

# Decision Pathway – Report



**PURPOSE:** For reference

**MEETING:** Cabinet

**DATE:** 07 May 2019

<b>TITLE</b>	<b>Better Lives at Home Proposals and Progress Update</b>		
<b>Ward(s)</b>	All		
<b>Author:</b> Carol Watson	<b>Job title:</b> Head of Adult Care Commissioning		
<b>Cabinet lead:</b> Cllr Helen Holland Cllr Paul Smith	<b>Executive Director lead:</b> Jacqui Jensen		
<b>Proposal origin:</b> BCC Staff			
<b>Decision maker:</b> Cabinet Member			
<b>Decision forum:</b> Cabinet			
<b>Purpose of Report:</b>			
<p>To provide an update on progress with Better Lives at Home a joint project across Adult Social Care and Housing, part of the Better Lives Programme. To seek further approvals to activity to deliver new aspects of this strategy, including:</p> <ol style="list-style-type: none"> <li>1. Outline Better Lives Capital spend proposals amounting to £9.475m to develop Extra Care/ Inter-generational provision focused on older people, and supported living provision focused on young adults transitioning to Adult Care Services and/ or working age adults with care and support needs.</li> <li>2. Increase supported living provision for adults of working age, including purchasing accommodation through the open market which alongside a commissioned care and support contract will be prioritised for specific cohorts of adult care service users.</li> <li>3. The development of “First Home” specific accommodation for young people transitioning into adulthood.</li> <li>4. Piloting of Individual Service Funds (ISFs) to support young adults social care needs, requiring a variation to the Community Support Services (CSS) Open Framework contract.</li> <li>5. Securing assets (properties and or land) secured for delivering specialist affordable housing to be managed by Homes and Landlord Services, in close partnership with Adult Care.</li> </ol>			
<b>Evidence Base:</b>			
<b>1. Background</b>			
<p>Better Lives at Home is a project within the Better Lives Programme in Adult Care and a partnership between Adult Care Commissioning and Housing Delivery Teams to increase the provision of quality specialist affordable homes. This provision is in line with “Better Lives” principles by supporting an individual to maximise their independence, and improve their life time outcomes also supports improved effective use of adult care budgets.. The project includes provision for older people, for adults of working age, and for young people entering adult care (transition).</p> <p>The specialist affordable homes will provide a positive alternative to residential care which is costly and for many people is a limit on independence. Residential care placements may be outside of the BCC authority, causing people to be placed away from both family and friends in the city, and close support and oversight from Adult Care. The project carries forward and builds on the progress and Capital budget assigned from the previous Bristol Retirement Living Project, as well as introducing work relating to adults of working age. The capital allocations for each work package are:</p>			

	2019/20 £	2020/21 £	2021/22 £
Older People (ECH, Intergenerational Living)	450,000		1,290,000
Working Age Adults/ Preparing for Adulthood	4,340,000	1,375,000	1,300,000
Staffing costs	235,000	240,000	245,000
Total	5,025,000	1,615,000	2,835,000

## 2. Provision for Older People

There has been progress with Older Peoples provision, as set out within the October 2018 report . From early May an additional 100 units Extra Care Housing (ECH) units are now available for nomination from Adult Social Care across 2 sites. Whilst these and existing ECH sites continue to provide an increasing amount of quality provision for older people we have identified the need to offer other options. Work is currently underway to develop a Bristol Model including provision that supports intergenerational approaches, mixed communities and ensures that ECH provision is integrated in and contributes to the wider community. Engagement is being undertaken with people who have chosen to move into ECH as well as targeted engagement of communities who have not accessed this provision in order to understand how we can improve the offer for all older people who need it. We will focus in particular on BAME communities to ensure that we have appropriate offer and understand issues about access and relevance in future development. Planning and consultation is also underway regarding the development at the former Blake Centre site in Lockleaze, to include adult care nominated ECH provision as well as opportunities to develop a more intergenerational approach.

