

# GUIDANCE PACK FOR APPROVED PROVIDERS (APL) FOR CARE SERVICES IN SUPPORTED HOUSING

NOVEMBER 2020

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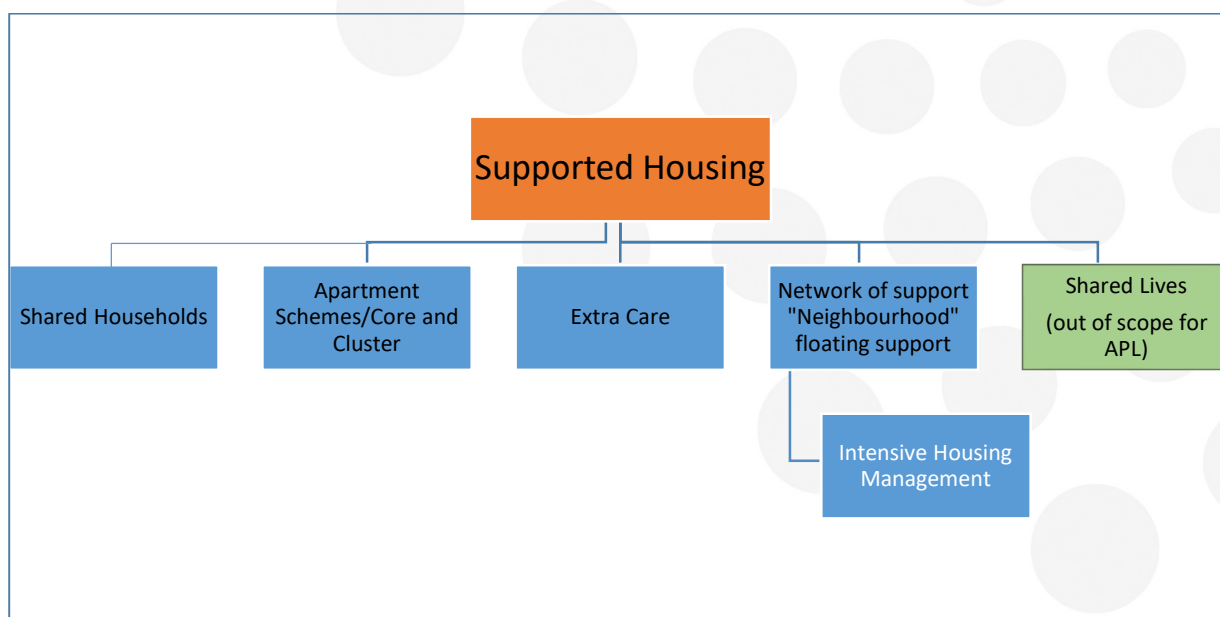
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## 1. LCC Vision for Care and Support in Supported Housing in Lancashire

Our vision is that the Council will work with its partners to offer a range of supported housing options which will result in people being enabled to live independently and to be healthier, happier, safer, more independent and supported in their communities.

Supported Housing will be a generic term which is not service user category specific and can be accessed from a 'menu of provision' according to the environment and setting which best fits the needs of the individual/s.



Current supply does not represent the above provision which is inequitable as the vast majority of supported housing is currently represented by shared households and therefore there is a clear need to redress the balance. 66% of Service Users with a Learning Disability are sharing houses for between 2 and 5 people. Shared households represents provision which has been in existence for decades and whilst this provision is still the best way of meeting need for some people, there is a need to modernise with the recognition that many people's expectations are now to live in their own self-contained accommodation with their own front door and with good access to community facilities. Compatibility of people within a shared house and whether people have an informed choice over who they live with are major issues. Often a choice is based on current availability. Some people find it difficult to share a house, and their choice may have been restricted depending on the vacancies that were available at the time they moved.

By providing a better offer of care and support in accommodation that meets people's current and future needs (subject to availability) will enable people to have choice and control over where they live, who they live with and the support they receive.

## 2. Housing Care & Support Strategy 2018 (click to follow link)

Our ambition is to work with our key partners to develop a range of high quality Housing with Care and Support schemes across Lancashire by 2025 for both older adults and younger adults with disabilities. This will enable many more people to remain safe and independent in a suitable home environment that connects them to other people, their community and services they need or might need in the future.

Housing with Care and Support is accommodation which has been designed, built or adapted to facilitate the care and support needs that its tenants or owners may have now or in the future.

