

**North Somerset**  
**Housing with Support**  
**Strategy 2017-2027**  
**Consultation Report**

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## 1. Introduction

1.1 North Somerset Council has authored a new Housing Strategy 2016-2021 and during the development of this plan, it was identified that a greater focus was needed on Housing with Support. The Strategy and Policy Development team were commissioned to research and draft a Housing with Support Strategy and this was carried out by Jenny Cooper during the summer of 2017. The aim of the strategy was to agree short, medium and long-term actions with regard to developing accommodation with support for these groups in North Somerset between 2017 and 2027.

Throughout the creation of this strategy a thorough engagement process was completed and a number of stakeholders and service users including the LD Partnership Board, the Older Peoples Advisory Group, Assistant Directors, Preventing Homelessness Group, Dementia Strategy Group, Alliance of LD Carers Group, People 1<sup>st</sup>, LD Providers forum and Contract Officers from within NSC were consulted and comments were taken on board, and where possible, included in the strategy.

The Strategy identified 5 key groups of clients within North Somerset that required particular focus when it comes to Housing with Support: Older People, People with Learning Difficulties, People with Mental Health Issues, People with Physical and Sensory Impairments and Younger Adults. Where issues and gaps do not fit into one of these specific categories, they have been noted and incorporated into the action plan which accompanies the Strategy.

1.2 This report details the outcome of the consultation undertaken on the draft Housing with Support Strategy.

1.3 The consultation took place from 10/07/2017 to 31/08/2017. The consultation questions were placed on North Somerset Council's E-consult system, along with the draft strategy. The Strategy was also circulated amongst the professionals within North Somerset Council and Avon and Wiltshire Partnership NHS Trust to be discussed with team members and any feedback invited.

1.4 There were 12 responses on the E-consult site: 7 giving the official response on behalf of an organisation and 5 responding as individuals

## 2. E-consult Responses

The questions and responses are below. The Housing with Support Strategy Steering Group met prior to this report and discussed the responses to the consultation. Due to the nature of the responses, the majority of them have been directly addressed however if there is no elaboration on the answer or if it is in agreement to the proposed strategy, there has been no further comment. The responses from the Steering Group are in bold below.

### **Q8a Do you think this strategy gives a clear view of the council's intentions regarding housing with support?**

There were 6 responses to these questions about the draft strategy overall. 3 said yes, one said No, 2 said don't know.

### **Q8b Are there are any areas which have not been covered that you feel should have been?**

A8b NSCP would have expected the GAP analysis to reflect that with an increased projected population who will require care generally there is likely to be a lack of care providers within the market place. – **The strategy states that *“Some of the gaps identified are specific to housing with support but some are more general issues across the housing, health and social care sectors. This document focuses purely on accommodation with support and therefore the gap analysis is made whilst acknowledging the following gaps which are out of scope:***

- ***There is a general shortage of care staff including home care to support people to live at home.***
- ***There are limited care home places for people with dementia and the quality of these is variable.***
- ***There are limited suitable residential placements in North Somerset for people with physical and sensory impairments.”***

**NSC feel that the due to the recommissioning of domiciliary care within North Somerset, there will not be a lack of providers within North Somerset. The county has been divided into five areas which, following a recommissioning exercise, have been awarded to three separate providers. There are also a number of private agencies that are working in NS and supporting the 3 commissioned agencies. It is not felt that lack of care providers will be an issue. Also, with regards to extra care/supported living, these services could potentially be put out for tender, which may attract providers from outside North Somerset.**

A8b Skills for Life is a tenancy training course (part of the Support Alliance), which helps people develop their skills and understanding around maintaining a tenancy and budgeting for their home. The ASDAN qualification is mentioned in the strategy but there is no mention of our existing tenancy support course. Unlike ASDAN, we work with all age ranges and abilities and tailor courses and sessions to the specific requirements and needs of individuals. Specific reference is made to us in the PHS. – **ASDAN training course is a pilot that is aimed at care leavers that NSC are heavily involved in, the part of the strategy that this relates to is the Younger Adults section, with particular focus on care leavers. This is only mentioned as an example of good practice and is not an intrinsic part of the Strategy action plan. Assuming the PHS that is mentioned is the North Somerset Preventing Homelessness Strategy it is already incorporated into the action plan therefore including it in the HWSS will only be repetition. Also the PHS and HWSS are supposed to work alongside each other, however it is a recognised service within North Somerset, so NSC will look into promoting this service on the North Somerset Online Directory.**

