

Better Lives at Home Appendix A: Further Information Progress and Project Plans

1. Better Lives at Home

i. Aims of Project

As presented to Cabinet in October Better Lives at Home is a Project set up under the Better Lives programme in Adult Care. It aims to deliver a step change in the development, provision and effectiveness of supported accommodation within the community as a real alternative to residential care for older and/ or vulnerable working age adults with care or support needs. The Project involves an active and positive partnership within the Council between Adult Social Care and Housing Development. There is also a much wider connotation for this work. Whilst homes require buildings delivering a real change and broader outcomes for people from independent living, (whether that's about their social networks, being in employment, or being able to feel happy and content in their locality) requires more. Our vision is for people to live better lives within communities that are inclusive and supportive, and discussions are beginning relating to this aspect.

The Project focuses on:

A. Support in Specialist Housing –

- Support in / provision of a housing setting specifically designed to meet needs/ support independence.
- As part of a pathway to more generic housing, or to meet specific complex needs
 - Work will include additional Extra Care Housing and development new Supported Living provision
 - Specific design to meet care/ support models.
 - Support models to include step up/ step down, and skills development
- Includes Extra Care Housing for older people

B. Support in Generic Housing

- Support to enable people to remain in, or move to, generic housing (private ownership, private rental accommodation, general social rental housing)
- Key design features:
 - An ability to “step up” and “step down” support dependent on need
 - Must enable the person to remain in their home as long as appropriate.
- Most of this work will focus on working age adults (with learning difficulties, mental health, autism or Physical/ sensory needs.)
- Also includes options for older people to enable them to remain in generic housing (e.g. intergenerational work), and accommodation options such as Shared Lives.

ii. Financial Context

The Better Lives Programme has identified that in Bristol we are placing too many people in residential care provision, and paying too high a cost for that provision. Unless it is the right option for a person, residential care reduces independence and outcomes and is generally more costly than

supported living or ECH. Delivering Better Lives at Home will support reduced costs in adult care as well as improving independence and wellbeing.

2. Legislative Background

The Care Act 2014 provides the legal framework for adult social care and places a duty on council's to promote people's wellbeing when carrying out any of their care and support functions. The Wellbeing Principle is a broad concept but includes suitability of living accommodation in meeting care and support needs of vulnerable people. The importance of housing is recognised in the Act and referred to throughout the statutory guidance.

The Care Act 2014 also sets out that the Local Authority must develop a clear approach to prevention. The role of housing in prevention is clearly acknowledged, for example the contribution that supported housing can make to helping people develop their capacity to live independently in the community.

An information and advice duty is imparted on the local authority to establish and maintain an information and advice service which must include information on housing, including the types of housing options available. To increase the available options, Local Authorities are expected to create a vibrant, high quality, diverse and sustainable market.

A key goal of the care act is to promote integrated care and support that is person centred. In support of this, councils must aim to join up services provided by the national health services and health related services. Housing has been defined as a health related service within the Act. At the level of the individual, the council should consider housing and suitability of living accommodation when looking at a person's wellbeing and needs.

Section 25 of the Children and Families Act 2014 also places a duty on local authorities that they should ensure integration between educational provision and training provision, health and social care provision, where this would promote wellbeing and improve the quality of provision for disabled young people and those with SEN. They require local authorities to keep local provision for children and young people with SEN and disabilities under review, to co-operate with their partners to plan and commission provision for those children and young people and publish clear information on services they expect to be available.

Local authorities must set out in the Local Offer the support available to help children and young people with SEN or disabilities move into adulthood. Support should reflect evidence of what works in achieving good outcomes and must include information about preparing for and finding employment, finding somewhere to live, and participating in the community.

Finding somewhere to live should include information about:

- finding accommodation, including information about different housing options.
- how to apply for accommodation and where to get financial and other support (such as a personal assistant, assistive technology or modifications to a home).
- advice, for people eligible for social care or health support, about what support is available to help them personally.
- opportunities and support to learn the skills needed to live in supported, semi-supported or independent accommodation.

3. Update on Progress in delivering Housing solutions for Older People

Since the Better Lives at Home Cabinet Paper in October 2018, the expected two new Extra Care Housing Schemes have opened. Stoke Gifford Retirement Village (SGRV) accepted their first residents in November 2018 and Haberfield House in March 2019. These have provided 100 new ECH Flat nominations for Adult Social Care. As of 25th February 2019, we have filled 45 of the 60 nominations for SGRV. Of these, 6 older people moved directly from a residential or nursing setting with an approximate saving to the council of £150K per annum.

