



Integration Joint Board

27th September 2018

This Report relates to
Item 9 on the Agenda

Particular Needs Housing Strategy Update

(Paper presented by Gary Sheehan)

For Approval and Noting

Approved for Submission by	Gary Sheehan, Locality Manager
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List of Background Papers	Supported Housing for Older People Paper 2016 Joint Strategic Plan for Older People 2012-2022 Dumfries and Galloway Housing Needs and Demand Assessment 2016 Draft Health and Housing Needs Assessment 2017
Appendices	Appendix 1 - Draft Particular Needs Housing Strategy Appendix 2 - Schedule of Tasks – PNH Strategy Appendix 3 - Development Plan

SECTION 1: REPORT CONTENT

Title/Subject:	Particular Needs Housing Strategy Update
Meeting:	Integration Joint Board
Date:	27 th September 2018
Submitted By:	Gary Sheehan, Locality Manager
Action:	For Approval and Noting

1. Introduction

- 1.1 This report provides the Integration Joint Board with a summary of the challenges, opportunities, progress and potential solutions in creating an overarching 'Particular Needs Housing Strategy' for Dumfries and Galloway Health and Social Care Partnership. The report also informs the Integration Joint Board of the observations, feedback and working systems that may impact on the development of such a Strategy.
- 1.2 A Regional and Locality development plan (Appendix 3), will be formulated as a result of the approved final strategy in April 2019. This plan will indicate clear levels of responsibilities for ensuring actions/recommendations made, are closely monitored and achieved during the term of the agreed strategy.
- 1.3 Following the review and considerations of this report, a clear plan of action will continue to progress the formulation of the Strategy by the deadline dates indicated. It is anticipated that a draft Strategy will be presented to the HSCSMT in December 2018 and a final Strategy with full development/action plan will be presented to the Integration Joint Board in April 2019. The proposed format of the draft Strategy can be seen in Appendix 1.

2. Recommendations

2.1 The Integration Joint Board is asked to:

- **Discuss and approve the proposed format and scope of the Draft Particular Needs Housing Strategy as set out in (Appendix 1).**
- **Note the process that is to be followed when developing a 'Particular Needs Housing Strategy' for the Health and Social Care Partnership, (Appendix 2 – Schedule of Tasks).**
- **Note the forms of communication, engagement and co-production that will be deployed to develop the strategy as set out within the Schedule of Tasks (Appendix 2).**

- **Note the support that will be required to deliver the Strategy as set out in section 4.3.**

3. Background

- 3.1 In December 2017, the Health and Social Care Senior Management Team agreed to recruit a permanent Housing Lead Officer post which is focused on developing a Particular Needs Housing Strategy, support the development of new housing with care projects and promote integrated working across housing, Health and Social Care. An initial report was previously submitted and noted by the Integration Joint Board in February 2018.
- 3.2 Successful appointment of Housing Lead Officer was made in May 2018. Primary function of this role is to identify, plan and develop new specialist housing projects, working effectively with Housing, Health, Social Care, Independent Sectors, Local Communities and Care Providers, to promote the continuous improvement and its link to quality as part of the delivery of 'Housing for Health and Social Care Services' across Dumfries and Galloway.
- 3.3 Insight gained from key stakeholders across the region into the pressures and challenges each Locality are presently facing, as set out in section 4. 2.
- 3.4 These stakeholders included: Locality Managers and their teams, Commissioning Groups, Intelligence Teams, Finance, Strategic Housing, Local Forum Housing Groups, Registered Social Landlords, Project/Research Groups, Health and Wellbeing Teams, Procurement, Local Communication Groups, as well as other key professionals within each Locality gaining further insight into the working systems and methods of recording valuable data.
- 3.5 There are many policies and strategic drivers that had to be referred to in assisting this gathering of information to the fullest.
- 3.6 It is known by these external and internal drivers that housing for vulnerable people within Dumfries and Galloway is delivered through the Strategic Housing Investment Plan (SHIP) by working in partnership with Registered Social Landlords (RSL).
- 3.7 In support of the Strategic Plan a 'Housing Contribution Statement' sets out 2 main objectives, these being:
- Review data from the Housing Needs and Demands Assessment in parallel with the Joint Strategic Needs Assessment, to ensure evidence-based decisions are made regarding future housing requirements for people with particular needs.
 - Contribute to the development of housing related services that reduce unplanned admissions to hospital, reduce the incident of delayed discharge and minimise the frequency of unnecessary presentations to Accident and Emergency Departments.