For younger adults with disabilities, it means new apartment schemes with each scheme usually incorporating around 12 homes. (Extract from the strategy)

## 3. LCC Market Position Statement (click to follow link)

### 4. Overview of current accommodation - Younger adults with disabilities

Current supply of Housing with Care and Support is not equitable across Lancashire – there are too many properties for shared households and not enough modern apartment schemes which is restricting choice.

Shared households provision has been in existence for decades and, whilst this still represents one of the best ways of supporting some people, there is a need to offer more apartment schemes. This is because many people expect to be able to live in their own self-contained accommodation with their own front door.

There is also a need to shift to a model of Housing with Care and Support which is more financially sustainable and enables opportunities for improved independent living. This includes an alternative to residential care settings, which can easily lead to a home for life, institutionalisation and create dependency unnecessarily.

There are people currently living in residential care who may want to progress to be more independent in a community setting, but there is a lack of availability of suitable accommodation, such as apartment Schemes.

#### **Key facts ( source Housing with Care & Support Strategy 2018)**

- In the LCC area there are over 1,500 adults with a learning disability/autism receiving care and support in over 700 settings (mainly shared households with an average gross weekly cost of £928 per person)
- There are already @ 40 apartment schemes, in the 11 LCC district council areas, however very few match with LCC strategic intentions
- LCC is currently paying rent voids on 36 properties (costing £0.614million per year) and support voids on 71 properties (costing £2.37million per year)
- LCC has Housing Management Agreements with nine landlords
- Some HMAs have an Early Sales Clause. LCC estimate a typical penalty would be in the region of £30,000 to £60,000 per scheme

- Approximately 50 per cent of care providers invoice LCC for support voids, so the potential full costs could be more significant
- LCC has a large adult disability supported housing service with increasing numbers of vacancies.

## 5. Maximising Occupancy Policy

The Maximising Occupancy Policy was approved by Cabinet in July 2020.

There are in the region of 700 properties classed as 'supported tenancies' across Lancashire, with approximately 160 of those properties carrying one or more vacancies (approximately 225 vacancies in total according to 2019 figures). Vacant tenancies place a financial strain on the remaining tenants and sometimes on the housing and support provider, and on the resources of the county council.

The number of vacancies in supported housing look set to rise as some properties will not meet the needs of an ageing population. The composition of households will change with some moving out into alternative accommodation as new apartments are developed, others will sadly pass away, and new tenants may be referred to vacancies which may not necessarily be their first choice. Tenants will pass away as they age, new tenants will move in but do not want to be there, some tenants will move out and as alternative options are developed some tenants will choose to move on to alternative solutions, leaving former co-tenants behind.

Strenuous efforts continue to be made to find suitable people to fill these vacancies. Many have been vacant for a considerable length of time with no realistic hope of ever filling the vacancy. The Maximising Occupancy Policy provides a mechanism to review the sustainability of supported housing and decommission properties that are no longer viable to minimise under occupancy and utilise public resources more effectively.

## 6. Positive Living Options Team

The Positive Living Options team has been established to support the implementation of the Housing with Care & Support Strategy. With a specific focus on the Modernisation of Care and Support in Shared Housing for an initial two year period.

