
Adult Social Care Scrutiny Commission Report

9th March 2021

Lead director: Martin Samuels,
Strategic Director Social Care and Education

The Supported Living and Extra Care
Housing Strategy (2021 – 2031)

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1. Summary

- 1.1 The purpose of this report is to provide the Adult Social Care Scrutiny Commission with an overview of the Supported Living and Extra Care Housing Strategy (2021-2031).
- 1.2 The strategy highlights the need for up to 396 additional units of accommodation over the next 10 years for a range of vulnerable individuals, this includes people with a learning disability, mental health issues, older people, young people with complex needs transitioning into independent accommodation with support. The strategy is underpinned with a detailed analysis (forecasted demand and accommodation). This is detailed at Appendix B (see Appendices below page 7).
- 1.3 The strategy and appendices are attached at Appendix A and Appendix A1 (see Appendices below page 7). These documents outline the commissioning intentions for developing accommodation (number of units in needed in relation to the different groups) in the City.
- 1.4 A summary presentation is also provided for the commission at Appendix C.

2. Recommendations

- 2.1 The Adult Social Care Scrutiny Commission are recommended to:
 - a) Note the Supported Living and Extra Care Housing Strategy as detailed at Appendix A and Appendix A1 (see Appendices below page 7).
 - b) Note the need for 396 additional units of accommodation over the next 10 years to support a range of vulnerable individuals as detailed at Appendix B (see Appendices below page 7).

3. Scrutiny / stakeholder engagement

- 3.1 The development of the strategy has involved conversations with colleagues in the Housing Department and the demand identified is reflected in the councils working practices to deliver new affordable housing in the City.
- 3.2 The strategy has been approved by the Deputy City Mayor for Social Care and Anti-Poverty and Assistant City Mayor for Education and Housing.

4. Background and options with supporting evidence

- 4.1 Officers have been working on the strategy in order to engage with those interested in developing supported accommodation.

5. Detailed report

- 5.1. The strategy recognises the importance that good housing and support play in a person's health and wellbeing, to their ability to contribute to community life and participate in education and employment.
- 5.2 The strategy is based on a comprehensive demand forecast analysis undertaken during 2019 - 2020. This was based on an in-depth analysis of the adults and young people supported by social care and the demand we anticipate seeing from them in terms of their housing needs.
- 5.3 The strategy provides a vision and high-level programme of work designed to:
- a) To support the Social Care and Education departments strategic priorities, by meeting the needs of vulnerable people with an identified housing need, offering them both security of tenure and greater independence.
 - b) Identify opportunities to make the best use of our current and future property portfolio.
 - c) Connect with a range of strategies and programmes of work including the supply and delivery of affordable housing in the city and the work of the Placement Sufficiency Strategy (for young people).
 - d) Provide key information to our market about what accommodation-based services are needed in the city (and where) over the coming decade.
- 5.4 The strategy also references the housing and support needs of our young people either those looked after, those leaving care or through transitions if they have disabilities
- 5.5. Mechanisms will be put in place to review the demand forecast regularly in line with Leicester City Council's strategic and financial plans. This refreshed information will accompany the individual plans for scheme development seeking Executive approval.

6. Financial, legal, equalities, climate emergency and other implications

6.1 Financial implications

A capital policy provision of £6.7m has been set aside for the expansion of the supported living and extra care accommodation in the city, outlined in this report. The extent to which this will be required is uncertain at this stage. For the larger schemes which will be

operated by RSLs the extent of additional funding the council may need to contribute, over and above right to buy receipts, will be determined by the returns which developers can achieve and these are in turn are a function of the capital cost and rental incomes achievable.

For those schemes which are council operated for children looked after, or with SEND, the council will make the capital investment, and this will require the use of the policy provision – potentially £2m - £3m dependent upon the schemes.

Supported living costs less for adult social care for individuals who use services than the alternative residential accommodation for lower levels of support and will therefore mean lower future costs than would otherwise be the case. Schemes providing additional accommodation for disabled children requiring respite, transitional accommodation for those with SEND and flexible semi-independent accommodation for 16-17-year-old looked after children are in demand and should save costs in the long run, but will be evaluated on a case by case basis

Martin Judson, Head of Finance, Ext 37 4101

6.2 Legal implications

The development of this policy and the details within it support and underpin the requirements of the Care Act 2014, ensuring that there is scope to support meeting needs with an emphasis of more independent living and reducing reliance on the traditional residential care settings where alternative provision would be more suitable. Increasing the options and offers within the city also moves to increase individuals who use services choice.

In relation to the developments which may result from the plan they will require legal support in terms of procurement and property advice. Legal services (Commercial and Property) should be engaged at early stages on the development of each proposal to ensure any issues are identified and can be dealt with in the initial stages, to prevent delay. Legal advice will be provided in relation to each option taken forward for further decision.

It is noted that there will be a general shift from residential care and current arrangements with private landlords as a consequence. Officers should note that advice should be sought in relation to the reduction/termination of these existing arrangements.

Emma Jackman, Head of Law (Commercial, Property & Planning) Ext 371426

6.3 Equalities implications

Under the Equality Act 2010, public authorities have a Public Sector Equality Duty (PSED) which means that, in carrying out their functions, they have a statutory duty to pay due regard to the need to eliminate unlawful discrimination, harassment and victimisation, to advance equality of opportunity between people who share a protected characteristic and those who don't and to foster good relations between people who share a protected characteristic and those who don't.

Protected Characteristics under the Equality Act 2010 are age, disability, gender

reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex, sexual orientation.

The aim of the proposals is to meet the anticipated future demand for supported living and extra care housing needs for vulnerable adults and to address some of the issues that have been identified with the current provision, both in terms of lack of availability and suitability. This is likely to have positive impacts in terms of the aim of the PSED to advance equality of opportunity, particularly in relation to the protected characteristic/s of age and/ or disability as well as for other vulnerable groups identified in the report.

By providing suitable housing/specialist bespoke builds where peoples' needs are met in a community setting there is also potential to better foster good relations between those who share a protected characteristic and those who do not. Older people, people with mental health conditions, learning disabilities, and other vulnerable groups such as care experienced young people and ex-offenders will be enabled to participate in community life.

The report recommends that individual plans for each proposed development are submitted to the Executive for final approval. Therefore, as work is taken forward it would be prudent to commence an Equality Impact Assessment as part of the development of each more detailed individual proposal in order to effectively assess the impact on protected characteristic groups and take steps to reduce or remove any disproportionate impacts where they are identified. This should include findings from consultation and/or engagement with relevant groups/ individuals as appropriate, in order to fully understand the potential impacts. The Equality Impact Assessments should also be used to maximise positive impacts by making sure that the aims of the PSED are actively considered in the development of proposals and the final decision. Further advice can be sought from the Equalities Team as required.

Surinder Singh, Equalities Officer ext. 37 4148

6.4 Climate Emergency implication

Housing is responsible for 33% of carbon emissions in Leicester. Following the city council's declaration of a Climate Emergency in 2019, and it's aim to achieve carbon neutrality, addressing housing emissions is a vital part of the council's work. This is particularly important through the council's own projects where it has the greatest level of control.

Where new accommodation is developed or purchased opportunities should be taken to make the properties as energy efficient and low carbon as possible. Measures could include improved insulation, low carbon heating, low energy lighting and renewable energy sources. Not only would this minimise carbon emissions from the properties, it would also significantly reduce energy costs and could increase comfort levels for residents.

Aidan Davis, Sustainability Officer, Ext 37 2284

6.5 Housing Development implications

The Housing Division looks forward to continuing its work with SCE colleagues in the delivery of new Supported Housing/Extra Care Affordable Housing which meets identified

needs. In May 2014 the Executive agreed that the Assistant Mayor (Housing) should agree any schemes for RTBR grant funding, and that ward councillors should be consulted on any proposed schemes.

In March 2017 the Assistant Mayor (Housing) approved a list of eligibility requirements for applications to commit Leicester's RTBR funds.

Janet Callan, Housing Development Manager, Ext 37 1752

6.6 Planning implications

It will be important to align the findings of the new Local Housing Needs Assessment and this report to include policies in the emerging Local Plan. It will be important to work together for the allocation of sites in the upcoming Local Plan for meeting the housing need of different communities within the City.

Ripple Gupta, Senior Planner, Ext 37 1746

6.5 Other implications (You will need to have considered other implications in preparing this report. Please indicate which ones apply?)

N/A

7. Background information and other papers: N/A

8. Summary of appendices:

Appendix A – Supported Living & Extra Care Housing Strategy 2021-2031

Appendix A1 - Supported Living & Extra Care Housing Strategy 2021-2031 Appendices

Appendix B – Forecasted Demand and Accommodation

Appendix C - Presentation – Summary of the Strategy



Supported Living and Extra Care Housing Strategy 2021-2031



Appendix A



Foreword

In Leicester we understand that good housing and support are central to a person's health and wellbeing, to their ability to contribute in community life, and participate in education and employment. For some supported living will be the final step on the housing ladder, providing the support, safety and security of a home for life as they grow older. For others, it will provide an important stepping stone to greater independence, providing support at the right time, for example following a period of mental ill health or as part of a planned pathway to more mainstream independent living.

