

**Report No.
ACH23-026**

London Borough of Bromley

PART 1 - PUBLIC

Decision Maker:	EXECUTIVE For pre decision scrutiny by the Adult Care and Health Policy Development and Scrutiny Committee on 27 June 2023
Date:	5 July 2023
Decision Type:	Non-Urgent Executive Non-Key
Title:	London Borough of Bromley Housing with Care Strategy 2023 - 2033
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Chief Officer:	Kim Carey – Director of Adult Social Care Services
Ward:	All Wards

1. REASON FOR REPORT

- 1.1 This report sets out the background behind what will form a 10-year 'Bromley Housing with Care Strategy' and an associated action plan. This strategy will create a roadmap taking Bromley's housing with care arrangements from where they currently are to where the Council will want to be over the next 10 years in order to meet resident demand.
- 1.2 A demand and needs analysis predicts an increased demand from vulnerable adults who will need to be supported to live at home and accommodated in special housing. The developing strategy is looking to mitigate the financial risk to the Council in meeting this demand and offer residents who need extra help desirable housing and support in the community rather than in residential care homes.
- 1.3 Our vision is for older people and vulnerable adults, to have a home that will be safe, promote independence, and support good health and wellbeing, as well as quality of life. This in turn will be supported by a vibrant housing with care market that will keep pace with changes in our population.

- 1.4 The Housing with Care Strategy will also address the current issues relating to the quality of provision in some of the older units to ensure they are meeting the needs of residents through the fit-for-purpose built environment.
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2. RECOMMENDATION(S)

- 1.1 The Adult Care and Health Policy Development and Scrutiny Committee are asked to note the report and comment on the proposal.
- 1.2 The Executive are asked to approve the proposed strategy

Impact on Vulnerable Adults and Children

1. Summary of Impact: The Strategy will look to broaden the scope of 'Housing With Care' to reach a wider group of people including those with learning disabilities and mental health.

Transformation Policy

1. Policy Status: Existing Policy
2. Making Bromley Even Better Priority:
 - (2) For adults and older people to enjoy fulfilled and successful lives in Bromley, ageing well, retaining independence, and making choices.
 - (5) To manage our resources well, providing value for money, and efficient and effective services for Bromley's residents.

Financial

1. Cost of proposal: Not Applicable
2. Ongoing costs: Non-Recurring Cost
3. Budget head/performance centre: Payroll service and Information, Advice & Guidance.
4. Total current budget for this head:
5. Source of funding: Council's general fund

Personnel

1. Number of staff (current and additional): N/A
2. If from existing staff resources, number of staff hours: N/A

Legal

1. Legal Requirement; non -statutory
2. Call-in: Not Applicable

Procurement

1. Summary of Procurement Implications: N/A

Property

1. Summary of Property Implications: N/A

Carbon Reduction and Social Value

1. Summary of Carbon Reduction/Sustainability Implications: N/A

Customer Impact

1. Estimated number of users or customers (current and projected): Around 500 people
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Ward Councillor Views

1. Have Ward Councillors been asked for comments? Not Applicable
2. Summary of Ward Councillors comments: Not Applicable

3. COMMENTARY

Introduction

- 3.1 This report makes proposals on a Bromley Housing with Care Strategy.
- 3.2 A needs analysis conducted by Council Officers predicts an increased demand from vulnerable adults who will need to be supported to live at home and accommodated in special housing. The strategy is looking to mitigate the financial risk to the Council in meeting this demand and to offer residents who need extra help desirable housing with support in the community rather than in residential care homes.
- 3.3 A detailed demand and needs analysis including research on best practice from other councils is set out in the appendix to this report.
- 3.4 An early action of this Housing with Care Strategy will look to address the current issues relating to the quality of provision in some of the older units to ensure they are meeting the needs of residents through the fit-for-purpose built environment now and into the future.
- 3.5 The Council's Adult Social Care Service seeks to make Bromley an even better place to live for older people, residents with a disability and those who care for others by supporting people to live as safely, independently, and healthily as possible, with the right care at the right time. Current Adult Service strategies have a focus on developing preventive approaches to care and support, developing the residential care market and using a 'Home First' approach to supporting residents' independence. Because where people live plays a key part their quality of life and independence the Housing with Care Strategy seeks to develop more options for people to live in supported and or adapted housing in the community.

A Vision for Housing with Care in Bromley

- 3.6 Our vision is for older people and vulnerable adults, to have a home that will be safe, promote independence, and support good health and wellbeing, as well as quality of life. A model of provision that is both preventative and least restrictive will support our vision.
- 3.7 Where possible our strategy will increase the amount of Housing with Care and ideally avoid the need for residential care.
- 3.8 We want to give more people the choice to live independently and healthily in their own homes wherever possible and for as long as possible. This means adults of all ages being able to access or remain in the home of their choice.
- 3.9 Where feasible we will want to facilitate mixed tenure and mixed dependency schemes effectively managed through an appropriate built environment and the delivery of integrated models of care and support.
- 3.10 The Bromley Housing with Care Strategy will form a vision that will create a 10-year roadmap taking Bromley from where it currently is, to where it wants to be over the next 10 years.
- 3.11 Key to this vision is developing relations and partnerships with registered social landlords, private developers, investors, care and support providers and residents.