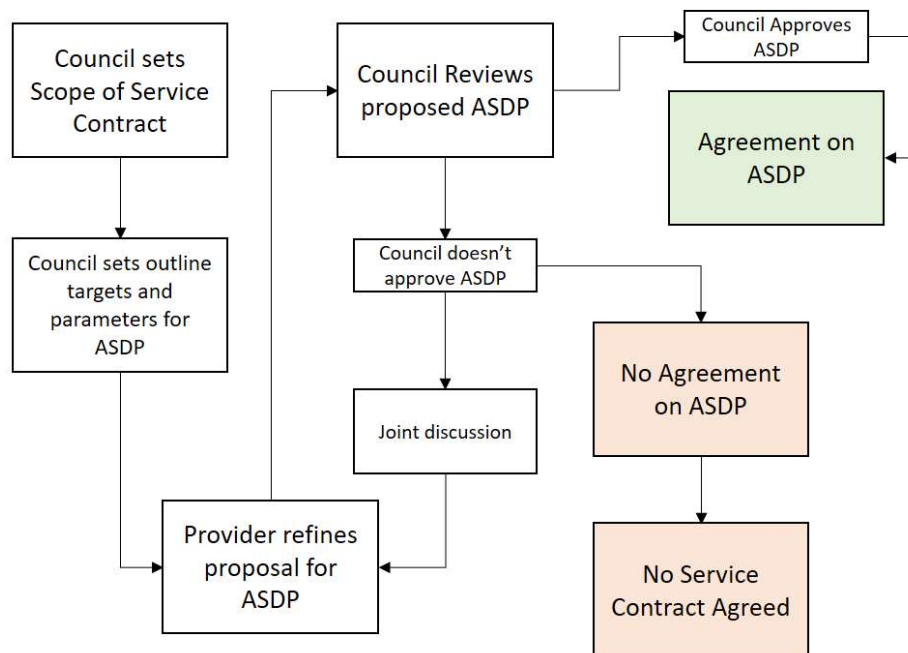
The aim of the team is to manage the pathway into shared housing for people with care and support needs by developing a range of accommodation in Lancashire. This will give service users a choice of accommodation and will also reduce the costs of properties that are no longer financially viable by:

- a) the PLO Team to work with service users, families, advocates to identify alternative accommodation in new apartment schemes or other shared houses with a vacancy
- b) continuing to support strenuous efforts to fill shared household vacancies with people who are in need of housing and support.
- c) develop new apartment schemes of between 6-12 apartments
- d) develop other accommodation according to identified need
- e) to decommission unsuitable care and support arrangements based particularly in
  - under occupied shared houses as part of the Maximising Occupancy Policy. Many have been vacant for a considerable length of time with no realistic hope of ever filling the vacancy
  - review of the needs of people in smaller 2 and 3 bed shared houses.

**Decommissioning Plans** – they will identify any properties with vacancies which are no longer financially viable from a County Council perspective. This will include a review of any Housing Management Agreements where LCC has to pay either a rent cost or support cost. There may also be an early exit clauses such as making up the balance on a sale deficit. A decision will be made on a case by case basis on each property to decide if they should be decommissioned.

**LCC Approved Provider List (APL) Annual Service Development plans –**

## ASDP Creation



APL providers will be required to produce an Annual Service Development Plan to respond to the changing needs of existing service users, manage the growing problem of vacancies in shared houses, this may require alternative accommodation which reflects the Housing with Care and Support Strategy. The ASDP will be created before the commencement of a Service Contract and will be reviewed annually.

The PLO team will review ASDPs and decommissioning plans to assist in the development of new apartment schemes in areas of demand as identified in the Housing LIN assessment report across Lancashire. They will work with Housing associations and private developers to identify suitable development opportunities, which will be approved by the Head of Service. New build schemes could take between 6 -18 months to build, whilst conversions of existing properties into apartments could be completed in a much shorter timescale.

LCC have agreed criteria that the new accommodation and apartments need to meet around size, accessibility and access to local amenities.

If the development is being built by a housing association they will provide the housing management function once it is completed.

## 7. Approved Provider List – Call off procedure

Lancashire County Council (LCC) currently purchases care services in supported housing to support to people across differing client groups such as mental health and physical disabilities, but the majority of provision is with learning disability and autism.

The APL will provide updated, fit for purpose, contractual arrangements with the mechanisms to deliver service improvement. Service contracts with providers awarded as call-off contracts from the APL will be up to 10 years in length, with initial periods, break points and potential extensions configured to balance the stability of care for service users and manage service provider performance.

LCC intends to take a flexible approach to procurement that will seek to minimise disruption to service user's current care and support arrangements whilst being compliant with procurement regulations where it is required that:

- Specification requirements are met
- The council can be assured regarding the cost and quality of proposals
- Time limited
- Responsive to new need and demand from service users issues raised
- Number of pathways to deliver supports for existing and new service users

LCC will provide additional information to assist APL providers when submitting applications for mini-competition via the call off arrangements. These will typically include information in the Service Contract Data form:

- Details of the service and people intended to occupy if not already determined
- Service specific requirements - Support Model
- Draft Housing management agreement or similar
- LCC commitments to service set up
- Service Contract Data form
- Any relevant staffing or TUPE information
- Shared Support agreement

LCC will be monitoring the performance of providers in delivering care and support services. We have set out our commitment to adopting the 'Progression Model' with APL providers and to embed our strengths based approach to assessing individual need and improve outcomes for younger adults with disabilities. We will be identifying what people are able to do now and will task our APL providers to deliver supports which enable people to continue to learn and develop skills and manage risks positively. The approach must support the wider system of care and support a focus upon enabling each individual with disabilities to progress to higher levels of independence over time we will be reviewing the level of progress made in achieving the identified service and individual outcomes.