This strategy recognises the important role our supported living and extra care services play in the wellbeing of the people we support. It also acknowledges that we must target our resources carefully to ensure they have the greatest impact for the people of our city. This document is about prioritising those resources where they are most needed, informing a set of commissioning intentions that will ensure we can meet the demands being placed on us; but we cannot deliver all this on our own.

Leicester has a strong track record of working in partnership to achieve excellent supported living and extra care developments and we are keen to see that continue. Substantial investment will be needed as well as the cooperation of key partners, including our housing associations, our providers of care and support and our health colleagues. Therefore, we are open to ideas about how best to develop the right services for Leicester and invite the involvement of organisations that can help us achieve the ambitions set out in this strategy.



Cllr Sarah Russell Deputy City Mayor – Social Care and Anti-Poverty



Introduction

This strategy outlines the plan for developing supported living and extra care services for Leicester city. The strategy covers the next ten years and addresses the care and support needs of vulnerable people in Leicester, in receipt of social care who also have an identified housing need. This strategy also references the housing and support needs of our young people either those looked after, those leaving care or through transition if they have disabilities.

Our ambition is to address these needs in a way that is flexible, creative, and reflects best practice. Given the increasing cost pressures facing social care and the challenges presented by COVID-19, we have a focus on developing new models of accommodation and support to achieve services that are high quality, sustainable and affordable for the long term.

Our first priority is to ensure people can access support at home. Where this is no longer a possibility, we need to ensure we can offer alternative options that can meet changing needs and offer real choice.

In relation to meeting needs, the vision is for person centred outcomes, focused care and support services that encourage self-management, prevent crisis and promote independence.

A key part of achieving our aims is to work with our housing, and care and support market both now and in the future so we will ensure that there are opportunities to continue the conversation about how we best meet the range of priorities identified in this strategy. This recognises that our delivery plans and timescales will need to adapt in light of the COVID-19 pandemic.



The Strategic and Legal Context

Following a period of uncertainty, on 9 August 2018 the government announced that housing benefit will continue to meet residents' rent payments in all supported housing. This announcement recognised the vital service supported housing provides to the most vulnerable and those often in crisis.

The government have indicated that it intends to work with partners to develop a robust oversight regime for the sector.

In addition, there will be further review of housing related support which will provide a picture of how housing and support currently fit together. Throughout the lifetime of this strategy, we will continue to review and respond to any guidance around the proposed oversight regime and any review of housing related support arrangements.

In terms of the legal context; supporting people to live as independently as possible, for as long as possible, is a guiding principle of the Care Act 2014. The 'suitability of living accommodation' is also one of the nine areas of wellbeing that local authorities must pay attention to when looking at the needs of an individual.

As defined by the guidance, wellbeing in this context is not just about crisis management; it must also include a focus on preventing and delaying care and support needs. Good quality accommodation-based services can achieve these aims; promoting wellbeing and independence and reducing dependency.

This can help us meet the challenges of the future, supporting people to retain or regain skills and confidence and preventing needs or delaying their deterioration wherever possible.



Our Vision and Values

This strategy provides a vision and high-level programme of work which is designed to:

- support Leicester City Council's social care and education department's strategic priorities;
- meet the needs of vulnerable people with an identified housing need, offering security of tenure and greater independence; and
- identify opportunities to make best use of our current and future property portfolio.

Developing the right services for the people of Leicester:

- Offer greater independence and reduce the use of residential care
- Meet the demand for accommodation
- Offer security of tenure
- Replace poor quality accommodation currently available to social care

Underpinned by a comprehensive demand forecast



Guiding Principles

- People who are tenants of supported living have social care needs at a level that will benefit from supported living services.
- Accommodation should be of sufficient build and design quality, configured to operate on a flexible basis. This extends to the affordability of rents and other charges that should not impede on anyone's opportunity to achieve greater independence.
- Supported living and extra care schemes should be connected to their community, providing opportunities for social integration and community activity.
- The way we commission care and support services ensures that the support delivered is at a level of capability to meet all needs. This includes those with even the most complex needs.
- Personalisation is at the core of the new supported living service offer. This recognises that no two people are the same so services will need to take a holistic and person-centred approach.
- Supported living services will be delivered using a strength-based approach. Coproduction, making best use of available assets and encouraging self-help will underpin the new offer.



Aims and Objectives

The **purpose** of this strategy is to provide key information to our market about what accommodation-based services are needed in Leicester over the coming decade.

The key aims of this strategy are to provide:

- an indication of the current models of housing and support services available for vulnerable people in Leicester. In terms of the care and support services, as a result of the delays caused by the COVID-19 pandemic, a new model will be launched later than planned in 2021.
- an assessment of the needs of vulnerable people in Leicester. This will be reviewed throughout the lifetime of this strategy to accurately predict demand up to 2031. Information which will help inform the market in Leicester in terms of future requirements, which includes moving away from the more traditional forms of support, such as residential care.
- an indication of where the gaps in our accommodation-based provision are and how we intend to address them.
- a review of the current available accommodation in relation to quality and cost effectiveness. This includes a commitment to support the review of the current offer for our young people aged 16-24.
- key information which will inform Leicester's Market Position Statement.
- a summary of the national and local policy context. This will enable us to take a more coherent approach to determining needs across housing, health and social care.

The following timeline details the process for realising key elements of the housing strategy.

Stage 1:

Apr 2018 to Dec 2019

Demand analysis completed and the methodology agreed.

Known provision mapped and gaps identified.

Review of care and support services and launch of ITT to commission a new pathway model. Strategy drafted.



Stage 2:

Jan 2020 to March 2021

Draft strategy shared with key leads for input. Strategy finalised based on this engagement.

Approval sought for strategy.

Timeline for refreshing demand forecast agreed.

Strategy is launched.



Stage 3:

March 2021 and beyond

Individual projects/developments scoped. Approval sought for individual projects/developments Strategy is a live document that is updated throughout the ten years.

New care and support services are mobilised.



Local Context

Although there is no statutory definition of supported living it describes accommodation with support. The housing options can take many forms and the people that are supported can also vary in terms of their circumstances and need. In Leicester this includes:

- People with learning disabilities and/or autism
- People with mental health needs
- People with physical and/or sensory disabilities
- People who are older (over 65 years).

We also recognise the needs of other cohorts, including young people transitioning into adult social care and our transforming care cases. Work has also been done to review how this strategy can support looked after children aged 16-18, and care leavers 18+ so a recommendation is made within this strategy to provide additional accommodation, where appropriate, that would complement the range of provision already on offer.

There is also a programme of work which is identifying individuals, currently in residential care, to move into supported living accommodation, where appropriate.

Leicester has a range of supported living options, including:

- Self-contained properties in schemes with onsite support and a communal hub. Two of our extra care schemes can also offer onsite domiciliary support.
- Self-contained properties with floating support. These properties can be stand alone, in a cluster arrangement or near a scheme with onsite support.
- Shared houses with floating or onsite support and in some cases, onsite care. Individuals share communal areas but have their own bedroom.

Supported Living and Extra Care in Leicester

- ➡ **There are 112 supported living properties in Leicester**
- ➡ **Schemes are located throughout the city**
- ➡ **Schemes have different models of support available**
- ➡ **Some schemes are designed to meet specific needs**
- ➡ **An independent home can also be accessed through Leicester Homechoice**

Key aspects of our current provision and preferred housing models

- A total of 559¹ people accessed a supported living service during 2018/19. Of these people 26% were in receipt of a direct payment.
- The majority (89%) of the people we support are of working age. The average age is 43. A significant number (90%) have a learning or mental health related disability.
- Following an in-depth review, a new set of arrangements have been commissioned. The new supported living care and support services will replace current contracts when they expire.
- The new model will support the development of care and support pathways for vulnerable working age (18-64) and older people (65+). This will ensure that there is a unified pathway through services as the needs of people change over time.
- The new arrangements also include a specialist service offer which defines the standard of care and support services for individuals with needs that are over and beyond current services. These individuals will be mainly connected with the transforming care programme.
- In terms of the current portfolio of accommodation, just under a third of the properties we have access to is shared housing. These shared services are often not as cost effective, for example we tend to carry vacancies when people move on. A key objective of the delivery plan which underpins this strategy is about assessing the quality and cost effectiveness of our accommodation.
- Our preferred model is for self-contained units in a core and cluster configuration. Access to an office/communal resource space (to house security and assistive technology measures and to provide a shared communal area) is also considered helpful.
- Although our preference is for self-contained units, there are exceptions; shared housing could provide a better housing model for our transition cohort because it will look more like a family home. Options will be explored and a property either owned by the council or one identified from the open market will be sought.
- Although our efforts over the last five years have seen us achieve a 47% increase in the supply of supported living opportunities in the city, from 334 to

¹ This figure excludes people living in our three extra care schemes accessing domiciliary support services.

