

Report to: STRATEGIC COMMISSIONING BOARD

Date: 16 December 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: ADULT SERVICES HOUSING AND ACCOMMODATION WITH SUPPORT 2021-2026

Report Summary: The demand for accommodation with support 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 or mental health needs 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 at a reduced cost will be lost.

This report outlines a range of accommodation schemes needed over the coming 3-5 years to meet current and future need across all adult groups.

Recommendations: That the Strategic Commissioning Board agree:

- (i) That approval is given to progress the plans devised by Adult Services in conjunction with Growth and thereby the resultant accommodation schemes identified in ongoing discussions with registered provider partners. The accommodation schemes developed will increase capacity in the borough for the provision of accommodation with support for the range of Adult service users enabling them to live in their own homes.
- (ii) That authority is given to enter individual agreements to deliver accommodation with support for the Adults’ service users, subject to such relevant governance required Key/executive decision setting out the details including vfm together with advice from STAR Procurement should any procurement activity be required within each individual scheme in relation to the application of the Public Contracts Regulations 2015.
- (iii) That approval is given to provide the support in the accommodation at all locations by either the in-house Long Term Support Service, or through tender with independent sector providers (to be established based on the needs identified and requirements of each scheme).

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| Financial Implications: | Integrated Commissioning Fund Section | Section 75 |
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(Authorised by the statutory Section 151 Officer & Chief Finance Officer)

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| Decision Required By | Strategic Commissioning Board |
| Organisation and Directorate | Tameside MBC – Adult Services |

It is essential that any review of a new potential accommodation scheme involves Finance at the earliest possibility, this will ensure that due diligence and value for money is considered and the impact on the budget for adult services is assessed.

All schemes will need to be reviewed.

As explained in the report the process will support the delivery of Adult Services savings as well as helping to maintain costs within budget, that arise as a result of any increase in demand on the service.

As a result of all the work that is currently being carried out on Out Of Borough placements, £665k savings have been identified for 2021/22 based on a full year effect. These savings will need to be closely monitored and will be reported on within the revenue monitoring statement

It is expected that the related rent and service charges levied by landlords within tenancy agreements with service users will be financed via housing benefit. Any related void periods will need to be stringently managed and monitored as these will be a liability to the Adult services revenue budget.

Legal Implications:
(Authorised by the Borough Solicitor)

Due diligence will be required for each decision together with an executive decision setting out project plan, risks, benefits etc should be undertaken on each opportunity to clarify any procurement issues, legal issues in relation to either an lease and or management agreement together with liabilities.

Advice will be required to ensure that the arrangement is in line with the market generally and represents good value for money. Advice from finance will also be required not only in relation to the value for money element but also the overall budgetary position especially as savings are expected. Advice will also have to be sought in relation to any adaptations required and any legal and financial issues, which need to be considered in that regard. All of the due diligence together with details of any support packages should be included in the Executive Decision that will be required to comply with The Openness of Local Government Bodies Regulations 2014:

<https://www.legislation.gov.uk/uksi/2014/2095/contents/made> .

Given that the timescales for this programme extend to 2026 as set out in Paragraph 3.7 Members will wish to consider receiving periodic updates by way of a report to Cabinet in order to monitor the proposal with particular regard to the quality of service, value for money and savings.

How do proposals align with Health & Wellbeing Strategy?


The proposal aligns with the Living Well and Ageing Well programmes


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| How do proposals align with Locality Plan? | <p>The service links into the Council's priorities:</p> <ul style="list-style-type: none"> • Help people to live independent lifestyles supported by responsible communities. • Improve Health and wellbeing of residents • Protect the most vulnerable |
| How do proposals align with the Commissioning Strategy? | <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: | <p>This report has not been presented at HCAG</p> |
| Public and Patient Implications: | <p>Those accessing the service have been identified as having eligible needs under the Care Act 2014</p> |
| Quality Implications: | <p>The accommodation will support quality outcomes for people to be able to live in their own home</p> |
| How do the proposals help to reduce health inequalities? | <p>The service delivers whole life support to vulnerable adults including ensuring individuals have access to a healthy lifestyle and routine medical checks</p> |
| What are the Equality and Diversity implications? | <p>There are no negative equality and diversity implications associated with this report, see the Equality Impact Assessment at Appendix A.</p> |
| What are the safeguarding implications? | <p>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.</p> |
| What are the Information Governance implications? Has a privacy impact assessment been conducted? | <p>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.</p> |
| Risk Management: | <p>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</p> |