A8b More specific attention to stroke survivors. (Individual response) – **This would be looked at on a case by case basis, by way of assessment of an individual's need. The severity of stroke complications and each person's ability to recover vary widely. Older Adults or PSI sections of the strategy should be able to cover most people who have suffered a stroke and the subsequent housing needs required.**

**Q8c Do you have any additional comments or suggestions about the strategy as whole?**

A8c No (Homes Caring for Autism)

A8c In our view the preventative role that housing related support services offer is underplayed throughout the strategy. The links between preventative early support and supported housing services need to be better outlined and developed. Some of the strategic recommendations are aspirational and use vague language - they should be 'sharpened' using the SMART approach. The strategy makes no mention of the 'Supported Housing Framework established in 2016 which is presumably a key driver. (Alliance Homes). – **At present the strategy is entirely new and therefore confidence in the longer term accuracy of the projections is limited. However, these will be refined during the lifetime of the strategy as an improved evidence based is developed. On this basis, it is felt that setting non-negotiable and specific targets from at the outset of the process would be restrictive and potentially limiting. With regards to the Supported Housing Framework.**

**This relates to the Supporting People Contract. This is referenced a number of times throughout the strategy. However it is agreed, a direct reference to the Supporting People service would be beneficial.**

A8c NSCP are supportive of any proposals to reduce the overall cost for the social care system and this strategy appears to offer affordable ways of achieving this whilst improving the health and wellbeing of the target groups and therefore impacting upon health system expenditure.

A8c I would like to see reference made to Skills for Life as we work with people that fall into all categories mentioned in the strategy. We run flexible courses, from small groups over 6 sessions, to individual sessions for people with a specific need. We work with people in the PRS, social housing, Supported Housing and Trainer Flats and received referrals from 18 agencies last year. Our aim is to reduce the likelihood of eviction and I believe we greatly support a housing and support strategy. (Skills for Life - Part of the Support Alliance) – **As mentioned previously, the PHS strategy confirms the need for this support system and recommends its use, the HWSS will work alongside the PHS however, it is felt that for Younger Adults, the ASDAN course is more appropriate and NSC are going to support this approach.**

A8c Very concerned about the engagement with the population of interest. Especially older people. Have people been consulted who are receiving extra support now to see what their views are? (Individual response). – **Although there is no specific mention of engaging with the target client groups, this form of activity is likely to be most beneficial if incorporated into the action plan. There was considerable of engagement with client groups during the creation of the draft, however the HWS Project Officer will be looking to set up working groups with target clients to help shape the needs of their particular groups and source alternative ideas.**

### **Equality implications**

**Q9. Do you think that you/your service users would be disadvantaged by strategy because of your/their age, sex, disability, ethnicity or other 'protected characteristic' (as defined in the Equality Act 2010)?**

6 of the 7 Organisations said no.

A9 One (Homes Caring for Autism) said yes, adding: 'I do not see a specific reference to those people diagnosed specifically with autism'. – **The strategy states *NS Autism Strategy 2016 includes: Identification of housing options - ensure care and support plans list the desired housing and support options for people with autism. This includes planning for young people in transition and for those with older carers. Promotion of independent living - ensure the availability of Assistive Technology extends to people with***

**autism.** The strategy is written to encompass a wide range of needs across the population as a whole, but as referenced, recognises the particular needs identified where residents are diagnosed with Autism via its links with the Autism Strategy. We do not agree that the strategy, as written, will disadvantage this group and would suggest that it's improved focus on supporting independence among vulnerable residents would support those diagnosed with Autism alongside others.

