

Report to: EXECUTIVE CABINET

Date: 26 August 2020

Executive Member: Councillor Eleanor Wills – Executive Member, Health, Social Care and Population Health

Clinical Lead: Asad Ali (Living Well)

Reporting Officer: Stephanie Butterworth – Director of Adult Services

Subject: **NEW SUPPORTED LIVING SCHEMES – ADULT SERVICES**

Report Summary:

The demand for supported living schemes in Tameside is now outstripping supply – there are currently 36 people on the waiting list held in Adult Services by its Accommodation Options Group (AOG), and there are 8 people identified for transition in the next two years from Children’s Services requiring 24 hour support who need to be planned for. In addition, the number of people with a learning disability living in costly out of borough places has increased recently, primarily due to the lack of supported accommodation capacity locally to meet need – there is a real concern that without increasing capacity such costly placements will very quickly become long term and the opportunity to return people to supported living in the borough will be lost.

This report outlines a recently developed accommodation by Irwell Valley Housing Group comprising 24 self-contained flats which will be ready for occupation in the coming weeks, and 28 flats to be built at Edge Lane/Fairfield Road Droylsden, subject to approval from Strategic Commissioning Board to progress this scheme.

Neither the Contract Procedure Rules, nor the Public Contract Regulations 2015 apply to this arrangement as it is considered a tenancy arrangement. This also means that STAR doesn’t need to add this to the Contracts Register.

Recommendations:

That the Strategic Commissioning Board APPROVE:

- i) the use of the new build accommodation schemes at Mount Street, Hyde and Edge Lane/Fairfield Road, Droylsden – to increase capacity in the borough for the provision of supported living for adults with a learning disability and/or physical disability, and/or mental health needs to live in their own homes.
- ii) That authority is given to the Director of Adult Services to agree terms to enter an agreement to use this property to deliver 24 hour supported accommodation for people with a learning disability and/or physical disability, and/or mental health needs subject to STAR advising on application of the Public Contracts Regulations 2015 before any further work undertaken.
- iii) That approval is given to provide the support in the accommodation at both locations by the in-house Long Term Support Service.

That the Executive Cabinet APPROVE :

- i) That £50K of the £230k adaptations works required at Mount Street will be funded via the Disabled Facilities Grant

Financial Implications:

(Authorised by the statutory Section 151 Officer & Chief Finance Officer)

Integrated Commissioning Fund Section	Section 75
Decision Required by	Strategic Commissioning Board
Organisation & Directorate	Tameside MBC – Adult Services
Revenue Savings	£0.379 million (£ 0.125 million for 2019/20 with a further sum of £ 0.254 million for 2020/21)
Integrated Commissioning Fund Section	Aligned
Decision Required by	Executive Cabinet
Organisation & Directorate	Tameside MBC - Growth
Investment Required	£ 0.050 million – Disabled Facilities Grant

Additional Comments

It is essential that the recommended accommodation schemes are progressed urgently should approval to do so be granted. As explained in the report the accommodation will support the delivery of Adult Services savings relating to the resettlement of service users currently supported in higher cost out of borough placements and young adults that will transition from Children’s Services requiring intensive support.

The cumulative level of savings to be delivered in 2020/21 and on a recurrent basis thereafter associated with out of borough resettlement is £ 0.379 million (£ 0.125 million for 2019/20 with a further sum of £ 0.254 million for 2020/21) as a minimum. Alternative proposals to deliver these savings will need to be identified if the provision of the related accommodation is delayed.

The related savings that will be realised for the first scheme that will be completed (Mount Street, Hyde), will be confirmed within the period 6 revenue monitoring report at the latest once related service users, transition dates and support costs are confirmed. Details will include the part year (2020/21) and whole year savings (from 1 April 2021) that will be realised.

Sections 4.9 and 4.10 of the report explains that there will be additional costs associated with these two scheme proposals together with potential remedial works to the three properties being released back to housing providers, and any capital costs associated with adapting properties to meet people’s needs.

The additional cost of adaptations to Mount St (£ 0.050

million) will be financed via the Council's Disabled Facilities grant allocation. This investment will require approval via the Executive Cabinet as the funding is a Council capital grant.

The funding arrangements of any related remedial works to the three properties being released back to housing providers will be subject to a separate decision report at a later date once the related additional costs are confirmed.

It is expected that the rent and service charges levied by landlords within tenancy agreements with service users will be a revenue cost to the Adult Services budget wholly financed via housing benefit. However, any related void periods will need to be stringently managed and monitored as these will be a cost liability to the Adult services revenue budget and will not be financed via housing benefit.