## 8. New Developments & Role of the onsite Care Provider

The housing provider typically asks or requires the onsite APL provider to carry out the housing management functions within the property/properties such as reporting repairs and monitoring onsite facilities and facilitating the process of on behalf of the landlord in relation to sharing and discussing



tenancy agreements with nominated individuals. The housing provider may have to entered into a lease agreement with the developer, and guarantee the rent payments to the developer.

Once the scheme has been commissioned, and planning permission is granted for the proposed development. The Care provider will be asked to sign a Service Level Agreement or Management Agreement with the Housing Provider, which will set out some specific Housing Management tasks, typically undertaking property reporting repairs, health and safety and fire safety checks.

Other examples could be

- Managing nominations for vacancies
- Care provider liable for voids – usually Housing Provider builds in a void period where the void is covered etc....

## 9. LCC Housing Portal

LCC has established a Housing Portal to upload the details of vacancies within properties to assist in raising awareness of local specialist housing options. An APL provider will be able to share and upload pictures and information of the vacancy in their service/property. APL providers will need to prepare details for each property they support.

Typically the details should include – photographs of exterior, interior, shared spaces, bedrooms, bathrooms and gardens etc.

- Must specify access – e.g. wheelchair accessible, first floor or ground floor bedrooms, lifts, stair lifts etc.
- Parking arrangements for staff
- Age / sex of existing tenants (to ease compatibility)

When a vacancy arises the APL provider will need to notify the PLO team by email with the heading vacancy (PLO team contact detail) within 1week. The vacancy will be uploaded on the Housing Portal and shared with social workers seeking accommodation with people supported.

## 10. Housing Allocation Forum

LCC have agreed that priority groups for new scheme, these may be agreed via APL ASDPs or as part of a submission at mini competition

These are the anticipated scenarios when the priorities will be utilised:

- single vacancies arising in existing schemes
- multiple vacancies arising following a mini-comp to establish a provider at a new scheme,
- a number of vacancies arising from a planned closure of several under-occupied tenancies to be replaced with self-contained apartments etc



## Nomination priorities

The PLO Team will identify the service users who will be considered for the new apartment schemes, working with the local community teams, the transitions team, commissioners and the care providers. A special one off housing allocation forum will be held to decide on the referrals to the new apartment schemes, with 70 % of vacancies identified for service users who are part of the decommissioning plans. LCC have agreed that the following priority groups will also be considered for new schemes:

- people with urgent risks and safeguarding issues (however this must be demonstrated).
- looked after young people transitioning from children's services within the next three months, or other young people where their living arrangements are unsuitable.
- people currently supported in unsuitable or high cost single tenancies where the property could be shared by other service users if tenant moved out.
- people currently supported in one, two or three person tenancies where there are higher support costs than other services likely to be linked to compatibility issues between service users.
- people in under occupied properties.
- people currently supported in an out of country care arrangements who may want to return to Lancashire and may be unaware of alternative options.

LCC intends to proactively manage the risk of involved for all stakeholders when vacancies occur to provide assurance to APL providers and housing providers.

LCC has established internal processes to assist community teams and individual practitioners to make them aware of housing options and available vacancies in each area. The Housing Forum has been established to effectively manage the nomination process for vacancies in shared households and apartment schemes.

The Housing Allocation Forum receives requests from social workers and community teams which are discussed and 2 options are identified initially for consideration. Actions are agreed and workers are required to manage discussions with individuals and their families with specified timescales to ensure that a nomination is made promptly and APL providers with agreed service contracts with a vacancy can proceed to complete any assessment or compatibility screening before a date to move in is agreed or the nomination is declined.

