

Cabinet Member Decision – Adult Social Care Tuesday, 20 October 2015

Agenda

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CABINET MEMBER DECISION 20 OCTOBER 2015

SPECIALISED HOUSING FOR OLDER PEOPLE AND PEOPLE WITH LEARNING AND PHYSICAL DISABILITIES – CAPITAL FUNDING – SUGARBEET SITE HOUSING SCHEME, KIDDERMINSTER

Relevant Cabinet Member

Mrs S L Blagg

Relevant Officer

Director of Adult Services and Health

Local Member

Mr N Desmond

Recommendation

- 1. The Director of Adult Services and Health recommends that the Cabinet Member with Responsibility for Adult Social Care:**
 - (a) agrees that the Council contributes capital funding of £200,000 to a housing scheme for people with learning disabilities being developed by Community Housing Group (CHG) in Kidderminster; and**
 - (b) authorises the Director of Adult Services and Health to take all necessary steps to give effect to the above decision.**

Background

2. On 18 July 2013 Cabinet:
 - approved the allocation of up to £5m of Community Capacity Grant capital funding for investment in specialised housing services for older people and for people with learning and physical disabilities; and
 - authorised the Cabinet Member with Responsibility for Adult Social Care, with the agreement of the Director of Adult Services and Health, to determine the use of Community Capacity Grant capital funding for investment in specialised housing schemes subject to an appropriate business case.

3. The Wyre Forest based Housing Association, Community Housing Group (CHG) is developing an Extra Care housing scheme in Kidderminster on the former British Sugar processing site on the Stourport Road. To secure an additional and separate housing development at this site the Council intends to contribute £200,000 to CHG towards the capital cost of developing a new build housing scheme for people with learning disabilities.

4. Such a housing scheme would be of financial benefit to the Council. A detailed analysis has been undertaken which indicates that the return to the Council on the investment of the £200,000 contribution would be fully achieved after 18 months. It is anticipated that approximately £862,000 will be saved over a 10 year period (see Appendices 1 and 2).

5. The Council will work with the provider to ensure nomination rights for the future use of the 14 flats will be at the discretion of the appropriate social work team in association with the housing provider.

6. The proposed scheme for people with learning disabilities is a new build development consisting of 14 self-contained 1 bedroom flats with communal space for residents and staff accommodation. Council officers have assessed that:

- the proposed development for people with learning disabilities will meet the needs of Council-funded service users more appropriately by increasing the choice and control service users will have in relation to their long-term housing options
- the use of capital funding is necessary to enable the Council to secure and specifically 'shape' and influence this development to best match identified need, desired location and the most financially viable service model
- the projected revenue savings will be achieved through the service users claiming a range of Government funded benefits for which they will become eligible for once they hold their own tenancy.

7. There is therefore a sound business case for this 'spend to save' proposal.

Supporting Information

- Appendix 1 – Worcestershire Housing and Support Commissioning Plan 2014-15 to 2016-17
- Appendix 2 – Investment Appraisal Tool

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Background Papers

In the opinion of the proper officer (in this case the Director of Adult Services and Health) the following are the background papers relating to the subject matter of this report:

Agenda and background papers for the meeting of the Cabinet held on 18 July 2013

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Worcestershire Housing and Support Commissioning Plan

2014-15 to 2016-17

*For people with learning disabilities and
people with physical disabilities*



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1. Introduction

As a part of modernisation of services for people with learning disabilities (LD) and people with physical disabilities (PD) Worcestershire County Council Adult Services and Health Directorate (DASH) has developed a commissioning plan for housing and support services.

This sets out:

- ◆ The estimated needs of people with LD and PD for housing and support over the period 2014/15 – 2016/17.
- ◆ The potential for housing and support to be a cost effective alternative to residential care services and provide better outcomes for people.
- ◆ The scale and extent of a development programme required to develop housing and support to meet estimated needs over the period 2014/15 – 2016/17 particularly as an alternative to residential care and potentially some existing housing and support services.
- ◆ A framework for taking commissioning decisions about housing and support.

The scope of this commissioning plan is primarily people with learning disabilities and physical disabilities who are assessed as eligible for DASH funding.

The term 'service user' is used to refer to both people with learning and physical disabilities who are DASH service users.