632 units of accommodation, improvements need to be made to the way we source new supply. Appendix A details the existing provision available to social care.

Key headlines from our demand analysis

- The number of working age adults with learning disabilities, mental health issues and physical and sensory disabilities is estimated to increase. We also have an ageing population in the city and one that is unhealthy. With this comes an increase in the number of people with eligible need.
- Leicester is a diverse city. Individual equality impact assessments will be completed for each individual development progressed to ensure equalities implications are considered early in the design and development phase for any new builds brought forward.
- The government review of the funding mechanism for supported housing has impacted on the supply of appropriate properties. Therefore, alongside the proposed developments and those currently in our pipeline development supply, we also need to make best use of our existing provision.
- We are committed to delivering 1,500 new council, social and extra care/supported living homes by 2023. The Leicester & Leicestershire Housing and Economic Needs Assessment (HEDNA) 2017 concluded that the city needs a further 786 new units of affordable housing each year. A proportion of the new supply required of extra care and supported living homes should be delivered within the next four years and this will contribute to this target.
- Nationally, the number of looked after children is rising. In 2017/18 there was a 4% national increase, and in the same period Leicester experienced a 5.8% increase. Changes in legislation mean we are now supporting these young people as care leavers to the age of 25, leading to an increased demand for suitable accommodation.

Links to other strategies and programmes of work

This strategy connects with various programmes of work currently being delivered in Leicester and more widely across Leicestershire and Rutland. Key strategies which inform this one are:

- **Dementia** and **Carers** strategy for Leicester, Leicestershire and Rutland (LLR)
- Transforming Care Accommodation delivery plans (LLR)
- **Joint Health, Social Care and Education Transitions strategy 2019-2022**

- Joint Health and Social Care Learning Disability and Mental Health commissioning strategies.
- **Adult Social Care Strategic Priorities**

This strategy also recognises the link to services for those under 18 years of age and those aged over 18, and the importance of appropriate transition of services and support. It represents an opportunity to support the work being done to provide accommodation and support for our young people aged 16-24.

Leicester City Council's children's services have a responsibility to secure sufficient and appropriate accommodation for looked after children (children who cannot live at home) up to the age of 18 (Children's Act 1989). Once a looked after child reaches the age of 18, they are known as a care leaver. **The Leicester Placement Sufficiency Strategy (2020-2023)** sets out the council's approach to meeting its responsibilities to provide safe, secure and appropriate accommodation for children in care and care leavers over the next three years. Commissioners will continue to work together to explore any opportunities for supporting the work of the Placement Sufficiency strategy.

Links to affordable housing need in Leicester

Supported living and extra care are a specialist form of affordable housing. The HEDNA 2017² for Leicester and Leicestershire provides an integrated assessment of future housing needs and the scale of future economic growth, both for the housing market area and for the local authorities within it. The relevant chapter of the HEDNA relating to this strategy is the section on affordable housing which provides an estimated calculation of net need per annum of 786 new units between 2011-31. The recommendations made within this strategy would contribute to some of this shortfall. As such this strategy connects with the council's local policy and other strategies relating to the supply and delivery of affordable housing in Leicester.

Need: anticipating and meeting demand over the next ten years

Underpinning the recommendations made in this strategy is a robust demand forecast. This helps us understand and plan for meeting the need for accommodation-based support over the next ten years. The forecast has taken the social care 'as is' position at the end of the 2017/18 financial year projecting the level of need for accommodation-based support over the next seven years.

² A new local housing needs study has been commissioned by the local planning authority which will supersede the existing HEDNA.

In terms of ‘demand’ it focused on:

- Social care’s current trends in providing support.
- What has been determined as ‘missing’ from the current provision.
- Programmes of work looking to change the way that accommodation-based support is provided in the city.
- Feedback about current provision in terms of what works and what could be improved.
- Detailed analysis of the needs of the different groups; sense checked against population projections for the city.

Whilst each of these elements are evidence based, they cannot be considered an absolute accurate assessment of future need. Therefore, to ensure that this forecast remains valid throughout the lifespan of this strategy it will require regular review.

Working in collaboration to maximise resources and opportunities

There is an opportunity to work in collaboration to use existing council land and existing buildings to meet the recommendations for developing bespoke accommodation. Land/opportunities to address affordable housing and other needs within the city are limited. The new Local Plan seeks to address this, however, timescales for adoption, are not until late 2021³. This presents a key action to work in partnership, in a timely way, with the local planning authority to identify and bring forward opportunities where they exist.

This will include utilising the full range of options available to the council including investment, affordable housing obligations, use of right to buy receipt monies (contribution of up to 30% of the total scheme capital cost), and existing policy provision monies. We will also consider supporting partners to access funding for specialist builds or open market purchases through other organisations such as Homes England and NHSE where this contributes to an unmet need in the city.

³ This timescale may need to be revisited in light of COVID-19



Forecasted demand and the type of accommodation that would meet it

The following information details the vulnerable client groups, the number of units of accommodation and the rationale/evidence, which determines the number of units needed and the type of accommodation that would best suit these groups. Appendix B provides more information about the characteristics of those in need, and the evidence base which underpins the forecasted demand for the next seven years.

	Net	Rationale	Accommodation type that would best meet need
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Adult provision

Mental health inpatient discharges from the Bradgate Unit	27	Based on current rates of discharge as per Health's advice	Step down supported living (27 units).
Transforming Care and Ministry of Justice	8	Based on inpatient client list for Leicester where individuals have been identified by NHSE as needing supported living	Specialist supported living scheme (4-6 units).
Total	35		

New provision for statutory cases

Diversion from residential to supported living/extra care (people of working age and older people)	80	Placements into residential care that could be avoided through new provision	Extra care/supported living
People on the waiting list for supported living (older people, those of working age with LD, AMH, PD)	18	Includes a potential cohort of people with dementia that could benefit from alternative provision	Extra care/supported living
Total	98		

	Net	Rationale	Accommodation type that would best meet
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New provision to delay entry into statutory care

People on the housing register awaiting sheltered accommodation (over 60 years of age)	15	Based on eligibility	Extra care
Council tenants in existing sheltered housing who are known to social care	57	Based on current population of sheltered (14 council run) who are known to social care	Extra care
Total	72		

Respite provision

Respite unit for people with complex disabilities	8	Based on data from transitions, those accessing respite through care	Specialist scheme 8 units
Total	8		

Replacement of sub-standard existing provision for statutory care and sheltered housing

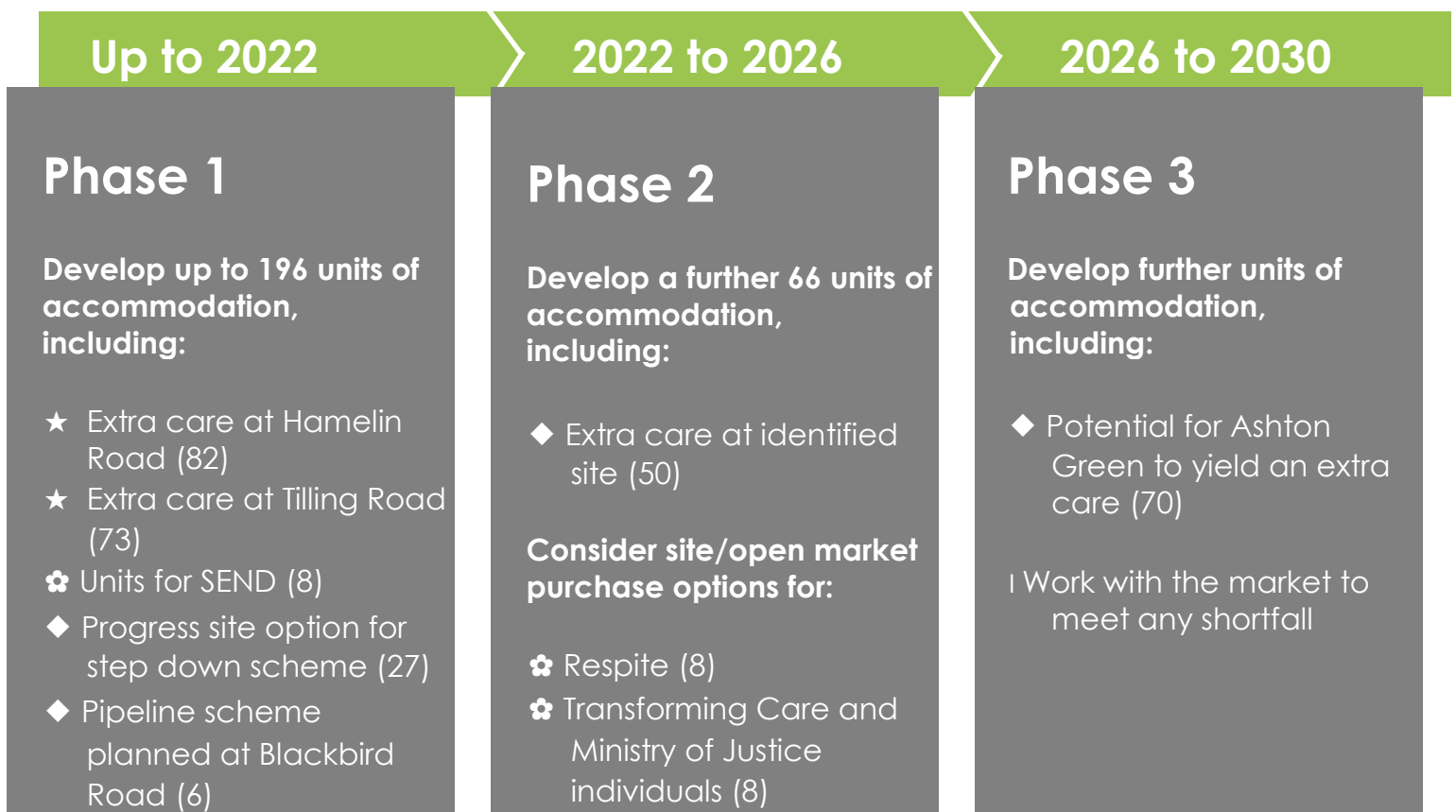
Shared housing for people with learning difficulties and two council ex-sheltered supported living schemes	160	Number of units available in the shared houses (117) plus the 43 units in the two ex-sheltered schemes	Extra care/step down scheme
Total	160		