Legal Implications:

(Authorised by the Borough Solicitor)

The service has been engaging with STAR in relation to procurement related matters and it is understood that the advice is that this scheme is likely to fall within Regulation 10(1)(a) PCR 15 as an acquisition or rental, by whatever financial means, of land, existing buildings or other immovable and therefore falls outside of the procurement requirements .

However it is advisable to keep procurement aspect of this scheme under review with STAR as this approach is currently untested in the courts and if the Registered Providers are required to provide other services then the scheme could become subject to a compliant procurement exercise.

The service has also confirmed that it has taken advice from STAR in relation to the funding of adaptations by the Council and it is understood that STAR has confirmed that there are no legal and procurement issues arising from the funding of the adaptations.

It is possible for these arrangements to operate under a lease arrangement which can be simpler than the Management Agreement approach but the reasons why the service prefers the Management Agreement approach is set out in the main body of the report for Members to consider.

Legal services will support the service providing advice on the terms of the Management Agreement should that be the approach adopted.

It is also expected that the accommodation referred to in this report will become subject to the Council's overarching accommodation strategy and policy which is currently being developed by the Growth Directorate.

How do proposals align with Health & Wellbeing Strategy?

The proposal aligns with the Living Well and Ageing Well programmes

How do proposals align with Locality Plan?

The service links into the Council's priorities:

- Help people to live independent lifestyles supported by responsible communities.
- Improve Health and wellbeing of residents

How do proposals align with the Commissioning Strategy?	<ul style="list-style-type: none"> • Protect the most vulnerable <p>This supports the 'Care Together Commissioning for Reform Strategy 2016-2020' commissioning priorities for improving population health particularly: - Creating the right care model so that people with long term support needs have the opportunity to build independence skills and reduce dependency on the health and social care system</p>
Recommendations / views of the Health and Care Advisory Group:	This report has not been presented at HCAG
Public and Patient Implications:	Those accessing the service have been identified as having eligible needs under the Care Act 2014
Quality Implications:	The accommodation will support quality outcomes for people to be able to live in their own home
How do the proposals help to reduce health inequalities?	The service delivers whole life support to vulnerable adults including ensuring individuals have access to a healthy lifestyle and routine medical checks
What are the Equality and Diversity implications?	There are no negative equality and diversity implications associated with this report, see the Equality Impact Assessment at Appendix A .
What are the safeguarding implications?	There are no safeguarding implications associated with this report. Where safeguarding concerns arise as a result of the actions or inactions of the provider and their staff, or concerns are raised by staff members or other professionals or members of the public, the Safeguarding Policy will be followed.
What are the Information Governance implications? Has a privacy impact assessment been conducted?	Personal data relating to the occupants of the properties, as well as in relation to officers of the Council, will be held by the housing provider. The Council will potentially hold personal data relating to the employees or contractors of the housing provider. The housing provider and the Council must comply with the provisions of the General Data Protection Regulation and the Data Protection Act 1998 in relation to their handling of this data and this will be further underpinned by relevant and appropriate provisions governing the handling of data in the management agreements.
Risk Management:	It is essential that, with the challenges of tighter budgets in the future and the personalisation of adult social care and with it the exercising of increased individual choice and control, a diverse market across the social care sector is stimulated to meet need. Adopting a strategic approach that works closely with existing and future providers of social care support is essential in supporting delivery within tighter budget controls whilst implementing this exciting policy direction. A change to larger supported living schemes at a time of ongoing financial pressure has the potential to generate significant savings whilst managing growing demand. While there are risks with the schemes in entering

into long term arrangements and in relation to poor service delivery, these will be managed by working closely with the provider and operation of management agreements. These risks also need to be balanced against the risk of not fulfilling statutory and legal duties to provide support services if the quantity of supported accommodation is not increased.

Risks will be identified and managed by the implementation team.