The key pressures facing DASH commissioners include:

- ◆ Unsustainable use of residential care placements particularly for people with learning disabilities.
- ◆ Significantly higher estimated levels of need than can be met through the current supply and pattern of housing and support services.
- ◆ A significant proportion of current expenditure on housing and support being focussed on predominantly one 'model', shared housing.
- ◆ The requirements to deliver improved value for money and financial savings.
- ◆ Recognition of the need to take a more strategic approach to commissioning housing and support that effectively balances expectations from carers, disabled people and other stakeholders for a range of housing and support arrangements with the requirement of DASH to commission and procure housing and support that is financially sustainable.

This plan sets out DASH's approach to addressing these pressures.

In addition this plan recognises the important role of family carers and the need to support families, including with practical assistance, to plan for the housing and support requirements of their family members with disabilities.

DASH fully recognises the need to apply the principles developed following the Winterborne Review both in relation to housing and support options for people with the most complex needs and more generally.

2. Housing and Support

2.1. What we mean

This commissioning plan refers to housing and support for people with learning disabilities and people with physical disabilities. In some circumstances this is referred to as ‘supported living’.

The Association for Supported Living (ASL) defines what is meant by ‘supported living’ as:

The main principles of supported living are that people with learning disabilities own or rent their home and have control over the support they get, who they live with (if anyone) and how they live their lives. Housing and support assumes that all people with learning disabilities, regardless of the level or type of disability, are able to make choices about how to live their lives even if the person does not make choices in conventional ways.

Supported living enables individuals to have their own tenancies (or become home owners in some circumstances), with the flexibility to move house, or remain in the same house, but change their support provider if they wish to.

A range of terms are used to describe kinds of housing and support like supported living or independent living. In this plan the term ‘housing and support’ is used to apply to both people with learning disabilities and people with physical disabilities who need housing with care/support.

2.2. Comparison: Housing and support and residential care

The table below summarises some of the key differences between housing and support arrangements and residential care. The precise nature of housing and support arrangements/services may vary in practice.

Housing and support	Residential care
Own home or tenancy. Security of tenure.	Licence agreement with no security of tenure.
As a tenant or homeowner the person is able to exercise choice over who provides their support and can change support arrangements without moving home or move home without changing support arrangements.	Support is provided as part of a package with housing and either element cannot be changed without impacting on the other.
As a tenant or homeowner the person has greater opportunity to choose who they live with if anyone (but in practice some people live with other people they do not choose to live with)	Good practice in residential care dictates that housemates should be well matched as much as possible but in practice many people live with people they do not choose to live with.
Tenants and homeowners have rights to full welfare benefits including housing benefit, income support/employment support allowance and disability living allowance/personal independence payment.	People in residential care have rights to limited amounts of welfare benefits and most people access a limited residential care weekly allowance to purchase personal belongings, clothes and holidays.
Can make use of Direct Payments and Personal Budgets (if eligible) to have greater flexibility in purchasing and arranging support.	Placements are purchased as an inclusive package.

DASH has undertaken analysis of the relative costs of supported living and residential care which has identified the circumstances when housing and support is a most cost effective options compared with residential care but this will depend on individual circumstances; DASH is seeking to develop housing and support options that provide improved housing and quality of life for individuals and improved cost effectiveness for DASH.

2.3. Housing and support: a range of options

A strong message from all stakeholders was the need for there to be a ‘mix’ of different housing and support options that reflects the range of needs and aspirations of people with learning and physical disabilities and their families, i.e. avoiding a ‘one size fits all’ approach to developing housing and support opportunities. Based on stakeholder views and contemporary good practice¹ but importantly also based on estimated need and the viability for DASH the following range of housing options/housing and support models should be considered/would be required:

- ◆ ‘Clusters’ of self contained flats, including within larger housing developments.
- ◆ Shared housing in the social and private rented sectors
- ◆ Housing being available within the planned developments of extra care housing.
- ◆ Housing adapted for full wheelchair accessibility (typically either within a shared housing or cluster of flats environment).
- ◆ Further development of the Shared Lives scheme.

¹ *Housing Commissioning Toolkit for Local Authorities: Planning and Commissioning Housing for People with Learning Disabilities*. Department of Health, 2010.