## 3. Provision for Adults of Working Age

This is a wide cohort of people with a range of needs. To deliver an increase in the provision of supported living we initially plan to go to the market to purchase ready built accommodation that we can source appropriate support for , whilst undertaking further planning and analysis to design and build specialist accommodation for people with more complex needs. We have identified that we require access to up to an additional 40 units a year in total for at least the next 3 years. These may be brought into use by BCC buying and/ or building ourselves or with partners, or through encouragement of providers to deliver additional provision directly. In order to work at speed we intend to purchase up to 14 units from the open market in 2019/20 . It is anticipated these purchases from the market will be made by the Executive Director of Growth and Regeneration, (in consultation with Cabinet Member for Housing). The internal support for the purchase of the properties will be shared with colleagues in Homes and Landlord Services. This will ensure that the council are driving best value through the co-ordination of resources to secure appropriate housing units from the market. Officers propose the properties will be held in the HRA and managed by Housing & Landlord Services with appropriate care and support services delivered alongside. Other provision will be expertly designed to enable people with complex needs to live as independently as possible. Engagement with providers of care and support as well as housing developers in being undertaken to develop ideas and encourage local providers to be involved in innovation.

It should be noted that the proposed arrangements will require :

- I. Asset and housing (landlord) management functions to the new tenants at these new homes purchased as part of Better Lives at Home.
- II. Recognition of nominations in perpetuity to Adult Social Care of these transferred assets, or to similar specialist housing acquired under the BLH programme.
- III. Relevant policy and practise changes, to be approved by the Executive Director of People where relating to social care, or the Executive Director of Growth and Regeneration, as necessary.

## 4. "First Home" Preparing for Adulthood Provision

Specific planning and engagement is underway to develop provision for young disabled people who will transition from Children's Services to Adult Care Services, in particular, for young people who have been in residential education provision out of Bristol and are not able to live with their family. This provision will be developed so that these young people can return to the City with appropriate support to maximise their independence in both the short

and longer term.

Three specific PFA supported living schemes are being developed locally by BCC. The Council is seeking to refurbish the Former Sea Mills Children Centre to include 5 self-contained homes for people with complex needs that include both learning difficulties and physical impairment. Two of the three schemes will be made available for young people with an autistic spectrum condition and/ or behaviour that challenges. The other two schemes are located in the north of the city and are; owned, funded from their own resources and recycled NHS England grant (transforming care programme) and have been developed (one site) by a Homes West Partner for suitable nominees from the Council who have learning difficulties, and or autism

#### **Approaches to Care and Support and Individual Service Funds**

Better Lives at Home is an enabler for the wider Adult Care Better Lives Programme. The aim is to provide better outcomes for people with care and support needs through cost effective provision that maximises independence. Individual Service Funds represent a way to enable individual service users to have more control and choice in how their outcomes are delivered, accessing a range of providers who can offer different expertise and aspects of personalisation. Unlike direct payments they do not require service users to have responsibility for managing the budget directly but are delivered through a contract with a lead provider. This approach could maximise the benefits for people of supported living.

Individual Service Funds are an approach to contracting that promotes more personalisation for someone who does not wish to manage a direct payment. They are set out in the Care Act, and local authorities are encouraged to develop this offer to support personalisation. We consider this approach particularly suitable for young adults transitioning, and intend to pilot this approach through a variation to our existing CSS contracts. This will be included in coproduction, and young people will be able to opt out of this approach if they wish.

We plan to pilot this Individual Services Fund approach as part of the First Home series of provision for young people transitioning, through a tender process. To pilot this approach within the time frame for this provision (October 2019) will involve a tender for provision, using the current Community Support Services (CSS) Framework and contract (involving young people and their families in that procurement exercise) , and then agreeing a variation on that contract Individual Service Funds require a different contracting approach to those we currently use under our Community Support Services (CSS) framework, as they reflect an agreement between a personal budget holder (in this case the young person) and a lead provider (in this case the Supported Living Provider) for the lead provider to sub contract, using the personal budget to other providers/ community organisations etc. according to the young person's agreed outcomes. The Local Authority has oversight of this to ensure that this leads to the right outcomes for the young person, and contract manages this. The procurement will be open to providers on the current CSS Framework, and we will be clear with the market that the opportunity will involve being part of the first Individual Service Fund Proof of Concept pilot in Bristol. The best use of technology to support independence is a key principle for Better Lives at Home, and in both older peoples provision and in provision for working age adults.