Access to Information:

The background papers relating to this report can be inspected by contacting the report writer, Trevor Tench, Head of Commissioning



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1. INTRODUCTION

- 1.1 The Council has a proud record of supporting people with a learning disability who have complex needs requiring 24 hours per day support in ordinary housing – in both group homes and in larger schemes of self-contained flats. This started in the early 1990s supporting people to move out of institutional care - both from long stay hospitals and local authority hostels - into ordinary housing in the community with the support required to meet assessed needs.
- 1.2 The demand for supported living schemes in Tameside is now outstripping supply and there is therefore a need to expand the amount of supported accommodation schemes to meet this.
- 1.3 The Council continues to face significant budgetary challenges and has therefore been reviewing its models of service delivery, looking at new and innovative approaches to deliver services whilst reducing the cost of provision significantly. One significant area of service delivery, and therefore adult social care budget, is the delivery of 24 hour supported living for people with a learning disability.
- 1.4 In particular, the provision of support in shared houses in groups of two, three or four people has been subject to a slow revolution with the move to larger schemes of self-contained flats offering 24 hour support to people with complex needs. This has seen the successful introduction of a number of schemes including Beaumont Place, Town Lane, Carlton Springs and Saint Anne’s House – all these schemes have successfully challenged the need for group living for a number of people who have complex needs delivering some fantastic outcomes and thereby significantly improving the quality of lives of people living for the first time in their own flats.
- 1.5 The growth of larger schemes has in some part been due to some of the issues associated with group living where significant resource is required to support people to live together, particularly where living so closely can lead to disagreements and flash points that require careful and timely responses to managing arguments and personal behaviours. To mitigate this risk it is often the case that double cover is put in place to ensure safety for all concerned, i.e. co-tenants and staff. Larger supported accommodation schemes allow the delivery of support to meet assessed needs appropriately, and deliver savings over group living schemes as economies of scale allow lower unit costs.
- 1.6 Based on the success of larger supported living schemes comprising individual flats developed initially across adult social care groupings Adult Services have been looking at opportunities to apply this approach further, delivering the benefits of self-contained accommodation for people, increasing the capacity of accommodation in the Borough to meet needs locally, and exploring the potential to make significant savings. In addition, where it is clear that service users benefit from being supported in group living situations, options are being explored to replace housing stock that is no longer fit for purpose with new properties that will support people’s needs in the longer term.
- 1.7 In consultation with STAR Procurement on this proposal it has been confirmed that neither the Contract Procedure Rules, nor the Public Contract Regulations 2015 apply to this arrangement. More specifically Public Contract Regulation 10.-(1) confirms that this part does not apply to public service contracts – *“(a) for the acquisition or rental, by whatever financial means, of land, existing buildings or other immovable property, or which concern interests in or rights over any of them”*. In relation to the Contract Procedure Rules Section 4 states contracts to which the Rules do not apply namely 4.2(B) *“Contracts for the acquisition of an interest in land and property”*.

2. GENERAL DEMAND FOR ACCOMMODATION

- 2.1 The demand for expanding and improving the accommodation provided by the Council requires on-going management. The North West Sustainability Review highlighted a region at 'tipping point' in the requirements for older peoples housing and social care needs, where incremental measures will no longer be enough. This has led the Council to move away from failure demand towards long term investment and early intervention.
- 2.2 Research by the Housing LIN, commissioned by the Association of Directors of Adult Services (ADASS), included a housing census that has identified a broad client group living in over 2,400 units of supported accommodation across 150 schemes in Tameside. More importantly the research predicts that without growth in the current stock, there will be a shortfall of 866 units of accommodation with support by 2035.
- 2.3 There are is high current demand for accommodation with support that will continue to grow if new accommodation schemes are not developed. There are currently:
- 56 service users who are being accommodated out of borough due to the lack of specialist accommodation within the borough at the time of placement. There has been on-going work as part of the Living Well at Home project to facilitate returns to borough for those who are able. There is a real concern that without increasing capacity such costly placements will very quickly become long term and the opportunity to return people to supported living in the borough will be lost
 - 98 people currently on the Disability Housing Register who may fall into services if the care provided by family in their home breaks down.
 - 36 people awaiting accommodation on the Accommodation Options Group (AOG) waiting list. The majority of these are awaiting an extra care provision which the identified schemes will provide.
- 2.4 The growth in the number of people waiting for suitable supported accommodation would be set to continue if no further action was taken and so the expansion of stock is pivotal. Information from the Tameside Housing Needs Assessment (December 2017) highlights that:
- By 2031 there will be a need for an additional 83 units of specialist accommodation for people with learning disabilities, and also
 - There is a need for an additional 281 units of supported accommodation for people with mental health needs by 2031
 - By 2035 we need an extra 720 wheelchair friendly homes, including 187 fully wheelchair adapted properties.
- 2.5 In addition to the growing demand from people requiring accommodation there is a need to expand housing stock to meet the needs of existing service users who, whilst already accommodated, are living in accommodation that either no longer meets their needs comfortably or is no longer fit for purpose. Initial consultation with Adult Services AOG, its Property Management function and Long Term Support, 10 existing properties have been identified that no longer meet the needs of the individuals, provide some compromise in maximising outcomes for individuals, and require replacement in the next 2 years. These properties cannot be adapted to meet the needs of the individuals who reside there and would not be suitable to repurpose in the future.
- 2.6 A further pressure in relation to accommodation will come through young people transitioning from Childrens into Adult Services. More local young people who are also care leavers are now in need of support to make the transition from care to living independently. The support available for children and young people in care is intended to bridge the gap between leaving care and living in the adult world. The focus is to support the young person throughout their transition to independence. Addressing the number of