- ◆ Potential reuse or ‘remodelling’ of some current residential care services including through ‘deregistration’.
- ◆ Self contained housing, in the social and private rented sectors.
- ◆ Use of family owned resources and properties.

The final report concerning Winterbourne View, in relation to the ‘model of care’, identified that there is evidence that for people with the most complex needs community based housing with skilled support enables greater independence, inclusion and choice. This plan includes the development of housing and support options for people with the most complex needs.

2.4. Support for families and family developed housing options: Information and advice

DASH recognises the important role of family carers and the need to support families, including with practical assistance, to plan for the housing and support requirements of their family members with disabilities.

A local Housing Options guide has been produced and will be updated as a source of information and guidance for families alongside support from staff. This information will be used by the Young Adults Team to help schools and support services for young people become better informed about housing options.

There are families in Worcestershire and elsewhere who have either found housing directly for their family member with learning and/or physical disabilities or are interested in doing so. To support families who want to find housing options and solutions directly for their family member DASH will

- ◆ Make clear its approach to assisting housing and support development through family involvement in securing housing options, i.e. by making the commissioning framework guidance clear to families.
- ◆ Setting out how the Fair and Affordable Care policy and indicative budget processes operate so that families are clear about whether any housing option they are considering for their family member will be financially supported by DASH in terms of a care/support package.
- ◆ Provide advice and sources of high quality information that can assist families to take meaningful decisions about whether and how they can develop their own housing solutions including a local Housing Options guide.

2.5. Stakeholder perspectives

To produce this commissioning plan the views of a range of stakeholders have been sought. This included carers/family members, people with learning disabilities, DASH commissioning and operational managers and staff, housing and support providers and a sample of members from the Housing & Support Alliance (formerly the Association for Supported Living and Housing Options).

There is broad consensus amongst stakeholders that for most LD and PD service users housing and support is a preferred option to residential care, there is a need to have a range of housing and support ‘models’, and housing and support needs to be financially viable in the current economic environment.

A summary of key messages from stakeholders is shown in Annexe 1.

3. Need for Housing and Support

This section sets out an estimate of future need for housing with support. The assessment is based on using secondary data including 'cohorts' of people with learning disabilities/people with physical disabilities with estimates of likely future housing need over the next 3 years.

For the purposes of estimating need for housing and support amongst LD and PD service users over the next 3 years, cohorts of people who either are or are likely to be eligible for DASH funded care/support are used. These 'cohorts' include:

- ◆ People living in residential care services funded by DASH. This includes people with the most complex needs (in and out of county) (LD);
- ◆ People living in residential care services funded by DASH (in and out of county) (PD);
- ◆ Young people in 'transition' 16-22 (eligible for DASH funding) including those placed in residential care (LD and PD);
- ◆ People living with Carers over 65 and Carers over 80 (LD).

Annexe 2 sets out these 'cohorts' in relation to people with learning disabilities and people with physical disabilities. The estimated need for housing with support over the next 3 year period is based on discussions with operational staff/practitioners and from other studies of estimated housing need for people with learning and physical disabilities.

Based on these identified population cohorts the estimated future need for housing/housing and support is in the range of between 200 and 260 units (i.e. persons). This is a high level estimate and the following caveats should be noted:

- ◆ Definitive assessments of the numbers of individuals within any population cohort that actually need housing and support will be based on individual assessments of need.
- ◆ Actual need for housing and support is not likely to be 'linear' or equal across future years.
- ◆ Based on discussions with practitioners a relatively conservative, i.e. low, percentage of people in residential placements services funded by DASH (in and out of county) are estimated to need housing and support. In fact it may be higher but reviews of service users living in residential care do not typically identify whether the individual's assessed needs could be met differently, i.e. through housing and support.
- ◆ Based on discussion with JCU and practitioners the cohort with the most significant estimated need for housing and support are LD service users currently living in in-county contracted residential services.
- ◆ It is likely that there will be a need for alternative housing and support arrangements amongst service users living in existing housing and support services e.g. because of increasing needs due to ageing/physical disabilities or because these historic arrangements will not be financially sustainable in the context of the Maximum Expenditure Policy.
- ◆ From discussion with PD Commissioners there is work underway to identify specific needs for housing and support, such as people with ABI, which will need to be included subsequently within this estimate of need.
- ◆ Work is underway to breakdown estimated future need into local authority housing areas, i.e. by District. Operational staff/practitioners have suggested that the greater prevalence of need for housing and support is in the north of the County. (Further work is required with operational teams to produce locally specific breakdowns of need for housing and support).

