

BARNSLEY METROPOLITAN BOROUGH COUNCIL

This matter is a Key Decision within the council's definition and has been included in the relevant Forward Plan.

Report of the Executive Director of PLACE

Vulnerable and Older People's Housing Needs Assessment

1. Purpose of report

- 1.1 To present the Final Report and highlight some of the key outcomes of the Older and Vulnerable Persons Needs Assessment jointly commissioned by Housing and Energy Team and the Housing and Welfare Advice Service during 2015/16.
- 1.2 The purpose of the commission was to undertake a detailed assessment of the current and longer term (15years) housing and support needs for vulnerable and older people in the borough to inform strategic housing and commissioning intentions, going forward.

2. Recommendations

2.1 It is recommended that:

Cabinet endorses the contents of the Needs Assessment which provides:

- an evidence base of current and future demands for older and vulnerable accommodation and accommodation related support requirements across the borough, and;
- recommendations to the council which may assist in informing strategic housing and commissioning priorities to be delivered in line with the council's corporate priorities and the vision, objectives and strategic approach as set out in the Housing Strategy 2014-33 the Learning Disability Commission and the Health and Wellbeing Strategy (which is currently being refreshed).

3. Introduction

- 3.1 In January 2015, following a competitive tender exercise, Peter Fletcher Associates (PFA) and ARC4 were commissioned to undertake an independent review of the accommodation, housing and housing support needs of vulnerable people living in the borough of Barnsley. The rationale for undertaking this piece of work was in response to significant policy changes at both a national and local level.
- 3.2 Significant financial constraints for local authorities and the NHS, as well as other departments such as criminal justice and DWP have impacted on the provision of accommodation and supported services directly affecting service users in Barnsley. Other Health and Social Care reforms (Care Act 2014),

alongside proposals within the Housing and Planning Bill, further impact on the way that services (including some of the new recommendations in the report) can be delivered in the future. Key proposed policies include:

- Further Welfare reforms impacting on housing benefit for 18-21 year olds, the shared room rate for under-35s, the household benefit cap, the Local Housing Allowance Maxima Cap and Universal Credit.
 - Local Authority Rent Reductions, the extension of Right to Buy to Housing Associations, the Enforced Sales of higher value council homes (many of which are likely to be in the same locations where existing housing provision for older people is low), Pay to Stay and the end of Lifetime Tenancies.
- 3.3 Locally, strategic priorities are driven by the council's Corporate Plan which pledges to create an environment in which health, housing, care and support services enable people to have greater independence, choice and control over their own lives through the provision of universal information and advice, and a focus on intervention and prevention to reduce the need for long-term health, care and support services. This is illustrated in the Barnsley Housing Independence and Prevention Strategy (2012-17), Berneslai Homes Strategic Plan 2016-21 and the Council's Housing Strategy (2014-33), in which Strategic Priority 5 commits to supporting younger, older and vulnerable people to live independently.
- 3.4 The Health and Well-being Strategy (H&WBS) and market position statement, and the Better Care Fund, also support a complimentary vision that acknowledges the link between poor health and poor housing; aims to reduce dependence on residential care and emergency hospital admissions; and pledges (in line with the Care Act 2014) to re-engineer its assessment and care management process via the development of a new front end access system and a devolved community offer.
- 3.5 The commission required PFA to undertake a comprehensive qualitative and quantitative analysis of the housing and housing support needs of vulnerable Barnsley residents, which included the following groups:
- Older people;
 - People with dementia;
 - People with mental health issues;
 - People with substance use issues;
 - People with physical or sensory disabilities;
 - People with a learning disability;
 - Those with an offending history;
 - Homeless people;