3 of the 5 individual respondents said no. The other two said:

A9 As someone approaching 65 I believe my needs would be put off until I was older and fell into a different category – **Part of this strategy will be looking at preventing this kind of issue by supporting people to plan for older age. We recognise that promoting a range of choices about future housing when people first come to the attention of the council has significant benefits in assuring their future independence, wellbeing and quality of life, and may reduce the council's commitment to more expensive residential care options.**

A9 I think the reality is that the strategy will go forward regardless of any feedback. – **The results of this consultation have been considered by a steering group, and will be considered for inclusion in the final published draft. Some of the comments relate more specifically to the action plan, and they may influence how we implement the strategy in the coming years. North Somerset Council are committed to involving and engaging with residents, and organisations in the community who may be impacted by any strategy or plan.**

#### **Chapter: Older People**

**6 responses to this chapter.**

**Q3a Do you think we should focus on helping older people to plan ahead?**

Yes 5

No 1 (Individual response)

**Q3b Do you think we should develop more extra care housing?**

Yes 6

No 0

**Q3c Where is more extra care housing needed?**

A3c Location decisions need to be based on demand/need and demographic projections (Alliance Homes) – **NSC Recognise that, as part of the Market Position Statement refresh, further analysis will be required when determining sites for extra care facilities.**

A3c In major settlements in the East of the North Somerset. Yatton and Nailsea for example, which have good facilities. Probably not appropriate in remote areas. (Senior Community Link (East)) – **It is agreed that remote areas are not suitable, as evidenced by the difficulties in the past of nominations to Sandford. Yatton and Nailsea are both areas where we have identified that extra care facilities are required, and potential sites will be explored further.**

A3c Please look at your statistics (SCL Hub) – **As previously stated, due to the nature of this strategy being a first of its kind in NS, projections are subject to revision as we gain confidence in the evidence base. A key action will be checking and confirmation of these projections, to ensure they support our decision making**

A3c Inland areas. e.g. Nailsea, Winscombe, Blagdon (Individual response) – **Blagdon and Winscombe may not have the required demand and are potentially too rural to make them viable options for an extra care facility, however we will continually check our information to see if one would be viable in that area.**

A3c Portishead (Individual response). – **A facility already exists at Waverley Court in Portishead. While we have identified areas where an Extra Care facility would be immediately beneficial, we will continue to analyse the data we collect and if the demand is there, further sites in areas like Portishead with growing populations may be considered.**

### **Q3d what would encourage you to consider age specific housing?**

A3d Good quality, appropriate size, location, security, connectivity, quality services available as needed (Alliance Homes) – **This is going to be at the forefront of the design of any new service. NSC will continue to work with providers and client groups to ensure the needs of the local residents are incorporated.**

A3d Community of interest with other residents. (Senior Community Link (East)) **Engagement, links to local communities and facilities and access to activities and interests will be considered when planning any new development. This however presents an issue in very rural areas where such links are challenging to develop and maintain.**



A3d Age related problems (SCL Hub) – **This is the main driver as to why Extra Care Housing capacity is planning to be increased. With the main aim to keep people living as independently as possible for as long as possible and increasing the happiness and wellbeing and reduce the risk of social isolation of the older residents of North Somerset.**

A3d Availability to self-funders. Social factors: active residents' association, frequent events e.g. coffee mornings, talks. (Individual response) – **As mentioned above, this would be considered when procuring care services in extra care provision. NSC would be keen to ensure that any provider that takes on the care element of an ECH facility are proactive with regards to activities and engagement with tenants. With regards to Self-funders, mixed tenure needs have been incorporated into the strategy.**

A3d Sheltered accommodation. (Individual response). – **The action plan attached to the strategy states “Undertake a mapping exercise to fully scope all sheltered provision in the area and how it is used. Consider recycling accommodation for other groups. Align change in use to ECH development to provide alternative accommodation for tenants.”** Therefore NSC recognise the valuable resource that Sheltered Accommodation provides, and the role it has played in providing safe, secure housing for local people for many years. However we need to confirm that it is currently fit for purpose, and to consider how it fits into the wider strategy of providing housing with support.