#### **Cabinet Member / Officer Recommendations**

##### **That Cabinet:**

1. Approve Better Lives Capital spend proposals up to £9.4m (including the use of prudential borrowing) to develop Extra Care/ Inter-generational provision focused on older people and supported living provision focused either on young adults transitioning to Adult Care Services or on working age adults with care and support needs.
2. Notes that the capital budget will cover all provision in recommendations 3 to 6, other than the associated provision of adult care support services, which will continue to be purchased through existing adult care budgets,
3. Delegate authority to the Executive Director of Growth and Regeneration, in consultation with the Director of Adult Care Services, within the approved budget to take all necessary steps to acquire the properties required to deliver the BLH programme detailed in the report.
4. Delegate authority to the Executive Director of People in consultation with the Executive Director of Growth and Regeneration, to take all necessary steps to procure and deliver (a) the refurbishment of the Former Sea Mills Children Centre, and (b) operation of the Centre and the delivery of all associated services.
5. Approve a contract variation for the Bristol City Council Community Support Services and authorise the Executive

Director of People to take the necessary steps to deliver support and care services based on Individual Service Funds for young people moving into First Home provision as part of Better Lives at Home.

6. To agree that new assets (properties and / or land) secured for delivering specialist affordable housing through the Better Lives at Home Project will be held in the HRA and be managed by Homes and Landlord Services.

**Corporate Strategy alignment:**

1. “Empowering and Caring” Better Lives at Home provides increased access to homes with support and care for both older people, and working age adults with care and support needs. It contributes to improving the range of social care interventions that support independence, and reducing the numbers of people receiving institutional care.
2. “Fair and Inclusive”. The Project is a partnership between Adult Care and Housing Delivery, contributing also to the additional 800affordable homes.
3. “Wellbeing”: addresses the link between inappropriate housing for people with support needs and their health and wellbeing, in particular those arising from mental health needs.

**City Benefits:** These proposals will benefit the city by establishing: specialist provision for: young people transitioning into adulthood, working age adults and older people. This will enable individuals to have their care needs met while retaining their independence and avoiding costly and out of area residential care placements. Additionally, additional older people’s provision will help to ease pressure on local housing markets by freeing up some under-occupied properties.

**Consultation Details:** A range of consultation and engagement is planned for each aspect of the project, both generic in terms of provider and potential service user, and site specific. Specific consultation and engagement is already underway for developments in Lockleaze (ECH/ Intergenerational) and Sea Mills (First Home Preparing for Adulthood provision). Targeted general engagement is underway with Older People in relation to the ECH/ Intergenerational offer more generally. .

<b>Revenue Cost</b>		<b>Source of Revenue Funding</b>	
<b>Capital Cost</b>	<b>£9.475m</b>	<b>Source of Capital Funding</b>	P15086-1001 Better Lives at Home £9.348m and P14322-1001 Extra Care Housing £0.127m-prudential borrowing
<b>One off cost</b> <input checked="" type="checkbox"/>	<b>Ongoing cost</b> <input type="checkbox"/>	<b>Saving Proposal</b> <input type="checkbox"/>	<b>Income generation proposal</b> <input type="checkbox"/>

**1. Finance Advice:** The details set out in this report describe the delivery of the Better Lives at Home project, a critical part of how BCC will invest in long term accommodation solutions to bring about improvements in the way adults of all ages are supported and at the same time deliver savings in the costs of meeting their support needs. In February 2019 the 2019/20 budget report approved an additional £2m to the existing £7.348m investment making a total of £9.348m available to invest in accommodation solutions. In addition there is £0.127m available from an underspend in the Extra Care Housing Capital Budget and there will be an opportunity to use available funding from the Disabled Facilities Grant to increase the amount of funding available beyond the £9.475m. The table overleaf sets out the proposed carry forward and reprofiled budget.