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 writers, Trevor Tench, Head of Commissioning and Sue Hogan, Service Unit Manager Transformation

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1. INTRODUCTION

- 1.1 The Council has a proud record of supporting people who have complex needs requiring up to 24 hours per day support in ordinary housing – in individual's houses, group homes, larger schemes of self-contained flats and "extra care sheltered housing" settings. This accommodation is mostly provided by Registered Providers (RP) and Private Sector Partners.
- 1.2 The demand for supported living and extra care in Tameside is now outstripping supply and there is therefore a need to expand the amount of accommodation with support schemes to meet this and projected future need whilst ensuring that in line with local and national policy people are supported to Live Well at Home (LWAH) .
- 1.3 Presently, new accommodation is delivered through ad hoc arrangements and specific approved developments working with RPs and Private Partners (and in some cases RP/Private Partners working together). Such arrangements have delivered 23 apartments at Mount Street, and three houses at Marsden Close due for occupation 1 January 2021 along with 5 apartments at Hart Street due April 2021. These ad hoc arrangements at the current rate and pace of delivery will not meet the identified demand over the next five years
- 1.4 As part of the Council's cross cutting budget work we continue to develop a programme including resource requirements, provision and type of accommodation to meet the current identified need and projections over the next 5 years. This will focus on supporting all adults to LWAH, whilst we will continue to source new accommodation from the market place with Partners to deliver this in a timely manner utilising existing and new resources including access to the Homes England Affordable Homes Programme 2021-25.
- 1.5 We are researching the appropriate collaboration/legal frameworks to ensure RP and Private Sector Delivery partnerships can be put in place to enable and enhance the delivery of accommodation to meet the Council's needs across this and other Directorates over the next 5 years.
- 1.6 The Council continues to face significant budgetary challenges and has therefore been reviewing its models of service delivery with an increasing focus on LWAH, looking at new and innovative approaches to deliver good quality services while reducing the cost of provision significantly. The approach noted above working with well-resourced, skilled and knowledgeable partners will assist the achievement of our aims and objectives, quality accommodation, in the right place to suit identified need exploiting technology as well as creating best practise in service delivery.
- 1.7 Based on the success of larger supported living schemes comprising individual flats developed initially across adult social care groupings, we 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.
- 1.8 Whilst these are medium to long term plans there is an emerging and growing need in relation to the provision of emergency or short term accommodation. In particular the Council finds itself having to place people unnecessarily in expensive out of borough placements for people in crisis where there is carer/placement breakdown or young people coming through transition into adulthood where there is no suitable accommodation immediately available. The difficulty is that people often get settled in the out of borough placement made, and the Council retains a long term financial and resource commitment. If the Council had the ability

to source suitable accommodation in the short term locally with Registered Housing Providers a medium to long term solution could be planned for the individual at a much reduced cost.

- 1.9 In relation to supporting older people there is a need to expand the availability of extra care provision across the borough not only to reduce the need for people to move into residential care - ensuring that people can continue to live independently in their own accommodation as identified in the LWAH programme - but also ensuring that we are getting the best value option from both a quality of life perspective and cost basis.
- 1.10 There is also a need to source new accommodation with regard to people with complex physical disabilities that meet their own individual requirements in relation to bespoke adaptations and property layouts that also support the long term needs of the family in maintaining the care they are offering to their family member.
- 1.11 In consultation with STAR Procurement on this proposal it has been confirmed that neither the Contract Procedure Rules, nor the Public Contract Regulations 2015 are likely to apply to this arrangement in relation to the accommodation. 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”. However this will be reviewed when each opportunity is considered.

2. GENERAL DEMAND FOR ACCOMMODATION

- 2.1 The demand for expanding and improving the accommodation provided by the Council requires ongoing 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 LWAH 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 due to the accommodation within which they reside no longer meeting the family situation.
 - 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
- Within the same timescale a need for an additional 281 units of supported accommodation for people with mental health needs
- 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 for Adults service users, though may be an option for other areas within the Council.