Total Adults 373

	Net	Rationale	Accommodation type that would best meet need
Young people provision			
Young people (SEND) eligible for adult social care support	8	Based on current intake rates	Specialist supported living scheme (4 units) and shared house (4 bed)
Looked after children 16-17 years	4	TBC - alternative provision for those stepping down from residential	TBC – work will be done in partnership with children's colleagues to identify move on options
Care leavers 18-25 years (not requiring adult social care)	11	Pilot alternative provision through extra care when built	Extra care
Total	23		
Total Adults and Young People	396		

Proposed development priorities and anticipated delivery of existing pipeline supply

The following table details the proposed phasing of the work required to deliver up to 396⁴ units across the ten-year period. The strategy recommends four new bespoke developments are progressed. There are also four existing pipeline schemes which will help meet the anticipated demand.



Key

- ★ Development planned with completion dates indicated.
- ◆ Development planned but with no firm completion dates (though timescales for delivery have been indicated)⁵.
- ✿ Sites and locations (>0.5 hectares) required to progress development/purchase. These will seek the necessary approval.

⁴ The figure of 396 is in addition to the demand for the two extra cares being progressed at Hamelin and Tilling Roads. The total demand therefore is for 551 units across the seven years. ⁵ Note these are subject to change.



What Are We Doing:

our future commissioning intentions and working with our market

- This strategy is based on the premise that as a local authority we may not be able to build all the accommodation that will be required over the next ten years. Therefore, we welcome the opportunity to work in partnership with organisations that can support this aspect of our work.
- This strategy is about communicating current supply, anticipated demand and our future requirements. To help facilitate this we will ensure there are regular opportunities to continue those conversations with commissioners.
- The recommendations made in this strategy constitute gaps in our current provision, where for some of our more challenging and/or complex groups, we are currently faced with a lack of suitable accommodation. Responding to this, recommendations include the development of four specialist units, including respite accommodation.
- The detailed assessment of demand found that 563 units of accommodation were required over the forecasted period, noting that the 155 units at Hamelin and Tilling Road are confirmed. This leaves a shortfall of 396 units which the strategy seeks to address.
- The proposal is that the type of accommodation and sites to be developed are done in three phases, over the next 10 years. The timeline is based on the actions required to move from proposal to delivery.
- If all the proposed schemes are approved for development or are achieved for social care, this will deliver in the region of 177⁵units over the 10-year period.
- However, this will leave a shortfall of approximately 219 units, and it is proposed to approach the open market, especially the local registered providers to determine if they can support the delivery of the additional homes. Of particular interest will be areas less well served by supported living and extra care provision. Appendix A details the location of the existing supply in the city.
- It is anticipated that the majority of these units will be developed in partnership with other organisations with the use of Right to Buy receipts.

⁵ This figure does not include the 155 units that will be delivered as part of the Hamelin and Tilling extra cares.

- We will work in partnership with providers to meet the expectations of the new care and support service arrangements. Ambitious key performance indicators will drive performance, reflecting a vision for high performing, highly personalised, value driven services that support the concepts of enablement, living well and recovery.
- There are several influences on all this that require this strategy to be fluid. Our move towards integration and the move to reduce our reliance on, and develop alternatives to, residential care are two good examples of this.
- At the centre of this is a commitment to work in partnership. We also recognise the need to develop a model of co-production. This will ensure we work together – with those using our services, their carers and families and those supporting them – to ensure the services we commission meet aspirations.
- We will continue to review services to build an accurate picture of where additional provision is required, where it is in excess and to identify the type of accommodation that is needed in the right location. A key part of the work required is looking at what provision we need for our older populations and whether the planned and pipeline developments meet this demand.
- The delivery plan sets out how we intend to achieve our vision for supported living between now and 2031. The table below represents a summary of a more detailed delivery plan; its purpose is to inform those we support, our providers and other partners of the priorities for development so that we can work together to achieve our strategic aims. All the actions we want to achieve are underpinned by key performance targets that are specific and measurable to allow us to evidence and evaluate our success against our stated ambitions.



Delivery Plan for Supported Living and Extra Care services 2021 - 2031

What we need to do and how we will do it

We need to have better mechanisms in place to monitor demand and performance so we will:

- Continue to work closely with key teams to ensure that the needs of the people they support are captured and reflected in the demand analysis.
- Agree a timeline for refreshing our demand forecast to ensure we are accurately anticipating likely demand across the ten years.
- Continue to review and improve the evidence for cohorts where we have limited knowledge and/or intelligence about their accommodation needs.
- Continue to build our evidence base for developing extra care as an alternative to residential care evaluating the success of our preferred model of 18+ mixed communities.
- Undertake a formal review of the shared houses social care has access to. This will establish the quality and cost effectiveness of the provision and how well this housing meets peoples' need. This will involve talking to the residents and the landlords.
- Establish co-production opportunities for specialist builds and/or where individual properties need to be purchased to enable people we support to input into the design and to ensure the property reflects where and how they want to live.

How we will know we have achieved it

In the short term (1-3 years):

We will continue to work closely with key teams across care management and health to further improve our knowledge and awareness. Mechanisms for refreshing needs assessments and a process for co-production is put in place.

In the medium (3-5 years) to long term (5-10 years):

Improved commissioning practice (which includes co-production) and informed decision-making results in a sustainable portfolio that meets demand. The people who access our supported living service tell us they feel safe, secure and well supported.

What we need to do and how we will do it

We need to secure a steady and sustainable new supply of appropriate accommodation so we will:

- Support the market to navigate the impact of any planned welfare reforms.
- Launch this strategy and develop key documents to support the market to respond to our requirements including developer brief and better information on our website.
- Continue to explore opportunities to support the development of new accommodation as per the recommendations made in this strategy.
- Continue our work with health to embed housing priorities into the integration agenda.
- Explore potential models for housing and support, such as community living networks.
- Develop our options for securing accommodation from the market and undertake a comprehensive review of the quality and cost effectiveness of the current portfolio.

How we will know we have achieved it

In the short term (1-3 years):

Improved understanding of the specific needs of all cohorts. Our market is better informed as a result of the publication of key documents/information and this results in productive partnerships and the new supply of accommodation. This may also see us repurpose or decommission accommodation that no longer meets needs.

In the medium (3-5 years) to long term (5-10 years):

- We better understand the value of different housing models including the community living network approach for our statutory provision.
- We have a portfolio of properties that offer high quality accommodation.
- There is a pledge between health, housing, social care and support sectors that supports this work.

- Individual development projects are progressed and achieved.

What we need to do and how we will do it

Launch the new care and support model to ensure we have the best arrangements in place to commission support.

- Work with our support providers to implement the new care and support services and performance monitoring arrangements.
- Continue dialogue with care management and other stakeholders on the approach we take to ensure we commission for all needs, including those with the most complex requirements.
- Explore the opportunities for increasing and maximising the use of assistive technology.
- Consider the opportunities for developing and piloting individual service funds (ISFs).

How we will know we have achieved it

In the short term (1-3 years):

New arrangements are launched in November 2020.

We will engage with the market, establishing better mechanisms to have those conversations more regularly.

In the medium (3-5 years) to long term (5-10 years):

There are opportunities for the increased use of assistive technology in the provision of supported living and extra care and we understand the benefits of ISFs through a pilot programme. Further consideration is given to developing this option for people in Leicester.



Additional References and Guidance

This is an overarching strategy which will be supported by a suite of key documents and information which are intended to communicate our preferences and aspirations for supported living and extra care in the city.