Proposed Scope of Strategy

3.12 The intention of this strategy is to extend 'housing with care' to more people and to a wider range of vulnerable adults. This will include people with learning disabilities, people with physical disabilities and people with mental health conditions.

This strategy will focus on:

- Improving the quality of both care and housing provision and making Housing with Care an attractive offer for residents.
- Working with investors and developers to understand and meet future need and demand
- Ensuring a more integrated approach with partners across Housing, Health and Social Care to deliver joined-up care and support to residents
- Developing new and innovative models of housing with care to incorporate assisted technology and flexibility through direct payments
- Streamlining pathways and processes to enable access to housing with care and reduce housing with care voids

Alignment with other LBB Strategies

3.13 The 'Housing with Care Strategy' aligns with, and compliments other Bromley strategic priorities:

- Making Bromley Even Better
- Adult Social Care Strategy
- Transforming Bromley
- South East London Integrated Services Strategy and Bromley Local Care Partnership Plan
- Housing Strategy
- Health and Wellbeing Strategy
- Bromley Housing Strategy
- Integrated Mental Health and Emotional Wellbeing Strategy
- Adult Social Care Market Sustainability Plan

Analysis of Need in Bromley: Adults with a Learning Disability and Older People

3.14 The appendix to this report includes a detailed needs analysis on how demand, driven by population change, for accommodation with care and support will change in Bromley over the next twenty years. In summary:

3.15 A predicted increase in adults with moderate to severe learning disabilities will require the Council to develop its social care offer in order to support more adults with a moderate learning disability to live in the community and to avoid the inappropriate use of expensive residential care that limits resident independence.

Table 1: Estimates of future demand for adults with a learning disability

Accommodation/housing provision	No. people accommodated 2023	Est. people accommodated 2040	Increase in people accommodated 2023-2040
Shared lives scheme	36	59	23
Sheltered housing / Extra Care Housing for LD	6	10	4
Supported accommodation / group home	250	411	161
Registered care home	126	207	81
Registered nursing home	4	7	3
Acute health care	3	5	2
Total supported accommodation	425	698	273

3.16 The analysis of the population of those residents aged 65 and over is at 58,488 presently and rising to 77,101 by 2040. Those aged 75 years plus, and 85 years plus is estimated to grow by 41%. In 2040, Bromley will have 21% of the population aged 65 and over (increase of 4%) and 4% over 85 years (increase of 1% of population). The Council will want to support more people to live in their own homes for longer through a range of services such as domiciliary care, assisted technology, support to carers, etc, and make provision for housing care that is designed to support older and frail resident who will need support to continue living in the community.

Table 2: Estimating future demand of Extra Care Housing

		2020	2025	2030	2035	2040
Care home one-third (aged 65 and above)	Cohort	514	548	600	649	686
	% change base 2020		7%	17%	26%	33%
Care home two-thirds (aged 65 and above)	Cohort	1,028	1,097	1,199	1,298	1,372
	% change base 2020		7%	17%	26%	33%
LIN: 25 units per 1,000 population (aged 75 plus)	Cohort	711	802	863	897	1,002
	% change base 2020		13%	21%	26%	41%
Bromley ASC clients: linear projected estimates (aged 65 and above)	Cohort	200	163	173	189	202
	% change base 2020		-19%	-14%	-6%	1%

As part of the research into demand and need ten local authorities, identified as best practice, were contacted to investigate and benchmark their models of housing with care and inform the strategic development. This benchmarking provided an opportunity to explore different models of housing with care, compare financial modelling and identify best practice which could be adapted for use in Bromley. Findings identified boroughs providing mixed tenure and mixed dependency schemes effectively managed through an appropriate built environment and the delivery of integrated models of care with a suitable range of engagement activities. A summary of this research is included in the appendix to this report.

Current Housing with Care Provision in Bromley: Where we are now

Extra Care Housing

- 3.17 There are six Extra Care Housing (ECH) schemes within Bromley to which the Council has nomination rights. These provide affordable accommodation with care and support for up to 271 residents with an additional 15 Step Down Assessment units.
- 3.20 The accommodation is provided by four Registered Social Landlords (RSLs), with service users holding an assured tenancy – it's their home. The Council retains sole nomination rights into these properties. Half of the stock is purpose built and delivers highly desirable units, whilst some of the stock needs modernisation and, or redevelopment.

Supported Living

- 3.21 The Council currently supports 230 adults with a learning disability in supported living in the Borough. LBB commissions and or has nomination rights for 25 properties for adults with a learning disability. Typically, the schemes are shared living flats with additional support and with residents holding an assured tenancy.

Shared Lives

- 3.22 Shared lives schemes, where a vulnerable adult lives is supported to live with a 'host family' are an alternative to traditional kinds of care, such as care homes. The Shared Lives Service in Bromley currently supports 31 people with learning disabilities.
- 3.23 The service has the potential to support more people with learning disabilities and has plans to expand its provision to support Older People.

