.

There are also significant changes to Housing Benefit. Staff will need to be well versed in the new rules so that they can advise individuals. In addition there needs to be

consideration of how the rules affect different types of scheme so that affordability for all parties is taken into account.

Changes to Support Mortgage Interest (SMI) have adversely impacted on shared ownership opportunities. Initially, in the wake of the Emergency Budget in June 2010 this meant that people who entered into shared ownership would have to pay around £45 per week of their own income in addition to the SMI and housing benefit. Now lenders have withdrawn their mortgage product for disabled people to use the benefits system to purchase property via the HOLD scheme, so it is currently not an option for people to obtain their own home.

A priority for Surrey County Council is to undertake an analysis of the impact of welfare benefits changes.

People living with older carers

Another pressure is that there are a number of people with support needs living at home with older carers who currently have little or no funded support. Although to enable this group to move will require additional new expenditure, it is acknowledged that forward planning and timely moves can prevent crises and additional costs later. An invest to save approach is needed in light of Mencap's Housing Timebomb report (2008)⁴ which highlights how a move in an emergency is likely to be more negative for the person involved as well as more expensive than if support is provided earlier and an appropriate move is planned before the crisis occurs.

It has been identified that this budget pressure may have impacted on people's ability to choose under self-directed support. However, it is acknowledged that all must be treated equitably, albeit the range of available options for all may have to be tailored in recognition of the budgetary constraints.

Young People in Transition

Traditionally the young people coming through transition from Children and Young People Service to Adult Services have had very expensive packages, often out of county, which Adult Social Care has been under pressure to continue to purchase because opportunities have not yet been available to discuss alternatives during the Year 9 review process. There is a commitment to ensuring that there are appropriate options available for people within Surrey, so that the need to purchase out of county placements can be reduced.

Personalisation and competitive procurement:

A key way to manage the Adult Social Care budget is to have a robust procurement approach, to build relationships with key providers and to negotiate competitive costs in a way that has benefits for all parties. However there is, potentially, a tension between this approach and individual choice. There is a need to develop the availability of a "Surrey offer" of commissioned services but to ensure that innovative support plans and solutions for individuals are still deliverable.

Moreover, it is likely that some individuals would ideally choose to live alone with a package of support that is entirely 1:1. However, this will be more expensive than if the same person lived with others and there were potential for some shared support. It is suggested that a completely open choice will not be sustainable and it may be that choices are from a menu of options, (taking on board individual innovative solutions) rather than all possibilities.

⁴ http://www.mencap.org.uk/document.asp?id=293 accessed 25th November 2010

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Right To Control

Two boroughs in Surrey have been selected to be Trailblazers for the Right to Control. This aims to create a joined up process bringing together a range of funding streams for a more straightforward customer journey. At present long term floating support services funded by Supporting People are included, and it is expected that this will be expanded to include accommodation-based services in the future. This brings with it the challenge of how to translate the current system of block contracts with providers to choice and control for individuals.

Other Issues:

Total costs of options

Supported Living is not necessarily a less expensive option than residential care, either for SCC itself or when the total cost to the public purse is considered. In circumstances where residential care would be less expensive than supported living, there is a tension between budgetary constraints and the strategic shift to support people in the community rather than institutional care. Clarity is needed regarding which of the competing priorities will take precedence in these situations.

Mental Capacity, Tenancy Agreements and Supported Living

There will be some people who lack the mental capacity to enter into a tenancy agreement, even after information has been presented in different formats and on multiple occasions. Clarity is needed regarding the most appropriate approach in those circumstances as current practice varies.

In addition, even if there is an appropriate tenancy agreement in place, this may not automatically define a service as supported living. A provisional ruling in **G v (1) E (2) A Local Authority (3) F** [2010] EWHC 621 (Fam)⁵, states that if a person is unable by virtue of their mental capacity to choose when and if staff enter the accommodation to provide care and support, then the arrangement may constitute a care home and require registration. Further guidance is required for staff, particularly when a final ruling is made on the above case.

Advertising vacancies

Within Adult Social Care there is a move to ensure that information regarding existing vacancies is shared effectively. There are now regular lists circulated with vacancies for people with learning disabilities, mental health needs and physical or sensory disabilities. In future it would be useful to have these either combined or at least in a standard format, and to include borough and districts in the circulation. It will also be useful to have that information available at each special needs housing panel.

Extra Care Housing

All boroughs and districts agree that Extra Care housing is a positive option of choice for older people and that there should be Extra Care provision in all boroughs and districts. It is acknowledged that there must be identified need in a given area and that models of provision should be consistent with personalisation and choice. Therefore, flexibility of design and service provision is very important, including how community

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 $\frac{http://www.localgovernmentlawyer.co.uk/index.php?option=com_content\&view=article\&id=3947\%3Ath\\ \underline{e-future-of-supported-living\&catid=52\%3Aadult-social-services-articles\&q=\&Itemid=20}\\ accessed 29^{th}\\ November 2010$

activities can be accessed, both by tenants within the scheme and by the wider community.

Other challenges and opportunities:

Use of Surrey County Council Land

There is a need for more affordable accommodation within Surrey, but areas for development are limited by a number of planning constraints. Boroughs and districts have requested that SCC considers the land and property it owns that could be made available for development. An Asset Management project is underway within SCC, with the results due early in 2011.

There are some properties that have previously been used to provide temporary accommodation for Surrey County Council staff. This scheme is being ended and there may be potential for some of the properties to be used for accommodation for people with support needs and each property is being visited to check its suitability. If any are suitable a business case will be made to retain the property for a different use, rather than selling it.

If public land is to be disposed of for less than market value in order to provide more affordable housing then there has to be a clear policy in place. More robust needs mapping will help inform this policy.