**Q3e Are there other housing models we need to develop?**

Yes 4

No 0

Don't know 1

A3e Ethical equity release schemes for equity rich cash poor owners (Alliance Homes) – **The aim of this strategy is to help people find the most appropriate accommodation for themselves. If an ethical equity release scheme helps with this aim, then NSC are willing to help signpost to suitable scheme with the Care Navigator service or the North Somerset Online Directory. This may be added to the action plan as an area for exploration locally.**

A3e Smaller schemes E.g. co-housing for Village settings. Also schemes modelled on student flats. (Senior Community Link (East)) – **Strategy does state a need for 1 bed units within larger schemes. Village settings can**

**also be classed as core and cluster model so is being considered within this strategy.**

A3e Look at best practice throughout the UK (SCL Hub) – **This has been done during the development of this strategy, each category has examples of good practice.**

A3e Co-housing - like-minded residents sharing some facilities. Similar to student halls. (Individual response). – **As above, 1 bed units or core and cluster are being considered within the strategy.**

**Q3f. Do you have any other comments or suggestions about this chapter?**

A3f The strategy relies too heavily on the provision of extra care housing which offers great solutions for some but is not a solution for all. (Alliance Homes). – **ECH is not viewed as a cover all solution, but is recognised as an area where a more developed and strategically focused offer could provide real benefits to the residents of North Somerset. Sheltered Housing is also recognised as a valued resource in meeting the housing needs of older adults. Part of the action plan is to look at a detailed mapping exercise to see how much capacity we have in sheltered housing and make sure it is fit for purpose. If, following this exercise, it is identified that we need to consider sheltered housing provision further, then this can be incorporated to the strategy at a review.**

A3f Encouraged by objective to provide more extra-care housing for self-funders. (Individual response).

A3f The aim to have more mixed tenure schemes is welcome. (Senior Community Link (East)) – **NSC recognise that there is a desire for older people to move into more suitable accommodation however they may not be able to afford some of the private schemes that are currently available, mixed tenure schemes may help alleviate this pressure.**

A3f Bristol's Ageing Better has recently piloted some initiatives to address loneliness and isolation in older people which would be relevant to this. E.g. Second Step provided 1:1 psycho-social interventions into the homes of older people (where Brunel Care was the landlord and referrer). (Second Step) - **NSC are fully committed to supporting people within their home. If the care assessment identifies a need for 1:1 support with a specialist provider, such as second step, then the request is made through the relevant funding panel. Due to the relatively specific nature of needs around something like psycho-social interventions, this is not something that would need to be included in the strategy, however work is underway to develop a chapter of the local Joint Strategic Needs Assessment relating**

to Social Isolation and Loneliness and this comment will be shared with colleagues working in this area.

**Chapter: People with a learning disability**

**Two responses to this chapter (from Homes Caring for Autism and Alliance Homes).**

**Q4a Do you think that we should focus on core and cluster models of supported living in future?**

Both said yes.

**Q4b Do you think that there are other types of housing that are needed in North Somerset?**

Both said don't know

**Q4c Do you think that there should be the option to buy flats in supported living schemes?**

Yes 1

Don't know 1.

**Q4d Do you think that there is enough residential provision for people with a learning disability?**

No 1

Don't know 1.

**Q4e Do you think that planning future provision should involve future residents and their families?**

Both said yes

A4e Liaising with families at school age, create a detailed pathway to care (Homes Caring for Autism) - **NSC will be committed to working with you people leaving education and also those leaving care, to ensure that a clear pathway to adulthood has been identified and this strategy will be looking to ensure there is enough capacity within NS to provide appropriate accommodation which supports developing independence.**

A4e The potential aspirations for NSC to work with a social investment company or to directly undertake a funding and development role are not developed in the strategic recommendations. (Alliance Homes) – **The strategy states “*Whilst this model has been considered in North Somerset no policy decision has been made regarding its deployment*”** This is something to be explored further in due course.

