

LONDON BOROUGH OF CAMDEN	WARDS: All
REPORT TITLE Overview of the Supporting People, Connecting Communities Accommodation Plan	
REPORT OF Executive Director, Adults and Health	
FOR SUBMISSION TO Health and Adult Social Care Scrutiny Committee	DATE 7 January 2025
<p>SUMMARY OF REPORT</p> <p>This report gives an overview of the Supporting People, Connecting Communities Accommodation Plan, including progress made in 2024 and a look ahead to work planned for 2025. A particular focus on the redesign of the Mental Health Supported Accommodation Pathway provides insight into the opportunities and challenges around delivering the ambitions of the Accommodation Plan.</p> <p>Local Government Act 1972 – Access to Information</p> <p>Supporting People Connecting Communities Accommodation Plan</p> <p>Contact Officer:</p> <p>Chris Lehmann Director of Adult Social Care Strategy and Commissioning Adults and Health London Borough of Camden 5 Pancras Square London N1C 4AG chris.lehmann@camden.gov.uk</p>	
<p>RECOMMENDATIONS</p> <p>The Committee are asked to note and comment on the report.</p>	

Signed: 

Chris Lehmann, Director of Adult Social Care Strategy and Commissioning
Date: 23 December 2024

1. Purpose of Report

- 1.1. This report gives an overview of the Supporting People, Connecting Communities Accommodation Plan, including progress made in 2024 and a look ahead to work planned for 2025. A particular focus on the redesign of the Mental Health Supported Accommodation Pathway provides insight into the opportunities and challenges around delivering the ambitions of the Accommodation Plan.

2. Background of the report

- 2.1. The Supporting People, Connecting Communities Accommodation Plan reaches far beyond a resident's physical home; it is about the communities where people live, now and in the future, and how housing and a good home contribute to Adult Social Care prevention and wellbeing outcomes. The vision that the Plan is working to has been adopted directly from Social Care Institute for Excellence's report entitled 'A place we can call home'.¹
- 2.2. The Accommodation Plan's Vision above and Ambitions (please see section 3) are based on what Adult Social Care know about Camden's population and how to respond to changing needs:
 - 2.2.1. Data projections of Camden's population indicate that by 2035, there will continue to be an increased number of residents who need to draw on care and support, particularly people over 65.
 - 2.2.2. It is anticipated that there will be a need to increase the amount of supported living and residential places for residents who have a learning disability, as well as a rise in supported living, homecare and residential care for residents experiencing mental ill health.
 - 2.2.3. Homecare also continues its upward trend for residents experiencing mental ill health, and a more flexible community model that takes on 'Housing First'² principles will support more people into a long-term stable home with a bespoke, flexible support network; there has also been considerable growth in extra care placements in the last year, up 33%, and this upward trend is anticipated to continue.

¹ 'We all want to live in a place we call home, with people and things we love, in communities where we look out for one another, doing the things that matter most' [A place we can call home | SCIE](#)

² [Housing First](#) is an approach to ending homelessness through an unconditional offer of housing and intensive, wraparound support. The approach asserts housing as a right; people do not need to be deemed 'housing ready', and instead a secure home is viewed as a platform from which other issues can be addressed. Camden has a well-established Housing First service as a 'move on' option for people in the single homelessness 'Adult Pathway', and currently we are mobilising a Housing First service for people experiencing rough sleeping. There is also an ambition to develop our Housing First offer for people who draw on care and support, such as those with a serious mental illness.

2.2.4. In line with the resident expectation that emerged from Camden's [Health and Care Citizen Assembly](#)³, that people should be involved in decisions about their personal care, a strengths-based⁴ approach is being applied to accommodation. The plan is to create unique environments for people within their communities and rather than rely on services, enable people to stay in their own home as long as possible. The Accommodation Plan includes proposals about technology-enabled lives and person-centred care at home with the aim to both increase independence and reduce loneliness through connected communities.

2.2.5. The Accommodation Plan reaches across the Council and its partners, particularly Housing, Capital Development and Planning, with significant stakeholders across health, the voluntary sector and our care providers.

3. Ambitions and Priority Projects

3.1. The Accommodation Plan sets out five ambitions that will enable transformational changes for resident outcomes. The accompanying implementation plan outlines the specific projects, actions and ways of working that will be required over the next three years to move these ambitions forward. The ambitions for the council across its directorates, and with provider partners, cut across the themes of 'My Life' and 'My Home and Community':

3.2. 'My Life'

- 'Ambition One: We will embed early help and prevention across service areas to identify people who 'have housing and support needs, delaying or preventing the need for more specialised services.'
- 'Ambition Two: We will enable people to stay in their own home for as long as possible with high quality, person-centred care and technology-enabled lives.'

