

# Public Document Pack

# Blackpool Council

7 July 2017

To: Councillors Benson, Blackburn, Cain, Campbell, Cross, Jackson, Kirkland, Smith, I Taylor and Mrs Wright

The above members are requested to attend the:

## EXECUTIVE

Monday, 17 July 2017 at 6.00 pm  
in Committee Room A, Town Hall, Blackpool

## A G E N D A

### 1 DECLARATIONS OF INTEREST

Members are asked to declare any interests in the items under consideration and in doing so state:

- (1) the type of interest concerned; and
- (2) the nature of the interest concerned

If any member requires advice on declarations of interests, they are advised to contact the Head of Democratic Governance in advance of the meeting.

- 2 **TRANSPORT FOR THE NORTH** (Pages 1 - 116)
- 3 **HOUSING PLAN FOR THE AGEING POPULATION** (Pages 117 - 206)
- 4 **ALLOCATION OF SOCIAL HOUSING** (Pages 207 - 222)
- 5 **LEARNING DISABILITY STEP DOWN SERVICE** (Pages 223 - 232)

#### Venue information:

First floor meeting room (lift available), accessible toilets (ground floor), no-smoking building.

#### Other information:

For queries regarding this agenda please contact Lennox Beattie, Executive and Regulatory Manager, Tel: (01253) 477157, e-mail [lennox.beattie@blackpool.gov.uk](mailto:lennox.beattie@blackpool.gov.uk)

Copies of agendas and minutes of Council and committee meetings are available on the Council's website at [www.blackpool.gov.uk](http://www.blackpool.gov.uk).

<b>Report to:</b>	<b>EXECUTIVE</b>
<b>Relevant Officer:</b>	Alan Cavill, Director of Place
<b>Relevant Cabinet Member:</b>	Councillor Gillian Campbell, Deputy Leader of the Council (Tourism, Economic Growth and Jobs)
<b>Date of Meeting:</b>	17 July 2017

## **TRANSPORT FOR THE NORTH – INCORPORATION AS A SUB-NATIONAL TRANSPORT BODY**

### **1.0 Purpose of the report:**

- 1.1 The purpose of this report is for the Executive to consent to the making of Regulations by the Secretary of State to establish Transport for the North as a sub-National Transport Body under section 102E of the Local Transport Act 2008. The consent of each Constituent Authority is required to the making of Regulations by the Secretary of State.
- 1.2 The Executive is also asked to approve in principle the transfer of Rail North Limited to Transport for the North (TfN), following its inauguration and the signing of a new Rail Franchise Management Agreement with Transport for the North replicating as far as possible the arrangements entered into in respect of Rail North Limited.

### **2.0 Recommendation(s):**

The Executive is recommended to:

- 2.1 To approve the making by the Secretary of State of Regulations under section 102E of the Local Transport Act 2008 to establish Transport for the North as a Sub-National Transport Body.
- 2.2 To approve the transfer of Rail North Limited to Transport for the North so that it can be subsumed within Transport for the North.
- 2.3 To approve the signing of a new Rail Franchise Management Agreement with Transport for the North replicating as far as possible the current Rail North Limited Members Agreement
- 2.4 To agree to the continuation of the payment of the current funding for Rail North Limited to Transport for the North after its inauguration.

**3.0 Reasons for recommendation(s):**

3.1 The approval of each Constituent Authority is required to the making of Regulations by the Secretary of State.

The Council is currently a member of Rail North Limited and its consent is required to the new

The approval of the regulations will allow the Council to influence the delivery of strategic transport functions in line with its priorities.

3.2a Is the recommendation contrary to a plan or strategy adopted or approved by the Council? No

3.2b Is the recommendation in accordance with the Council’s approved budget? Yes

3.3 Other alternative options to be considered:

Not to consent to the making of Regulations by the Secretary of State, this will mean that the Council will not a member of Transport North and its scope to influence that body will be significantly restricted.

**4.0 Council Priority:**

4.1 The relevant Council Priorities are:

“The economy: Maximising growth and opportunity across Blackpool”

“Communities: Creating stronger communities and increasing resilience”

**5.0 Background Information**

5.1 In 2014, Local Transport Authorities and Local Enterprise Partnerships across the North of England came together in partnership with the Department for Transport and the National Transport Agencies to form Transport for the North (TfN). Together they have developed an ambitious pan-northern transport strategy to drive economic growth in the North. The purpose of Transport for the North is to transform the transport system of the North of England and the aim of Transport for the North is to plan and deliver the improvements needed to truly connect the region with fast, frequent and reliable transport links, driving economic growth and creating a Northern Powerhouse.

5.2 As part of this programme of improvements and devolution of transport strategy to a more local level these Local Transport Authorities came together to form Rail North Limited a company whose objects include the management of the TransPennine Express and Northern Rail Franchises on behalf of the Secretary of State for Transport.

5.3 In October 2016, with the agreement of all the Constituent Authorities, Transport for the North submitted a proposal to the Secretary of State for Transport that Transport for the North should be established as the first Sub-national Transport Body (STB) under the provisions of section 102E of the Local Transport Act 2008 as amended by the Cities and Local Government Devolution Act 2016.

5.4 The 19 Constituent Authorities of Transport for the North are:

- Greater Manchester Combined Authority
- Liverpool City Region Combined Authority
- North East Combined Authority
- Sheffield City Region Combined Authority
- Tees Valley Combined Authority
- West Yorkshire Combined Authority
- Cumbria County Council
- Lancashire County Council
- North Yorkshire County Council
- Blackburn with Darwen Unitary Authority
- Blackpool Unitary Authority
- Cheshire East Unitary Authority
- Cheshire West and Chester Unitary Authority
- Warrington Unitary Authority
- City of York Unitary Authority
- East Riding of Yorkshire Unitary Authority
- Hull Unitary Authority
- North Lincolnshire Unitary Authority
- North East Lincolnshire Unitary Authority

#### **5.5 The Submission Proposal**

5.6 The Proposal submitted by the Constituent Authorities included the following key provisions:

- a) All Constituent Authorities will be entitled to appoint a representative to Transport for the North, such representative to normally be the Elected Mayor or Leader;

- b) Decisions will be expected to be unanimous, but where voting is required votes will be weighted in accordance with the populations of the Constituent Authorities;
- c) Decisions in relation to the Budget, the adoption of a Transport Strategy and the Constitution will require a Super Majority;
- d) Funding will be provided by the Secretary of State and no decision to require financial contributions from Constituent Authorities can be made without the agreement of each Authority;
- e) There will be appropriate mechanisms for Scrutiny of Transport for the North's decisions;
- f) Rail North Limited will be wholly owned by Transport for the North; and
- g) A wider Partnership Board including representatives of government bodies and the Local Enterprise Partnership will be set up to inform Transport for the North's decision making.

## **5.7 The Secretary of State's Response**

5.8 The Secretary of State has now formally responded to the Proposal and has indicated that he is minded to make Regulations creating Transport for the North as the first Sub-national Transport Body with the following functions:

- a) The preparation of a Northern Transport Strategy;
- b) The provision of advice on the North's priorities, as a Statutory Partner in the Department's investment processes; and
- c) The coordination of regional transport activities, (such as smart ticketing), and the co-management of the TransPennine Express and Northern rail franchises through the acquisition of Rail North Limited.

## **5.9 The Draft Regulations**

5.10 Regulations are currently being drafted which will reflect the terms of the Proposal in so far as they have been agreed by the Secretary of State and will give Transport for the North the statutory powers to carry out these functions.

## **5.11 The Draft Constitution**

5.12 A Draft Constitution, which can be found at Appendix 2(a), has been drawn up which includes provisions which reflect and implement the Submission Proposal. The Constitution contains the following Provisions:

### 5.13 Articles

5.14 The Articles sets out the statutory basis for Transport for the North and its membership. Transport for the North is proposed to be made up of representatives

from the 19 Constituent Authorities who are the Transport Authorities for the North of England. Transport for the North will operate through a delegation to its Chief Officers of all its functions other than those specifically reserved to Transport for the North.

- 5.15 The Articles contains an overview of the functions of Transport for the North and the major partnerships through which it will exercise these functions in particular its role as Statutory Partner in determining priorities for road and rail investment and its role in managing the TransPennine Express and Northern Rail Franchises.
- 5.16 Transport for the North will establish a Partnership Board with representatives of all the Constituent Authorities, representatives of the other Authorities who were members of Rail North Limited, representatives of the eleven Local Enterprise Partnerships and representatives of the Department for Transport and of other Government Agencies. This Board will be responsible for setting the strategic agenda for transport in the North of England.
- 5.17 Transport for the North will also engage with its partners in the Rail North Partnership Board setting the strategic priorities for rail investment and in the Highways North Board setting the strategic priorities for road investment.
- 5.18 Transport for the North will co-manage the TransPennine Express and Northern Rail Franchises through a Committee, which will include representatives of all the other Authorities who were members of Rail North Limited.
- 5.19 Voting
- 5.20 The Articles provide for weighted voting in accordance with a matrix, which gives the representative of each Constituent Authority a vote which is weighted to reflect the population of the area of the Constituent Authority.
- 5.21 A decision to approve the Budget, to approve the Constitution or to adopt the Transport Strategy will require an increased majority of 75% of the weighted votes and a simple majority of the Members of Transport for the North.
- 5.22 It is proposed that Transport for the North should be entitled to co-opt Members and that such co-opted Members should have voting rights. It is further proposed that those Authorities, which are members of Rail North Limited, but which will not be a Constituent Authority of Transport for the North (the Rail North Authorities), should each be entitled to appoint a representative to be a co-opted Member of Transport for the North with a right to speak and vote on rail franchise matters. The voting in relation to rail franchise matters shall be weighted in accordance with a voting matrix which reflects the voting arrangements for Rail North Limited.