looked after children needing housing and support services is a priority for the Council. For looked-after children moving towards independence, crisis management is more expensive in the short term and less effective in the long-term. There are now significant budget pressures appearing in relation to young people who have recently turned 18 and have delayed transition due to the lack of appropriate supported accommodation. The latest review of placements at the Care Leavers Multi Agency Accommodation Panel meeting from June 2020 saw 38 young people being supported in private care arrangements, post 18, that are deemed to not have adult social care needs and ready to transition into independence at a high cost to the Council

3. PROPOSAL

3.1 Approval has been granted by SCB to 4 potential accommodation schemes over the past 12 months based on the need to increase capacity to meet existing and future need as outlined in Section 2 of this report. The 4 schemes approved were:

- Melbourne Street, Stalybridge (SCB July 2019)
- Hart Street, Droylsden (SCB July 2019)
- Park House, Stalybridge (SCB March, 2020)
- Flowery Fields, Hyde (SCB March 2020)

All schemes approved were done so on the basis of increasing the accommodation capacity to meet the needs of the existing and future learning disability population in Tameside.

3.2 Of the 4 schemes the accommodation on offer at Melbourne Street and Park House, both in Stalybridge, have not progressed and have therefore been discounted from plans to expand the supply of self-contained flats for vulnerable people supported by Adult Services.

3.3 Following detailed discussions the project at Hart Street Droylsden has progressed and formally agreed and though there has been a delay during the Covid lockdown the developer is now on site and it is expected that the building will be ready mid-April 2021. Plans are in place and 5 people have been identified to move into this scheme with support being provided by the Council's in-house Long Term Support Service.

3.4 The site identified at Flowery Field to develop further self-contained flats continues to be discussed but agreement and firm plans have still some way to go before reaching a conclusion.

3.5 As previously reported the ambition of Adult Services is to seek modern accommodation, ideally new-build property designed with vulnerable adults in mind, or existing property built within the last 10 years that meet existing and future needs. No longer should the service compromise its ambition for the people it supports by accepting properties that are simply just "good enough" to provide a short-term solution to prevailing pressures rather than developing long term answers that provide "homes for life".

3.6 Work has progressed significantly in relation to defining the current and future housing requirement across the Adult Services user group over the coming years. In line with this work has progressed more recently with colleagues in the Growth Directorate using their excellent links with Registered Housing Providers locally to progress the immediate accommodation needs for Adult Services. Given the potential savings the larger schemes of self-contained flats can offer the Council the loss of the 2 schemes in Stalybridge have challenged our ability to planned savings.