		Estimated profile of capital spend by year				
		2018/19 £	2019/20 £	2020/21 £	2021/22 £	TOTAL £
PE07 - Extra Care Housing	Approved Budget (held on ABW)	1,623,628				1,623,628
	Forecast Spend 2018/19 only (at time of writing report)	1,496,628				
	Budget SLIPPAGE VALUE across years	-127,000	127,000			0
	Proposed new budget profile to be approved	1,496,628	127,000			1,623,628
PE06B - Better Lives at Home	Approved Budget (held on ABW)	348,000	6,000,000	3,000,000		9,348,000
	Actual Spend Outturn 2018/19 only	0				
	Budget SLIPPAGE VALUE across years	-348,000	348,000			0
	Proposed new budget profile to be approved	0	4,898,000	1,615,000	2,835,000	9,348,000
<b>Proposed Better Lives at Home Capital Budget</b>			<b>5,025,000</b>	<b>1,615,000</b>	<b>2,835,000</b>	<b>9,475,000</b>

Details of savings that will accrue from this proposed investment are being developed within a broader piece of work that is examining in detail the costs of residential placements compared to placements in a community setting that will contribute to the overall savings target included in the Medium Term Financial plan as set out in the budget report agreed in February 2019.

**Finance Business Partner:** Neil Sinclair, 17<sup>th</sup> April 2019

## 2. Legal Advice:

Procurement of all works and services contracts in connection with the Sea Mills refurbishment will need to comply with the appropriate Procurement Regulations and Council Rules. Care will need to be taken to ensure any variations in the contracts(s) under the CSS framework, and/or to the framework itself, do not undermine its operation. Consideration will need to be given to the nature and extent of Consultation required as the project progresses, and care taken to ensure that consultation arrangements comply with best practice. The outcome of consultation should be taken into consideration when taking further decisions.

The Public Sector Equality duty requires the decision maker to consider the need to promote equality for persons with “protected characteristics” and to have due regard to the need to i) eliminate discrimination, harassment, and victimisation; ii) advance equality of opportunity; and iii) foster good relations between persons who share a relevant protected characteristic and those who do not share it. The Equalities Impact Check/Assessment is designed to assess whether there are any barriers in place that may prevent people with a protected characteristic using a service or benefiting from a policy. The decision maker must take into consideration the information in the assessment before taking the decision. A decision can be made where there is a negative impact if it is clear that it is necessary, it is not possible to reduce or remove the negative impact by looking at alternatives and the means by which the aim of the decision is being implemented is both necessary and appropriate.

**Legal Team Leader:** Eric Andrews, Team Leader, Legal Services 4.4.19

**3. Implications on IT:** As an update report, there are no direct IT implications arising from this report. Any IT requirements arising from the programme are being addressed via the relevant governance processes.

**IT Team Leader:** Ian Gale, 08/03/19

**4. HR Advice:** Currently there will be no HR implications if this report is agreed as the request is just to secure a budget for staffing going forward. Once it's agreed specific proposals will be drawn up and consulted on using our usual processes and policies.

**HR Partner:** Lorna Laing, 8th March 2019.

## Background Documents:

- Care Act 2014
- Better Lives At Home: Care and Support in new Extra Care Housing. Cabinet Paper October 2018

- Children and Families Act 2014
- Joint Strategic Needs Assessment of health and wellbeing in Bristol
- One City Plan (published 11 January 2019)
- Adult Social Care Strategic Plan 2016 – 2020
- Part II of the Housing Act 1985 – Housing Revenue Account (HRA)
- Housing Act 1988 – Tenancies
- Housing and Regeneration Act 2008 -Tenancies and HRA

<b>EDM Sign-off</b>	Jacqui Jensen	13 March 19
<b>Cabinet Member sign-off</b>	Cllr Helen Holland and Cllr Paul Smith	25 March 19
<b>For Key Decisions - Mayor's Office sign-off</b>	Mayor's Office	8 April 19

<b>Appendix A – Further essential background / detail on the proposal</b>	<b>YES</b>
<b>Appendix B – Details of consultation carried out - internal and external</b>	<b>YES</b>
<b>Appendix C – Summary of any engagement with scrutiny</b>	<b>NO</b>
<b>Appendix D – Risk assessment</b>	<b>YES</b>
<b>Appendix E – Equalities screening / impact assessment of proposal</b>	<b>YES</b>
<b>Appendix F – Eco-impact screening/ impact assessment of proposal</b>	<b>YES</b>
<b>Appendix G – Financial Advice</b>	<b>NO</b>
<b>Appendix H – Legal Advice</b>	<b>NO</b>
<b>Appendix I – Exempt Information</b>	<b>NO</b>
<b>Appendix J – HR advice</b>	<b>NO</b>
<b>Appendix K – ICT</b>	<b>NO</b>