5.22 Powers and Functions

5.23 This section sets out the powers and functions, which will be given to Transport for the North through the Regulations and by legislation.

5.24 These will be as follows:

- a) To prepare a Transport Strategy for the Combined Area in accordance with section 102I of the Local Transport Act 2008;
- b) To provide advice to the Secretary of State about the exercise of the transport functions in the Combined Area;
- c) To be a Statutory Partner with the Secretary of State in both road and rail investment processes and to be responsible for setting the objectives and priorities for strategic road and rail investments in the Combined Area;
- d) To be consulted in relation to rail franchise agreements for services to and from or within its area;
- e) To co-manage with the Secretary of State the TransPennine Express and Northern Rail Franchises;
- f) To co-ordinate the carrying out of specified transport functions that are exercisable by its different Constituent Authorities with a view to improving the effectiveness and efficiency of the carrying out of those functions;
- g) To promote and co-ordinate road transport schemes;
- h) To make proposals to the Secretary of State for the transfer of transport functions to Transport for the North;
- i) To make other proposals to the Secretary of State about the role and functions of Transport for the North;
- j) To undertake Smart Ticketing within the Combined Area;
- k) To promote and oppose local or personal bills in Parliament;
- l) To pay Capital Grants to support the funding and delivery of joint projects; and
- m) To exercise the powers of a highway authority to acquire land and to construct highways under Section 24.

5.25 Concurrent Functions

5.26 Before exercising any transport powers or functions it holds concurrently with any of the Constituent Authorities or Highways Authorities within the Transport for the North area, Transport for the North will consult those Authorities and enter into a Protocol covering the way in which those functions will be exercised.



5.27 Responsibility for Functions

5.28 The Membership of Transport for the North will together be responsible for approving the Budget, the Constitution and the Transport Strategy.

5.29 Officers of Transport for the North would have delegated responsibility to carry out all of Transport for the North's day-to-day functions and to implement the strategic decisions made by Transport for the North.

5.30 In carrying out these functions Transport for the North and its officers will have due regard to the views and advice of the Partnership Board, the Department for Transport and other Statutory Agencies.

5.31 Audit and Governance Committee

5.32 Transport for the North will appoint an Audit and Governance Committee to provide independent review and assurance to Members on governance, risk management and control frameworks. It oversees financial reporting, the Annual Governance Statement process and internal and external audit, to ensure efficient and effective assurance arrangements are in place.

5.33 Scrutiny Committee

5.34 Each of the Constituent Authorities will be entitled to appoint a representative (and a substitute) to the Scrutiny Committee.

5.35 The role of the Scrutiny Committee will include:-

- a) reviewing the decisions of Transport for the North and of officers of Transport for the North under the scheme of delegations;
- b) making reports or recommendations to Transport for the North with respect to the discharge of the functions of Transport for the North and on transport matters that affect the Transport for the North area.

5.36 The Rail North Committee

5.37 Transport for the North will establish a Rail North Committee, which will advise on Transport for the North's statutory Partner role in relation to rail investment and will have oversight of the management of the TransPennine Express and Northern Rail Franchises.

5.38 Procedure Rules

5.39 This section sets out the procedures, which shall apply to meetings of Transport for the North. The Rules of Debate reflect the nature of the business of Transport for the North and that most decisions are expected to be consensual without the need for formal debating procedures.

5.40 Scrutiny Procedure Rules

5.41 These set out the role of Scrutiny within Transport for the North.

5.42 The Scrutiny Procedure Rules provide for Scrutiny Committee to set up smaller Scrutiny Panels to review discreet topics and to allow these Panels to invite representatives of outside bodies to attend to inform their Reviews.

5.43 Financial Procedures

5.44 This section sets out the financial rules and controls, which will govern all expenditure by Tran. It also contains the Contract Procurement Rules which will govern how Transport for the North tenders and awards contracts.

5.45 It is expected that more detailed financial controls in relation to individual projects will be set out in the Funding Letter from the Secretary of State.

5.46 Codes and Protocols

5.47 It is not intended that Transport for the North should have its own Code of Conduct for Members, but Members will be expected to adhere to the Code of Conduct of their appointing Authority in the conduct of Transport for the North's business and any Standards issue would be referred back to the appointing Authority by the Monitoring Officer.

5.48 The section includes the Codes of Conduct for Officers of Transport for the North, the Protocol on Member/Officer Relations, the Code of Corporate Governance, the Anti-Fraud and Corruption Policy and the Whistleblowing Policy.

5.49 Although Transport for the North is not required to adopt its own Code of Conduct for Members, it will need to have a separate Disclosure of Interests by each Member in respect of their interests within the whole of the Transport for the North geographical area.

5.50 The Code of Conduct for Officers sets out the standards of behaviour expected from Transport for the North's officers.

- 5.51 The Protocol on Member/ Officer Relations sets out guidance on the mutual respect, which should exist between officers and Members and the way in which they should interact with each other.
- 5.52 The Code of Corporate Governance sets out the core principles and values which will govern the way in which TfN operates.
- 5.53 The Anti-Fraud and Corruption Policy sets out the measures that Transport for the North will put in place to avoid and address fraud and corruption in any of its dealings.
- 5.54 The Whistle blowing Policy sets out the ways in which whistle-blowers may bring their concerns to management and the protections that are in place to ensure that whistle-blowers are not victimised or discriminated against.

**5.55 Role of the Partnership Board**

- 5.56 Transport for the North has evolved over the years, from the inception of Transport for the North as a partnership representing all those with an interest in the improvement of transport in the North of England to the creation of Transport for the North as the first Sub-Nation Transport Body. Although Transport for the North as a corporate body will consist of the representatives of the 19 Constituent Authorities, there is an aspiration that it will continue to operate through the Partnership Board taking decisions in partnership with the representatives of the 11 Local Enterprise Partnerships as representatives of the business community and with representatives of the Department for Transport and other Government Agencies and will continue to have an independent chair.
- 5.57 The draft Constitution reflects the legal requirements for decision making within Transport for the North as a corporate body, but it will be open to Transport for the North to operate these constitutional arrangements in a way that is consistent with continuing the present arrangements of the Partnership Board if Members so agree.

**5.58 Rail North Limited**

- 5.59 One of the drivers for the creation of Transport for the North as a Sub-National Transport Body was to create a body that could speak with one voice on all transport matters affecting the North of England. To achieve that, it is proposed that Transport for the North should take over ownership of Rail North Limited and subsume all of its functions directly into Transport for the North.
- 5.60 Rail North Limited would be replaced by a Committee of Transport for the North on which the former Rail North Member Authorities would be represented and have the same voting rights as under the Memorandum and Articles of the Company.

5.61 Before this can be achieved all the current members of Rail North Limited will need to formally agree to the proposals for the transfer of Rail North Limited to Transport for the North

**5.62 The Rail Partnership Board**

5.63 A Rail Partnership Board will be set up to include representatives of the Department for Transport. This Board will make recommendations in relation strategic priorities for rail investment and in relation to existing and future rail franchises.

**5.64 The Highways North Board**

5.65 Transport for the North will participate in the Highways North Board with representatives of the Department for Transport and Highways England. The role of the Board will be to make recommendations in respect of the future Roads Investment Strategy and competitive major roads funding programmes.

**5.67 The Chief Executives Meeting**

5.68 The Chief Executives or their representatives will continue to meet to provide oversight of the activities of Transport for the North and review draft Board papers and advise on policy and strategy proposals.

**5.69 Consent to the Regulations**

5.70 Draft Regulations are being drafted to create Transport for the North as a Sub-National Transport Body. Before the Secretary of State may make these Regulations each of the Constituent Authorities must consent to the making of the Regulations. It is anticipated that the Secretary of State will send a letter to each of the Constituent Authorities at the beginning of September 2017 requesting formal consent to the making of the Regulations. The letter will request a response within 14 days.

5.71 Does the information submitted include any exempt information? No

**5.72 List of Appendices**

Appendix 2(a) – Draft TfN Constitution.

**6.0 Legal considerations:**

6.1 As outlined in the background information section above.

**7.0 Human Resources considerations:**

7.1 Transport for the North will appoint its three Statutory Officers, the Chief Executive as the Head of Paid Service, the Monitoring Officer and the Finance Director as its Chief Officers to whom it will delegate day to day operations of Transport for the North.

Chief Officers will have due regard to the recommendations of the Partnership Board, the Rail Partnership Board and Highways North in carrying out their functions.

**8.0 Equalities considerations:**

8.1 There are none arising from the decision.

**9.0 Financial considerations:**

9.1 Transport for the North is funded through government grant and although future funding decisions will remain the responsibility of the government at the time, establishing Transport for the North in statute ensures it has the stability and permanence to be confident of long-term central Government support.