Irwell Valley Housing Association – Proposal

- 3.7 Discussions have, however, continued with a number of providers in relation to meeting the present and future accommodation needs of all adult groups, and an opportunity has very recently been presented itself with Irwell Valley Housing Association (IVHA) in relation to new build self-contained flats in Hyde. This high quality accommodation comprises of 24 flats over 3 floors that it is planned will be utilised to provide supported accommodation, and certainly meets the ambition of Adult Services in relation to delivering its ambition to seek modern ideally new-build property for its adult user group.
- 3.8 As discussions have progressed with Irwell Valley the opportunity has been taken to discuss flats they are currently building in Droylsden which from plans look ideal for our needs in expanding the available accommodation for the Adults User Group.
- 3.9 The Council has worked in partnership with Irwell Valley primarily in relation to general needs housing in the borough. Irwell Valley provide affordable homes and services across Greater Manchester to 16,000 people in over 7500 homes, in a range of tenures to help people into a home that's right for them. This includes homes for affordable rent, social rent, market rent and shared ownership.
- 3.10 As an organisation they are clear that behaviours play a key part in managing their performance and that all their employees must demonstrate how they are delivering against them in their performance appraisals. In maintaining positive behaviour it helps their organisation realise their values which are:
- Treat others as they would like to be treated - with honesty, dignity, respect and trust.
 - Learn from mistakes.
 - Take responsibility for our actions
 - Work with passion and fun.
 - Believe in tough rights and tough responsibilities.
 - Be pioneering and free thinking.
- 3.11 In addition, Irwell Valley provide homes for older people to help them live well in their community along with specialist support for people with dementia, mental health issues, learning and physical disabilities, and those who have been made homeless or have experienced domestic violence. Given their experience it is clear that they would prove to be a very suitable partner for Adult Services to work with to deliver accommodation for the developing needs of its user groups.
- 3.12 Discussions as indicated have progressed in relation to 2 new build schemes of self-contained flats:
- *Mount Street Hyde* - the proposal is to use 24 self-contained flats in one building which due for completion in the coming weeks. The flats are spread over 3 floors and are of a very high standard but will be offered at affordable rent levels. The plan is that Adult Services will use the building to provide supported accommodation primarily for people with a learning disability with the support being provided by the Council's in-house Long Term Support Service. The location of the property provides easy access to Hyde town centre and the many amenities on offer there, all of which offer the opportunity for the support team to maximise the independence of all individuals who would potentially live there
 - *Edge Lane/Fairfield Road, Droylsden* – This accommodation is on site now and at the level of foundations being in place and the steel structure of the building being put in place. The block Adult Services is interested in comprises 28 self-contained flats over 3 floors – each floor will be serviced by an internal lift, and the first 3 floors will include wider door openings and central corridor in each flat, and would therefore open up use of these flats for people who have mobility difficulties and may use wheelchairs. Irwell

Valley has confirmed that the quality of the accommodation will be equal to that already seen at Mount Street in Hyde. Again the plan would be that the support in the building would be delivered by the Council's in-house Long Term Support Service. In terms of location this property is virtually next to Lime Square Retail Park which has a variety of retail outlets including Morrison's supermarket, GP Surgery, pharmacy, post office, and gym. Droylsden Town Centre is within walking distance and alternatively only a 5 minute journey by public transport.

- 3.13 It is proposed that the Council would be allocated the whole building and this arrangement will be covered by a 100% Nominations Agreement and Management Agreement – this will be developed and agreed with support from the Council's Estates Service. The individual flats will be covered by direct tenancies between Irwell Valley as the landlord and the individuals living in each flat (who will be supported by the Council).
- 3.14 The key reason for entering in to a Management Agreement is that the Council will not have (possibly except for the staff base and potential emergency bed provision in one of the flats) an occupational right in the property where individual service users have their own tenancy and are responsible for their own rent and items such as utility costs, housing benefit claims and Council Tax etc. The Council is not in a position to deliver the tenancy management, rent and repairs functions that Irwell Valley as the Registered Provider in these circumstances provides.
- 3.15 A further reason is that in certain circumstances, if the Council is the Landlord and the provider of the support/care services there could be a requirement for the property to become registered under QCC rules. This would undermine the Council's aims to develop supported living in ordinary settings developing individual independence and citizenship as the facility would in effect become a defacto residential home.
- 3.16 In addition, having service users responsible for the tenancy removes risk from the Council and allows residents (and their families) to take personal control of their occupational needs and encourages where possible the ability for Adult Services to vary (increase and decrease) the levels of service required at any one time. This naturally leads to the development of independence and firmly meets with the aims and objectives of the Council's Corporate Plan.
- 3.17 The potential would be there for the Council to take a lease on the property and utilise Irwell Valley to deliver the management and maintenance service (meaning the Council would not have to set up its own system systems for delivery). However, there would be lease management issues here whereas the Management Agreement approach preferred will allow the Council to focus attention on their clear area of skill, i.e. supporting the people who will live in the flats.
- 3.18 It is also important to note that Irwell Valley, in line with many many RPs, wish to retain control of the property from an asset management point of view and security of their investment.
- 3.19 Irwell Valley have confirmed in discussions that their preference is to enter a Management Agreement should be for an as yet to be agreed period but no longer than 20 years. The agreement would include a termination clause of 1 year notice either way– this term, given the investment in the property as a whole, would show intent and commitment on the part of both parties. Whilst up to 20 years would be a long period it is in line with some agreements already in place, and the one year termination clause will reduce the financial risk to the Council and allow planning time to support people to move into alternative accommodation should this be required.