3.3. 'My Home and Community'

- 'Ambition Three: We will develop sufficient homes for the future that people want to live in.'

³ Please visit <https://www.camden.gov.uk/health-and-care-citizens-assembly> for more information about the Health and Care Citizens Assembly

⁴ Definition of a strengths-based approach: An approach that sees people as the experts in their own lives, that they have strengths and resources of their own, and with some support and connection can retain independence and live a good life.

- 'Ambition Four: People will be supported to remain or become active members of their community and local neighbourhood, with a focus on reducing loneliness and recognising the diversity of Camden's Communities.'
- 'Ambition Five: Residents will draw on the care and support they want, alongside practitioners who focus on their strengths, ensuring their wellbeing is maximised through what matters most to them and their identities. Services will be delivered across a wider range of population needs that ensure the inclusion of those seldom heard.'

3.4. Integral to the vision and ambitions are the following transformational outcomes, which will ensure that Adult Social Care can plan well, implement effectively and measure impact:

3.4.1. Services will be commissioned with communities that emphasise outcomes. Services will be developed that respond to people's diverse and changing needs throughout their lives, not the labels that society attaches to individuals. Our What Matters practice and Wellbeing Model will ensure that seldom heard groups benefit from the changes.

3.4.2. Change will be built through the power of relationships and local communities. Co-production with residents will be central to the Plan to achieve transformational change.

3.4.3. Communities, families, and kinship groups will be supported to direct the change they want to see through enabling different approaches to accessing care and support. Residents will become active commissioners of services through co-production and the development of radical power-sharing approaches.

3.4.4. Over the next ten years, technological developments will be harnessed to improve outcomes and autonomy for residents, acknowledging each person's abilities, interests and community networks.

3.5. The Accommodation Plan is comprehensive, covering a 10-year period. The approach to implementing this Plan will ensure that all projects have equalities and seldom heard groups considered from the start to recognise and address gaps for local communities. Some of the initial priority projects are:

3.5.1. **Transformation of Care and Support at Home** is one area of innovation in Adult Social Care in Camden which is taking place over a number of years, intended to transform and re-imagine care and support in the place that people call home. This area of transformation is closely connected with the Accommodation Plan and embedded

within the development of Integrated Neighbourhood Teams (INTs) whilst closely aligning with Adult Early Help as it develops.

- 3.5.2. **New Build Programme.** We are working closely with the Planning and Community Investment teams to identify sites for new build projects. In the next few years we have planned six new build supported living flats and six remodelled sheltered housing flats for people with a learning disability.
- 3.5.3. **Transformation of sheltered housing.** Housing colleagues are undertaking a review of our older persons housing offer within general needs housing stock, which will prepare a plan to develop a portfolio that meets future demands and the aspirations of our residents; accommodation that residents would want to live in and is fit for the 21st century.
- 3.5.4. **Transforming Mental Health and Adult Pathways.** We will review the current mental health supported living and hostel pathways to identify current gaps and ensure we can holistically support residents with a greater range of needs.
- 3.5.5. **Expanding existing services.** We will extend our current Shared Lives and our Housing First services to people with mental ill health and to our neurodiverse and autistic residents.
- 3.5.6. **Transformation of major adaptations.** We will ensure that access to disabled facility grants for major adaptations is improved and that the adaptations are completed in a shorter timeframe.
- 3.5.7. **Further implementation of our Wellbeing Model.** In Camden we have adopted the Wellbeing Model and developed a version of this approach as a different way to support people in Camden. Fundamentally we see support as building on a person's strengths, interests, family and community. This is an approach that is being developed around the country and beyond, and one that aligns with Camden's values.

4. Progress made in 2024

- 4.1. The Accommodation Plan has made good progress in 2024. Proactive work with colleagues across the council has allowed us to focus on our implementation plan and priority projects, with successes including:
 - 4.1.1. Inclusion of Adult Social Care within the revised Camden Local Plan