9.2 At present, the Constituent Authorities and the Rail North Authorities make the Rail North Support Payment and the Authorities in receipt of rail administrative grant make the Rail North Supplemental Payment to support Rail North Limited. Upon Transport for the North assuming the responsibilities and functions of Rail North Limited, these payments will continue to be made to Transport for the North to enable it to continue to support rail franchise management.

9.3 The Submission Proposal provides that the Constituent Authorities may all agree to contribute to the costs of Transport for the North in the future. However, a decision to raise such contributions and the amount would require a unanimous decision of the Constituent Authorities and could only be taken after written consent to the proposal has been received from each of the Constituent Authorities.

9.4 Unless unanimously agreed otherwise, the apportionment of any financial contributions would be determined on the basis of the Resident Populations of each of the Constituent Authorities.

Transport for the North would be entitled to accept voluntary contributions towards its costs from any of the Constituent Authorities.

**10.0 Risk management considerations:**

10.1 There is information on risk management in the following sections of the background information above.

**11.0 Ethical considerations:**

11.1 None.

**12.0 Internal/ External Consultation undertaken:**

12.1 None.

**13.0 Background Papers**

13.1 None.

**14.0 Key decision information:**

14.1 Is this a key decision? Yes

14.2 If so, Forward Plan reference number: 25/2017

14.3 If a key decision, is the decision required in less than five days? No

14.4 If **yes**, please describe the reason for urgency:

**15.0 Call-in information:**

15.1 Are there any grounds for urgency, which would cause this decision to be exempt from the call-in process? No

15.2 If **yes**, please give reason:

**TO BE COMPLETED BY THE HEAD OF DEMOCRATIC GOVERNANCE**

**16.0 Scrutiny Committee Chairman (where appropriate):**

Date informed: 7 July 2017 Date approved:

**17.0 Declarations of interest (if applicable):**

17.1

**18.0 Executive decision:**

18.1

**18.2 Date of Decision:**

**19.0 Reason(s) for decision:**

**19.1 Date Decision published:**

**20.0 Executive Members in attendance:**

20.1

**21.0 Call-in:**

21.1

**22.0 Notes:**

22.1

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<b>Report to:</b>	<b>EXECUTIVE</b>
<b>Relevant Officer:</b>	Andrew Foot, Head of Housing
<b>Relevant Cabinet Member</b>	Councillor Mrs Christine Wright, Cabinet Member for Housing
<b>Date of Meeting</b>	17 July 2017

## HOUSING PLAN FOR THE AGEING POPULATION

### 1.0 Purpose of the report:

- 1.1 To consider the final version of a new strategy that seeks to ensure that people in Blackpool have appropriate and safe housing as they grow older.

### 2.0 Recommendation(s):

- 2.1 To adopt the Housing Plan for the Ageing Population.

### 3.0 Reasons for recommendation(s):

- 3.1 To initiate action by the Council and its partners to deliver the right housing and support for older residents.

- 3.2a Is the recommendation contrary to a plan or strategy adopted or approved by the Council? No

- 3.2b Is the recommendation in accordance with the Council's approved budget? Yes

- 3.3 Other alternative options to be considered:

Not to approve the policy which would result in the Council not having a cross-cutting plan for housing and related services for older people in Blackpool.

### 4.0 Council Priority:

- 4.1 The relevant Council Priority is:

“Communities: Creating stronger communities and increasing resilience”

## **5.0 Background Information**

- 5.1 The Council's Housing Strategy team has led the development of an older persons housing strategy – Blackpool Council's Housing Plan for the Ageing Population 2017-2020 by working in partnership with key stakeholders, including Adult Social Care, Blackpool Coastal Housing and Public Health. The strategy sets out a plan for the future provision of housing for older people, enabling them to live independently and healthily. Resulting actions should help reduce the need for social care and acute health services, helping housing providers to understand what is needed and setting a clear framework that encourages appropriate investment.
- 5.2 The Vision for the strategy is "To promote individual well-being, good health and aspirations for older people in Blackpool by shaping future services to meet their needs. To co-ordinate accommodation and housing related support enabling older people to maintain their independence and improving the overall quality of life experience". Associated outcomes that we are seeking to achieve are:
1. All older people living in Blackpool have access to warm, safe, secure and affordable homes which enables them to live independently wherever possible.
  2. Information and advice is available to all older people empowering them to make appropriate lifestyle choices.
  3. Homes and neighbourhoods meet the current and future needs of Blackpool's older population and supports independence, health and wellbeing.
- 5.3 To achieve these outcomes there are six objectives driving Blackpool Council's Housing Plan for the Ageing Population:
1. Ensure residents have access to clear and accurate information on housing options and support services so they are able to make informed decisions on their future needs.
  2. Deliver cost effective housing related services in a more co-ordinated way for older people
  3. Ensure general housing needs stock meets the changing needs and aspirations of older people
  4. Ensure older people's homes continue to meet their needs by providing appropriate support and provisions of care
  5. Improve and make better use of existing sheltered housing stock designed specifically for older people
  6. Provide a strategic framework for commissioning new specialist housing to meet the growing needs and aspirations of older people

5.4 Key actions have been developed against each objective area and are set out in Annex 2 of the Plan. As the Plan seeks to establish the coordination of services around housing for older people, it is important that there are effective arrangements in place to ensure that actions are delivered, and delivery will be subject to oversight by corporate governance arrangements for the Council Plan. Improving housing is the first priority of the Blackpool Health and Wellbeing Strategy 2016, so it is expected that delivery will also be monitored by the new Integrated Commissioning Board under the Health and Wellbeing Board.

5.5 Does the information submitted include any exempt information? No

5.6 **List of Appendices:**

Appendix 3a - Housing Plan for the Ageing Population 2017-2020, together with Annex 1 ( Older Person’s Consultation) and Annex 2 (Action Plan) of the plan.

Appendix 3b - Equality Impact Assessment

6.0 **Legal considerations:**

6.1 This high-level Plan seeks to develop actions that would help meet obligations under a range of legislation, including the Care Act 2014, Housing Act 2004, and the Homelessness Reduction Act 2017, but does not set out any specific changes to services that would jeopardise the Council’s ability to continue to meet its statutory responsibilities. The Plan seeks to use established powers from the Council’s role as a Strategic Housing Authority.

7.0 **Human Resources considerations:**

7.1 There are no specific proposals that place additional pressure on human resources within the Council. The Plan seeks to align activity so that demand for acute services is reduced.

8.0 **Equalities considerations:**

8.1 An Equality Impact Assessment has been completed and is attached at Appendix 3b. This found that no one with any of the protected characteristics should be adversely affected by the new Plan. Given the focus of the Plan, people who are older should benefit significantly from improved coordination of services and investment to meet their housing needs.

**9.0 Financial considerations:**

9.1 The actions arising from the Plan are intended to make better use of available revenue resources and where appropriate to stimulate further capital investment by housing providers. The Plan reflects the current resources available to the Council and its partners and makes no specific commitments of further resources. Any new developments or services that are designed as a result of the Plan will each need to ensure that they are financially sustainable before commitments are made.

**10.0 Risk management considerations:**

10.1 The Plan seeks to ensure better coordination of services and capital investment to help support increasing numbers of older residents. Without this coordination there would be a risk of fragmented services and lost opportunities for appropriate housing to mitigate the pressures on health and social services.

**11.0 Ethical considerations:**

11.1 The Plan reflects the Council’s values and corporate priorities to improve support for its most vulnerable residents.

**12.0 Internal/ External Consultation undertaken:**

12.1 As part of the development of the Plan, two events with residents and stakeholders were facilitated by the Infusion in-house research team in September 2016. Details are set out in Annex 1 of the Plan.

A consultation draft Plan was subject to public consultation for six weeks and further discussion with key stakeholders. There were few changes to the focus of the Plan as a result but it did lead to further development of the actions.

The development of the Plan has also been reported at key stages to the former Strategic Commissioning Group of the Blackpool Health and Wellbeing Board.

**13.0 Background papers:**

13.1 None

**14.0 Key decision information:**

14.1 Is this a key decision? Yes

14.2 If so, Forward Plan reference number: 4/2017

14.3 If a key decision, is the decision required in less than five days? No

14.4 If **yes**, please describe the reason for urgency:

**15.0 Call-in information:**

15.1 Are there any grounds for urgency, which would cause this decision to be exempt from the call-in process? No

15.2 If **yes**, please give reason:

**TO BE COMPLETED BY THE HEAD OF DEMOCRATIC GOVERNANCE**

**16.0 Scrutiny Committee Chairman (where appropriate):**

Date informed: 7 July 2017 Date approved:

**17.0 Declarations of interest (if applicable):**

17.1

**18.0 Executive decision:**

18.1

**18.2 Date of Decision:**

**19.0 Reason(s) for decision:**

**19.1 Date Decision published:**

**20.0 Executive Members in attendance:**

20.1

**21.0 Call-in:**

21.1

**22.0 Notes:**

22.1

# Blackpool Council's Housing Plan for the Ageing Population 2017 - 2020



# Blackpool Council's Housing Plan for the Ageing Population 2017 – 2020

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## FOREWORD

Older people play an important role in Blackpool's future and we are committed to making sure that Blackpool is a great place to live where healthy later life is enjoyed by everyone. We respect people's wish to remain independent for as long as possible and are keen to develop support models to help people as they move from one life stage to another.

