

<b>Classification:</b> Open	<b>Decision Type:</b> Key
--------------------------------	------------------------------

<b>Report to:</b>	Cabinet	<b>Date:</b> 01 June 2022
<b>Subject:</b>	Bury Adult Social Care Housing for Adult with Additional Needs Vision, Strategy, Market Position Statement and Programme of Work	
<b>Report of</b>	Cabinet Member for Health and Wellbeing	

**Summary**

1. A person’s home is important, it provides a sense of belonging, independence and security. It is also where community starts. Significant work has been undertaken to develop a suite of documents that defines the Bury Adult Social Care commitment to housing. A significant work programme is underway to deliver our ambitious priorities, drive improvement across key outcomes and ensure the people of Bury with additional needs are supported to live as independently as possible, and when required, receive support in the right way, at the right time and in the right place.

**Recommendation(s)**

2. The recommendation is for:
  - a. Cabinet to approve the Bury Adult Social Care for those with additional needs Vision, Strategy and Market Position Statement for sharing with stakeholders.
  - b. Cabinet to approve the ambitious work programme for adults with additional needs housing.

**Reasons for recommendation(s)**

3. The Bury Adult Social Care for those with additional needs Vision, Strategy and Market Position Statement sets out the pathway and ambitious work programme that will:
  - Meet our statutory obligations set out in the Adult Social Care White Paper ‘People at the heart of care’, requiring a local and joint health and social care plan and response housing solutions.
  - Developing a framework to attract a proportion of the proposed £300million government funding to integrate housing into local health and care strategies, with a focus on increasing the range of new supported housing.
  - Prepares Adult Social Care for the future CQC inspection regime.
  - Provide local homes for those with additional needs now and in the future.
  - Increase housing choices for our older generation and adults with specialist needs, enabling an increased number of people living independently at home.
  - Encourage enterprise to drive inclusive economic growth through our business community, enterprising innovation, and creative solutions to housing issues.

- Work collaboratively to design quality, fit for purpose homes for people with additional needs in Bury. Reviewing, designing and shaping homes in co-production with service users, their carers and family. Working together to ensure inclusivity throughout the housing agenda.
- Taking a strengths based approach to recognise the assets and strengths of communities and the people within, empowering their independence, choice, and control for positive housing solutions.
- Enabling more people to remain in borough, in the community of their choice, closer to family and friends, driving efficiencies and reduced cost whilst enabling better quality outcomes for individuals.
- Aligns to the 'Let's Do It' strategy, service user engagement and the Adult Social Care White Paper 'People at the Heart of Care: Adult Social Care Reform' which puts the spotlight on making every decision about care, a decision about housing.

### **Alternative options considered and rejected**

4. The alternative is to ignore the outcomes of the significant work and engagement with our stakeholders over the past fifteen months, which is not feasible as demand would remain unmet and the Local Authority would be unable to achieve its statutory obligations.

---

### **Report Author and Contact Details:**

*Name: Hayley Ashall*

*Position: Strategic Lead, Integrated Commissioning*

*Department: Community Commissioning, One Commissioning Organisation*

*E-mail: h.ashall@bury.gov.uk*

---

### **Background**

- 5.1 There is an opportunity for the council to influence the supply of specialist housing in the borough. This can be done by explicitly requiring housing developers to include an element of specialist accommodation as a part of their proposed scheme. This approach works best on land which is directly controlled by the Local Authority. This is because in most cases development values across the borough is high enough to place an obligation to include an element of specialist housing. The Council is in control of several brownfield sites suitable for new housing developments.
- 5.2 There are potential opportunities in the near term around the former police station site in Bury Town Centre and the Pyramid Park site. Longer term opportunities exist around the Q Park roof site and potentially the Castle site in Bury Town Centre. The potential to find further sites suitable for development, in particular in more suburban areas, may depend upon the ability of the Council to dispose of sites in our direct ownership which are now surplus to our requirements.