- 3.8 The Housing Needs and Demand Assessment along with the Joint Strategic Needs Assessment identifies that specialist housing provision plays an important role in enabling people of Dumfries and Galloway to live well, with dignity and independence for as long as possible. It is also important to say that people want to die with dignity and compassion with loved ones around them, in their chosen community, not having to be placed out with.
- 3.9 Demographic data is well known, particularly the rise in the older population by 2037 of 56% (Nrsscotland.gov.uk), alongside the projected rise of people living with dementia. The Joint Strategic Plan for Older People (2012-2022) estimated a rise of 27% in the prevalence of dementia (2850-3900) within the lifetime of the plan.
- 3.10 Within the current service provision landscape for older people there are no resources that sit between people's own homes, including sheltered housing complexes and residential care homes. This limits the choices available to people when they can no longer safely remain in their own home. Given the choice, we believe that many people would choose living in a housing style environment rather than a residential or nursing home environment if this could safely meet their personal outcomes.
- 3.11 Currently Dumfries and Galloway have 1129 residential/nursing home beds for older people with vacancies at an average of 7% and a further 6% being utilised by private or out of region residents. Dumfries and Galloway Health and Social Care Partnership (HSCP) fund 994 placements at a cost of £27.7m per annum with an average annual cost of £27831 per bed. If the Partnership makes no changes to the way we deliver services it is estimated that future demand for residential/nursing placements linked to the projected growth in over 75's population would require the need to fund an additional 507 residential based beds at a gross cost of £15.5m which could be expected to reduce to £9.6m after service user income contribution.
- 3.12 The HSCP must also consider the current and future impact on the potential increase of closures of residential services due to failing standards and financial constraints placed on care providers. This will naturally put increasing pressure on the already limited number of residential beds available to meet current and increasing demand.
- 3.13 There are an additional 3 care homes in the region that offer residential care places within specialist services; 1 care home with 9 beds for people with mental health issues and 2 care homes for people with learning disabilities or autism with a total of 21 beds. Occupancy was 100% across all three homes with five of the residents in Learning Disability beds from out of the area.
- 3.14 Care at Home provision supports 2054 older people providing 857000 hours per annum for people aged 65+. The annual cost of these services are £17.7m with an average cost of £8610 per person in relation to Care at Home and applying the same over 75 demographic projections we would require to meet the needs of an additional 1027 service users totally 406000 hours which at today's Care at Home prices would require an additional £6.7m of funding.
- 3.15 Developing resources that sit between people's own homes and residential/nursing homes will involve finding innovative solutions which meet the particular needs of

Dumfries and Galloway's dispersed rural population. Examples from elsewhere in the UK have highlighted a range of challenges for which solutions will need to be found in the relatively modest scale developments that are appropriate to meet the likely levels of demand in our towns and smaller settlements. These will need careful consideration if such services are to remain financially viable. For example, we will need to ensure that 24-hour care provision generates enough economies of scale to remain cost effective, the availability of communal space to enable social interaction without requiring unsustainable levels of support and staffing and the availability of a cost-effective meal provision.

- 3.16 There is emerging evidence which clearly supports that providing people with alternative housing with care/support models could positively impact on their outcomes. A three-year study by Aston University evidenced that Extra Care Charitable Trust's model of housing, health and social care provided opportunity to reduce unplanned hospital stays from 8-14 days to 1-2 days as noted in Aston University's research also evidenced a 46% reduction in routine and regular GP visits.
- 3.17 We now have a multi-disciplinary approach to planning for unmet needs for housing with care/support in Dumfries and Galloway for our most vulnerable people. The multi-disciplinary work of our Adult Supported Accommodation Residential Placement Panel (ASARPP) in identifying housing needs for vulnerable younger adults, as well as exploring how we meet the housing needs of some of the most chaotic service users we work with is progressing well. As a HSCP we now also have direct involvement and membership with both Housing and Homeless forums and are also part of the membership of the Common Housing Register Management team. Our part in these groups are core to the work we are currently involved in Localities and helps inform/identify local needs and opportunities within the SHIP and is evidence of the progress being made.
- 3.18 At this time and until 2021 there is an opportunity to maximise particular needs housing projects across Dumfries and Galloway as the Scottish Government are investing £70m in new housing. The detail for planned housing developments is contained within the SHIP 2017/18 to 2021/22 and this was agreed by the Council in March 2017. The Localities and the Particular Needs Housing Strategy Group (PNHSG) along with the partner RSL's are already starting to identify the priorities for specialised housing across Dumfries and Galloway and to influence these. This provides the opportunity to develop a range of housing provision alongside new and innovative models of care and support.
- 3.19 Examples of such developments have been included in the comprehensive business case submitted and approved by the HSCSMT for a new supported housing scheme in Annan. On-going work is underway gathering evidential data for potential new housing developments in Moffat and Langholm and the Housing Lead Officer is closely supporting the other three Localities to identify the need for similar schemes within their areas of responsibility.