4. Commissioning Framework for Housing and Support

4.1. Commissioning framework: guidelines

Widening housing options will require partnerships with a mix of housing providers, housing associations, private sector housing developers and landlords, specialist housing providers, charitable organisations and family carers. It will also require discussion, agreement and collaboration with the 6 District housing authorities to maximise the range of potential housing opportunities.

The table below summarises the proposed range of housing options required, the potential sources of housing, types of housing providers, design features and potential support models

Worcestershire

Table 4.1 – The mix of housing and support options required

Housing Commissioning Plan 2014-15 to 2016-17

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For people with learning disabilities and people with physical disabilities

Type of housing option	Source of housing	Type of housing provider/s	Design features	Support model
'clusters' of self contained flats	<ul style="list-style-type: none"> Commissioned development/s Remodelling of existing services/buildings housing available in the marketplace 	<ul style="list-style-type: none"> Housing associations Charitable organisations Private housing developers 	<ul style="list-style-type: none"> Fully self contained housing; Typically min of 8 units Provision of communal space Access to all flats available from central access point Facilities for on-site support staff Some units to full wheelchair accessibility standards 	<ul style="list-style-type: none"> 24/7 on site support 'background support' includes overnight support (sleep-in or waking night) and daytime support including in communal space/s shared across all tenants Personalised support for individuals in addition to 'background support' based on assessed needs
Extra care housing	<ul style="list-style-type: none"> Provision within planned developments of extra care housing Provision within existing extra care developments through allocations policies 	<ul style="list-style-type: none"> Housing associations Charitable organisations 	<ul style="list-style-type: none"> Fully self contained housing Provision of communal space Access to all flats available from central access point Facilities for on-site support staff Some units to full wheelchair accessibility standards 	<ul style="list-style-type: none"> 24/7 on site support Typically mix of support staff and on-site care staff Support and 'wellbeing' available to all residents Care packages based on assessed individual needs Residents usually have care from on-site provider



Type of housing option	Source of housing	Type of housing provider/s	Design features	Support model
				<ul style="list-style-type: none"> ◆ People with learning disabilities may also receive support from more specialised outside providers
Shared housing	<ul style="list-style-type: none"> ◆ Commissioned developments ◆ Existing housing stock ◆ Remodelling of existing services/buildings; e.g. via deregistration ◆ Housing available in the marketplace 	<ul style="list-style-type: none"> ◆ Housing associations ◆ Charitable housing organisations ◆ Private sector housing developers/landlords ◆ Care/support providers ◆ Family developed housing 	<ul style="list-style-type: none"> ◆ Room in shared house ◆ Provision of communal space ◆ Facilities for on-site support staff (where applicable) ◆ Some units to full wheelchair accessibility standards 	<ul style="list-style-type: none"> ◆ 24/7 support: 'Background support' includes overnight support (sleep-in or waking night) and daytime support including in communal space/s with more personalised support for individuals based on assessed needs. ◆ Non 24/7 support. Typically a 'floating support' model of service.
Self contained housing.	<ul style="list-style-type: none"> ◆ Existing housing stock ◆ Remodelling of existing services/buildings; e.g. via deregistration ◆ Housing available in the marketplace 	<ul style="list-style-type: none"> ◆ Housing associations ◆ Private sector housing developers/landlords ◆ Care/support providers ◆ Family developed housing 	<ul style="list-style-type: none"> ◆ Typically 1 or 2 bed self contained housing ◆ Some units to full wheelchair accessibility standards 	<ul style="list-style-type: none"> ◆ Non 24/7 support. Typically a 'floating support' model of service. ◆ 24/7 support. Typically in relation to individuals with