The development at Redhouse is making progress and contractors are on site. This will deliver an additional 60 flats to the existing Waverly Garden ECH and will alleviate some of the demand pressures for ECH in that area.

We have also made progress in completing our needs analysis and developing our vision for ECH and intergenerational living at the site in Lockleaze. We will develop a scheme which is fully integrated with the other developments on Gainsborough Square and we will consult with local people, councillors and providers to develop this model further to create a site that works well for the whole community. We expect to publish a tender opportunity later in 2019.

Similarly, we are considering the options for an intergenerational site at the old New Fosseyway School site in Hengrove to potentially include a mixture of older people housing, housing for keyworkers, housing for adults of working age who have eligible care needs and some general needs housing. We will be consulting with a range of stakeholders to inform our vision.

During March 2019 we are running a number of consultation events with older people to ask them about their experiences, views, needs and housing choices. We will have a stream of consultation events particularly focused on understanding the needs and choices of people from a Black and Minority Ethnic background. This information will influence our design and approach to Extra Care Housing going forward.

We have updated our approach to brokering extra care housing placements and identified some resource to ensure that we are placing the right people in the right place at the right time. Over the next few months we will work with our existing providers of ECH to update our commissioning model for Extra Care Housing; particularly our approach to floating support and night time care. We will ensure the ECH schemes can be places which provide a real alternative to residential care, whilst also maintaining a mixed community of care which help people maintain their independence for longer, avoiding nursing care.

4. Update on Progress in delivering Housing Solutions for Disabled Adults of Working Age

i. Needs Analysis

We are part way through our analysis of the needs of working age adults who are eligible for care and support under the Care Act., This work is linked with that undertaken by the wider Better Lives programme on Adults of Working Age and Preparing for Adulthood. We are investigating established issues and needs and developing plans to address those whilst taking more time to build up a detailed picture of the more complex needs to inform build/ purchase of property and commissioned support.

Our initial needs assessment shows we require at least 40 more Units in use a year for people aged 18-55/ 65 for the next 3 years.

Currently Adult Care experience difficulty in finding placements for service users with low to medium level care needs and it is particularly difficult for those who are assessed as being of a higher risk. Other factors being identified include managing risk in terms of safeguarding for people with complex needs (and approaches to that) and business models underpinning current approaches to Supported Living. For a number of reasons, some people are not moving into more independent

provision when they no longer need more intensive support or achieving the outcomes that were hoped for. To begin to address these issues, we are currently undertaking the following:

iii. Developing the Market

We are opening our channels of communication with the market through initiatives such as Open Doors (1:1 session with commissioners) and larger provider events to convey clearer information of:

- what units (Homes) will be needed for whom in the future
- to stimulate a market which can meet the demand
- to co-develop solutions to deliver value for money outcomes.

Furthermore, there is a perception that Bristol City Council has inflexible housing benefit rules. These rules were in place to prevent fraud or excessive housing benefit from being claimed. A protocol has been agreed whereby details of the providers (who will be in receipt of rent) the council are working with and the proposed rent structure will be sent to the housing benefit team. There is a Specified Managed rent for properties that are being offered to those with LD/ MH and other social care needs. Provided this is reasonable it is likely to be accepted. This should stimulate the supported accommodation market and allay concerns that the market has about investing in Bristol.

iv. Reinvigoration of the Community Supported Accommodation Scheme.

This scheme allows people with Learning Difficulties and/ or Mental Health issues who are either currently in or at risk of moving to residential care to be fast tracked into Bristol City Council's General Needs Housing. Our established Community Support Services framework is utilised to procure a suitable floating support provider to assist them with the process of bidding on suitable properties and provides any ongoing support required. We are looking to make more properties available for this cohort by:

- Using capital monies to purchase from the market and bring additional properties into the Housing Stock, 30 units for supported Living 2019/20 and 20/21 (see section?)
- Developing the market for and Commissioning a range of floating support mechanisms to support different cohorts of people.

v. Developing Models and Pathway to ensure Supported Living available to/ successful for people with more complex needs.

The issues we need to address relate to style, design and availability of suitable properties as well as getting the best service models for floating support that provides as personal an approach as possible.