We will work with developers to increase the range of housing provision for older people to ensure new homes within the borough positively reflect the hopes and desires we all have for later life. We will empower residents to make informed decisions on their future needs by making information on housing and support needs readily available.

Whilst this strategy focuses on older people who have support needs, it also seeks to enable everyone to prepare for later life, giving people the choices they need to live the best lives possible.

For the strategy to be effective, it is intended that organisations involved with supporting the ageing population adopt a holistic approach to services in order to deliver high standard of care and utilise the resources available.

## CHAPTER 1: PLAN STRUCTURE

This plan is split into the following 7 sections:

- 2 Introduction:** explains the purpose for developing an older persons strategy - 'Blackpool Council's Housing Plan for the Ageing Population'.
- 3 Our Visions, Outcomes and Objectives:** this chapter explains the strategies visions, expected outcomes and objectives.
- 4 The National Context:** provides a national overview of housing related concerns for older people.
- 5 Addressing an ageing demographic in Blackpool:** this chapter identifies i) the growth and needs of older people living in Blackpool using projected data, ii) the demands placed on Blackpool Council support services and iii) the housing needs of local residents aged 55+ in order to shape future housing related services to ensure we continue to meet their growing needs.
- 6 Resources:** provides an overview of current and future predicted resources.
- 7 ACTIONS:** Provides an overview of services currently delivered in Blackpool (for each objective) and sets out how these will be further developed.
- 8 ACTION PLAN**

**Appendix 1:** Older Person's Consultation

**Appendix 2:** Action Plan

## CHAPTER 2: INTRODUCTION

### What is the need for an older persons housing strategy?

**The ageing population of Britain presents a new challenge for housing.** The number of people living over and above the age of 65 is increasing at a faster rate than all other age groups. The Office of National Statistics (ONS) projects an increase of 39% in people aged 65 and over living in England by 2030 (v's 2014). It is projected the number of people aged 80 and above will more than double by 2037 and the number of people aged over 90 will triple. **Blackpool specifically will see a 28% increase in residents aged 65+ within the next 25 years** which will have a direct impact on housing provision and related services.

**Housing provision in Blackpool reflects the overall national picture in not adequately meeting the diverse needs and aspirations of the current and projected older population.** Financial restraints imposed by Government budget cuts has meant service providers within the local authority must be innovative in the way key housing and support services are delivered to meet the needs of the ageing population.

**Housing and housing-related support have a key role to play in supporting a 'shift in the balance of care' and reducing the use of institutional care settings.** Thus for residents Blackpool Council supports people to remain independently at home for as long as possible, thereby creating a sense of security and reducing the demand on care homes and hospitals.

People's housing needs change as they grow older and in some cases they may need additional support. If these support needs are not met it may become difficult for people to remain in their own homes and increases the risk of poor health - therefore undermining the aim to 'shift the balance of care'. The benefits of providing relevant housing and support at the right time can save Local Authorities and the NHS a considerable amount of money.

**The new Care Act 2014 aims to integrate health and social care.** The Act identifies housing as potentially playing an important role in effective integration. The Care Act Guidance (15.53) states: *"Housing plays a critical role in enabling people to live independently and in helping carers to support others more effectively. Poor or inappropriate housing can put health and wellbeing of people at risk, where as a suitable home can reduce the needs for care and support and contribute to preventing or delaying the development of such needs"*

There are a number of areas where housing providers can make a contribution to improving health and well-being including:

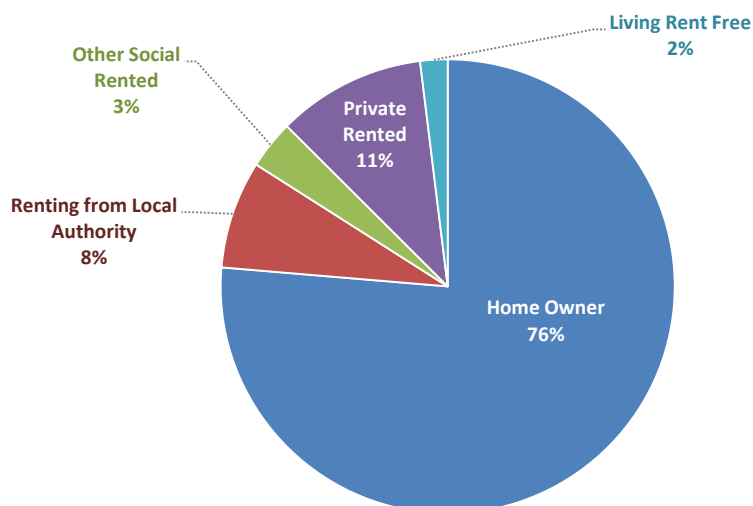
- Loss of mobility and increased disability
- Prevention of falls
- Preventing illnesses caused by living in cold properties
- Mental well-being

As a result of the above Blackpool Council requires an all-encompassing strategy for residents aged 55+. The aim of the strategy will be to promote individual well-being, good health and aspirations for older people living in Blackpool. We acknowledge this strategy is published at a particularly challenging time with substantial reductions to overall public funds, thus, further emphasising the importance for all key stakeholders to work in collaboration in order to plan and meet the needs of Blackpool's ageing population.

## CHAPTER 3: OUR VISIONS, OUTCOMES AND OBJECTIVES

National research has found that older people prefer to remain in their own homes for as long as possible. In Blackpool over ¾ of the population aged 65 and above live in their own home. A further 10% live in the the private rented sector with only 7.6% in local authority accommodation (figure 1).

Figure 1: Living Tenure OND 2011



Blackpool Council's Housing Plan for the Ageing Population is built on the fundamental premise that having i) good quality range of accommodation and ii) housing related support services for older people living in the borough are essential contributing factors to health, wellbeing and overall quality of life.

With support from Public Health, Adult Social Care, Great Places Housing Group, Blackpool CCG, Age UK and Blackpool Coastal Housing this strategy is proposing a number of initiatives to ensure a wide range of housing and services are provided to enable older people to live independently.

### Our Vision

*“To promote individual well-being, good health and aspirations for older people in Blackpool by shaping future services to meet their needs. To co-ordinate accommodation and housing related support enabling older people to maintain their independence and improving the overall quality of life experience”*

### Key Outcomes

1. All older people living in Blackpool have access to warm, safe, secure and affordable homes which enables them to live independently wherever possible
2. Information and advice is available to all older people empowering them to make appropriate lifestyle choices
3. Homes and neighbourhoods meet the current and future needs of Blackpool's older population and supports independence, health and wellbeing

### Objectives

To achieve the Outcomes there are **six key objectives driving Blackpool Council's Housing Plan for the Ageing Population.**



The Blackpool Council's Housing Plan for the Ageing Population complements existing strategies relating to older people's housing and support, including:

- Health and Wellbeing Strategy 2016 – 2020
- Homelessness Prevention Strategy 2014 and forthcoming Homelessness Prevention Strategy 2017-2020
- Commissioning Strategy: Adults and Children's Social Care (2015 -2018)
- Housing Related Support Commissioning Strategy (2014- 2016)
- Older Adults (65+) Mental Health Services (including Dementia) Commissioning Strategy 2009-2019

The strategy also meets one of the commitments made in Blackpool Council's Plan 2015-2020: 'Creating Stronger Communities and Increasing Resilience'. This will be achieved by ensuring steps are in place to:

- i) Meet the changing needs and aspirations of older people
- ii) Ensure older people's homes continue to meet their needs
- iii) Make best use of existing housing stock designed specifically for older people and
- iv) Co-ordinating accommodation and support to reduce care needs

## CHAPTER 4: THE NATIONAL CONTEXT

In 2011, Central Government recognised that housing and planning policies needed to consider and reflect the needs of older people. Its strategy '*Lifetime Homes, Lifetime Neighbourhoods*' recognised there was an increase in people aged 65+ living in ordinary housing and included a core recommendation that planning general needs housing should take into consideration the needs of the ageing population. The strategy also identified the need to increase housing options available to older people.

The Homes and Communities Agency established HAPPI (Housing our Ageing Population: Panel for Innovation) in 2009. The panel was made up of 13 sector experts and focussed on assessing how to improve the quality of life for older people; change perceptions around mainstream and specialist housing for the demographic; raise aspirations for higher quality homes and spread awareness of the range of options available. Among a number of recommendations, it explored possibilities for new innovative designs for older people's housing and identified ten key design elements as essential consideration for developments (see below):<sup>1</sup>

1. Space and flexibility
2. Daylight in the home and in shared spaces
3. Balconies and outdoor space
4. Adaptability and 'care ready' design
5. Positive use of circulation space
6. Shared facilities and 'hubs'
7. Plants, trees, and the natural environment
8. Energy efficiency and sustainable design
9. Storage for belongings and bicycles
10. External shared surfaces and 'home zones'

There have been subsequent reports, HAPPI 2 & 3, that reemphasise how **better housing options for older people could have economic benefits in the form of reduced health and social care costs**. HAPPI reports stress that by creating appealing and "right size" housing for older people to move into, a chain of house moves is triggered to support the next generation. HAPPI 3 recommends that Local Plans give the necessary priority to older people's housing needs and re-iterates that new development of retirement housing embrace HAPPI design principles.