The accompanying Appendices document and links below set out:

- Existing supply in the city (Appendix A)
- The characteristics of need (Appendix B); and
- Managing new offers of accommodation (Appendix C).
- **Leicester and Leicestershire Housing and Economic Development Needs Assessment 2017**
 - The adult social care market position statement for Leicester
 - Find out about supported living on **Leicester City Council's website**.
 - Information about Leicester City Council's **affordable housing**.
 - **The Housing Learning and Improvement Network (LIN)** is a network which brings together housing, health and social care professionals in England, Wales, and Scotland to exemplify innovative housing solutions for an ageing population.

Other key national guidance and legislation that supports this work includes:

- Supporting people to live as independently as possible, for as long as possible, is a guiding principle of the **Care Act**.
- The **Transforming Care Programme** is a national initiative established to ensure that people with learning disabilities and/or autism currently in hospital settings, can be supported to live in their own home, with the support they need to lead healthy, safe and rewarding lives.
- **Mental Health Five Year Forward View** is an independent report of the Mental Health Taskforce which sets out a strategic approach to improving mental health outcomes across the health and care system. It prioritises prevention, access, integration, quality and a positive experience of care.
- Section 20 of the **Children Act 1989** is used to accommodate children who cannot live with their families. Local authorities will make use of a range of accommodation options in order to fulfil this duty.

Contacts

If you are thinking about creating or developing supported living accommodation for those in receipt of social care in Leicester city, we recommend you read Appendix C first. This is intended to help us manage new offers of accommodation.



Glossary

Accommodation-based services

This refers to the supported living and extra care services in Leicester that social care funds. Tenants in accommodation-based services receive more support than would be available through general needs accommodation, with the support being aimed at helping individuals maintain and/or increase their independence.

Affordable housing

The government's latest definition of affordable housing is housing for sale or rent, for those whose needs are not met by the market (including housing that provides a subsidised route to home ownership and/or is for essential local workers). And which complies with one or more of the definitions as contained within Annex 2 of the **National Planning Policy Framework** published February 2019 by the Ministry of Housing, Communities and Local Government.

Affordable housing obligations

The percentage of affordable housing sought by the local planning authority on mixed tenure sites, which reflects both the site size threshold and other considerations around viability. In Leicester, the type and mix of affordable housing sought will reflect the findings of the Strategic Housing Market Assessment (see CS Policy 7 of the **Leicester City Core Strategy**).

Care Act 2014

The Care Act 2014, which came into effect in 2015, places a series of duties and responsibilities on local authorities about the care and support they provide for adults. It was designed to put the individual and their carers in control of the help they receive, making care and support, and the way it is paid for, clearer, easier to access and more consistent across the whole of England.

Care and support services

These are the supported living services provided to people based on their social care and education (SCE) support plan. This sets out the type of support needed in different areas of a person's life to achieve their personal goals. There are specific services for different groups of people; this means that the support workers are appropriately trained and can understand and respond to the needs of the people they support. In Leicester the new arrangements which launch in late 2020 will be delivered in line with a set of underpinning principles. These are described below:

- **Enablement services** will support people to participate and (re)engage in everyday activities. It maximises independence, enables re-skilling, ensuring individuals can participate and integrate in all aspects of their lives as appropriate to their level of need. It is also a recovery model, helping people

to recover from a crisis or a relapse. This pathway will support individuals to increase their independence and ensure they remain able to live within their communities.

- **Living well services** will support our older people and/or those individuals living with conditions which may not improve, and which could mean their health will deteriorate over time. The living well pathway will aim to ensure individuals are supported to lead healthy and fulfilling lives, promoting and maximising their potential for independence.
- **Recovery services** will provide time limited interventions for people with mental health needs supporting their progress and recovery and maximising their independence. Individuals discharged from our acute and rehab inpatient mental health units will be prioritised for these services.

Clinical Commissioning Groups

NHS organisation set up by the Health and Social Care Act 2012, to organise the delivery of NHS services in England.

Community living networks

This is when a group of people with support needs live near each other, in their own homes, and get support from a worker to help them live independently in their community.

Core and cluster accommodation

Individuals live in single or shared flats (no more than two individuals), with their own bathrooms and cooking facilities – within a building with a shared communal area and support allocated according to need, often care can be shared if suitable, giving people the opportunity to be supported indirectly and increase independence, often this will use assistive technology to enable people to request assistance as needed.

Extra care housing

Extra care housing is housing with care aimed primarily for older people (though not exclusively). Occupants have security of tenure to occupy their self-contained units and there may be an onsite care provider providing care and support services. The Housing Learning and Improvement Network (LIN) suggests there are a set of core ingredients that define extra care, they are:

- Purpose-built, accessible building design that promotes independent living and supports people to age in place
- Fully self-contained properties where occupants have their own front doors, and tenancies or leases which give them security of tenure and the right to control who enters their home

- Office for use by staff serving the scheme and sometimes the wider community
- Some communal spaces and facilities
- Access to care and support services 24-hours a day
- Community alarms and other assistive technologies
- Safety and security often built into the design with fob or person-controlled entry.

Homes England

Homes England is the new housing agency for England, launched in January 2018, the successor of the Homes and Communities Agency, with the purpose of boosting housing delivery.

Housing needs assessment

Studies carried out by local authorities to assess future local housing need, including market housing as well as affordable housing need. Also including the type, tenure, size for market as well as affordable housing.

Housing related support

Housing related support has its roots in the Supporting People Programme. Although not a statutory service, housing related support is support that helps vulnerable people improve their quality of life and wellbeing by enabling them to live as independently as possible. Housing related support is preventative in nature and is designed to prevent people requiring more intensive forms of care and support. In 2009 the ring fence over this funding was removed which means that local authorities now have discretion over how to use the funding to best meet local need.

Individual Service Fund

An Individual Service Fund is where the person chooses a provider, rather than the council or themselves, to manage their personal budget. The provider will use the Individual Service Fund to arrange services and support for the person, with their agreement.

Leicester HomeChoice

Leicester HomeChoice is a choice-based lettings scheme, where council and housing association partners advertise their available properties to rent. It allows applicants who are looking for affordable housing to see what vacant properties are available. Applicants can then choose a number of properties they wish to be considered for.

Local planning authority

The National Planning Policy Framework (NPPF) defines a local planning authority as, 'the public authority whose duty it is to carry out specific planning functions for a particular area'.

Local Plan

The Local Plan is part of the development plan document along with any other plans or supplementary planning documents that guide the future development of the local area. Local Plans are drawn up by the local planning authority guiding decisions on whether or not planning permissions can be granted.

Personalisation agenda

Personalisation means thinking about care and support services in an entirely different way. Intrinsic to the delivery of the supported living care and support services in Leicester will be personalisation. This recognises that services need to take a holistic and person-centred approach; no two people are the same so services will look different depending on the person being supported.

Pipeline schemes

Where viable, social care in Leicester is given first refusal on affordable housing allocations. This sees us express interest in sites that we feel would work well for supported living and/or extra care. This is an ongoing arrangement with our housing development department. Where this results in the development of schemes, commissioners track this as part of a planned pipeline to meet demand.

Registered providers of social housing

The terms 'social housing' and 'registered provider' are defined in the Housing and Regeneration Act 2008 (HRA 2008). Social housing includes low-cost rental (such as affordable rent properties) and low-cost home ownership. Registered providers include local authority landlords and private registered providers (such as not-for-profit housing associations and for-profit organisations).

Relet rate

When a relet occurs the accommodation unit will usually become available for a new tenant. To understand future demand for supported living and extra care accommodation any relets that take place during any given period need to be considered. Work has been done to calculate the number of relets for both supported living and separately, for our extra care schemes in Leicester. The subsequent relet rates were then factored into the demand to give the net totals shown in the forecasted demand tables in this strategy.

Residential and nursing care

Both types of homes provide accommodation, supervision from staff 24 hours a day, meals and help with personal care needs, but nursing homes also have registered nurses on duty at all times.

Strength based approach

Following a direction of travel established in social care practice in Leicester, services will be delivered using a strength-based approach. This looks at what individuals are able to do for themselves and the resources they can draw upon, including, but not limited to family, friends or local services. This will require providers to make a shift in their practice by focussing on the strengths of people and the assets of their communities rather than solely on their needs.

Right to Buy receipts

Under current Right to Buy legislation, council tenants – and housing association tenants who transferred with their homes from council landlords have the right to buy their home at a discount, with the amount of discount dependent upon the length of time as a social tenant. Local authorities are able to use the money raised from Right to Buy sales to build more homes.

Local authorities are required to spend retained Right to Buy receipts within three years. Local authorities are able to use a specified proportion of monies raised from Right to Buy sales towards the new supply of affordable housing. Where a local authority is unable to spend receipts within three years they have to be returned to the Ministry of Housing, Communities and Local Government, together with interest of 4% above base rate.

Transitions

The transitions team in Leicester works with young people who are leaving school, usually between 16 and 18, and have a physical and/or learning disability. These young people will begin to get ready for leaving children's services⁶ and become an adult. Professionals agree that it is important to support young people with additional needs as they 'transition' into adulthood.