- 5.3 A number of registered housing providers have established track records in delivering specialist accommodation. The Council is establishing a procurement framework of suppliers which will allow the Council to go to the market on sites with specialist housing aspirations. The Council can then review the 'responses' to any tendered sites. This would involve a quantitative assessment of the number of units being developed as well as a qualitative assessment which looks at the quality of the proposals presented and the track record of the partner in delivering specialist housing.
- 5.4 The work to date recognises that a person's home is important, it provides a sense of belonging, independence and security. It is also where community starts. The Kings Fund 2018, amongst other theories and research showcases evidence that having good quality housing is a key component of having good health. The recently published Adult Social Care White Paper 'People at the Heart of Care: Adult Social Care reform' focusses on making every decision about care a decision about housing. Writing *'ensuring people receive the right care and support all begins with where they live and the people they live with'*. The White Paper sets out the ambition to provide more people the choice to live independently and healthy in their own homes for longer.
- 5.5 Supporting people to live independently at home for as long as possible, is a priority for Bury Adult Social Care (ASC). To show its commitment to the housing agenda Bury ASC has spent the past fifteen months working with internal and external stakeholders, housing and care providers along with engaging with service users to understand regarding housing what is important, reviewing existing provision ensuring it is fit for purpose alongside ascertaining a picture of current and future need. A suite of documents has been developed, a vision statement, a strategy along with a Market Position Statement (MPS) which will equip providers with a blueprint of housing needs and intentions.
- 5.6 Bury ASC journey started with a housing and care provider event to gain feedback from our marketplace, ascertaining if there was appetite to work collaboratively. Since the event there has been an overwhelming response from housing and care providers aspiring to build, develop and work with schemes in Bury.
- 5.7 Housing has been discussed at key engagement forums and meetings attended by stakeholders also those living with additional needs. Despite the hard work to gain a clear picture of existing provision mapped against need, it was evident the expertise of the Housing Learning and Improvement Network (LIN) as the 'go to' sharing network for anyone working in housing, health and social care, was needed. The Housing LIN used expertise to collaborate with Bury ASC helping pull together a robust data set, this coupled with the qualitative feedback from engagement activity formed the basis of our Vision, Strategy and MPS.

- 5.8 The Bury Adult Social Care for those with additional needs vision is that: *'The people of Bury are supported to live as independently as possible and when required receive support in the right way, at the right time, in the right place'*. The vision document is a high-level overview of the prescribed outcomes, priorities and required behaviours. (See appendix 1).
- 5.9 There is a growing demand for housing in Bury, as it is an attractive place to live, combined with lower land prices to elsewhere in Greater Manchester. However, the provision of housing options has sometimes existed separately to commissioning and design of services; going forward we will join this up, ensuring people's needs are met in the best way. Corporately, housing services have worked with residents and partners to develop a new corporate housing strategy 2021-25 (<https://www.bury.gov.uk/index.aspx?articleid=16298>), which focuses on the types of housing people need at different stages in their lives, centred around our local five neighbourhoods and our six townships. This links well with the Bury "Let's Do It!" 2020-30 <https://www.bury.gov.uk/index.aspx?articleid=16109>, which focusses on enabling people of all ages to live well within their neighbourhoods, supported by the integration of public services with our neighbourhood hubs. From an ASC perspective, we must create conditions for older people, and those who need extra support to live well in their communities, retaining their independence, choice and control for as long as they want to "Live at home". This is a common strand throughout the ASC White Paper *'People at the Heart of Care: adult social care reform'*. The Bury ASC for those with additional needs strategy brings together these elements whilst addressing the current state of the housing market and describing the strategic context in which we are working. (See appendix 2).
- 5.10 The MPS showcases more detailed information, data and evidence about the local market so current and prospective housing and care providers understand the local context, what is likely to change and where opportunities might arise in the future. This is a statutory duty of Local Authorities to help shape a sustainable marketplace. It will help providers:
- Identify tender opportunities.
  - Develop their services to meet local need and demand.
  - Drive innovative solutions to challenges in relation to housing needs both now and in the future.
- 5.11 The MPS also provides our communities, including people who need care and support, their family and carers, an opportunity to determine whether the types of housing we seek, are the types of housing people want to live in. The MPS is also aimed at our voluntary community and faith groups who make a key contribution to building and maintaining individual and community independence. (See appendix 3).
- 5.12 The suite of documents marks the starting point of developing a local and joint health and social care plan driving the response to housing solutions.