Following a reduction to the supporting people grant in 2010, a number of **social housing providers have had to evaluate and make a number of changes to the delivery of supported housing services**. Funding for accommodation based support services has become less common resulting in providers offering a 'floating support' service.

**Older people are active users of health care services** which has serious implications for care providers, particularly the NHS. **Older people accounted for nearly 43% of the £21.2 billion gross current social care spend for Local Authorities in 2011/12**. What determines the extent of that burden on services is not just the number of old people but their state of health and dependency.

The older population will continue to grow as people live longer. As a result of this growth, the UK has now reached a point where there are more people over the state pension age than children<sup>2</sup>. **Supply of specialist older persons' accommodation is not meeting demand**. Shelter has reported

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<sup>1</sup> HAPPI – Housing our Ageing Population: Panel for innovation, December 2009

<sup>2</sup> Improving Opportunities for Older People – Department for work and pensions

that if levels of demand for retirement housing remain constant, supply will have to increase by more than 70% in the next 20 years.<sup>3</sup>

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<sup>3</sup> A better fit – creating housing choices for an ageing population – Shelter 2012

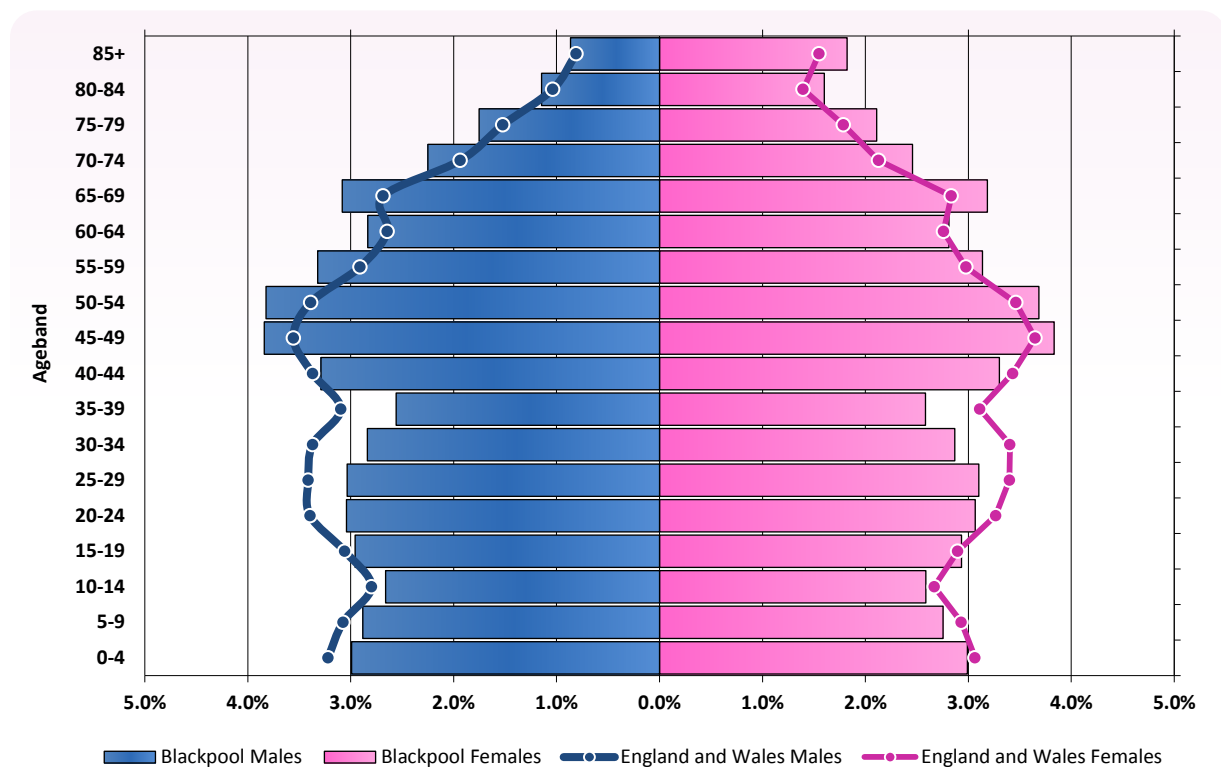
## CHAPTER 5: ADDRESSING AN AGEING DEMOGRAPHIC IN BLACKPOOL

This chapter aims to identify the growing needs of local residents aged 55+ to enable Blackpool Council, and partner agents, to plan and shape future accommodation and housing related support services. The following information has been used:

- **Projected data:** using 'Projecting Older People Population Information System' (POPPI) and 'Projecting Adult Needs and Service Information System' (PANSI)
- **Blackpool Council data:** analysing information held by Adult Social Care, Care & Repair and the Housing Options Team.
- Feedback from the resident the consultation event

### 5.1 Projected Data

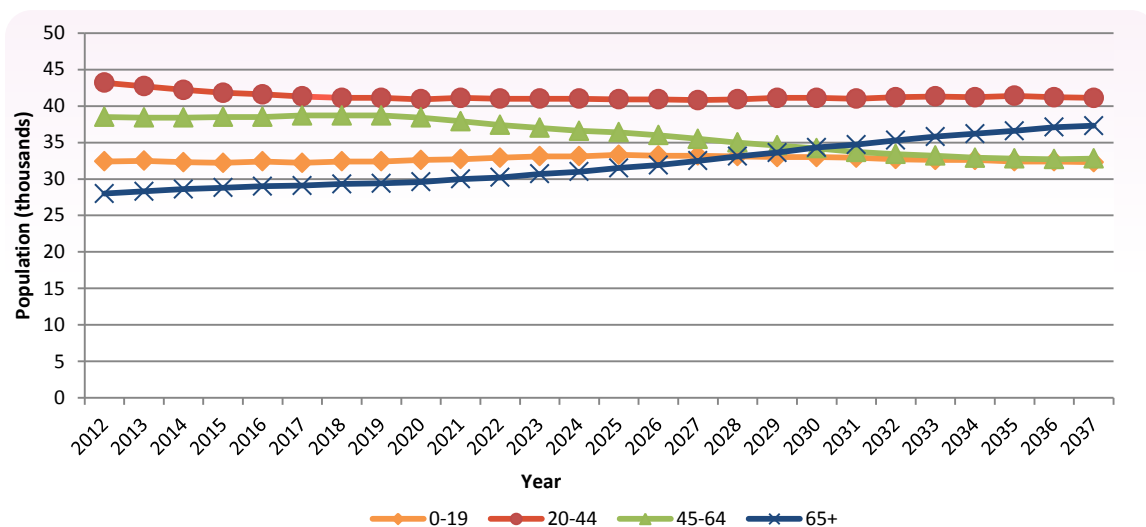
Figure 2: Population Pyramid (Mid 2014 Estimated Resident Population) – NHS Blackpool



There are a higher proportion of people over the age of 65 living in Blackpool than the national average for England and Wales (Figure 2). Women are living longer than men with a noticeable difference from the age of 75 onwards.

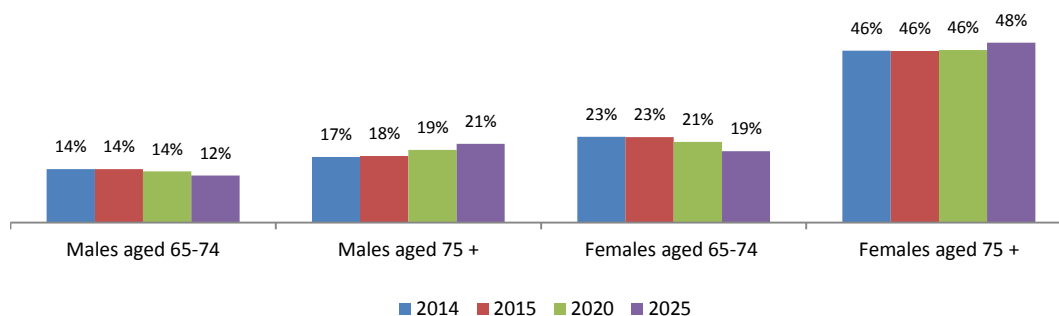


Figure 3: 2014 Based Subnational Population Projections for Blackpool



Projections for the population of Blackpool indicate that the number of residents over 65 will show a considerable increase within the next 25 years, far in excess of the levels of increase shown in all other age bands (Figure 3). The over 65 population is projected to rise by 28% from 28,500 in 2014 to 36,500 in 2039 and will then make up over a quarter (26%) of Blackpool’s total population.<sup>4</sup>

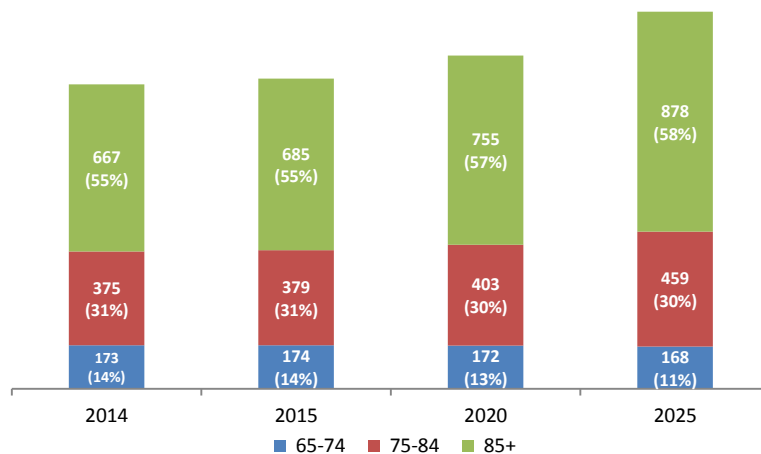
Figure 4: Projections for Living Alone: Broken down by gender (ONS)



Blackpool will see a growth of people aged 65 and over who live on their own (13% increase between 2014-2025) of which the majority will be made up by women (figure 4).