Though there will be overlaps between these groups and work will need to be mindful of this, the three cohorts are:

- Young people who are looked after by the council
- Young people with special educational needs and/or disabilities (SEND)
- Young people entering adult services.

Sheltered housing

Sheltered housing (also known as retirement housing) commonly refers to grouped housing in a block or scheme of flats or bungalows, where all the other residents are either older, disabled or otherwise vulnerable. Leicester City Council manages 14 sheltered housing schemes across the city. These schemes offer a mix of one bed flats and studio apartments and are let to people over the age of 50, but preference is normally given to people aged 60 and over.

⁶ Some services continue until the age of 25

Social care and education

Leicester City Council's new social care and education department was created in 2018. The department brings together a range of services for children and adults.

Voids

Voids in housing terms is when a property is unoccupied for a period of time.

Leicester City Council
Social care and education
caas.carehomes@leicester.gov.uk



Appendices

Supported Living and Extra Care Housing Strategy 2021-2031

Appendix A1



Leicester
City Council

Appendix A: Existing Supported Living and Extra Care provision

Extra Care:

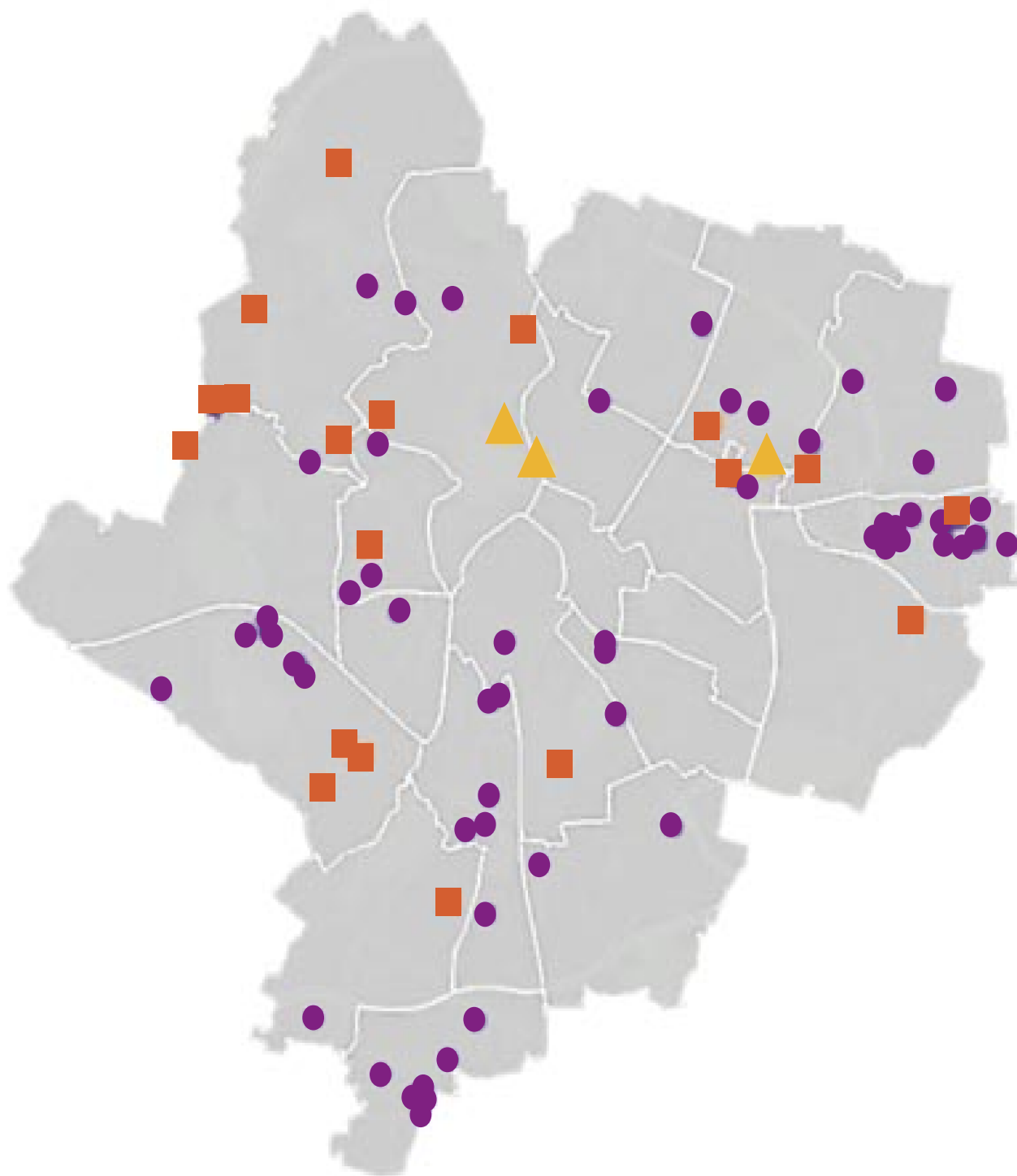
3 schemes (170 units) ▲

Shared House:

36 houses (140 units) ■

Supported Living:

73 schemes (322 units) ●



Appendix B: Characteristics of those in need

Young people provision

Looked after children (16-17)

Nationally, the number of looked after children is rising. A focus on the edge of care and permanence activity continues in order to manage and reduce the rate of increase.

Most of our looked after children will be placed in foster care or residential care. However, for some, semi-independent accommodation may be more suitable. The recommendation of this strategy, in line with the requirements expressed in the Leicester Placement Sufficiency Strategy 2020-2023, is to continue to work in partnership to look at any options for supporting a move on offer for young people aged 16+.

Care leavers (18-24)

Care leavers are young people aged over 18 who have been in local authority care as looked after children, for some or all of their childhood, others for only a few months, and have subsequently left care. Due to recent changes to legislation the numbers receiving a service is expected to significantly increase over the next 10 years as care leavers are now supported until they are 25 years old.

Most of our care leavers will be supported to move into their own independent accommodation at 18, continuing to receive support from their personal advisor. However, for some, additional housing-related support is required.

Based on placement trend data over the last three years, and considering the existing provision, the recommendation is to support the projected demand. This would be by providing individual units for up to 11 care leavers in our new extra care schemes at Hamelin and Tilling Road when developed. This would be done initially on a pilot basis to test the efficacy of this approach for care leavers who might benefit from an alternative option.

Transitions (18+)

Leicester's complex transition cases tend to be young people who are eligible for social care support, because they have complex needs and challenging behaviours.

Due to the complexity of their needs, finding the right accommodation and support is often difficult. Work has been done with the transitions

team and our supported living placement team, to ascertain some of the key aspects of design and service configuration that could work for this cohort of young people. Their views form the basis of the proposed solution. The proposal is to develop a transition service with two schemes offering transitional accommodation designed to support young people to move to greater independence and eventually, their own tenancy. The minimum stay would be for one year, on review a further year could be agreed. The maximum stay would be two years.

Scheme A: a small bespoke scheme aimed at young people with more complex needs. The recommendation is for a scheme with four self-contained units in a hub and bespoke configuration. It is recognised that this scheme would require specific design and build features best achieved through a purpose-built development.

Scheme B: would be designed to accommodate cases where there are less care and support needs. This could be a reconfiguration of an existing scheme or property and commissioners are considering options available in the current portfolio or properties currently owned by the council.

Adults provision

Complex Adult Mental Health (AMH): developing a recovery pathway

A lack of appropriate accommodation for people being discharged from hospital can lead to delayed discharges, people being placed in inappropriate settings such as residential care, and an increased risk of readmission to hospital. The Mental Health Forward View, 2016⁷ recognises the significance of good quality accommodation and its connection to good mental health, stating that 'housing is critical to the prevention of mental health problems and the promotion of recovery'.

In line with this and based on the demand we are seeing in the city⁸, work has been done to determine how we better meet the needs of people with complex mental health, particularly those being discharged from the Bradgate Unit and the two rehabilitation units (Stewart House and The Willows). In response to the numbers of people being discharged from our inpatient facilities with some form of identified housing need, a supported living service has been developed that better supports the concept of recovery.

⁷ The Mental Health Taskforce (2016) The Five Year Forward View for Mental Health, p.17, available at <https://www.england.nhs.uk/wp-content/uploads/2016/02/Mental-HealthTaskforce-FYFV-final.pdf>

⁸ The annual demand suggests that we will see 56 patients discharged with ASC and housing needs from the Bradgate Unit alone. We have forecasted this in once across the seven years.

The new supported living recovery pathway will provide a specialised 'step down' service that prioritises patients coming out of hospital with care, support and accommodation needs that cannot be met by less intensive supported living services in the city. It will also support those people in the community who due to a deterioration in their social situation are at risk of hospital admission. With an optimum capacity of 27 units, with expectations of move on between 12-15 months, this new service will meet the level of need anticipated.

An existing council scheme will be used in the interim. This interim approach would be pending the development of a scheme at an identified site which would better serve those at the start of a recovery journey, as part of the newly developed recovery pathway in the city.

Table 1: Predicted annual need for accommodation on discharge for 2018.