- Those in need of residential and nursing home provision;
 - Ex-forces personnel;
 - People affected by domestic violence
 - Young people in transition
- 3.6 The needs analysis complements work previously undertaken by ARC4 in November 2014, which included a strategic housing market assessment of the borough and an evidence base of housing need over a 3-5 year period; this identified an annual shortfall of 295 affordable homes split across property size/sub-market area.
- 3.7 In line with the Brief, PFA and ARC4 undertook an extensive review of existing data sources, a GIS mapping exercise, primary data collation via stakeholder engagement with a cross section of current and potential service users and produced a draft report for further and discussion and input by affected departments in the autumn of 2015. Further to this, the Final Report was received by Barnsley Council and partners in mid-February 2016.
- 3.8 As part of the Scope of Works, the following outcomes were to be provided by the Consultant:
- A map of the current configuration of accommodation, housing and housing support services mapped against demand;
 - Proposals for Barnsley's accommodation, housing and housing support services requirements over the next 15 years including an option appraisal;
 - Summary of the estimated shortfall or oversupply of provision for future planning;
 - A future funding profile to support medium term (first 5 years) financial planning;
 - Proposals for dementia friendly housing options; and
 - Proposals for the engagement of people with dementia and older people in designing dementia friendly housing.
4. **Summary - Projecting Need for Housing and Support up to 2030**
- 4.1 Officers asked that the report Executive Summary provided estimates of housing need for each client group (on a geographical basis where possible – preferably at a sub-market level) up to 2030. In summary, the report has identified:
- A need for circa 1,000 units of mixed tenure extra care provision across the borough (inclusive of existing schemes) and to include an additional 40+ unit Extra Care accommodation of mixed tenure in the West of the Borough. It should be noted that this would be subject to a review of the commissioning

model for existing schemes across the borough, which currently do not provide traditionally recognised 'Extra Care' accommodation. Also, to be subject to a review of how this type of accommodation could be flexible to accommodate service users outside the traditional older persons/persons with physical disabilities definition – e.g. older people with mental health issues, adults with learning disabilities etc.

- A need for Housing provision for older people with early onset dementia. Potentially 200 units over the planning period across the borough, subject to a recommended pilot project.
- A need for up to 500 downsizer housing and/or flatted retirement housing for rent across the borough – circa 30-35 units per annum, or 3% of projected new build completions.
- A need for circa 800 downsizer housing/retirement housing for sale/shared ownership in the higher priced market areas of the borough – e.g. Penistone and Dodworth and the Rural West circa 50 units per annum, or almost 5% of projected new build completions.
- A need for additional general needs housing to meet the needs of those moving on from supported housing – across all supported areas and across the borough – 300 plus units per annum.
- A need for flexible core and cluster supported housing units to meet the changing needs of service users within a number of supported housing pathways.
- A need to provide immediate direct access accommodation for single homeless people and rough sleepers.

5. Consideration of alternative approaches

- 5.1 The Steering Group tasked with commissioning the needs assessment felt that there was no option but to tender for an independent needs assessment due to the wide remit of the task and specialised skills and resources required.
- 5.2 This key piece of evidence will assist Barnsley MBC in planning, seeking finance for and implementing a cohesive accommodation and accommodation related support services strategy for older people, vulnerable adults and young people in the Borough.

6. Proposal and justification

- 6.1 It is proposed that Cabinet notes the evidence base provided within the needs assessment, which offers both:
- an evidence base of current and future demands for older and vulnerable accommodation and accommodation related support requirements across the borough, and;

- makes recommendations to the Council which may assist in informing strategic housing and commissioning priorities to be delivered in line with the council's corporate priorities and the vision, objectives and strategic approach as set out in the Housing Strategy 2014-33.

6.2 The Needs Assessment is an independent document which makes other service delivery and service improvement proposals, which the council may choose to consider against a backdrop other commissioning and service re-engineering projects that are on-going. It should be noted that recently announced policy reform changes for housing and welfare may significantly impact on the council's ability to respond to recommendations and the pace at which it can respond to this identified need.

7. Implications for local people / service users

7.1 The Needs Assessment will have a significant implication for local people/service users. The robust evidence base will be used to inform strategic housing and commissioning priorities across the Borough to ensure that best use is made of limited resources in meeting the housing need requirements of older and vulnerable persons both now and in the future.

8. Financial implications

8.1 There are no direct financial implications arising from the production of this report. Funding was previously identified for the submission and all outstanding fees were paid within 2015/16 as planned.

8.2 Indirectly, the report identifies a number of accommodation and support service needs and service improvement recommendations may also have an impact on financial resources should they be implemented.