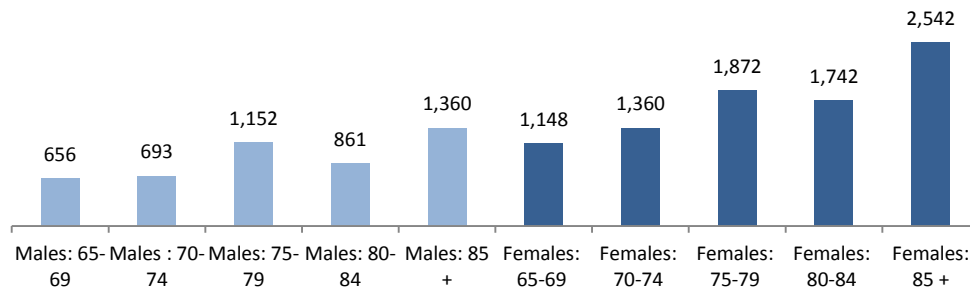
Figure 5: Projections for Living in a Care home - ONS

<sup>4</sup> Joint Strategic Needs Assessment - Blackpool



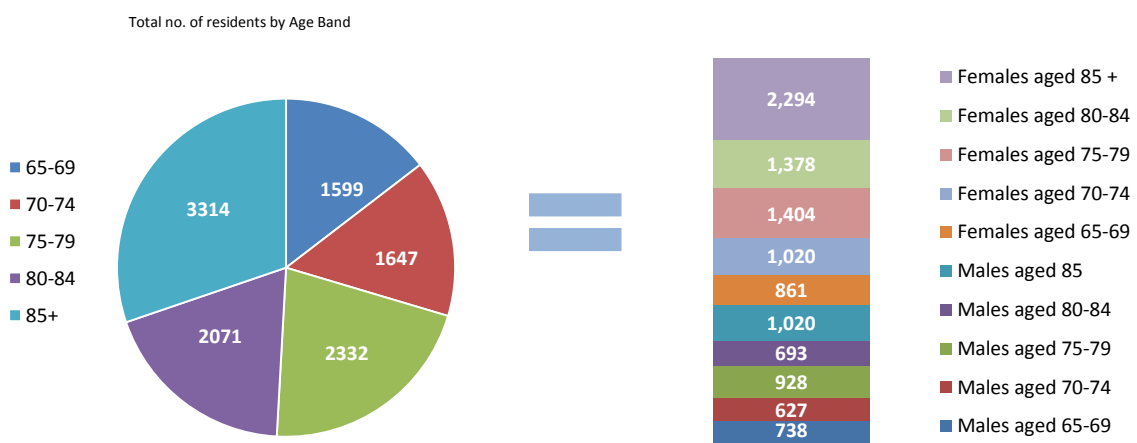
People aged 85+ are more likely to be in a private nursing home and this proportion will slightly increase in coming years (figure 5)

Figure 6: Support with Domestic Tasks (Projection for 2025) - ONS



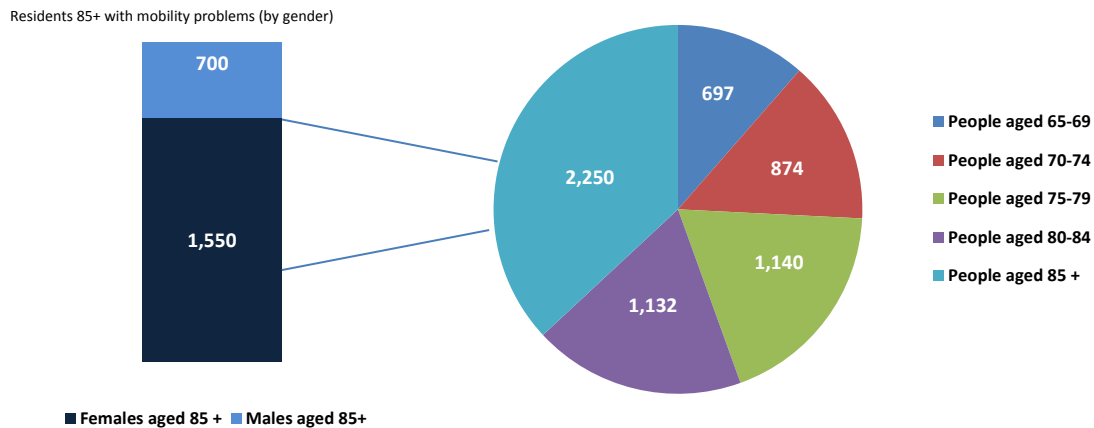
**By 2025 Blackpool will see a 25% increase (from 2014) in people aged 65 and over who will need support with domestic tasks.** Tasks include: household shopping, wash and dry dishes, clean windows inside, jobs involving climbing, use a vacuum cleaner to clean floors, wash clothing by hand, open screw tops, deal with personal affairs, do practical activities. Figure 6 demonstrates the older you are, the more unlikely you will be able to manage at least one domestic task. Women are more vulnerable than men in this regard based on volumes.

Figure 7: Support with Self Care (Projections for 2025) - ONS



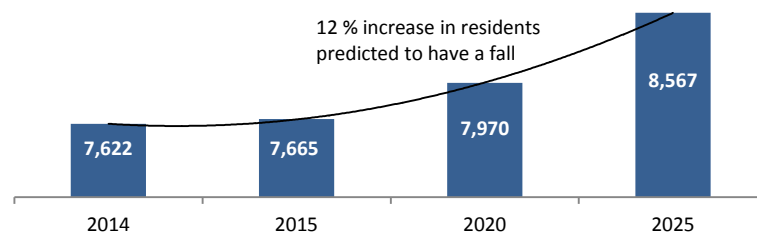
The number of people unable to manage at least one self-care activity on their own is projected to rise by 14% in 2025. Activities include: bathe, shower or wash all over, dress and undress, wash their face and hands, feed, cut their toenails and take medicines. As with domestic tasks, the older you are, the increased likelihood of needing support with self-care (figure 7).

**Figure 8: Older people with mobility problems (projections for 2025) - ONS**



It is projected that by 2025 Blackpool will have 6093 people over the age of 65 (a 15% increase from 2014) who will be unable to manage at least one mobility activity on their own (figure 8). Activities will include i) going out of doors and walking down the road, ii) getting up and down the stairs, iii) getting around the house on the level, iv) getting to the toilet and v) getting in and out of bed.<sup>5</sup> Almost 37% of older people with a mobility issue will be over the age of 85 of which 2/3 will be women.

**Figure 9: Residents aged 65+ predicted to have a fall - ONS**



Blackpool will see a 12% increase in residents aged 65 and over predicted to have a fall (figure 9).

### Projected data for the 55-64 age group

The projected data for 55-64 age group is recorded in a different way so a direct comparison is not possible.

<sup>5</sup> Poppi

Figure 10: Projection for residents with physically disabilities

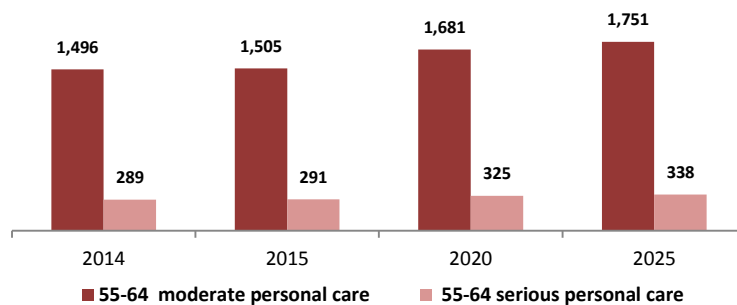


Figure 10 shows there will be a steady increase in people with physical disabilities requiring personal care which includes; i) getting in and out of bed, ii) getting in and out of a chair, iii) dressing, iv) washing, v) feeding and vi) use of the toilet. ‘Moderate personal care disability’ means the task can be performed with some difficulty; ‘severe personal care disability’ means that the task requires someone else to help.<sup>6</sup>

## 5. 2 Blackpool Council Data

Figure 11: Residents moved into permanent residential care home (55+) – Blackpool Council