Source: HET and discharge teams at the two rehab units

Type of accommodation	Annual need - Discharge from Bradgate Unit		Annual need - Inpatient rehabilitation units	Overall totals
	City	County & Rutland	LLR wide	
Housing with 24/7 support available on site	4	2	8	14
Housing with regular weekly support on site (but not 24/7)	28	6	6	40
Independent accommodation with floating support services	24	6	28	58
Independent accommodation: no ASC support	86	46	0	132

Transforming Care: people with learning disabilities and/or autism

There is a well-established programme of work supporting the transforming care agenda in Leicester, Leicestershire and Rutland. The recommendations made within this strategy draw heavily on the work of the accommodation workstream and the city cases that are currently on the inpatient list. At the time of writing there are eight individuals on this list that require a supported living placement.

Leicester has a good range of schemes aimed at the learning disability cohort, with 56 of the 112 schemes available to social care providing accommodation for this client group. However, the strategy acknowledges the difficulty of sourcing accommodation for more complex and challenging individuals, with needs that are over and beyond current services. Designed specifically for people with autism and/or behaviours that challenge, a bespoke development would achieve important outcomes for the individuals being discharged as part of this programme of work.

For those cases where there is Ministry of Justice involvement, the complexity and high risk these individuals can pose, can mean planning for appropriate accommodation within the existing portfolio is difficult. These patients require high levels of support, intervention and monitoring services from more than one agency or discipline.

They are likely to require a stepping stone from short-term supported accommodation to independent living in the community. A specialist scheme which meets specific locational requirements, is well designed, purpose built and staffed appropriately could provide this stepping stone to more independent living. In line with CQC requirements (Registering the Right Support, 2017) and referencing the guidance: Building the Right Home (LGA, ADASS, NHSE, 2016), the recommendation is to provide a specialist build comprising of between four to six units to meet some of the demand from this cohort.

In addition, Leicester City Council recognises that other accommodation for this client group will be required. Where the specific accommodation requirements cannot be met by the existing portfolio, open market purchases may be pursued. These opportunities will be explored in partnership with housing providers, the council's housing department, as well as people with a learning disability and/or autism and their families.

Respite for people with complex disabilities

Respite provision provides important planned short-term and time-limited breaks for families. This break from caring responsibilities can help unpaid carers continue in their caring role, helping to prevent carer breakdown.

Respite care should also provide a positive experience for the person receiving the service.

At present all our respite provision is spot purchased. Consultation with care management colleagues confirmed that respite provision for those with a learning disability, particularly those with profound multiple learning disabilities and within the transition service is not readily available and as such appropriate respite provision can be difficult to source. This is having a detrimental impact on families who rely on the availability of respite care to support them in their caring role.

This strategy presents an opportunity to develop a specialist registered scheme that could provide eight beds for respite care. This would provide a more specialist respite option and would mirror the sort of provision other local authorities are providing to manage the increasing requests for respite.

Re-provisioning of existing accommodation

The demand analysis offered an opportunity to review the quality and cost effectiveness of the current portfolio of properties social care currently has access to. Shared houses tend to be less cost effective – vacancies are hard to let due to the existing established households which puts off prospective tenants. This often leaves the council paying an ongoing void cost. The recommendation made in the underpinning delivery plan is to develop a separate workstream to review our shared housing. This review will also extend to two council owned ex-sheltered schemes.

New/alternative provision for statutory cases: placements to avoid residential care for older people and people of working age

The right combination of accommodation and support can mean individuals remain independent for longer, reducing the need for more institutional forms of care. Over the next ten years, by increasing the range of housing options on offer, we could divert a range of people that might otherwise have been placed in residential care. This demand will be met by either placement into our existing portfolio of supported living or through the new extra care provision being progressed through the developments planned.

New provision for statutory cases: conversion from community care for older people and people of working age

This considers the current supported living referral list which is a list of people waiting for supported living placements held by the supported

living placement team – at present this has around 80⁹ people on it. The forecasted figure is based on the rate of moves that this team has made in the past. It also includes a cohort of people living with dementia who could benefit from alternative accommodation. A programme of work is identifying people of working age (18-64) currently placed in residential care who could benefit from a move to supported living.

People on the housing register awaiting sheltered accommodation and those in sheltered housing known to social care

Work has been completed to ascertain how many people currently waiting for sheltered accommodation and those currently residing in sheltered housing with social care needs, who could be considered for an Extra Care style of provision. This would be a way of preventing, reducing or delaying their future care needs by providing an alternative housing option with onsite care.

People requiring fully adapted properties

There is an opportunity to work alongside housing colleagues to try and meet the demand for fully adapted accommodation through the design and delivery of the extra care currently planned. It will not be possible to meet all the current demand, but work will be done to maximise the availability of fully adapted units through the planned new extra care sites

.

Extra care

In line with our social care strategic priorities the strategy aims to look for opportunities to improve our offer to older people and those with a physical and sensory disability as a way of helping to maintain independence. An Extra Care style development could support people to continue to live independently if that is right for them.

The key factor differentiating extra care from sheltered or retirement housing is the 24-hour presence of care and support staff. Extra care is mostly for older people, but not exclusively. In Leicester we have successfully developed 18+ independent living schemes using the same principles. Our schemes tend to offer a 'home for life' for residents; the building design and construction is flexible to adapt to changing needs with 'extra care' which allows people to maintain an independent lifestyle.

We recognise the needs of those who are older, those people living with dementia and those people living with a physical and/or sensory

⁹ As at December 2019

disability and the recommendation would be to progress an extra care development able to support their needs as a way of enabling independence and preventing or delaying care and support needs.

Appendix C:

Managing new offers of accommodation

We would like to ensure there is a consistent approach and response where new accommodation is being created or proposed within the city as supported living. The development of accommodation or accessing property for the people we support is the responsibility of the strategic commissioning team. The reasons we would like to better explain the process is that we have examples in the city where:

- | Accommodation may not be sustainable in the long term e.g. shared housing where there is less demand; we can end up carrying voids in these properties which are harder to fill and for which we can incur void charges. | Inconsistent standards in the quality of the accommodation.
- | Inappropriate rent setting from the outset that potentially leaves the individual who use services liable for costs that are not affordable.
- | High cost packages of support linked to the new supply of accommodation.

The preferred process for new supported living accommodation is that initial contact is made with strategic commissioning via **caas.carehomes@leicester.gov.uk** with the subject header: Supported Accommodation.

Part of the work we do is ensuring that any new supply of accommodation is fit for purpose, cost effective and meets current and future need.

There are a number of factors which need to be considered, including:

- procurement rules and the existing processes (Supported Living Framework) for new business;
- does it meet social care and education's strategic priorities and is it a sustainable offer;
- the expected level of rent and will it be met by revenues and benefits;
- arrangements that include the support needs/costs, how these will be met and whether they are cost effective; and
- the impact on the identified tenant of universal credit and whether accommodation is affordable.

It is the role of the supported living placement team to identify the right property for the people we support. This team works closely with

strategic commissioning to identify what is the current and future demand for accommodation within the city.

Leicester City Council
Social care and education
caas.carehomes@leicester.gov.uk

Appendix B: Forecasted demand and the type of accommodation that would meet it

The following information details the vulnerable client groups, the number of units of accommodation and the rationale/evidence, which determines the number of units needed and the type of accommodation that would best suit these groups. Appendix A1 provides more information about the characteristics of those in need, and the evidence base which underpins the forecasted demand for the next seven years.

		Net	Rationale	Accommodation type that would best meet need
Adult provision				
1	Mental health inpatient discharges from the Bradgate Unit	27	Based on current rates of discharge as per Health's advice	Step down Supported Living (27 units).
2	Transforming Care and Ministry of Justice	8	Based on inpatient client list for the City where individuals have been identified by NHSE as needing Supported Living	Specialist Supported Living scheme (4-6 units).
		35		
New provision for statutory cases				
3	Diversion from residential to Supported Living / Extra Care (people of working age and older people)	80	Placements into residential care that could be avoided through new provision	Extra Care/Supported Living.
4	People on the waiting list for Supported Living (older people, those of working age with LD, AMH, PD)	18	Includes a potential cohort of people with dementia that could benefit from alternative provision	Extra Care/Supported Living
		98		
New provision to delay entry into statutory care				

5	People on the housing register awaiting sheltered accommodation (over 60 years of age)	15	Based on eligibility	Extra Care
6	Council tenants in existing sheltered housing who are known to Social Care	57	Based on current population of sheltered (14 council run) who are known to Social Care	Extra Care
		72		
Respite provision				
8	Respite unit for people with complex disabilities	8	Based on data from transitions, those accessing respite through care homes/short breaks and health short breaks information	Specialist scheme 8 units
		8		
Replacement of sub-standard existing provision for statutory care and sheltered housing				
9	Shared housing for people with learning difficulties and two council ex sheltered Supported Living schemes	160	Number of units available in the shared houses (117) plus the 43 units in the two ex-sheltered schemes	Extra Care/step down scheme
		160		
Total Adults		373		
Young people provision				
10	Young people (SEND) eligible for adult social care support	8	Based on current intake rates	Specialist Supported Living scheme (4 units) and shared house (4 bed)
11	Looked after children 16 - 17 years	4	TBC - alternative provision for those stepping down from	TBC – work will be done in partnership with children's

			residential	colleagues to identify move on options.
12	Care leavers 18-25 years (not requiring adult social care)	11	Pilot alternative provision through Extra Cares when built	Extra Care
Total Young People		23		
Total Adults and Young People		396		