- 3.20 Using previous knowledge on similar schemes at Beaumont House and Carlton Springs which are operated by the LTS Service these projects would not fall into the “care home” category as each service user has a tenancy for their own individual flat. A fire risk assessment will be devised with the landlord for each flat and normal fire evacuation procedures will be adopted to get people out of their flats in the case of a fire in the building.

4. VALUE FOR MONEY

- 4.1 These two schemes have been identified as part of wider plans to build supported living capacity to support people to live in their own homes in the borough.
- 4.2 The schemes will house people identified to return from costly out of borough placements, increase capacity to deal with those people on the AOG waiting list, and support the closure of a number of existing group homes that have been assessed as no longer being suitable to meet people’s needs and are not of the quality the Council would want for local service users.
- 4.3 These 2 schemes will, in addition, contribute savings to the Adult Services revenue budget in terms of reduced costs of expensive placements out of borough, along with the economies of scale associated with supporting larger numbers of people on one site. The scale of these savings is yet to be determined as the needs and therefore support requirements of the individuals identified to move back to borough into the schemes is being evaluated. The estimated value of related savings to be realised will be reported within the 2020/21 period 6 revenue monitoring report at the latest. Members should note that the directorate has a minimum cumulative savings target of £ 0.379 million for the resettlement of out of borough service users by 31 March 2021 (£ 0.125 million for 2019/20 with a further sum of £ 0.254 million for 2020/21)
- 4.4 Supporting people in larger schemes of self-contained flats not only offers better quality independent living for individuals, it allows the delivery of 24 hour support in a far more cost-efficient way, and is certainly far more cost effective than being placed in high cost residential placements out of borough. Whilst the economies of scale argument relates to larger numbers of people living on one site, the quality of accommodation and the opportunity for people to have tenancies of their own self-contained flats will increase their independence, self-value and well-being.
- 4.5 The property will be offered to individuals currently being supported by the Council’s Long term Support Service (and thereby the closure of three of the ten properties identified in paragraph 2.5 of this report), the resettlement of a number of people currently in expensive out of borough placements, a number of people in expensive independent placements in Borough, an a small number of people on the waiting list at AOG.
- 4.6 The additional capacity supporting more people in the borough will require more staff – new jobs will therefore also be created locally, and the people being supported will be spending their income in the local areas of Hyde and Droylsden.
- 4.7 The rent for the flats has currently been calculated at a market rent of £815 pcm. The rent for the flats are currently being appraised by IVHA for an affordable rent levels and for Mount Street the indication has not yet been received. A service charge will also be charged in addition to the rent covering essential property management costs. In consultation with the Council’s Property Management Team the levels of rent and service charge will be comfortably met by Housing Benefit.
- 4.8 As the Council will be providing some housing management functions along with the provision of white goods and a basic furniture kit at the proposed schemes – some cost

elements covering this will be included in the service charges which will be added to the rent schedule to cover the delivery of these tasks. These costs will be in line with those currently levied by the Council's Property Management Team on similar schemes they operate – Irwell Valley will collect all service charges and the Council will invoice them for their elements.

- 4.9 It is important to note that there will be some additional costs associated with these two scheme proposals together with potential remedial works to the three properties being released back to housing providers, and any capital costs associated with adapting properties to meet people's needs. Details of any additional investment required will be subject to a separate decision report once the related costs are confirmed.
- 4.10 Specifically in relation to Mount Street the cost of adaptations to the building to meet the specific needs have been identified at a total of £230k. Irwell Valley have committed to funding £180k of this total and the Council is looking to fund the £50k through the Disabled Facilities Grant where the Council is able to provide grants to people with a disability who need to make changes to their home.

5. ALTERNATIVES CONSIDERED

- 5.1 There are three main options moving forward:
- Close the service
 - The "do nothing" approach
 - Expand the portfolio of accommodation to meet existing and future needs of the learning disabled population in Tameside.

5.2 Service Closure

The service user group is primarily people with a learning disability, but may include people with a physical disability and/or potentially with mental health issues, who have complex needs and who will need intensive support for the remainder of their lives. The number of people who need this service is increasing as a result of young people moving through from Children's Services, a lack of accommodation capacity forcing an increased number of people being placed in costly accommodation residential placements out of borough, and increased life expectancy as a result of advances in health care and other technology. Any cessation of this service would be likely to result in support having to be provided in individual properties or via institutional accommodation. In both cases this is likely to be more expensive. As a result it is concluded that closure of the service is not desirable, is unlikely to be popular, and probably not viable.