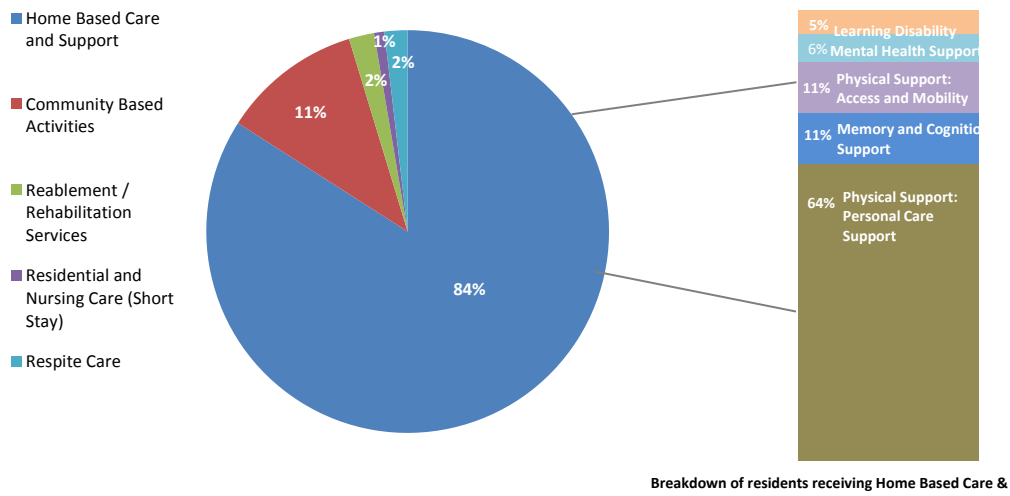
Year	Most vulnerable					Total no. of Residents
	55 - 64	65 - 74	75 - 84	85 - 94	95+	
2010	10	35	77	78	5	205
2011	13	21	96	104	20	254
2012	12	27	117	121	29	306
2013	10	43	104	138	22	317
2014	16	28	102	135	21	302
2015	9	45	118	159	22	353

72% increase

Figure 11 shows the data Blackpool Council has on the number of people aged 55 and over who have moved into permanent residential care homes. **Since 2010 there has been a 72% increase in residents moving into permanent care with the most vulnerable age group being 75+.**

<sup>6</sup> PANSI – Projecting Adult Needs and Service Information

**Figure 12: Residents receiving care packages from Blackpool Council Adult Social Care**



At the time of writing this strategy, Blackpool Council’s Adult Social Care Team was supporting 1680 residents over the age of 55 with personalised care packages. Of these residents 66% are over the age of 75. (The number of residents receiving care packages can change on a weekly basis due to changes in individual circumstances). Care packages are delivered in four different settings with majority of support being offered to residents within their own homes (1412 - see figure 12).

**Figure 13: Residents receiving ‘home based care and support (by age and gender) – Blackpool Council**

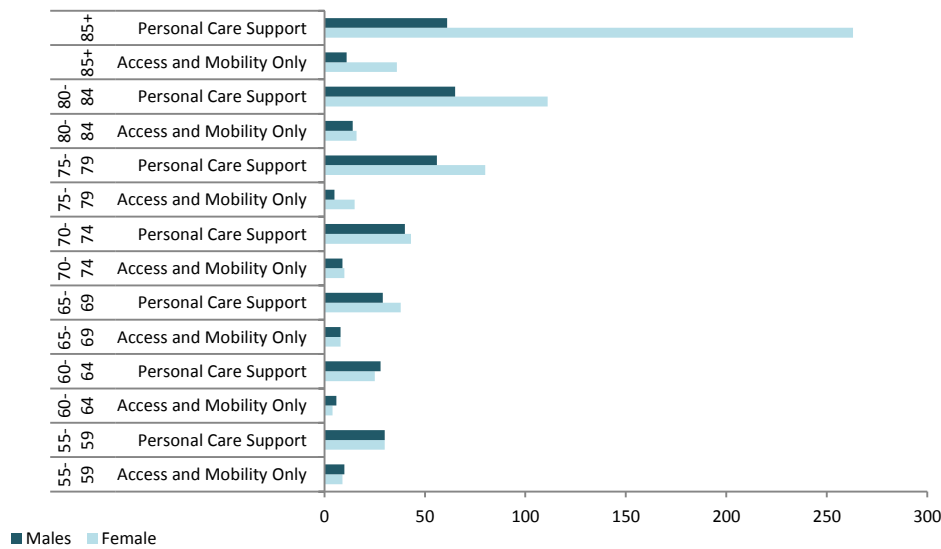
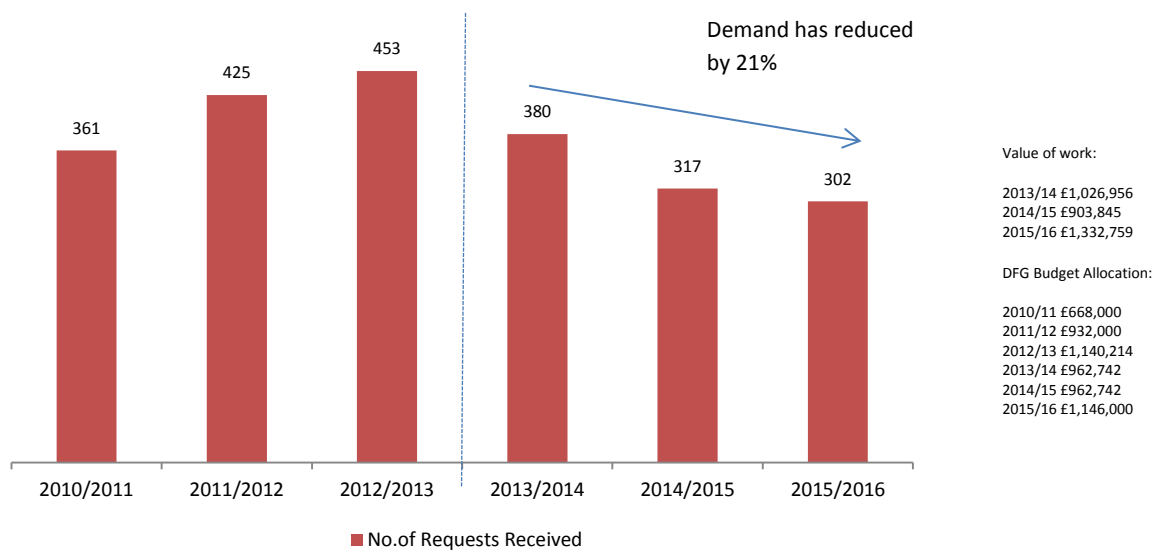


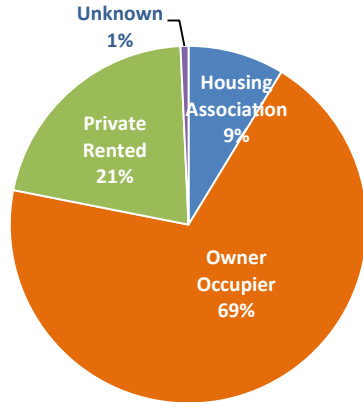
Figure 13 shows the number of residents receiving physical support within their home broken down by gender and age. Just over half of residents (53%) receiving a care package are aged 80+. Of those residents in receipt of home based care and support 75% are receiving some form of physical support. It is clear more females are receiving support which significantly increases from the age of 85 accounting for 81% of people receiving support within this age band.

**Figure 14: Requests for DFG Funding (2010-2015), Blackpool Council's Care and Repair Service**



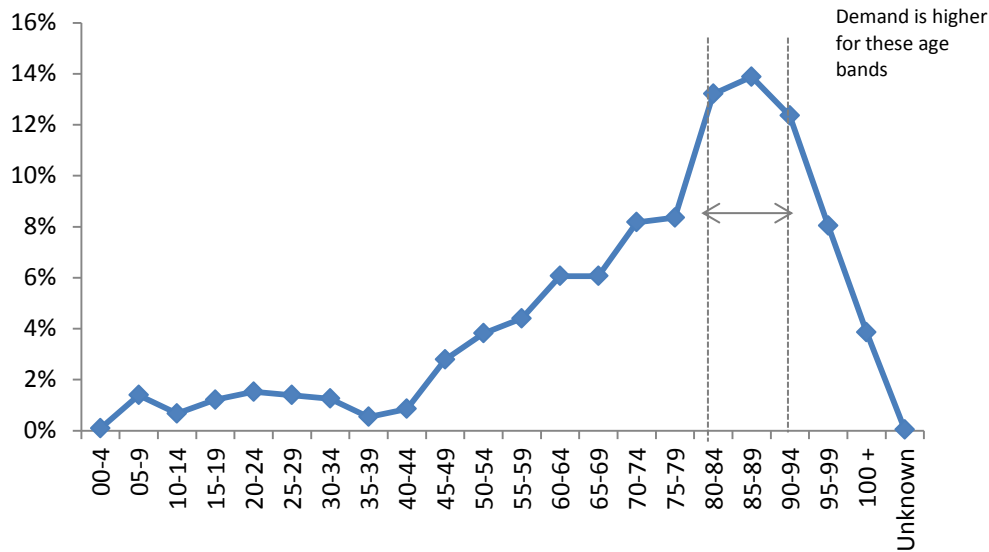
Whilst there is demand for Disabilities Facilities Grant (DFG) funding from residents for adaptations, since 2013 there has been a reduction in requests received by Blackpool Council's Care and Repair Team (Figure 14). There could be a number of reasons contributing to the reduction in demand, however, this service is under immense pressure and has a historical backlog of requests. In 2015 residents were waiting approximately 2 ½ years to have their application approved.