8.3 Further reports will therefore be presented to Cabinet once recommendations have been investigated and the specific financial implications of these have been calculated.

8.4 This may include working with property developers to build the types of housing required, in the locations needed, for the vulnerable population in future years. This is in conjunction with working with providers to ensure the needs of the different groups' are met and Value for Money is achieved in meeting these needs.

9. Employee implications

9.1 There are no employee implications as a result of this report.

10. Communications implications

10.1 The Final Report is an internal document only at this time. Further to Cabinet endorsement, it is proposed that a summary of the conclusions be shared publically with stakeholders involved in the commission, new and existing service providers and utilised within funding submissions to evidence future need requirements.

11. Consultations

The commission was managed by a stakeholder group comprising officer representation from:

- Housing and Energy
- Housing and Welfare Advice
- Joint Commissioning Adults
- Safer, Stronger Communities
- Public Health
- Children's Services
- Berneslai Homes
- Research and Business Analysis Team

Following completion of the DRAFT report, a number of stakeholder engagement sessions were held with service providers, commissioners, relevant portfolio holders and senior executive officers to present initial outcomes/findings and to obtain feedback on both the evidence base and provider/service user feedback.

A revised draft report was also circulated to the steering group and key executive officers and feedback and any suggested amendments were requested. In response to feedback, the report was significantly revised to provide a more comprehensive Executive Summary which focussed on providing a numerical/geographic evidence of accommodation need, with less of a focus on service improvement/recommendations as this work is already on-going as part of the wider commissioning review.

12. Community Strategy and the Council's Performance Management Framework

- 12.1 The needs assessment will make a significant contribution to the Council's Corporate Priorities and its Community Strategy. The purpose of the review is to inform strategic housing and commissioning intentions from 2015/16-2030.

13. Tackling Health Inequalities

- 13.1 The detailed market assessment provides an evidence base to inform strategic housing and commissioning priorities with the aim of meeting the needs of the most vulnerable residents in the borough both now and in the future ensuring that accommodation meets the needs of vulnerable households, promoting independence and addressing the health inequalities associated with inappropriate housing.

14. Climate Change & Sustainable Energy Act 2006

- 14.1 As part of needs assessment any consideration of new accommodation will take into account current and impending Building Regulations to achieve a high standard of energy efficiency and use of renewable energy sources wherever possible - thereby reducing the impact on climate change.

15. Risk Management Issues

- 15.1 The Needs Assessment provides an evidence base of housing need requirements for older and vulnerable people in Barnsley over the next 15 years as well as making service improvement/delivery recommendations to improve/adapt the accommodation and accommodation related support services for users, going forward. However, it should be noted that the Council faces significant challenges in trying to meet the need requirements of this diverse range of service users as a result of financial, welfare reform and housing policy changes announced during the contract period for this work. The report is an evidence base to inform strategic housing and commissioning priorities rather than a delivery plan. To go further, proposed service delivery/best practice recommendations will be considered by the Authority alongside other major service and commissioning restructuring/reengineering already being undertaken across several service areas within People and Communities.

16. Health & Safety Issues

- 16.1 The needs assessment will comply with the Council's health and safety policies and statutory regulations.

17. Compatibility with the European Convention on Human Rights

- 17.1 The recommendations in this report are compatible with the European Convention on Human Rights.

18. Promoting Equality & Diversity and Social Inclusion

- 18.1 The outcomes of the needs assessment will contribute to the objectives of our Community Cohesion Strategy and supports the aim of creating sustainable and balanced communities.

19. Reduction of Crime & Disorder

- 19.1 In developing the brief set out in this report, the Council's duties under Section 17 of the Crime and Disorder Act 1998 have been considered.

20. Conservation of Biodiversity

- 20.1 There are no adverse implications on biodiversity.

21. List of Appendices

Appendix B – Needs Assessment for Housing and Housing Support for Vulnerable People in Barnsley

22. Background Papers

Barnsley Housing Strategy (2014 – 2033)

Office Contact: Sarah Cartwright Telephone No: 01226 787942 Date: 07/04/16

Financial Implications / Consultation  Date: 12/5/16

Consultations have taken place with representatives of the Director of Finance,
Assets and Information Services