Type of housing option	Source of housing	Type of housing provider/s	Design features	Support model
				complex needs including behavioural and/or physical and/or health care needs, i.e. in effect a single person support service
Housing adapted to full wheelchair accessibility standards	<ul style="list-style-type: none"> ◆ Planned developments of affordable housing agreed with Distirct/Borough Councils, including s106 agreements ◆ Development/s of shared housing ◆ Development/s of clusters of flats 	<ul style="list-style-type: none"> ◆ Housing associations ◆ Charitable housing organisations ◆ Private housing developers 	<ul style="list-style-type: none"> ◆ All units to full wheelchair accessibility standards ◆ Compliance with Lifetimes Homes standards 	<ul style="list-style-type: none"> ◆ Part of self contained, shared housing or within clusters of flats
Shared Lives (family placements)	<ul style="list-style-type: none"> ◆ From the existing shared lives scheme 	<ul style="list-style-type: none"> ◆ Private family carers' own homes 	<ul style="list-style-type: none"> ◆ Domestic family housing 	<ul style="list-style-type: none"> ◆ Support provided by family carers to individual/s. Includes 24/7 components such as support overnight and where individuals do not use day services and/or have other support staff

Additionally, in relation to people with physical disabilities, good practice in relation to housing would typically include the following elements:

- ◆ Provision of adapted properties in all developments where there is an identified need;
- ◆ Adapted (and other) properties developed with public funding built to Lifetime Homes standard;
- ◆ Access to Disabled Facilities Grant and advice about eligibility and how to access this funding;
- ◆ Development of accessible housing registers by local authorities and social landlords in order to make best use of properties that have been adapted;
- ◆ Provision with new extra care housing developments for people with complex physical disability needs.

4.2. Support options and assistive technology

Most support within housing and support services/arrangements is 'paid for' support provided by a range of support providers. Whatever approach to the provision of support is taken, DASH is seeking to promote personalised support for individuals linked to their assessed support requirements.

With the full roll out of personal budgets it is possible for individuals to opt for a flexible approach to support as well as using 'fixed' levels of support within a service, for example a person living in a 'cluster' of flats can use the overnight 'background' support (which may be contracted), with more personalised support to meet day time needs including paid staff and volunteers (funded via a personal budget or managed fund).

Other less usual forms of support form part of a more 'mixed economy' of support options within housing and support. Support tenants is a model where a disabled person/s provides a room in their home to a live-supporter in return for rent-free accommodation. The support tenant is usually a local person and is employed elsewhere or a student. The support tenant provides an agreed amount of support, usually social and household but not personal care and for people with learning disabilities is usually part of a wider support package. For example this model can be effective where people with learning disabilities share a property and need a supporter to be present overnight but not to meet care needs.

There is growing evidence that assistive technology can work well for people with learning disabilities and deliver greater independence, social inclusion, privacy and dignity as part of a wider support package as well as achieving some reduction in paid for support. Assistive technology (AT) ranges from standard telecare to help keep people safe and reduce risk to one off devices that are designed to support people in specific situations as well as ICT to support communication and make and maintain social networks. It is good practice to identify how assistive technology can help to meet an individual's assessed needs within housing and support. Assistive technology development for people with learning disabilities in Worcestershire is being taken forward as part of the Assistive Technology Programme.

DASH supports the use of forms of assistive technology as a core element of support for disabled people; however it is recognised that any risks associated with the use of assistive technology will need to be considered as part of an individual's care assessment and support plan.

4.3. Development programme: Projected requirements to meet estimated future need

Table 4.2 below summarises the indicative volume of housing and support required to meet estimated need (range 200-260 units) over period 2014/15 – 2016/17 (section 3). This is based on having a mix of development using the models set out in table 4.1.

It should be noted that the suggested volumes of units/schemes for different models and the suggested contributions from each type of model (table 4.2. below) are **indicative**; in practice this will depend on factors such as land/site availability, funding from housing providers, recruitment of Shared Lives carers etc. However it is intended to provide an indicative development programme which reflects a ‘mix’ of housing options based on the estimated need for housing and support and the key messages from a range of stakeholders

Table 4.2

Housing and support model	Suggested contribution to meet estimated need (%)	Indicative no of units – range 2014/15 – 2016/17
Clusters of s/c flats 24/7 support	55	110 – 143 units
Shared housing 24/7 support	25	50 – 65 units
Provision within extra care housing developments/schemes	7.5	15 – 20 units
Shared Lives scheme	7.5	15 – 20 units
Family led housing – likely to be shared housing with 24/7 support	5	10 -12 units
Totals	100	200 – 260 units

