

People Scrutiny Commission

28 November 2022



Report of: Hugh Evans, Executive Director - People

Title: Adult Social Care Transformation – topic focus of Housing

Ward: All

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Recommendations:

Scrutiny notes the scope of housing work included in the Adult Social Care (ASC) transformation programme set out in this report, and the progress made on increasing the supply of specialised and supported housing, as well as supporting people to live independently in their own tenancies.

The significant issues in the report are:

- Joint working between Adult Social Care and Housing has enabled development of new specialised and supported housing in the city. This includes accommodation for people with complex needs where there is a shortage in the city, and which puts pressure on ASC budgets due to expensive out of area placements.
- The two services are working together on a pipeline of new specialised and supported housing, including through partnership working with Registered Providers. Savings are built into the ASC budget between 2024/25 and 2026/27 on the basis of this housing being available.
- ASC and Housing have also worked collaboratively on a project to support individuals with Care and Support needs to live independently in Bristol City Council's General Needs housing. This has enabled ten people to move from supported accommodation to their own General Needs property, with eight identified for possible moves, and work underway to identify up to another 152 between now and 2023/24.

1. Summary

- 1.1 The Adult Social Care (ASC) Transformation programme includes a housing workstream which aims to ensure people can live in the most appropriate accommodation throughout their lifetime, maximising independence for as long as possible.
- 1.2 The housing work is a collaborative effort between Adult Social Care and Housing, and a strong joint working team and ethos has been embedded over the last three years.
- 1.3 The Transformation housing workstream has two elements which are explored in this report:
 - Increasing the supply of housing for people with care and support needs
 - Increasing the number of people with care and support needs who are supported to live independently in the Council's General Needs Housing

2. Context

2.1 Housing and the Adult Social Care Transformation Programme

- 2.1.1 The ASC Transformation programme includes a housing workstream which has built upon the progress made with the previous Better Lives at Home programme. The work falls broadly into two areas – increasing the supply of appropriate housing and enabling people to live independently in General Needs housing. These are dealt with below.

2.2 Increasing the Supply of Housing for People with Care and Support Needs

- 2.2.1 The Better Lives at Home (BLaH) programme was set up in August 2018 as a partnership between Adult Care Commissioning and Housing Delivery Teams to increase the provision of quality specialist affordable homes.
- 2.2.2 The project undertook modelling on the future demand for supported and specialised housing which has provided the basis for the pipeline of new development.
- 2.2.3 Through an approved Business Case the Council provided capital funding from the Housing Revenue Account which has enabled the following achievements:
 - 100 units of Extra Care Housing at Stoke Gifford Retirement Village, Haberfield House, and Waverley Gardens Bishopsworth
 - 15 units of supported accommodation (5 complex needs). This includes Addison Apartments which is summarised below as a case study, and the brochure included at **Appendix 1**
 - A legal framework to deliver Specialised Supported Housing (SSH) with trusted Registered Provider partners. This will be particularly important in the next phase of the housing pipeline.

- Bristol City Council cited as a good practice case study in `Housing our Aging Population 2022` LGA/Housing Learning and Improvement Network (LIN) report.

2.2.4 The BLaH programme was officially closed in September 2022 with the continued pipeline of new housing being managed as business as usual between Adult Social Care and Housing. A particular focus of the next phase of work is partnership work with Registered Providers to provide additional specialised and supported accommodation, particularly for individuals with highly complex needs.

2.2.5 The future ASC housing development pipeline currently consists of:-

1. Complex needs accommodation – National Health Service England funded – 6 units
2. Mental Health step-down accommodation – 12 units
3. Learning Disability/Mental Health accommodation - Bristol sites x2 – 18 units
4. Complex needs specialised supported housing – 3 sites, 9 units
5. Potential Extra Care Housing/Care Enabled housing on the following sites
 - New Fosseway – 70 units
 - Blake Centre – 60 units
 - Vassall Centre - 40 units

Key Issues for the next phase of delivery

- 2.2.6 Developing the right housing for people with care and support needs is complex with many moving parts – a joined up approach between ASC, Housing and Integrated Care Board (ICB) colleagues is the key to successful delivery.
- 2.2.7 Ongoing market development and collaborative delivery with Registered Providers is required to scale up the supply of supported and specialist housing. This is a particular focus of the current ASC Transformation housing workstream, and includes including the potential for Supported and Specialised Housing in all schemes.
- 2.2.8 Maximising the use of the Council’s land and buildings, including disposal, as contributors to the housing development pipeline.
- 2.2.9 ASC commissioning-led market development with care and support providers is also required to ensure we have providers in the market who can support people with complex needs.
- 2.2.10 ASC will refresh the original supply and demand data from BLaH to inform ongoing market development.

Addison Apartments Case Study

Fly through video: [Addison Apartments tour - YouTube](#).

- Addison Apartments is a recently completed development of five affordable homes that have been fully adapted to meet the housing and support needs of young people with complex physical and learning disabilities. The apartments will enable young people to live as independently as they are able, in the right housing adapted to maximise their independence.
- The Addison Apartments have been delivered as part of the Better Lives at Home programme, which is a partnership approach involving Adult Social Care, Housing Development and our Landlord Services. The development is a first for Bristol and is an innovative partnership arrangement as the fully-adapted homes will be managed by Bristol City Council's landlord services with Milestones – a local care and support provider – supporting people to live independently with care and support available on a 24/7 basis in the building.
- The conversion of the ex-children's centre in Sea Mills has involved many colleagues and other stakeholders to deliver homes that will enable people with disabilities to live well in their community. From the outset of the project, Adult Social Care and Housing colleagues worked closely with people with care and support needs, their families and the local Sea Mills community to develop the initial idea and potential designs for the building. This co-productive and collaborative approach has delivered a great building containing homes for five people who, without this opportunity, might have had to leave Bristol and take up placements in institutional care settings.
- Together, Adult Social Care and Housing are committed to build upon the success of this work and find many more housing solutions to support people who require social care and healthcare services. Housing is an essential determinant of health and wellbeing, and the stability and sense of belonging that having 'your own front door' brings must not be underestimated.