Work is beginning including development of:

- Further needs analysis and engagement in relation to people with complex autistic spectrum conditions.
- Models for better transitional support from one living setting (e.g. residential care) to the new supported living to support the successful placement of service users and help prevent breakdown of such placement
- Developing models to improve risk management and risk sharing: supporting providers to take people with more complex needs to prevent the usage of residential or other less appropriate provision.

- Developing clear pathways to support people to move wherever possible through specialist supported housing with support into more generic housing. In particular to develop models of long term “home” for people, where the support they receive steps up and down rather than people being disrupted by moving.
- Developing short-term placements to support some people transition from one setting to another in very specific circumstances in response to a demand identified by the Immediate Response Team.
- Developing a Specification for the design, build and locations of new units for groups of people identified by the Needs Analysis as benefiting from specific design.

5. Provision for Young People transitioning into Adulthood: “First Home”

i. Background to the “First Home” Project

For young disabled people transitioning into adulthood, and their families, the run up into adulthood can be an anxious time. A small but significant group of young people with SEND (Special Education Needs and Disability) are educated outside of the city in residential school. Other young people are living at home but families are struggling to meet needs of all family members as young people go through puberty and young adulthood with significant care needs or behaviour that is sometimes challenging to support. Historically there has been insufficient supported living for young people with the right level of support to keep young people in/ return them to Bristol, leading to dependence on residential care and / or out of area placements. We are developing a strategy to enable all young people (except those few for whom there is an explicit need for specialist nursing care or for them to be away from Bristol) to be offered an option for appropriate supported living in Bristol.

Phase one of this strategy will involve the development of two purpose-built supported living schemes. A suitable site has been identified in Sea Mills scheme which will provide 5 self-contained units for people with complex needs that include both learning difficulties and physical impairment. A second scheme will be made available for young people with an autism diagnosis or a similar condition or presentations and we are currently reviewing potential models for delivery.

These schemes will be offered as one of three options to young people who are currently placed in residential schools (many of which out of area) and who imminently require a first home with commissioned care and support by the end of this year.

ii. Approaches to delivering Support and Care for young Adults in Supported Living: Piloting Individual Service Funds (ISF)

As highlighted in the Mayor’s City Plan, we want to promote more choice and control and personalisation by working differently with local service users and provider partners to offer more flexible support and a choice of location of housing. This is particularly important for young people, who may need a range of different expert inputs as well as support to become engaged in their local community, build friendships etc. Young people with complex needs may benefit from a range of inputs to address some of the challenges they face.

An Individual Service Fund (ISF) is where a provider, rather than the Council or the service user, manages the Service User's personal budget. A personal budget is an amount of money set aside to meet someone's needs as assessed under the Care Act . Personal budgets can be used flexibly to meet agreed outcomes. With an ISF, the contracted provider holds this budget and, according to the Service User's choice and agreed outcomes, uses it in so they can access other provision, or be part of community activities, or make use of specialist providers (e.g. job coaches, or a particular activity) This makes the personal budget transparent to the individual or family and helps provide flexible support by making the organisation accountable to the person. Local Authorities are being encouraged to take this approach up nationally to support the personalisation agenda.

In recent years an increasing number of people have used direct payments to manage their own support, while others have received council managed services. Direct payments, have high levels of choice and control, plus high levels of responsibility; and council managed services have low levels of choice and control, and responsibility remains with the council.

ISF is an alternative offer that may be better suited to young people entering adult services who want flexible support, but without all the responsibilities that come with managing a direct payment. ISFs are also seen as a way to encourage good value outcomes, helps manage our budgets by making best use of personalised provision so we can build in incentives to develop independence and People are encouraged to release savings by being creative and developing their skills, networks or community involvement. As part of the pilot we will be introducing a step down in care and support with a reduced budget envelope each year.

ISFs are new to Bristol so we want to carry out a targeted "Proof of Concept" pilot to test how this works and how we make this work best for people who use services, providers and social work teams.

We are in the process of identifying young people to take up places in the three housing schemes described above and we would like to pilot ISF amongst this cohort. The length of the contract is proposed to be 2+1+1 years, (so that depending on outcomes of pilot we can extend and/ or renegotiate contracts). In order to develop an approach to Individual Service Funds, we intend to build in ISF approaches to our existing Community Support Service (CSS) contract. This will enable us to use a variation on (make an agreed change to) our existing contract where we want an ISF approach. It means we can set out an agreement with the lead provider about outcomes and expectations. Young people and their families, as part of the coproduction work will be involved in plans about how ISFs will work, and will have the option to have a direct payment, an Individual Service Plan, or a standard contracted support plan. Using a variation in this way means that we can ask for bids from providers currently on our Community Support Service Framework (providers who have met various quality checks and who have agreed to our terms and conditions) and trial ISFs with the successful bidders.