**Q4f is there anything else you would like to tell us about housing and support for people with a learning disability?**

A4f No. (Homes Caring for Autism)

A4f Keyring supported living schemes are a proven model that offer a potential housing solution for some people with LD. (Alliance Homes) – **All options will be considered when commissioning support, the level of support required will determine the providers we approach as some providers will have skill sets toward higher needs and some providers will be looking to meet the needs of people with lower level requirements, such as Keyring.**

**Chapter: people with mental health difficulties**

**There were 4 responses about this chapter.**

**Q5a Do you think we have identified the right things to focus on?**

Yes 2

No 1

**Q5b Do you think there are ways we could increase mainstream accommodation for this group?**

Yes 4

No 0

A5b Again focusing on core and cluster settings of support. (Homes Caring for Autism) – **This is something that we are considering, however with the nature of mental health and the fluctuating needs of the client group, planning long term solutions can prove difficult, and accurate predictions of need are challenging. However NSC is committed to working with AWP with the aim of maintaining support for clients with mental health issues within settings and accommodation within the local community and with appropriate support to support and encourage their independence.**

A5b From the analysis provided it is difficult to answer this question. (Alliance Homes).

A5b More flexible models of community support that 'wrap around' someone regardless of their housing. (Second Step) – **This strategy is aimed specifically at housing with support, although there may be evidence that a 'wraparound' approach to support may help people with mental health issues, this is a support model that is related to individualised care and, following a care assessment, may be incorporated into any support package required for the client. However considerations in implementing this approach are much broader than the considerations around housing with support, and it would not be appropriate to amend the strategy to reflect this.**

A5b Ensure that new housing includes small blocks of 1 bed flats or bed-sitters. (Individual response). – **This request is common to all of the client groups considered, and is therefore one of the types of housing that we aim to increase the stock of.**

**Q5c Do you think our proposals to focus on a short term high support provision and a crisis house are appropriate?**

Yes 4

No 0

A5c But not at the expense of preventative services that prevent crisis. (Alliance Homes). -**There are strategies in place to work on preventative services, the crisis house will work in conjunction with other strategies. The strategy does not seek to decommission or replace any such provision.**

A5c More flexibility and integrated services required - crossing over NSC and CCG. (Second Step). – **The strategy states that the main priority is to jointly develop a crisis house with health, integration is clearly an important part of developing the support around this category of client and is intrinsic in the aims of developing and delivering the action plan.**

**Q5d Do you think that a responsive service to support people at home instead of building based support is the right solution?**

Yes 1

No 3

All 3 'No's gave some comment but two were cut off by the 100 character word limit.

A5d It will depend on each situation and whether their home environment is safe to manage crisis support. (Homes Caring for Autism)

A5d Both are needed. Some people really benefit from building based support, builds engagement. (Second Step)

A5d Both are required because people have different levels of need, and the different environments can. (Individual response).

**The judgement would be made as part of the clients individual care assessment, but there is evidence that effective support at home can prevent hospital admission or other costly services.**

**Q5e what provision do you think might meet the needs of people who have a dual diagnosis?**

A5e Ensure clear communications between relevant health professionals and those involved in care and support. Robust referral process that enables you to source the correct health professionals promptly. (Homes Caring for Autism).

A5e We have insufficient information to draw conclusions. (Alliance Homes).

A5e Housing First. (Second Step).

A5e Do not treat addiction or alcoholism and overlook the mental health needs. (Individual response).

**Three of the four comments are related to the broader area of care management, and we will ensure these are shared with the appropriate service leaders within NSC. Housing First is discussed in detail within the strategy already.**

**Q5f Do you have any other comments or suggestions about this chapter?**

A5f No. (Homes Caring for Autism).

A5f Some clarity is needed about whether the needs of older people with mental health issues are included in this chapter or the chapter entitled 'older people'. (Alliance Homes). – **If the health issue is related to dementia, this is in the chapter 'older people' if it is not an age related mental health issue, then it is covered in this section. A person under 55 may be more suited to Extra Care, whilst a person who is 70 with mental health needs may have their needs met more successfully a crisis house setting. Therefore cases will**

**be dealt with in a person centred way when identifying which route the clients' housing with support needs lie.**

A5f Second Step is the lead in the Golden Key programme (supporting people with multiple / complex needs) we can share learning. (Second Step) – **NSC welcomes any skills or experience that can be shared with our providers and would be willing to work with anyone who feels they can offer valuable insight into dealing with people with multiple/complex needs.**

**Chapter: People with physical/sensory impairments**

**2 responses: Homes Caring for Autism and an individual respondent**

**Q6a Do you think that there should be supported living accommodation specifically people with PSI who need high levels of support?**

A6a Both said yes.