- 4.1.2. Joint working between Housing, Adult Social Care as well as Children and Learning when considering the whole life course for accommodation
 - 4.1.3. Review of the Wellbeing Model, which includes self-management and values-based recruitment, at Charlie Ratchford Court to continue to learn, improve and look at how this approach can be further developed in other provision
 - 4.1.4. Progressed innovative plans for alternative use of sheltered housing as supported living at Ashdown Crescent
 - 4.1.5. Expanded the Shared Lives offer to support residents recovering from a Mental Health crisis
 - 4.1.6. Initiated the redesign of Mental Health Supported Living pathway through engagement with residents, providers and strategic partners (please see point 5 below)
- 4.2. Despite making progress towards our ambitious Accommodation Plan, officers also face significant systemic challenges, particularly in the development of new, fit-for-purpose supported living services. These issues include:
- 4.2.1. Inflationary pressures and a challenging financial environment in the housing sector means access to capital funding is challenging
 - 4.2.2. Major Registered Providers across London are leaving the market for both delivering accommodation-based support and developing new buildings to bring into use
 - 4.2.3. Revenue funding for accommodation-based support remains constrained without a more significant shift, for example from the NHS as a shift from acute to community-based, preventative care
 - 4.2.4. As demography and individual needs change, for example the mobility of people with learning disabilities, we are at risk of losing more supported living units than we replace within Camden

5. Spotlight on the Mental Health Supported Living Redesign

- 5.1. As part of the Supporting People, Connecting Communities Accommodation Plan, officers are redesigning Camden's Mental Health Supported Living Pathway, which provides vital accommodation-based support for up to 199 people with serious mental illness in the borough. Officers are currently extending all contracts to 31 March 2026 to allow sufficient time for the redesign and a phased procurement.

- 5.2. The Pathway supports people to progress their mental health recovery in a safe and supportive environment, develop the independent living skills to have their own home and live fulfilling, healthy lives as part of their community.
- 5.3. In keeping with the vision and ambitions of the Accommodation Plan, the Pathway redesign is being coordinated to align as much as possible with pathways that support young people moving to adult services, as well as the single adult pathway.

5.4. Resident need

- 5.5. Mental Health Supported Living services have seen an increase in both demand and complexity of resident need. There was a 38% increase in referrals in 2023/24 compared to the previous year and for every person moving out of the pathway, there are at least two referred in.
- 5.6. Residents are also increasingly referred to the Mental Health Supported Living Pathway with a combination of co-occurring and mutually re-enforcing needs as well as mental ill health, such drug and alcohol use, involvement in the justice sector, physical ill health, unresolved immigration and legal status and needs relating to gender-based violence. This is often described as 'multiple disadvantage' and represents a growing challenge for Mental Health Supported Living services. For example, in 2023/24, 56% of people referred had co-occurring drug and alcohol use.

5.7. Engagement period and initial findings

- 5.8. Officers are engaging a wide variety of stakeholders to develop a new Pathway model. There is a particular focus is on hearing from the following groups:
 - 5.8.1. Residents living in, or having experienced, supported living services, with over 30 residents spoken to in seven focus groups within services, and over 68 responses to a Mental Health Supported Living Pathway resident survey being analysed.
 - 5.8.2. Family carers and frontline staff with an online survey shared across mental health networks and a bespoke session with the mental health carers group facilitated by Camden Carers.
 - 5.8.3. Health and social care colleagues in North London Foundation Trust, Adult Social Care, providers and wider community organisations, with a stakeholder event attended by 45 people and market engagement session attended by 45 prospective providers.
 - 5.8.4. Initial engagement has identified a range of priorities for officers to consider, particularly in taking a more robust and considered approach to addressing inequalities, such as better meeting the needs of women,

autism-informed provision, bespoke support for younger people and a focus on culturally appropriate care.

5.9. Next steps

- 5.10. Officers are in the process of analysing engagement responses across the focus groups and surveys, the results of which will shape the new Pathway model and will be taken to Cabinet in April 2025.
- 5.11. Officers will be seeking approval for the implementation of the commissioning strategy and a planned start date of 1 April 2026.

6. Finance Comments of the Executive Director Corporate Services

- 6.1. The Accommodation Plan will require substantial contributions from both capital and revenue budgets to achieve the five main ambitions and priority projects outlined above. While the current capital programme includes some provision for Adult Social Care, it is insufficient to cover the costs associated with the Accommodation Plan in full, particularly in relation to new build programmes and the transformation of sheltered housing. As the budget requirements for these initiatives become clearer, additional funding will need to be secured.
- 6.2. The Adult Social Care revenue budgets are already under significant strain. We anticipate ongoing service pressures because we are seeing increased and more complex health needs, which will in turn, increase core care spending. Additionally, we expect above-inflation cost increases from providers, who will have already factored in the impact of National Insurance changes from 1 April 2025 on their cost base. Budget pressures will also arise as the delivery models outlined in this report move into the implementation phase. It is crucial to ensure that provisions are made to address these financial pressures through coordinated, cross-council work as identified through the Accommodation Plan.

7. Legal Comments of the Borough Solicitor

- 7.1. There are no legal implications from this report.

8. Environmental Implications

- 8.1. There are no environmental implications from the contents of this report.

REPORT ENDS