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 cared for children and young people 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 cared for children needing housing and support services is a priority for the Council. For cared for 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 for various 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. Of the potential schemes approved the Council has to date been able progress the following schemes:

- Mount Street, Hyde (SCB August 2020)
- Hart Street, Droylsden (SCB July 2019)

3.2 We have had to work quickly progressing the accommodation made available on Mount Street in Hyde having concluded the property modifications and agreement with Irwell Valley Housing Association. Joint work across the neighbourhoods and the Long Term Support Service identified people to move to the accommodation with the first people moving in on the 19 October 2020 and it is anticipated that the 23 flats will be fully occupied by the middle of January 2021. It is important to recognise the positive impact the move has had on the people who have become tenants in the building in such a short period of time.

3.3 The project at Hart Street Droylsden has progressed and it is anticipated that the building will be ready in April 2021. Plans are in place with 5 people identified to move into this scheme with support being provided by the Council's in-house Long Term Support Service.

- 3.4 As previously reported the ambition of the Council 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.
- 3.5 Work has progressed significantly in relation to defining the current and future housing requirement over the coming years. In line with this work has progressed more using links with Registered Housing Providers locally to progress the immediate accommodation needs.
- 3.6 In line with the Council's ambitions of supporting all people that are eligible for services to Live Well at Home a plan has been designed to significantly increase the availability of high quality accommodation with support. This plan will also address the need to ensure that Tameside people can continue to live in Tameside, closer to family and local links rather than be placed due to lack of capacity or expertise in high cost placements outside of the Borough.
- 3.7 The identified need and potential accommodation solutions are constantly being updated and at present is illustrated in the following table:

| Type of Scheme | Number of Schemes | Approximate Number of Units | Type of Units | Timescale/ occupation |
|---|--------------------------|------------------------------------|----------------------|------------------------------|
| 2 x Housing Disabled Property (Bespoke Housing Solutions) | 1 | 2 | Mixed 3/4 Bed | By 2021/22 |
| 2 x Housing Disabled Property (Bespoke Housing Solutions) | 1 | 2 | Mixed 2/3 Bed | By 2022/23 |
| 2 x Housing Disabled Property (Bespoke Housing Solutions) | 1 | 2 | Mixed 3/4 Bed | By 2023/24 |
| 2 x Housing Disabled Property (Bespoke Housing Solutions) | 1 | 2 | 4 Bed | By 2022/23 |
| 2 x Housing Disabled Property (Bespoke Housing Solutions) | 1 | 2 | 4/5 Bed | By 2025/26 |
| Extra Care | 4 | 320 | mixed 1/2 bed | By 2024/5 |
| Extra Care / Nursing Home | 1 | 100 | mixed 1/2 bed | By 2024/5 |
| Older Person Self-contained bungalows | 1 | 10 | 2 Bed | By 2021/22 |
| Older Person Self-contained bungalows | 1 | 20 | 2 Bed | By 2022/23 |
| Older Person Self-contained bungalows | 1 | 10 | 2 Bed | By 2023/24 |
| Older Person Self-contained bungalows | 1 | 10 | 2 Bed | By 2025/26 |
| Other self-contained apartments and limited communal(MH) | 2 | 40 | Mixed 1/2 bed | By 2024/25 |
| Self-Contained Apartments Scheme and Communals(LD) | 1 | 20 | 1 Bed | By 2020/21 |

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| Self-Contained Apartments Scheme and Communals(LD) | 1 | 20 | 1 Bed | By 2021/22 |
| Self-Contained Apartments Scheme and Communals(LD) | 1 | 20 | 1 Bed | By 2022/23 |
| Self-Contained Apartments Scheme and Communals(LD) | 1 | 20 | 1 Bed | By 2023/24 |
| 3 x Housing for people with LD | 1 | 7 | Mixed 2/4 bed | By 2021/22 |