We have consulted with providers on this approach at a Market Launch for Better Lives at Home in November. The outcomes of that discussion were noted as a positive idea. The fact that service users would be afforded more choice than the current system allows (often only one bid to an opportunity) was seen as beneficial. The service user can have an informed choice of what they want. The role of Capacity assessments with ISFs will need to be explored. This is to ensure that people are able to make the choices involved in this and are properly supported.

To take forward this work:

- A half day event is being set up for our care management colleagues so that our approach to support planning and reviewing compliments this approach
- We are working with young people and their families to co- design the supported living schemes and we have invited young people and their families to take part in the mini tender. We have not discussed in depth the principles of ISF , but will ensure that young people and their families are kept informed and have an option to opt out of the ISF pilot
- If the pilot is successful we will consult with a wider audience before roll out

iii. Engagement processes with Young People and their Families

Adult Social Care, and Housing, are committed to co-producing the building specifications and the care and support offer with young people and their families. To date, we have hosted an event in partnership with WECIL and as a result of this agreed individual and joint monthly meetings moving forward with young people and their families to co design and develop the housing with support on an ongoing basis. We have also initiated contact with BASS (Bristol Autism Support Service) to work alongside us to co design the offer for young people with autism.

6. Open Market Purchase and Approach to Management of Provision

If approved it is proposed that the Better Lives at Home Project Team will procure an 'Agent' to act on our behalf to secure up to 14 units from the open market in 19/20 and further 16 units in 20/21. Early discussions with colleagues in Homes and Landlord Services have indicated that there is a potential to share resources to co-ordinate the market approach and potential appointment of agent who would act on behalf of both Better Lives at Home Project and Homes and Landlord Services. This would enable both areas of work to secure the required units without directly competing and increasing the demand and cost of the market housing. A separate cabinet report is being presented by Sarah Spicer that presents this approach in more detail.

It is proposed that future assets secured by Better Lives at Home through internal declared surplus route, units purchased from the market, or from partners, are transferred to Housing & Landlord Services. The former Sea Mills Children's Centre is currently held within the General Fund and will need to be transferred to the Housing Revenue Account (HRA) which is a separate ring-fenced account and covers all activities for BCC as the landlord of circa 28,500 housing stock.

The management of the homes (assets) and tenancies (landlord function) can be provided by BCC Homes & Landlord Services, who already successfully manage housing and tenancies and are well established to manage the new assets from within the Better Lives at Home project.

Currently there are no other available alternatives within BCC, as Gorman Homes (The Housing Company) primary function is to work on joint venture basis on large developments in excess of 100 units, and is not concerned with property management and maintenance. The 'The Housing Company-2' which is in its conceptual stages is looking at a viable housing asset and management function, however this will not happen in time for the Sea Mills project or other pipeline assets currently been worked up.

There are clear benefits from Homes & Landlord Services managing these units.

1. Council has full autonomy of its asset and accountability to the tenants.

2. Specialist housing at social rent levels.
3. Secure tenancy for individuals.
4. Develop housing policies directly with Better Lives at Home project team for those individuals that will reside in this specialist housing. This will help us ensure the right support models avoid vulnerable people losing tenancies at crises points.

7. Capital Budgets and Spend on Property Purchase

Through discussions with providers and developers we are working to increase the provision of supported living available to Bristol citizens without BCC needing to provide capital assets or capital funding. However, our initial needs analysis is telling us that there are groups of people with complex needs for whom we need to plan design and build to meet specific access spatial and accommodation needs and people whose needs can be met in more generic housing of which we do not have sufficient in right places.

The Capital Budget for BLAH is currently £9.475m, and comprises of agreed funding for the Bristol Lives at Home programme of £9.348m and funding remaining from the Extra Care Home capital budget available in 19/20 of £0.127m. Staffing costs have been added in order to enable speedy use of capital in delivering project outcomes.

Planned Use of Capital budget and the point at which the outcome from that expenditure (nb people living in units) is set out in Appendix A2.

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