The ASC White Paper 'People at the heart of care' highlights this is a core statutory requirement that is likely to attract future government funding. A scope meeting has taken place to form a corporate wide programme/policy group to ensure the aspirational plan is delivered in collaboration and sits firmly across health and social care.

## Further Advancements

5.13 Alongside creating the suite of housing documents described, other products and mechanisms have been achieved to aid the ASC housing programme for those with additional needs these include:

- **Checklist of accommodation standards and tenancy-related housing services in supported housing** - provides staff, partners, providers and other stakeholders a clear set of quality standards we expect from existing and new housing provision. (See appendix 4).
- **Voids Policy document** - provides staff, partners, providers and other stakeholders clear policy and stance on voids. (See appendix 5).
- **Review of existing provision** - programme of work to review existing housing stock. Following review, stock is either maintained, repurposed or disposed of. Providing assurance all housing stock is of a high standard, meeting the requirements set out in the '*Checklist of accommodation standards and tenancy-related housing services in supported housing*'.
- **Establishing the Living Options Group**- an essential catalyst to enable sound, efficient allocations and innovative responses to housing needs. An arena for health and social care officers and commissioners to come together to work through housing challenges, issues, allocations, reduce voids and set up new provisions/ schemes.
- **Future Scheme Development** – liaising with providers and partners to start the sequence of new housing schemes. This has included a range of schemes to date.
- **Older People Housing Review** – supporting the work to review extra care schemes, ensuring links across the programmes of work.
- **Adaptations Service Development plan** – supporting the work of BGI colleagues to review the process, pathways and framework for aids and adaptations of private and STH properties.

## Our Ambitions

5.14 Analysis clearly sets out the current and future demand. This has now been translated into a programme of work to significantly increase the number of bedspaces. Overall, across the priority areas there is a requirement by 2025 to increase supported accommodation by Circa **(C).245** bedspaces/units.

- For older people, our ambition is to develop 2 new large extra-care schemes between 2022 and 2025 delivering an additional **C.114** beds/units in Bury.

- For people living with mental health conditions our ambition is to develop 6 new schemes between 2022 and 2025 delivering an additional **C.86** beds/units in Bury.
- For people living with a learning disability or autism our ambition is to develop 4 new schemes between 2022 and 2025 delivering an additional **C.39** beds/units in Bury.

5.15 This is ambitious and could see as many as 12 new developments in Bury over the coming 3 years. The required provision presents a significant challenge that will be met with additional resource and capacity via a dedicated team, who will source investment via capital and revenue budgets, and identify land with planning permission to build at pace. There will be opportunity through working with housing providers to invest monies in Bury to build social housing and attract grant funding to help develop new schemes.

5.16 The following table sets out the aspirational timeline for delivery, with the caveat that the number of schemes / beds may vary due to property, land and development opportunities.

Priority Area	Year 2022	Year 2023	Year 2024	Year 2025	Proposed additional beds/units
<b>Older People</b>	<i>Planning and where possible work begins across all priority areas</i>	Increase existing capacity by 57 beds/units or 1x new development with 50 – 80 beds/units	Review and work on developing existing provision in line with the extra care review	Increase existing capacity by 57 beds/units or 1x new development with 50 – 80 beds/units	C.114 beds/units
<b>Mental Health</b>	<i>Working with providers to review and develop existing provision and opportunity</i>	2 x 10 bed/unit schemes = 20 beds/units	2 x 15 bed schemes = 30 beds/units	2 x 18 bed schemes = 36 beds/units	C.86 beds/units
<b>Learning Disabilities and Autism</b>		2 x 8 bed schemes = 16 beds/units	1 x 16 bed scheme = 16 beds/units	1 x 7 bed/unit scheme = 7 beds/units	C.39 beds/units