- 3.8 The plans will significantly increase capacity in extra care sheltered Housing for older people, will support a reduction in its current use of institutional residential care in the future whilst supporting people's choice to remain living in their own homes with appropriate support.
- 3.9 The plans will address housing solutions for an increasing number of people with disabilities with bespoke housing solutions where their own properties cannot be further adapted to meet their presenting needs.
- 3.10 Delivering the plans will be a key factor in delivering savings and efficiencies for the Council, whilst increasing the quality and range of independent living options for people supported by the Service.
- 3.11 Whilst these plans are being developed there is a shorter term need for the Council to have the ability to source suitable accommodation in the short term locally with Registered Housing Providers rather than place people out of borough. This will enable the Council to support individuals during this period and ensure they are actively involved in their transition to the longer term schemes with the ability to retain their support.
- 3.12 Due to the timescales involved in seeking Council approval to each accommodation scheme individually there is often an impact on the time available to implement the scheme, which include:
- identifying and preparing service users for the scheme;
 - identifying and agreeing the necessary adaptations to meet the need of individual service users;
 - recruiting and training staff to enable a smooth transition into the schemes;
 - negotiating any agreement between the Council and the registered housing provider;
 - involving legal and finance services in all aspects of the moves which includes best interest assessments, court of protection,
 - facilitating housing benefit claims, furniture grants other benefits available;
 - preparing the property, including decorating and purchasing furniture/flooring/white goods for each individual service user with the involvement of family/carers/advocates;
 - and avoiding accommodation voids and maximising value for money.
- 3.13 To enable timely decisions and to maximise the potential savings/cost avoidance whilst enabling Adult services to facilitate smooth transitions authority is sought to agree terms to enter individual agreements to deliver accommodation with support for the Adults service users. Advice will be sought in respect of each accommodation project, to agree the details and the value for money of each scheme individually together with advice from STAR Procurement should any procurement activity be required within each individual scheme in relation to the application of the Public Contracts Regulations 2015.

4. VALUE FOR MONEY

- 4.1 The schemes will be identified to build capacity to support people to live in their own homes in the borough as long as is possible.
- 4.2 The schemes will accommodate people identified to return from costly out of borough placements; increase capacity to deal with those people on the AOG waiting list; support people moving through transition from Childrens to Adult Services; provide capacity to provide short term accommodation for people in crisis/carer breakdown 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 schemes will contribute towards Adult Services savings along with cost avoidance in meeting the projected demand over the coming years as well as improving people's outcomes and quality of life. This will reduce pressure on the Adult costs in relation to expensive placements out of borough, older people's care home placements 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 is yet to be identified.
- 4.4 To illuminate the potential cost savings/avoidance the GM Health and Social Care Partnership Supported carried out some financial modelling in their "Housing Commissioning Data Pack (August 2019)" in relation to the cost of residential care as opposed to supporting people in their own homes in the community.
- In relation to people with a learning disability it was calculated that on average residential care cost £300 per week (£15,600 per year) more than supporting people in the community in their own homes.
 - In relation to older people the work carried out included a high level cost benefit analysis on the use of Extra Care Housing rather than low level Residential Care – the comparison being between the cost of the 10% cheapest residential packages and what the cost may be for a standard Extra Care Package. For Tameside this related to 55 people whose average weekly cost in residential care was £435 per week which equated to £1,245,059 annually; the estimated extra care package (based on 14 hours per week at £13.50 per hour) was £189 per week which equates to £540,450 per year. The difference annually in cost between the two models for the cheapest 10% of Residential Care Service users (55 people) is therefore £704,519 per annum.
- 4.5 Experience locally confirms the potential for cost reductions with the return of people from out of borough placements and the recent use of the accommodation at Mount Street in Hyde. In comparing the costs of the return from out of borough and also supporting the people in the 23 flats at Mount Street as opposed to the combination of their previous placements there has been an overall reduction in cost of £665k based on a full year effect.
- 4.6 It is clear from both research locally and actual experience recently in Tameside that 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 higher cost residential placements both in and 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, and therefore improved outcomes..

- 4.7 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 borough.
- 4.8 It is important to note that there may be some one-off additional costs associated with these scheme proposals particularly in relation to adaptations, technology, furniture and white goods if required and in some cases void rents where we have held the vacancy for a cared for child who has not yet reached 18. In addition there may be costs associated with potential remedial works if properties currently being used by Adult Services are released back to housing providers, - however the properties in most cases would be suitable for use by other areas of the Council or to meet the general housing need across the borough so the expectation is that such costs would be kept to a minimum. In all cases these will be accounted for when presenting the efficiencies of the programme of work.