Key points:

- ◆ This suggests that the majority (80%) of the indicative volume of housing and support required to meet identified need would come from additional development of ‘clusters’ of self contained flats with 24/7 on site support and shared housing.
- ◆ This suggested volume of housing and support would require a substantial development programme, equating to at least 10 schemes of ‘clusters’ of flats. The deliverability of this scale of development will depend in practice on housing providers having access to suitable sites and the business case for each scheme demonstrating financial efficiencies for DASH.
- ◆ Provision from extra care housing schemes would come from negotiations with developers of extra care housing as part of the implementation of the Worcestershire extra care housing strategy; for example to provide specific units for people with learning disabilities within ‘mainstream’ extra care housing.
- ◆ Shared Lives places would need to come from recruitment of additional carers/families.

- ◆ Family developed housing options would come from family initiatives to provide housing and/or promoting this as an option to some families. This development would need to be consistent with the guidelines for housing and support development.
- ◆ Housing and support for individuals with the most complex needs including behavioural and/or physical and/or health care needs will be developed; these approaches will need to be considered carefully as to the type of housing and support that is most appropriate.
- ◆ Housing and support for individuals who are not assessed as requiring 24/7 support would involve access to mainstream shared or self contained housing without 24/7 staffing, with support or domiciliary care packages to reflect assessed individual needs.

4.4. Access to existing housing and support arrangements

Many people already live in housing and support arrangements in Worcestershire. To make most effective use of both existing and future development of housing and support it is necessary to have a consistent approach to managing access to housing and support, managing voids and vacancies and the contracting for/purchasing of housing and support.

For people with learning/physical disabilities who require housing and support but who do not need 24/7 support the following approach may be appropriate:

- ◆ All people with physical/learning disabilities are supported to complete a housing register application.
- ◆ The application is assessed by the relevant housing authority with the banding identified.
- ◆ Individuals are supported to access existing housing and support services which have voids (where appropriated to their needs).
- ◆ Individuals are supported to use the applicable Choice Based Lettings (CBL) system to get access to social rented housing.
- ◆ Where this won't or is unlikely to provide a viable housing solution, another 'best fit' housing solution may be required. This may include:
 - A direct private sector let.
 - A private sector let through another organisation, such as a housing charity entering into a leasing arrangement with a private sector landlord.
 - Housing sourced through a specialist learning disability housing organisation, e.g. Advance Housing.
 - A direct let from a registered social landlord outside of the CBL system.

4.5. Promoting choice and quality

The most effective way to promote choice is to have a wider range of housing options available; this plan seeks to deliver a wider range of housing options.

People wish to make informed choices about where they live, who they live with, how they are supported and who supports them. DASH is committed to supporting people to make informed choices. This will be on the understanding that choices will be limited (as for all people) by a series of factors

including: availability and location of housing, the Fair and Affordable Care policy, the need for compatible support packages, and the availability of people to share with (where appropriate).

In order to enable these choices there will need to be clear information and advice relating to housing options. This will be met through ensuring that a local Housing Options guide is produced and is regularly updated and training for partner agencies will be provided. Opportunities for trying out different kinds of housing will be considered for example 'training flats' within supported housing.

Having a range of housing and support options available alongside the extension of the use of personal budgets for care and involvement of families will help to promote a 'customer-led' approach to improving and maintaining the quality of services. In addition DASH will introduce an approved list for providers of housing and support. The Choice Checkers are a peer quality reviewing team who are employed by DASH. The team includes people with learning disabilities with lived experience of housing and support services. They are trained and supported to carry out reviews and have substantial experience and knowledge of what is good practice in housing and support.

Wherever possible a matching process will be carried out, to ensure that people living together especially in shared housing are compatible and want to live together. House/scheme sharing agreements will be drawn up with each group and their families to assist with/prevent the difficulties of living in a group. These arrangements and agreements will be reviewed regularly.

4.6. Changes to existing residential services

Re-registration is where the provider of a residential care home applies to CQC to change the registration status of the home, i.e. in effect from a registered care home to an unregistered service where service users become tenants and receive support (including domiciliary care). There is a specific and detailed process that needs to be followed by a care home provider with the involvement of the local authority which has the responsibility for assessing the need of the residents and, in effect, demonstrating that their needs can be met through the provision of housing and support rather than a residential placement. CQC has issued guidance which sets out its position in relation to housing and support and residential care.