- 5.17 The development of new housing schemes will range from purchasing property with 1- 3 bed/units, standing up new 6 - 8 bed developments or commissioning larger scale housing schemes to accommodate varying needs. This will be dependent on land available, planning permissions, building size, priority area supported and the financial envelope. Developing new housing schemes is just one solution to housing in Bury.
- 5.18 We will also:
- Continue to work with existing providers, ensuring existing provision is fit for purpose, meeting both current and future needs. This may mean reshaping, expanding, or decommissioning where necessary.
  - Continue collaboration of health and social care professionals, with housing partners and care providers along with customers, their family, and carers to find housing solutions that best meet the individuals needs and aspirations.

## **Next Steps**

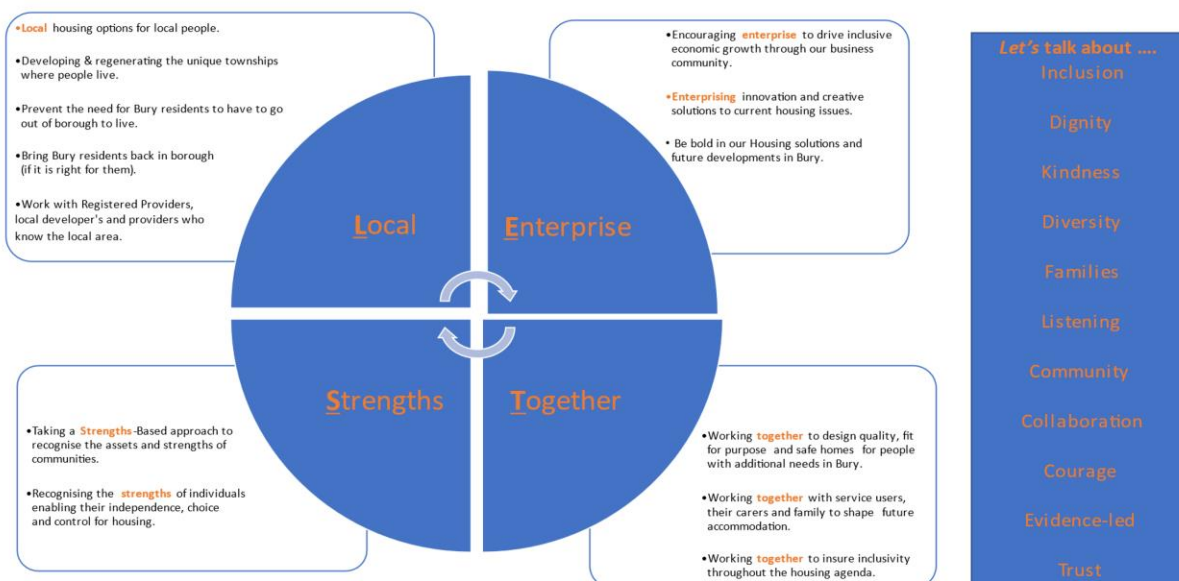
- 5.19 A corporate programme/ policy group scope meeting took place to outline the next steps of the work programme. This includes setting up the procurement framework of housing suppliers, working collaboratively to continue the work under 'further advancements' at 5.12, alongside driving forward at pace the work programme of new schemes, outlined at 5.13 – 5.15. Capacity, expertise, and any additional requirements to deliver the programme of work have been successfully identified.
- 5.20 At the initial stage of each new scheme a business case with prescribed outcomes, opportunities, risks, and costings will be generated and follow appropriate council sign off process. The aspirations will be shared with the procurement framework of suppliers.
- 5.21 Continued engagement with our housing and care providers, those with additional needs, their carers and family to ensure housing solutions defined meet the needs and aspirations of our stakeholders.
- 5.22 The housing for those with additional needs vision, strategy and MPS will be launched following the Cabinet meeting.