## Nominations process

- a. Forum will consider the case and recommend a range of options that may be suitable for the SU the panel can refuse a request for supported housing if the SU can live independently with support.
- b. Approval to share LAS Supported Housing Action Plan and Assessment with APL provider with vacancy – Housing Allocation Panel notify Plo Team of agreed actions by email with instruction to forward to the chosen providers
- c. Plo Team to send relevant information including a care plan to provider for consideration, the provider will review compatibility and either agree or refuse the request. The Provider to advise Care Navigation of the outcome of the document review and must update Care Navigation within **2 weeks** *Plo Team will record the outcome for each request* )
- d. If the Provider has expressed an interest in proceeding with the referral the Plo Team will notify the Social Worker. The Plo Team can then request an assessment from the provider to

develop a support proposal based on SW assessment of need, further **7 days** to make arrangements. The PLO Team can provide contact details of SW if needed

- If the nomination is accepted the APL provider will need to notify the Plo Team within 7 days via email [Plo.team@lancashire.gov.uk](mailto:Plo.team@lancashire.gov.uk)
- If the nomination is rejected the APL provider will need to notify worker Plo Team Within 7 days via email [Plo.team@lancashire.gov.uk](mailto:Plo.team@lancashire.gov.uk)
  
- e. APL Provider then return their support proposal and if relevant Package costings to PLO Team team to record and this is forward to HAP and SW. At this stage SW can discuss with SU and family the proposed placement.
  
- f. Social Worker must get approval for the Package costings. If this is approved at Complex Cases Forum the social worker can arrange to introduce the service user to the setting, other service users and APL provider
  
- g. SW to update Plo Team on the proposed start date and costs to enable the agreed Package Cost to be commissioned by Care Navigation
  
- h. The property details will be removed from PENDING on the Supported Living Database / PORTAL by PLO Team and the SW is responsible for updating LAS changing principle address

## 11.HOUSING LIN 'Housing Needs Report' (2019)

To underpin the strategy LCC worked with [the Housing LIN](#) to develop a population housing needs assessment model, which provides an estimate of the amount of supported housing needed as a guide to future supported housing development, alongside the identification of unsuitable property.

Firstly, existing data relevant to potential future need was reviewed, and then used to develop estimates of future need for housing or accommodation using existing data, alongside reasoned assumptions, drawing on local intelligence considering agreed LCC policy intent.

Data sources used included a combination of the Short and Long Term Support (SALT) returns and LCC's internal data on service user numbers.

- Population baseline
- Current housing & accommodation status
- Projecting the future population of people with learning disabilities

The likely impact of LCC's housing with care commissioning intentions. In particular:

Planned decrease in the use of residential care.

Where the use of residential/nursing care is already at or below this target it is assumed that the intention is to reduce this use by a further 1 per cent by 2030/31.

A trend towards further supported housing provision. There is assumed to be a reduction in the use of shared houses and growth in the use of self-contained apartments based on one scheme in most districts

by 2021, 2 schemes in most districts by year five, five schemes by year 10. This assumes there are between 10-12 people living in each scheme.

It is assumed that there will be some ongoing need for access to mainstream housing with care/support packages and for more cost-effective supported housing where people are living alone with 24/7 care packages.

A likely gradual decline in the population living with older family carers because of changes in expectations of people with learning disabilities as well as older carers being less likely to provide ongoing care.

Lancashire intend to refine these assumptions using local qualitative intelligence, including the housing preferences of people with learning disabilities.

### Outcome from the needs assessment

Between 18 per cent and 44 per cent of adults with Learning Disability and Autism are supported in shared housing at present across the 12 districts. Using the population needs assessment work LCC have modelled the following likely phased reduction in use of the older type of shared housing over next 10 years by this group of people.

District	Current % pop in shared housing 2019/20	Estimated % pop use of shared housing by 2030/31	Anticipated % Change
1	18%	16%	2%
2	42%	39%	3%
3	44%	40%	4%
4	29%	25%	4%
5	33%	29%	4%
6	20%	15.5%	4.4%
7	22%	19%	3%
8	35%	22%	13%
9	24%	14%	10%
10	43%	40%	3%
11	34%	29%	5%
12	28%	23%	5%

Considering the population needs assessment and decommissioning plans LCC estimate future requirements are for up to an additional 498 units of accommodation. As a result, the council set the following targets to make sure assumptions and progress can be monitored.

by 2020/21	118 additional units of supported housing for people with learning disabilities will be required in Lancashire
by 2025/26	280 additional units of supported housing for people with learning disabilities will be required in Lancashire.
by 2030/31	498 additional units of supported housing in total for people with learning disabilities will be required in Lancashire.