**Q6b Do you think that a service for people with complex needs should be commissioned across local areas?**

A6b Homes Caring for Autism said yes. The individual said no.

**Q6c what other accommodation do you think should be considered?**

A6c Core and cluster settings. (Homes Caring for Autism) – **Due to the low demand for housing for people with PSI and their wish to exercise choice about how and where they live, experience suggests that core and cluster may not be a viable option, however NSC are planning to work with clients within this group to see if there is a demand for this kind of scheme.**

**Q6d how do you think that we can work with people with PSI to develop new models for housing and support?**

A6e Review and analyse data from previous referral cases where there have been environmental damage and establish what lessons can be learned with regards environmental modifications. Involve people with PSI and their families in the planning of environmental modifications before moving in. (Homes Caring for Autism). – **As in the previous answer, we are planning to work with clients within the PSI category to determine what level of need there is. Previous data has been used to look into the level of potential demand wherever possible, but we do not feel this is yet robust enough to make judgements.**

**Q6e if you have any additional comments or suggestions on this topic, please enter them here.**

A6e No realistic strategy can be developed until the NHS in North Somerset is fairly funded. North Somerset remains the most underfunded CCG in England and is lacking in key services needed, such as community physiotherapy. (Individual response). – **Unfortunately this is not something within the remit of this strategy. We are committed to working closely with the CCG to develop joint strategies and responses to the financial challenges faced by both organisations.**

2.1 Only one response was raised during the consultation from within the organisation.

Page 23 1<sup>st</sup> paragraph – does the bit about care contract need explaining a bit further as it implies that just one provider is available but this is because of the particular model so this probably needs a bit more wording to explain why.

Page 29 – supported accommodation – should it be defined?

There is reference to an AT post, it is only being funded from the BCF for 12 months so what is the funding arrangements beyond 12 months or should it say 12 months?

Glossary – definitions of supported living and accommodation – where have these come from? The accommodation might need to be clearer.

### **3 Acknowledgements and suggested amendments to the strategy.**

3.1 The steering group agreed that there were a number of things that need to be amended or included in the strategy.

3.2 Skills for life programme could benefit from being included on the Local Offer of the North Somerset Online Directory, and we will ensure this is undertaken as soon as possible.

3.3 That a reference to the Supporting People contract should be included, as it has a direct link to Housing with Support.

3.4 The Housing with Support Strategy will engage directly with client groups during the implementation of the action plan. Although this is will not necessitate a change to the strategy, it is worth including in the report.



3.5 Sheltered Housing, although mentioned in the Action Plan requesting a detailed mapping exercise, does not feature strongly within the strategy. If, following this exercise, there is further development around Sheltered Housing required, then this will be incorporated into the next review of the Housing with Support Strategy.

3.6 There is some confusion regarding a number of the definitions around supported living, supported accommodation and supported Housing. Clarification and inclusion of a couple of terms in the glossary would prevent any confusion.

## **4 Conclusion**

4.1 In conclusion, the Housing with Support Strategy has been well received from the responses in the consultation, and the majority of the feedback has been focused on how we may develop and improve it. We are committed to incorporating these suggestions wherever possible.

4.2 The recommendation from the Housing with Support Steering group is that this strategy is adopted and work commences on delivering the action plan as soon as possible. There are a number of projects that could meet several outcomes of the action plan coming up in the near future, and progress on these projects will help us to improve and develop confidence in our projections.

4.3 The Strategy will be amended to incorporate the findings of this consultation and, once signed off by the Executive Member of the Council for the People and Communities directorate work can begin on delivering the plans within.