Supported Living and Extra Care Housing Strategy

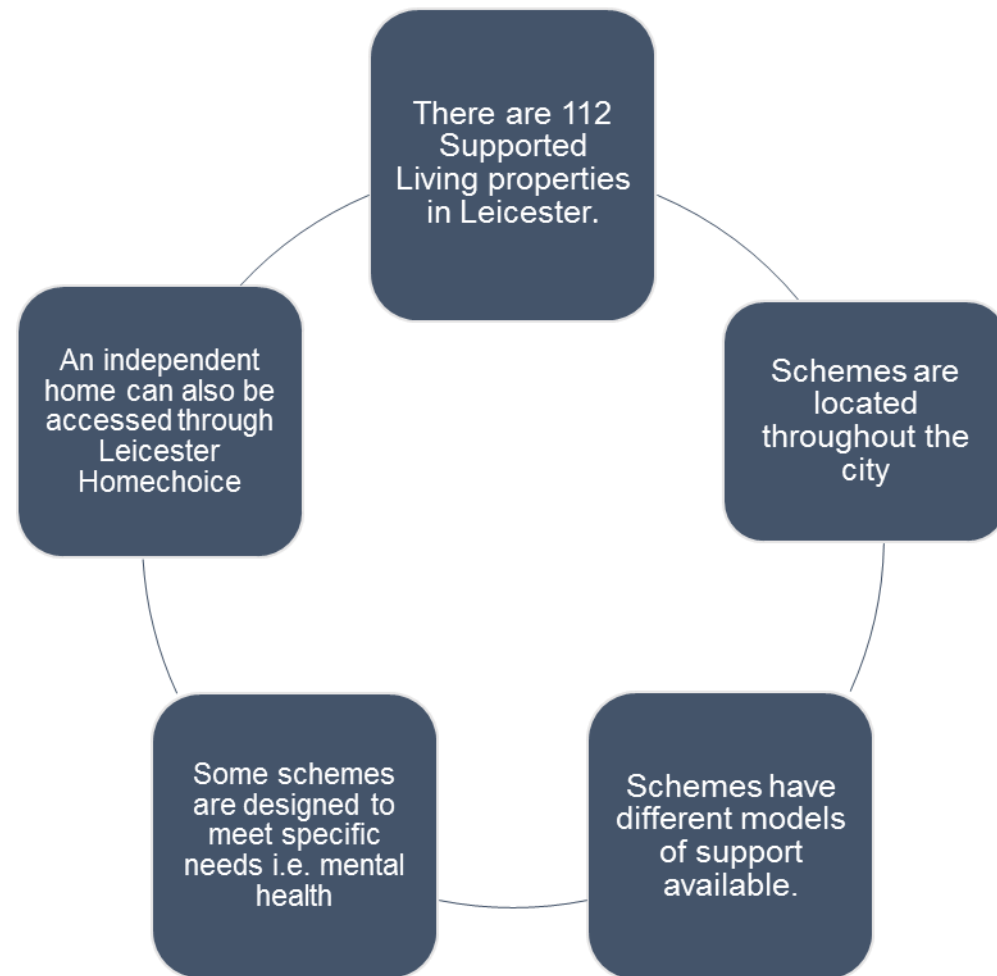
Ten-Year Plan (2021-2031)

Our Vision and Values

- This strategy provides a vision and high-level programme of work which is designed to:
- support Leicester City Council's social care and education department's strategic priorities;
- meet the needs of vulnerable people with an identified housing need, offering security of tenure and greater independence; and
- identify opportunities to make best use of our current and future property portfolio.

Supported Living in Leicester City

- Leicester City has a range of Supported Living options, including:
- **Self-contained properties in schemes** with onsite support and a communal hub.
- **Self-contained properties with floating support.**
- **Shared houses** with floating or onsite support.

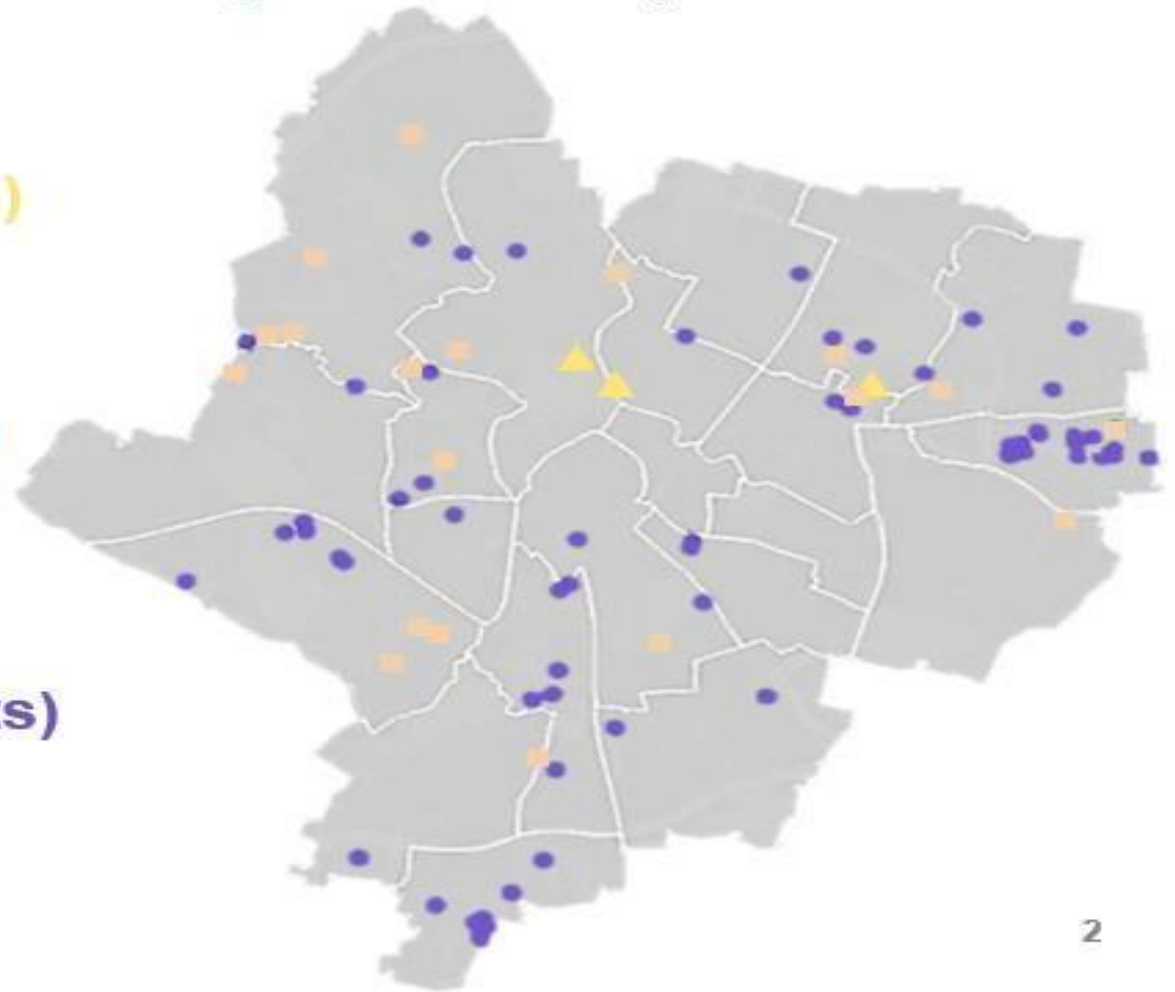


Overview of Current Provision

Extra Care ▲:
3 schemes (170 units)

Shared House ■:
36 houses (140 units)

Supported Living ●:
73 schemes (322 units)



Who We Currently Support

- A total of 559 people accessed a Supported Living service during 2018/19. Of these people 26% were in receipt of a direct payment.
- The majority (89%) of the people we currently support are of working age.
- The average age is 43.
- A significant number (90%) have a learning or mental health related disability.

Forecasted Demand

- Over the next 10 years 396 units of Accommodation is needed in the City as follows:
 - 373 adult accommodation Units
 - 23 units Young People Provision
- A number of schemes are already in development phase
- The expected shortfall is in the region of 208 units of accommodation.

Developing the right Accommodation

- The strategy outlines the plan for developing additional supported living and extra care accommodation for Leicester city over the next 10 years, which:
 - Offers greater independence and reduce the use of residential care
 - Meets the demand for accommodation
 - Offers security of tenure
 - Replaces poor quality accommodation currently available to social care

Any
questions?