4. Main Body of the Report

4.1 The Partnership does not currently have a Particular Needs Housing Strategy. Work has begun on developing the Strategy in its early stages, based on current legislation and national policy and will be presented to IJB by April 2019.

4.2 Each Locality has indicated through discussions what they feel are their own pressures and challenges within Health and Social Care:

- **Annandale and Eskdale** – Young adults coming through transition, displaying high support needs, i.e. Autism. Also, vulnerable young adults at risk of homelessness or sleeping rough due to high chaotic behaviours caused by alcohol, drug use and/or mental health conditions. There is a growing demand for appropriate specialist housing and support for these increasing numbers of young people. With the growing population of older people and lack of service provision or appropriate housing, i.e. care at home, residential/nursing care, there is nothing in between these models of care that offer the older people of Annandale and Eskdale the choice, for example Extra Care Housing with Intermediate Care. Extra Care Schemes are a type of retirement housing that offers an easier lifestyle for those over 55 years with a benefit of care and support as and when required. Intermediate Care is a collection of services that focus on prevention, rehabilitation, reablement and recovery. They can provide an alternative to going into hospital and provide extra support after a hospital stay.
- **Nithsdale** - Young adults coming through transition, displaying high support needs, i.e. Autism. Also, vulnerable young adults at risk of homelessness or sleeping rough due to high chaotic behaviours caused by alcohol, drug use and/or mental health conditions. There is a fast-growing demand in this Locality for appropriate specialist housing and support for these ever-increasing numbers of young people. Evidence shows some people have had to be placed out with the region due to a) lack of appropriate housing b) lack of specialist providers. This places an extreme cost on the Social Care budget. There is scope within this largest Locality to re-model some existing supported housing, i.e. sheltered accommodation as well as opportunities to re-provide existing services through means of new purpose-built homes. This could allow those placed out with the region to return to their chosen community and those in unsuitable properties to be placed in good quality housing. There are pressures placed on Homelessness Projects as these are few in number and given Nithsdale have the largest population over other Localities, there is a high requirement to build or readapt existing properties in order to accommodate this growing and unmet demand. Housing Lead Officer working closely with the management team to identify opportunities for new extra/intermediate care housing developments across the Locality.
- **Stewartry** - Young adults coming through transition, displaying high support needs, i.e. Autism. There is a growing demand for appropriate specialist housing and support for these increasing numbers of young people. Review of current housing stock, in particular, Hanover Court Sheltered Housing and Beeswing. Challenge of unknown numbers of those with a learning disability being supported at home by elderly parents

and what potential pressures and demands this will place on the Locality in terms of lack of appropriate housing and/or support to meet this demand.

- **Wigtownshire** - Young adults coming through transition, displaying high support needs, i.e. Autism. Also, vulnerable young adults at risk of homelessness or sleeping rough due to high chaotic behaviours caused by alcohol, drug use and/or mental health conditions. There is a fast-growing demand in this Locality for appropriate specialist housing and support for these ever-increasing numbers of young people. There is a general lack of appropriate housing to meet the various needs and demands experienced in this Locality. Current supported housing requires reviewing in terms of its appropriateness and usage to individuals. Housing Lead Officer has formed strong links with Wigtownshire Transformational Programme and its Leadership Team to identify new opportunities to develop innovative housing models.

Overall, within all Localities, there is a growing need to offer people more housing options available to them, rather than the general traditional services of: Supported Housing, Sheltered Accommodation, Residential/Nursing Care and Care at Home, where this type of service can be offered at times, in a safer and more engaging environment.

Dumfries & Galloway needs to become a thriving area that is diverse in various models of service types/housing and unique for its people. Reviewing existing services/housing, new build and innovative housing that is future proof, will drive the area forward, whilst at the same time meet local and national policy.

4.3 Table 1. Describes some of the areas and challenges faced during the collection and gathering of Locality information and feedback.

Table 1.

Topic/Theme	Challenge	Action/Recommendation	By Who	By When
Data Intelligence	Reports compiled by different departments can be varied and some out of date.	Assign a dedicated specialist to support with accurate data intelligence for completion of Strategy.	Senior Management to Approve for Direction to Housing Lead	30 September 2018
Strategic Housing Group	Particular Needs Housing Group requires review of its membership, attendance and focus	Review groups membership for more outcome focussed results. Dedicated administrative support is required.	Group's Lead Facilitator.	Review Next Meeting 12 September 2018
Accommodation Panel (ASARPP)	Localities within the region are unaware of <i>all</i> the various types of accommodation available to them when making nominations into vacancies.	Produce a comprehensive housing list across the region detailing each property, its location, type of user group and support available. This list will also assist with the timely filling of voids. Dedicated administrative support will be required to	Business Managers Heads of Service Commissioning	31 December 2018