Re-registration is one route by which housing and support may be created for service users where this can be demonstrated to be consistent with the current CQC guidance. However this option needs to be tested against the commissioning framework and guidance to determine whether other housing and support options may both better meet service users' assessed needs and provide a more financially viable option for DASH, for example through a 'cluster' of flats with 24/7 on site support.

5. Costs and funding

5.1. Context: Fair and Affordable Care Policy

Worcestershire County Council has developed a Fair and Affordable Care policy. This policy establishes the usual maximum expenditure for non-residential care packages in Worcestershire.

The key element of this policy is: *WCC's policy is to apply, subject to exceptional circumstances, a figure that represents the usual maximum expenditure in the community. The maximum weekly cost to WCC will be no more than the net weekly cost to WCC of a care home placement that could be commissioned to meet the individual's assessed eligible needs.*

In practice this means that, for an individual with learning and/or physical disabilities who is assessed by DASH as eligible for services, the cost of that person's package of care should not be more than the net cost of a residential care home placement that could also meet that individual's assessed needs. The Fair and Affordable Care policy will be considered for any package of care with an initial costing of £700 and above.

The development of any housing and support needs to be within the context of the Fair and Affordable Care policy; i.e. it needs to be financially affordable and sustainable.

5.2. Cost model: housing and support vs. residential care

There has been considerable innovation in the housing options available and in particular the ways in which people with learning disabilities can be supported more cost effectively through more flexible approaches to providing support including unpaid as well as paid personal support and greater use of assistive technology.

Annexe 3 sets out the key differences in the way that costs are structured and funded between residential and housing and support services. The extent of any financial efficiencies of using housing and support instead of residential care services is reflected in the degree to which housing and living costs can be met through non DASH funding streams (typically housing benefit and tenant's other benefit income to fund living costs) and care/support costs can be reduced through more efficient use of shared support (typically overnight) and procurement activity.

Based on local housing and support cost examples, published Laing & Buisson research² and evidence from the experience of other local authorities and providers, the housing and support 'models' that are likely to be a lower cost alternative compared with a placement in residential care in the context of the Fair and Affordable Care policy include:

² *Illustrative Cost Models in Learning Disabilities Social Care Provision*. Laing & Buisson, 2011

- ◆ Shared housing models – typically a minimum of 4 persons sharing with 24/7 support (instead of placements into residential care);
- ◆ ‘Clusters’ of flats models – typically minimum of 8 persons in self contained flats with 24/7 on site support (instead of placements into residential care and/or shared housing);
- ◆ Shared Lives – where the cost of a residential placement that would meet an individual’s assessed needs is higher than a Shared Lives placement.
- ◆ Models for service users whose assessed needs do not require 24/7 support. In effect these service users would not be considered for a residential placement; typically these will be service users who have low level support needs living in either shared housing or self contained housing.

This is intended to guide the development of financially sustainable housing and support; it is not intended to exclude other possibilities/options, however these would need to be carefully assessed in the context of the Fair and Affordable Care policy.

5.3. Capital funding

DASH will seek to work with a range of housing organisations to develop a wider range of housing options.

To support this objective Worcestershire County Council has approved the allocation of up to £5m of capital funding for investment in specialised housing services for older people and for people with learning and physical disabilities.

DASH will determine the investment in specialised housing schemes subject to an appropriate business case.

Annexe 1 Stakeholder messages

A summary of key messages from stakeholders is shown below.

Carers/family members

A focus group was organised and facilitated by WAC. The key messages in relation to housing and support were:

- ◆ The type of housing and support 'offer' that would help to meet the future housing requirements of, people in residential care, young people in 'transition' and those living with older carers that would be acceptable to DASH, needs to be made clear.
- ◆ There needs to be help for people and families to plan for the future.
- ◆ DASH needs to provide indicative budgets for housing and support so that people and their carers can evaluate what they could buy in the way of support.
- ◆ DASH needs to make clear how many people would have to live together to make housing and support viable even if they were living in individual units.
- ◆ Carers said that in some cases they would want their family members to be able to stay in the family home when carers die and that they would like to leave houses in Trust for the benefit of their disabled family member.
- ◆ There will continue to be a need for good quality residential care for some people.
- ◆ Carers also suggested that any new models that are developed should be imaginative in allowing people to 'sample' housing and support, for example perhaps by using some facilities 'training respite'.