---

## **Links with the Corporate Priorities:**

- 6.1 The following diagram describes how the ASC housing programme for those with additional needs links with the corporate priorities.

## Let's ensure that Bury residents with additional needs have good quality housing choices



### Equality Impact and Considerations:

- The outcomes of the initial equality analysis is positive. People with any protected characteristic who have an additional need can access housing support if identified as part of their care package as a need. This programme of work is about driving better outcomes for people, improving the quality of housing, increasing the number bedspaces available, increasing choice and control whilst supporting people to live as independently as possible in the community of their choosing.

### Environmental Impact and Considerations:

- An environmental impact assessment has not been undertaken for the suite of documents, however, as and when a scheme development or any works are planned an environmental impact will be undertaken at that time.

### Assessment and Mitigation of Risk:

Risk / opportunity	Mitigation
Land availability and cost of land in Bury to develop housing schemes on	Working with providers and internal teams to understand nad map where there is a need to grow bedspaces in the borough. Then liaising with stakeholders to understand what land is available and budgets to fund schemes.



Planning restrictions on land	Working with the council planning department to understand restrictions on land available.
Resource isn't sufficient to undertake the ambitious work plan	Will draw on existing resource and remodel work priorities where possible to support this work as effectively and efficiently as possible. Review timelines for activity and outcomes.
Investment required for land, schemes and development	Consider existing budgets to resource programme of work, consider external funding or grants available. Create business case to show any invest to save benefits to the work.

---

### **Legal Implications:**

9.1 The White Paper sets out a 10-year vision for social care highlighting investments in housing and home adaptations, technology and digitisation, workforce training and wellbeing support and support for unpaid carers and innovation. These proposals were originally set out in the government's paper Build Back Better: Our Plan for Health and Social Care, which included details of the new Health and Social Care Levy. The White Paper sets out how support and care in England will be transformed focusing on three key themes:

1. People have choice, control, and support to live independent lives
2. People can access outstanding quality and tailored care and support
3. People find adult social care fair and accessible

9.2 The White Paper also sets out a range of policies to be implemented over the next three years. The implementation of those policies will require the Council to undertake the necessary due diligence particularly in relation to budgetary implications, governance and decision-making.

9.3 Legal advice and support will be required as the White Paper progresses and legislation is implemented. Ongoing advice will be required to ensure compliance with the requirements of both the legislation and in any statutory guidance issued pursuant to it. Further advice and legal support will be required on implementation of the various projects in terms of procurement, contracts and agreement and any staffing issues as well as other general advice as required at each stage.

---

### **Financial Implications:**

10. Each scheme will require a separate business case and report to Cabinet, at which stage the financial implications will be assessed, in terms of funding, value for money and partner contributions. By ensuring there is good quality provision within the borough this will reduce the need for clients to move out

of borough and therefore should generate cost savings and allow clients to live closer to their families.

---

**Background papers:**

None, please see appendices for all accompanying papers.

**Please include a glossary of terms, abbreviations and acronyms used in this report.**

<b>Term</b>	<b>Meaning</b>
ASC	Adult Social Care
CQC	Care Quality Commission
The Housing LIN	The Housing Learning and Improvement Network
MPS	Market Position Statement
STH	Six Town Housing
C followed by a number	Circa

**Appendices**

- Appendix 1 – Bury Adult Social Care Housing for Adult with Additional Needs Vision.
- Appendix 2 – Bury Adult Social Care Housing for Adult with Additional Needs Strategy.
- Appendix 3 – Bury Adult Social Care Housing for Adult with Additional Needs MPS.
- Appendix 4 – Checklist of accommodation standards and tenancy-related housing services in supported housing.
- Appendix 5 – Voids Policy document.