2.3 Increasing access to General Needs Housing for People with Care and Support Needs

2.3.1 The second project within the housing transformation programme is focused on supporting people with care and support needs to live independently in General Needs houses. This project has a savings target attached to it of £800k in 2022/23 and £3.15m in 2023/24.

What is the scope and purpose of the project and what has happened so far

2.3.2 Housing people in the right place at the right time for them to enable improved lives, is at the heart of what this project is seeking to achieve. The main objective of the project is to set up a process which enables ASC clients who can be supported in general needs housing to move out of supported living facilities, into general needs housing (Bristol City Council housing stock). Facilitating the move into general needs housing not only lowers the cost of care to BCC but also enables suitable ASC clients to live independently within the community with the relevant support.

2.3.3 A process has been developed, agreed and implemented between the Transformation Team, Housing, and ASC Care Management workers to enable ASC clients to apply for a home via Homechoice, with the ability to bid (all suitable clients are Band 1) as well as matching suitable properties and offering them to clients via the direct offer process. This process builds on an existing approach called Community Supported Accommodation (CSA).

2.3.4 To date ten CSA clients have stepped down from supported living and are now living in general needs housing with support packages, achieving an in-year saving linked to the care provision of £99,844.83. Due to the nature of these moves, tenancy essentials have been provided for each of these clients: these items cover flooring and white goods.

2.3.5 Positively, Housing colleagues have been able to match the presenting need from the project pipeline with suitable properties and continue to do so. The project has another eight ASC clients in the pipeline being considered for the scheme and is aiming to support up to 152 more service users next year. The project continues to work with Housing and ASC to facilitate these moves.

Key Issues

2.3.6 One of the biggest challenges this project has faced is the difficulty in securing consistent, dedicated ASC Care Management resources to ensure ASC clients are identified and in a position to be matched with suitable properties. This is due to the ongoing workforce challenges in ASC recruitment nationally, with vacancies of approximately 22% in Bristol City Council's Adult Social Care workforce. However, dedicated resources are now in place and the process is working well. The delay has impacted on savings achieved and this has contributed to the financial pressures in the ASC budget in-year.

2.3.7 A second key issue faced is the provision of goods / tenancy essentials for ASC clients - to date we have relied on secondhand goods via Bristol waste / reuse and have used BLaH capital funding for flooring. This isn't sustainable so other options are being explored, such as the introduction of furnished tenancies, covered by a service charge.

2.3.8 The final key issue to note is that demand for General Needs property significantly outstrips the supply available. In planning the scale of likely moves in 2023/24 through the CSA process the Council must consider all the needs to be met by the limited supply of its General Needs housing. This includes the growing needs in temporary accommodation.

What is happening next

2.3.9 We will work to embed the step-down CSA process into BAU and work with ASC and housing colleagues to promote the process and continue to learn and develop a scheme that works to meet the needs of each of the service areas.

2.3.10 Work will continue to explore suitable and sustainable options for the cost-effective provision of tenancy essentials for new tenancies.

2.3.11 Work will continue within the project to identify more ASC clients who are able to step down, who can then be matched and moved into general needs housing.

3. Policy

3.1 The housing workstream in the Adult Social Care Transformation programme is embedded in the Council's Corporate Strategy through a number of the priorities:

1. HCW1 – Transforming Care
2. HC1 – Housing Supply (enabling people with social care needs to live independently in their communities and increasing the supply of specialist and supported housing)
3. HC4 – Disability (improve transition between childhood and adulthood for children and young people with special educational needs and disabilities)

4. Consultation

a) Internal

Not applicable

b) External

The ASC housing workstream activity set out in this report has savings targets to deliver set out in the 2022/23 budget, and was included in the budget consultation.

5. Public Sector Equality Duties

- 5a) Before making a decision, section 149 Equality Act 2010 requires that each decision-maker considers the need to promote equality for persons with the following “protected characteristics”: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation. Each decision-maker must, therefore, have due regard to the need to:
- i) Eliminate discrimination, harassment, victimisation and any other conduct prohibited under the Equality Act 2010.

- ii) Advance equality of opportunity between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to --
- remove or minimise disadvantage suffered by persons who share a relevant protected characteristic;
 - take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of people who do not share it (in relation to disabled people, this includes, in particular, steps to take account of disabled persons' disabilities);
 - encourage persons who share a protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
- iii) Foster good relations between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to –
- tackle prejudice; and
 - promote understanding.
- 5b) EQIAs were undertaken for the budget setting process in 2022/23 which included the savings ASC1 and ASC14 which are directly related to the activity set out in this report.

Financial / Legal implications

The housing workstream activity set out in this report relates to two savings in the 2022/23 budget:

- **ASC1** – Increase Social Housing for People with care and support needs: £1.88m saving 2024/25 - 2026/27
- **ASC14** – Review Home choice processes and criteria: £3.95m saving 2022/23 - 2023/24

Appendices:

Appendix 1 Addison Apartments brochure

LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985

Background Papers:

None