5.3 'Do Nothing' Approach

This would mean that Adult Services would continue to deliver support to people in the existing accommodation stock. However, this means that service users who are in need of accommodation will be reliant on tenancies becoming available in that stock. Vacancies in group homes can take some considerable time to fill given the detailed compatibility work required between the existing tenants and the person being referred – filling individual flats can be done very quickly – hence the preference to develop larger schemes of self-contained flats rather than group homes.

- 5.4 Given the existing demand being experienced from children going through transition to Adult Services, increasing demand from people coming into the service where long-term family support has broken down, and people living longer the "do nothing" approach means that the Council will become increasingly reliant on costly out of borough residential places. Not only would this be a poor response for those users who find themselves in the position that the only option is for them to move to a residential placement outside of the area that

they have been brought up in, it would be financially very difficult for the Council given the excessive cost of out of borough placements.

- 5.5 With the increasing demand for accommodation, legislation directing people to be supported to live in their own homes for as long as possible, and the financial efficiency of supporting people to live in the borough rather than in expensive residential placements away from the locality it is judged that any option to do nothing is not a viable one.

Expansion of Available Accommodation

- 5.6 There is a clear need to increase the amount of supported accommodation to meet the pressure of demand currently which will grow in the coming years, particularly with the young people transitioning to adult services.
- 5.7 In addition to meeting current and increasing demand, ten properties currently being used in Adult Services are not fit for purpose and need replacing.
- 5.8 The two schemes will enable the resettlement of a number of people from out of borough placements and put much needed additional capacity into the borough.

6. EQUALITIES

- 6.1 It is not anticipated that there are any negative equality and diversity issues with this proposal, see EIA available at **Appendix A** to the report.

7. RISK MANAGEMENT

- 7.1 Any risks of poor service delivery will be mitigated by close monitoring of the service by close working relationships between officers representing the Council and the accommodation provider to ensure that the agreements are being fully met and that subsequently people accessing the accommodation enjoy the agreed quality of accommodation.
- 7.2 There is a significant risk that not expanding the quantity of supported accommodation available for people with a learning disability to meet growing demand will mean that the Council would not fulfill its statutory and legal duty to provide support services in appropriate settings in a homely environment whilst meeting eligible needs.
- 7.3 There would be a risk in the Council entering long term arrangements for the 2 schemes identified in this report. However discussions with Irwell Valley have indicated an initial agreement term of 5 years which would significantly reduce the risk to the Council. Schemes such as these two offer opportunities to deliver significant savings and going forward operate at the optimum level of financial efficiency in supporting people with complex needs requiring 24 hour support in their own homes. The Council is clear that this very vulnerable group of people, who are increasing in numbers, will require support for the rest of their lives - the modern high quality accommodation proposed will allow people to live in their own self-contained living space rather than shared arrangements that in the majority of cases wouldn't be their chosen living arrangement.
- 7.4 There is a financial risk to the Council in relation to covering any voids, however, this risk is mitigated by the demand for the accommodation as set out above. These types of agreement also tend to give rise to a financial liability for the Council upon the happening of certain events e.g. damage to the property by an occupant where the cost of repair is not recoverable from the occupant. Such risks should be managed through close working with the Irwell Valley and through support from Long Term Support.

8. CONCLUSION

- 8.1 This report seeks approval to progress the 2 accommodation proposals in Hyde and Droylsden – both schemes will delivering high quality self-contained living environments offering the opportunity to deliver cost effective services for people requiring long term 24 hour support.
- 8.2 The 2 schemes will support the delivery of savings to the Adult Services budget – the scale of savings is to be determined in the future as tenants for the schemes are identified (though as indicated previously it expected that for Mount Street these will be complete and reported within the 2020/21 period 6 revenue monitoring report at the latest).
- 8.3 In supporting progression of these 2 schemes the Council is making a strong commitment to meeting the needs of adults with complex needs by prioritising the continuation of the provision of 24 hour supported living service.

9. RECOMMENDATIONS

- 9.1 As set out on the report cover.