Disabled Facilities Grant and County Top Up Capital funding

Surrey Chief Housing Officers Association and a number of local Empowerment Boards have highlighted concerns about Disabled Facilities Grant funding. Processes have sometimes been inconsistent and are considered cumbersome, to the detriment of people with disabilities and meeting their housing needs. Boroughs and districts have also flagged that there is insufficient Disabled Facilities Grant to meet the need, even though this has been protected in the Comprehensive Spending Review 2007, for the period to March 2015, which is good news. The County has a grant for capital funding for aids and adaptations – but feedback from the boroughs and districts is that not all were aware of this and so have not followed up the opportunities. The budget has been consistently under spent and, consequently, has been substantially reduced for the period 2010/11.

The Occupational Therapy Summit, held in September 2010, agreed that the DFG Fundamental Review Project should be re-invigorated. It was also agreed to integrate an Occupational Therapy perspective into the commissioning and design of housing stock.

Maintaining accurate and current information

There are a number of different documents containing information relating to accommodation for disabled people. In order that information can be more effectively updated during a period of rapid change, it would be useful to have up to date information on the Surrey Information Point and to signpost from other sources to there.

COUNTYWIDE		20	10			20	11			20	12			20	13	
Client Group totals Accommodation Based Service	People in Need	Units	Net Supply	Curpluc	People in Need	Units needed	Net Supply	Surplue	People in Need	Units needed	Net Supply	Curpluc	People in Need	Units needed	Net Supply	Net Surplus Units
Older people with support needs	2621	2693	6272	3579	2674	2748	6272	3524	2772	2849	6272	3423	2849	2928	6272	3344
Older people with dementia/mental health problems	513	527	0	-527	523	538	0	-538	534	549	0	-549	547	562	0	-562
Frail elderly	679	698	478	-220	679	698	478	-220	679	698	478	-220	679	698	478	-220
People with learning disabilities	483	466	321	-145	485	468	321	-147	486	469	321	-148	487	469	321	-148
People with physical or sensory disability	179	175	108	-67	180	176	108	-68	179	175	108	-67	179	175	108	-67
Socially excluded	4095	2316	1379	-937	4098	2318	1379	-939	4098	2319	1379	-940	4099	2319	1379	-940
Total	8569	6875	8558	1683	8639	6946	8558	1612	8749	7059	8558	1499	8840	7152	8558	1406

COUNTYWIDE		20	10			20	11			20	12			20	13	
Client Group totals Non-Accommodation Based Service	People in Need	Units	Net Supply	Surplue	People in Need	Units needed	Net Supply	Surpluc	People in Need	Umits	Net Supply	Curpluc	People in Need	Units needed	Net Supply	Net Surplus Units
Older people with support needs	674	552	755	203	688	563	755	192	713	584	755	171	733	600	755	155
Older people with dementia/mental health problems	132	124	0	-124	135	127	0	-127	137	129	0	-129	141	132	0	-132
Frail elderly	175	166	0	-166	175	166	0	-166	175	166	0	-166	175	166	0	-166
People with learning disabilities	859	734	120	-614	863	738	120	-618	864	739	120	-619	866	740	120	-620
People with physical or sensory disability	453	417	12	-405	455	419	12	-407	453	417	12	-405	453	417	12	-405
Socially Excluded	4165	2590	420	-2170	4167	2592	420	-2172	4167	2592	420	-2172	4168	2592	420	-2172
Total	6458	4584	1307	-3277	6481	4604	1307	-3297	6510	4627	1307	-3320	6534	4647	1307	-3340

Countywide Action Plan for Surrey County Council

Issue	Action	Lead Agency	Completion Date
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	
Make best use of the County's Aids and Adaptations Budget	To work with boroughs and districts to ensure equitable and effective use of the County's capital Aids and Adaptations budget	Adult Social Care	
Analyse the affect of changes to Welfare Benefits	To establish the likely impact of changes for individuals as well as for Surrey County Council and Boroughs & Districts. Ensure that Housing Benefit managers are aware of planned developments in their areas.	Adult Social Care	
Increasing knowledge	Training for frontline staff in ASC Working with the SCA to increase the knowledge of the provider sector to provide supported living	Adult Social Care Adult Social Care and the Surrey Care Association	
Increased housing options for older people	To work with boroughs and districts to deliver new Extra Care housing services to address gaps in supply in large parts of the County	Adult Social Care with Boroughs and Districts	
Provide information to customers	Ensure that housing information is available on Surrey Information Point and via Hubs, and that this is maintained	Adult Social Care with Boroughs and Districts	
	Develop an accessible housing website for people with learning disabilities	Adult Social Care	
Needs Mapping	Promote people joining the Housing Register Focus on young people in Transition Use demographic information an comparator authorities to predict likely future demand Consult with service user groups	Adult Social Care	

Mainstreaming the supported living option into frontline practice	Agree and streamline policy and practice to ensure consistency, to support personalisation and to minimize voids	Adult Social Care	
Managing existing vacancies	Ensure vacancies are well publicised Share information between Adult Social Care and Districts & Boroughs – forward vacancy list, use Housing Panels	Adult Social Care	
Asset Management/Use of sites	Undertake review of SCC properties and establish whether there are any that could provide accommodation for vulnerable adults.	Adult Social Care	Mar 2011
Policies Procedures & Documentation	Review policies and procedures to support social care practitioners to more quickly support people into supported living.	Adult Social Care	
Approach to CBL and nominations to general needs vacancies	Ensure social care practitioners are aware of CBL in the area where they work, and how disabled people can be supported to bid for properties Ensure staff providing housing advice at borough and district council offices are trained to support disabled people to access the systems to apply for housing	Adult Social Care and all boroughs and districts	