Home Adaptations / Disabled Facilities Grant

- 3.24 The provision for people to modify their own homes to better meet their needs is key to supporting healthy independent living. Home adaptations can support many older people or those with a disability to stay in their own homes.
- 3.25 The Government has increased its funding nationally of the Disabled facilities Grant. The 2023-24 allocation for Bromley is. £2,442,564.

Mental Health Housing Support

- 3.26 The Council currently commissions a block contract for 300 hours of Mental Health floating support per week (supporting between 75-80 people per week). South East London Integrated Care Board (ICB) currently commissions a block contract for 61 units of MH accommodation (across 6 residential care and 3 supported housing services) in Bromley
- 3.28 A new support at home service will replace both Council floating support and ICB accommodation-based provision under one single service contract that supports people no matter where they live. The commissioning plans for this initiative were agreed by the Council 2022.

Market shaping to develop and deliver the strategy

- 3.29 The Bromley Housing with Care Strategy will put in place the cross-Council, interagency and public/private arrangements that will over time respond to the growing need for supported housing, whether this be support provided to people in their current homes or whether special housing and support schemes need to be developed.
- 3.30 Most housing with care provision and development will be made through a combination of RSLs and other landlords alongside care and support providers, private sector developers and will include provision for residents who self-fund their care.
- 3.31 The Council will therefore have the task of facilitating a diverse market of personalised care and support services that cannot be achieved by the Council acting on its own. Nor can the Council afford to act alone to develop the necessary provision. Innovative support solutions will emerge where the Council works together with developers, providers, and funding agencies. It also needs co-production with carers, people who use services and their families.
- 3.32 An early focus for the strategy will be identifying partners and external funders for housing with care. This will involve working with:
- Registered social landlords

- The GLA the primary funding authority for social housing in London. The GLA is giving priority to funding specialist housing and offering capital funding of 60% capital towards housing with care developments
- Private developers
- Care and support providers
- Accessing S106/CIL funds
- Council capital programmes subject to a viable business case

Community Engagement and Co – production

3.33 It is essential that the Strategy linked Action Plan reflects the voices of our residents and is shaped by those who use services, and where relevant by our wider communities. This will include both self-funders and those who are funded by the Local Authority.

3.34 The Action Plan will look to undertake engagement as part of the roadmap to inform delivery against the strategy ensuring this reflects and responds to the needs of our ever-changing diverse communities.

4 SOCIAL VALUE, CARBON REDUCTION AND LOCAL / NATIONAL PRIORITIES

4.1 There are no procurement and contract issues arising directly from this report. Any procurement and contract issues arising from the implementation of the Housing with care Strategy will be reported to the PDS Committee separately.

5 STAKEHOLDER ENGAGEMENT / USER SATISFACTION

5.1 Stakeholder engagement across Council department and with landlords, developers and investors will play a key role in developing the approach. Any stakeholder engagement issues arising from the implementation of the Housing with care Strategy will be reported to the PDS Committee separately.

5.2 Engagement with services users and their involvement in the development of options for housing with care will be vital to the success of a Housing with Care Strategy. Service users engagement and satisfaction issues arising from the implementation of the Housing with care Strategy will be reported to the PDS Committee separately.

6 PROCUREMENT AND CONTRACT ISSUES

6.1 There are no procurement and contract issues arising directly from this report. Any procurement and contract issues arising from the implementation of the Housing with care Strategy will be reported to the PDS Committee separately.

7 TRANSFORMATION / POLICY IMPLICATIONS

7.1 The Housing with Care Strategy will support the Council's transformation agenda in making Bromley and Even Better Place to Live. Any transformation and policy issues arising from the implementation of the Housing with care Strategy will be reported to the PDS Committee separately.

8 IT AND GDPR CONSIDERATIONS

8.1 There are no IT and GDPR considerations arising directly from this report. Any issues arising from the implementation of the Housing with care Strategy will be reported to the PDS Committee separately

9. STRATEGIC PROPERTY CONSIDERATIONS

9.1 There are no IT and GDPR considerations arising directly from this report. Any issues arising from the implementation of the Housing with care Strategy will be reported to the PDS Committee separately

10. PROCUREMENT CONSIDERATIONS

10.1 There are no procurement considerations arising directly from this report. New procurement will form a key part of the Housing with care Strategy will be reported to the PDS Committee separately

11. FINANCIAL CONSIDERATIONS

11.1 There are no Finance considerations arising directly from this report. Any future Finance considerations arising from the Housing with Care Strategy will be reported to the PDS Committee separately in future reports.

12. PERSONNEL CONSIDERATIONS

12.1 There are no IT and GDPR considerations arising directly from this report. Any issues arising from the implementation of the Housing with care Strategy will be reported to the PDS Committee separately

13. LEGAL CONSIDERATIONS

13.1 There are no legal considerations arising directly from this report. Any legal issues arising from the implementation of the Housing with care Strategy will be reported to the PDS Committee separately

Non-Applicable Headings:	N/A
Background Documents: (Access via Contact Officer)	Appendix 1 – Housing with Care Strategy: Needs Analysis