		regularly update and monitor information.		
Contractual Arrangements with Housing Associations	<ul style="list-style-type: none"> Locations & conditions of some properties Payments of Voids 	<p>Full review is required on types and conditions of all L/D Supported Accommodation.</p> <p>Review of all Contractual Arrangements with Housing Associations to include payments of voids.</p>	Glen Graham Commissioning Manager for L/D and M/H	31 March 2019
Sheltered Housing Schemes	Local Authority have asked IJB to take over the Commissioning of all Sheltered Housing Schemes.	<p>Full review of all Sheltered Housing Provision is required with clarity on who will lead this review.</p> <p>Opportunities may present through this review on re-modelling some/all of the schemes, for example, Extra Care.</p>	To Be Confirmed	Review to be completed by March 2020
Current and Future Housing Developments	Clarity is required on the process to follow in relation to Locality Housing Developments.	<p>A Business Case template has been agreed for submission of housing developments.</p> <p>Clear pathways of direction would be required to detail levels of approval, for example, should small scale developments require a full business case if evidence can be shown for its viability and potential cost saving.</p>	Senior Management to Consider	End September 2018

5. Conclusions

- 5.1 This Report seeks to update and inform the HSCSMT and IJB members of the progress made since the Housing Lead Officer took up post in May 2018 in relation to the development of a Particular Needs Housing Strategy as well as noting the significant opportunities we have over the coming years to make Dumfries and Galloway unique and modern in its approach for increasing and developing new and exciting housing models.
- 5.2 The report also provides for the development and improvements of its own internal systems and functions in order to effectively create a more collaborative approach to Health and Social Care.
- 5.3 There is huge enthusiasm, energy and commitment in making Dumfries and Galloway a great place to live. Providing good and ample housing is essential for the health and wellbeing of individuals, families and our communities. Housing is a complex social determinant of health and the contribution that housing can make to health and wellbeing goes far beyond bricks and mortar, focusing on much more than just the walls within which we live.

SECTION 2: COMPLIANCE WITH GOVERNANCE STANDARDS

6. Resource Implications

- 6.1 Funding for the post of a Housing Lead Officer on a permanent basis has been agreed by the Health and Social Care Senior Management Team.
- 6.2 The ability to plan based on the totality of resources across the health and care system to meet the needs of local people is one of the hallmarks of integrated care. Medium term financial planning is key to supporting this process and identifying the transformation which is required to provide sustainable services to the local community. Over the medium term we are facing significant challenges as a result of a combination of financial pressures caused by real term reductions in funding, increased demographic pressures and the cost of implementing new legislation and policies. If nothing else changes spend would need to increase by 56% for care at home and residential & nursing spend alone over the next 20 years. One of the strategies to help reduce this expected increase in costs will be a housing strategy and whilst it is difficult to quantify how this will shift the balance of care and the partnerships cost profile it should be recognised that this will bring additional 'care' costs into the system and significant workforce challenges to meet this care need.

7. Impact on Integration Joint Board Outcomes, Priorities and Policy

- 7.1. The recommendations within this Report are consistent with the commitments set out in Dumfries and Galloway's Health and Social Care Strategic Plan 2016-2019.
- 7.2. The Report also contributes to the delivery of a number of the national health and wellbeing outcomes, namely that:
- Resources are used effectively and efficiently in the provision of health and social care services.
 - People, including those with disabilities or long-term conditions, or who are frail, are able to live as far as reasonably practicable, independent and at home or in a homely setting in their community.
 - Health and social care services contribute to reducing health inequalities

8. Legal & Risk Implications

- 8.1. There are no legal risks arising from this report.
- 8.2. A risk implication to the HSCP would be to disregard the imminent pressures placed on Localities and not recognising nor responding to the significant shift required in order to meet our ever-increasing demands and challenges within Health and Social Care.

9. Consultation

9.1. This Report has been prepared in consultation with key partners from the Particular Needs Housing Strategy Group, which has member representatives from Strategic Housing, Social Work, HSCP Locality Managers, DGHP, Loreburn Housing Association and the NHS.

10. Equality and Human Rights Impact Assessment

10.1. An Impact Assessment will be carried out for all new Housing with Care proposals.

11. Glossary

ASARPP	Adult Supported Accommodation Residential Placement Panel
DGHP	Dumfries and Galloway Housing Partnership
HSCSMT	Health and Social Care Senior Management Team
HSCP	Health and Social Care Partnership
IJB	Integration Joint Board
LD	Learning Disability
NHS	National Health Service
PNH	Particular Needs Housing
PNHSG	Particular Needs Housing Strategy Group
RSL	Registered Social Landlords
SHIP	Strategic Housing Investment Plan