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 Adult Service population in Tameside.

Close the Service

5.2 The service user groups are older people, people with a learning disability, people with mental health needs and people with a physical disability, and who will need 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.

‘Do Nothing’ Approach

5.3 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 in particular can take some considerable time to fill given the detailed compatibility work required between the existing tenants and the person being referred – whilst filling individual flats can be done very quickly and hence the predominance in the strategy to develop larger schemes of self-contained flats.

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, people living longer, the policy to reduce the reliance on residential care for older people, and the increasing number of people with a disability requiring bespoke accommodation to maintain their caring family circle, the “do nothing” approach means that the Council would become increasingly reliant on costly residential places (both in and out of borough). 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 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 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 accommodation with support 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, a number properties currently being used in Adult Services are not fit for purpose and need replacing.
- 5.8 The delivery of the accommodation identified in this strategy will go some way to meet the current and projected demand for accommodation with support across the Adult Services user groups by putting much needed capacity into the borough. The additional capacity will ensure that Adult Services is able to reduce its reliance on residential care for its older population. It will enable the resettlement of a number of people from out of borough placements whilst reducing the need to place people out of borough in the future. In addition it will enable the replacement of properties that are no longer appropriate to meet people's needs, and enable the family support for people with a physical disability to positively continue their support for their loved ones without the need for statutory services support.

6. EQUALITIES

- 6.1 It is not anticipated that there are any negative equality and diversity issues with this proposal – the Equality Impact Assessment is 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 to meet growing demand will mean that the Council would not fulfil its statutory and legal duty to provide support services in appropriate settings in a homely environment whilst meeting eligible needs.
- 7.3 There is a risk in relation to not being able to respond quickly to offers of accommodation which once approval has been granted can mean immense pressure is placed on Adult services to support the move of people into the property once the keys have been handed over to avoid void rents, security costs associated with empty buildings and could have the potential of transitions not been carried out at a pace that service users and their families are comfortable with. This also adds pressure on recruitment, training and Legal services.
- 7.4 There would be a risk in the Council entering long term arrangements for the schemes identified in this report. However discussions with Registered Providers will focus where required on initial agreements between 5 and 10 years with the potential to extend which would significantly reduce the risk to the Council. Schemes such as those proposed offer opportunities to deliver significant savings and going forward operate at the optimum level of financial efficiency in supporting people with needs requiring up to 24 hour support in their own homes. The Council is clear that these vulnerable groups 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 wherever possible to live well in their own homes for as long as is possible in line with national guidance.

- 7.5 There is a financial risk to the Council in some of the proposed schemes 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 housing providers and through input from the support providers.
- 7.6 There is a risk that some people may not wish to move into the proposed accommodation.
- 7.7 All moves will be done with full engagement with individuals and their families/advocates undertaking where appropriate best interest and capacity assessments.

8. CONCLUSION

- 8.1 This report seeks approval to progress the accommodation plans as set out in section 3 of this report – the proposals will deliver high quality living environments offering the opportunity to deliver cost effective services for vulnerable people requiring long term support.
- 8.2 The schemes will support the delivery of savings and cost avoidance to the Adult Services budget whilst meeting the capacity required by the increasing demand from people requiring support over the coming few years. The scale of savings and avoidance of cost will be determined in the future as each accommodation scheme is occupied by the various Adult Services user groups.
- 8.3 In supporting progression of this strategy 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 ACCOMMODATION WITH SUPPORT SCHEMES – ADULT SERVICES | |
| Team | | Department | Directorate |
| Joint Commissioning and Performance Management | | Adults | Adults |
| Start Date | | Completion Date | |
| 12 October 2020 | | 30 October 2020 | |
| Project Lead Officer | | Trevor Tench | |
| Contract / Commissioning Manager | | Adam Lomas | |
| 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 & 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 new accommodation with support schemes across the borough to meet the current and projected demand across Adult Services in the coming few years. | | |
|--|--|---|------------------------------|---|
| 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 accommodation with support for vulnerable adults to live well 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 proposed schemes in the strategy 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 various schemes.</p> | | |
| <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?</p> <p>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.</p> | | | | |
| 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 vulnerable adults who 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 mental health need and will in addition to their accommodation support needs 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. | |