APPENDIX A

Equality Impact Assessment

Subject / Title	NEW SUPPORTED LIVING SCHEMES – ACCOMMODATION FOR PEOPLE WITH A LEARNING DISABILITY	
Team	Department	Directorate
Joint Commissioning and Performance Management	Adults	Adults
Start Date	Completion Date	
22 June 2020	29 June 2020	
Project Lead Officer	Trevor Tench	
Contract / Commissioning Manager	Denise Buckley, Giovanna Surico-Hassall	
Assistant Director/ Director	Stephanie Butterworth	
EIA Group (lead contact first)	Job title	Service
Trevor Tench	Head of Commissioning	Adult Services – Commissioning and Performance
Sue Hogan	Service Unit Manager	Adults Transformation
Alison White	Service Unit Manager	Operations – Adult Services
Denise Buckley	Team Manager	Adult Services – Commissioning and Performance
Kerry Woolley	Commissioning and Contracts Officer	Adult Services – Commissioning and Performance
Giovanna Surico-Hassall	Team Manager	Operations – Adult Services
Adam Lomas	Team Manager	Supported Living Project – Adult Services
Patrick Nolan	Head of Major Programmes	Development and Housing Growth

PART 1 – INITIAL SCREENING

An Equality Impact Assessment (EIA) is required for all formal decisions that involve changes to service delivery and/or provision. Note: all other changes – whether a formal decision or not – require consideration for an EIA.

The Initial screening is a quick and easy process which aims to identify:

- *those projects, proposals and service or contract changes which require a full EIA by looking at the potential impact on, or relevance to, any of the equality groups*
- *prioritise if and when a full EIA should be completed*
- *explain and record the reasons why it is deemed a full EIA is not required*

A full EIA should always be undertaken if the project, proposal and service / contract change is likely to have an impact upon, or relevance to, people with a protected characteristic. This should

be undertaken irrespective of whether the impact or relevancy is major or minor, or on a large or small group of people. If the initial screening concludes a full EIA is not required, please fully explain the reasons for this at 1e and ensure this form is signed off by the relevant Contract / Commissioning Manager and the Assistant Director / Director.

1a.	What is the project, proposal or service / contract change?	The proposal is enter into agreements for two new supported living schemes in Hyde and Droylsden, to meet the current demand for accommodation for people with a learning disability
1b.	What are the main aims of the project, proposal or service / contract change?	<p>This would be essential action in increasing the amount of available supported accommodation for people with a learning disability to live in their own homes in the community.</p> <p>There is a need to increase capacity to meet current and future demand, and address some immediate issues around existing properties no longer being fit for purpose in relation to meeting people's presenting needs.</p> <p>The two schemes will support the delivery of savings for the Adult Services budget – the actual amount will depend on the final mix of people moving into the two schemes.</p>

1c. Will the project, proposal or service / contract change have either a direct or indirect impact on, or relevance to, any groups of people with protected equality characteristics?

Where there is a direct or indirect impact on, or relevance to, a group of people with protected equality characteristics as a result of the project, proposal or service / contract change please explain why and how that group of people will be affected.

Protected Characteristic	Direct Impact/Relevance	Indirect Impact/Relevance	Little / No Impact/Relevance	Explanation
Age	✓			The service is for adults 18+. Those under 18 will have access to care and support via children's services
Disability	✓			The service is for adults with a learning disability. Adults who do not have a learning disability will access adult services if they

				have an eligible need as per the Care Act 2014
Ethnicity			✓	
Sex			✓	
Religion or Belief			✓	
Sexual Orientation			✓	
Gender Reassignment			✓	
Pregnancy & Maternity			✓	
Marriage & Civil Partnership			✓	

Other protected groups determined locally by Tameside and Glossop Strategic Commission?

Group (please state)	Direct Impact/Relevance	Indirect Impact/Relevance	Little / No Impact/Relevance	Explanation
Mental Health	✓			Service users may have a secondary mental health support need in addition to their learning disability. Individuals whose primary need is mental health, will access other appropriate services
Carers	✓			The service supports carers to plan the long term needs of the person they support along with crisis support
Military Veterans			✓	
Breast Feeding			✓	

Are there any other groups who you feel may be impacted by the project, proposal or

service/contract change or which it may have relevance to? <i>(e.g. vulnerable residents, isolated residents, low income households, those who are homeless)</i>				
Group (please state)	Direct Impact/Relevance	Indirect Impact/Relevance	Little / No Impact/Relevance	Explanation
N/A				

Wherever a direct or indirect impact or relevance has been identified you should consider undertaking a full EIA or be able to adequately explain your reasoning for not doing so. Where little / no impact or relevance is anticipated, this can be explored in more detail when undertaking a full EIA.

1d.	Does the project, proposal or service / contract change require a full EIA?	Yes	No
			✓
1e.	What are your reasons for the decision made at 1d?	The increased provision of accommodation will allow access to appropriate provision, offer more choice and control over the support individuals need to improve and better manage their wellbeing, contributing to improved experiences and outcomes. The service is open to anyone who meets the criteria.	