People with learning disabilities

A meeting was held with the management committee of Speak Easy, the majority of the members of the committee are people with learning disabilities. Key messages were:

- ◆ There is strong support for people to be able to have a choice about where they live and who they live with.
- ◆ People want to have the option to live on their own or share with others.
- ◆ Some people are interested in having a flat but in close proximity to other disabled people and support.
- ◆ People need to have far more information about what housing and support means in practice.
- ◆ Paid staff (employed by DASH or by other organisations) need to be able to provide helpful information about housing and support/housing options in order for people to take meaningful decisions.

Housing and support providers

Informal discussions have been held with a small number of private sector housing providers/developers, housing associations and support providers. Key messages were:

- ◆ There is a strong interest in developing 'clusters' of self-contained housing for people with learning and physical disabilities with 24/7 support needs.
- ◆ There is more interest in developing/providing self-contained housing than shared housing (this is viewed as an outdated model by many housing providers as well as having greater void risks).
- ◆ Housing associations are willing to consider provision for people with learning/physical disabilities as part of future extra care housing developments.
- ◆ There is interest in property/land 'collaboration' with WCC to develop housing schemes, e.g. where WCC and a housing association may have adjacent plots of land for development.
- ◆ Some housing providers consulted have experience of developing 'clusters of flats' that have been designed in a way that have achieved savings in care/support packages for service users of over 20% (i.e. through changing the model of support and through providing shared 'background' support).
- ◆ DASH needs to set out clearly its commissioning strategy for housing and support services so housing and support providers have a clear framework to operate within.

Annexe 2 Need for housing and support

Annexe 2 sets out these 'cohorts' in relation to people with learning disabilities and people with physical disabilities. The estimated percentage in need of housing with support over the next 3 year period (as shown in the table below) is based on discussions with operational staff/practitioners and from other studies of estimated housing need for people with learning and physical disabilities.

Cohort	2014/15 – estimated need	2015/16 – estimated need	2016/17 – estimated need	Total
People living in residential care services funded by DASH (in and out of county) (LD/PD)	Up to 40	Up to 75	Up to 100	215
Young people in 'transition' (including those placed in residential care) (LD and PD)	15	15	15	45
Total	55	90	115	260

Annexe 3 Costs: housing and support and residential care

The distinctions between the cost structure of and funding for residential care and housing and support models are summarised in the table below.

Cost element	Residential care model	Housing and support model
Accommodation/housing costs	Hotel costs – part of fee	Rent/service charges – met by housing benefit where eligible
Council tax		Met by council tax benefit where eligible
Household expenses, e.g. utility costs	Care and living costs – part of fee	Paid by client from benefit income (if not working)
Living expenses, e.g. food		Paid by client from benefit income (if not working)
Support and care		Paid by DASH directly or via a personal budget (SP funding paid in limited circumstances)
Personal expenditure by client	From residual personal income	From personal income/benefits

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Name of Scheme:	Sugarbeet, Kidderminster
Type of Scheme (Ex Care/Supp Living)	Supp Living
Number of Units:	14
Number of DASH clients expected:	14
Capital Investment Required (£) :	200,000.00
Date Investment Required (MM/YYYY):	Sep-15
Estimated Annual Savings on Care Costs (£) :	131,040.00

EXAMPLE 1

Calculate NPV	
Enter:	
Interest Rate	4.00%
Initial Investment	200,000.00
Net Cash Flows	
1	131,040.00
2	131,040.00
3	131,040.00
4	131,040.00
5	131,040.00
6	131,040.00
7	131,040.00
8	131,040.00
9	131,040.00
10	131,040.00
11	
12	
13	
14	
15	
16	
17	
18	
19	
20	
Output: (do not edit fields below)	
NPV	862,851.78

Results:
 Payback period is within 2 years of scheme opening.

 After a 10-year period, the overall NPV of the £250k investment is £862k.

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Number of DASH clients	14
Average saving per client per week (£)	180
Average saving per client per year (£)	9,360
Total estimated saving per year (£)	<u>131,040</u>

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