**Figure 15: Demand for DFG broken down by tenure (2010-2015), Blackpool Council's Care and Repair Service**



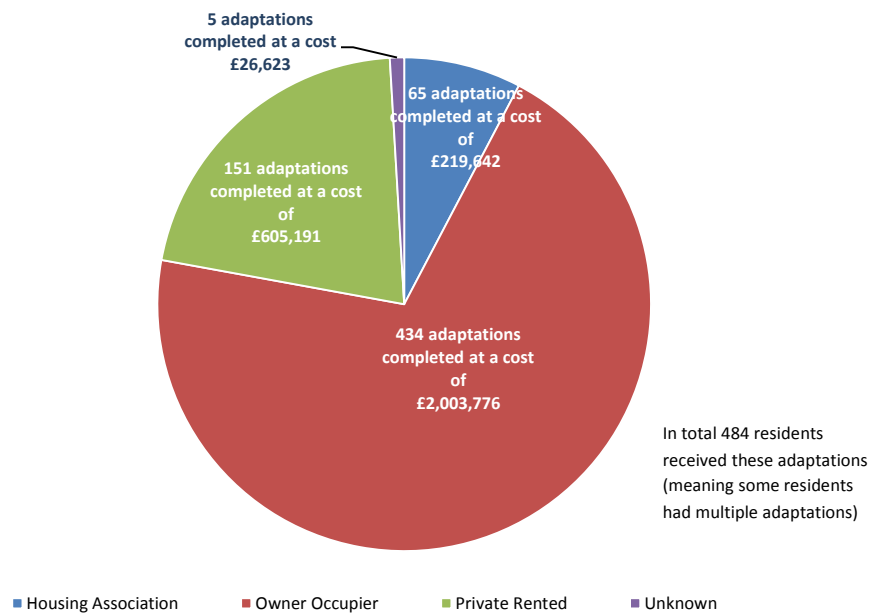
Just under ¾ of requests for adaptations received for the same period by the Care & Repair Team are by owner occupiers (figure 15)

Figure 16: Demand for DFG by Age Band (2010-2015), Blackpool Council's Care and Repair Service



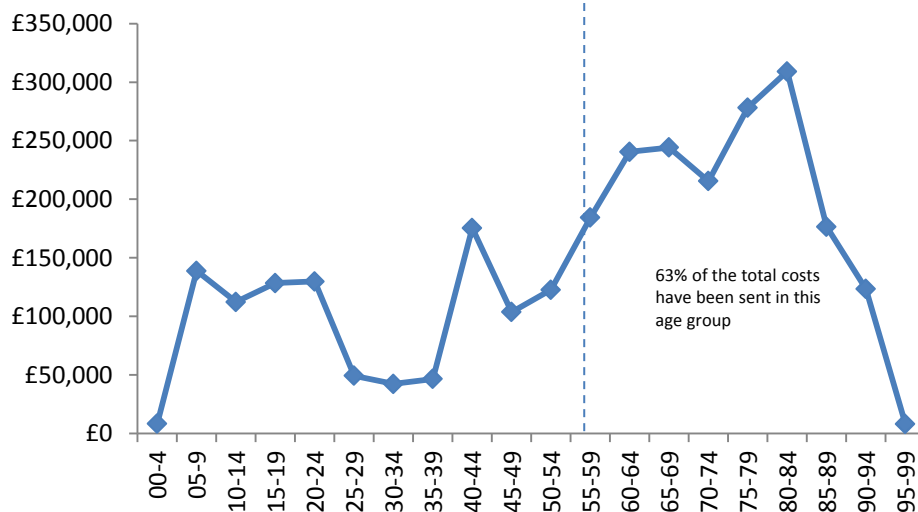
The demand for adaptations increase as you become older with a noticeable increase between the ages of 80-94 (figure 16)

Figure 17: Completed adaptations by tenure (sample for 2010-2015), Blackpool Council's Care and Repair Service



The biggest spend on adaptations (sample provided by Blackpool Coastal Housing) is on owner occupied properties followed by privately rented properties (figure 17). (Separate funds are used to adapt properties within the Council's portfolio)

Figure 18: Cost of adaptations by Age Band (sample for 2010-2015), Blackpool Council's Care and Repair Service



The total cost for these adaptations is £2,855,232 of which 63% has been spent on residents above the age of 55 (figure 18).

Figure 19: Cost of adaptations by Type (sample for 2010-2015), Blackpool Council's Care and Repair Service

Type of Adaptation	Total no completed (2010-2015)	Total Cost	Average cost per adaptation
LAS	239	£1,062,233	£4,444
Stair-lift	171	£448,784	£2,624
Ramp	56	£127,292	£2,273
Other	26	£82,578	£3,176
Extension	24	£427,621	£17,818
CTH	23	£48,269	£2,099
TFL	19	£177,687	£9,352
Clos-o-mat	16	£63,822	£3,989
OBS	15	£17,849	£1,190
Curved Stairlift	14	£54,281	£3,877
Steplift	12	£126,130	£10,511
GFF	8	£85,668	£10,708
GWC	5	£26,292	£5,258
Kitchen alterations	4	£23,803	£5,951
Re-instatement	3	£6,659	£2,220
Door alterations	2	£2,030	£1,015
Dropped kerb	2	£2,155	£1,078
GF Facilities	2	£32,275	£16,137
New Door	2	£2,850	£1,425
Flooring	1	£1,632	£1,632
New window/blind	1	£460	£460
Paving/driveway	1	£3,110	£3,110
Ramp and LAS	1	£9,380	£9,380
Ramp, hardstanding	1	£6,540	£6,540
Re-instate	1	£4,383	£4,383
Toilet	1	£1,967	£1,967
Bedroom alterations	1	£7,262	£7,262
Faulty tap	1	£125	£125
Gateway	1	£495	£495
Remove door, raise floor	1	£1,400	£1,400
WHB	1	£200	£200

The largest spend on adaptations has been on Level Access Showers and stair lifts which accounts for just over half the DFG budget for 2015-2015 (53%) (figure 19)

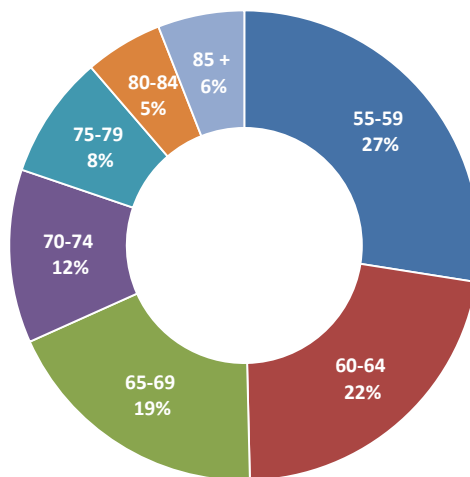


### 5.3 Social Housing Register

To better understand the accommodation and housing related support needs of local residents aged 55+ Blackpool Council analysed the social housing register. This accounts for 11% of the housing stock profile in Blackpool but plays an important role in providing specialist accommodation for local residents.

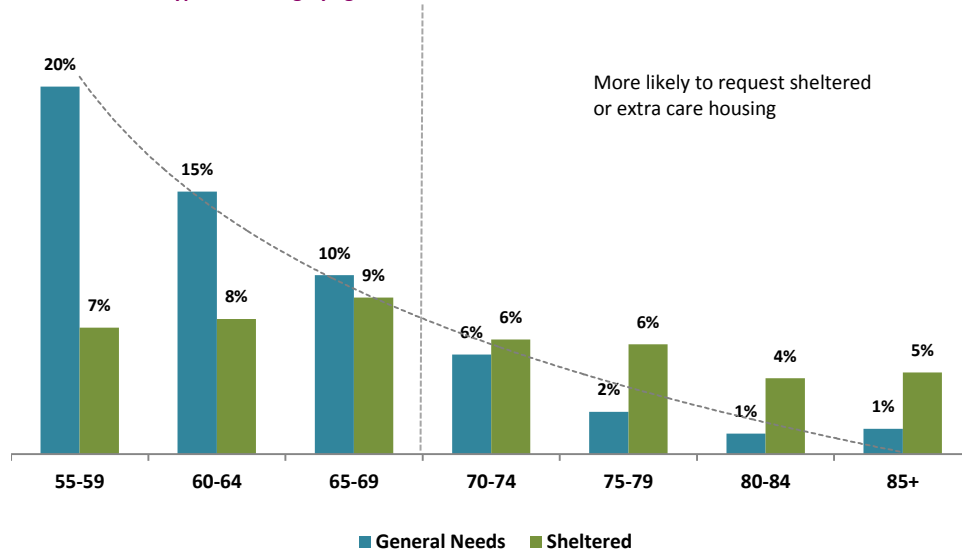
Between May 2012 – 2016 3696 applicants over the age of 55 approached Blackpool Council for support to be rehoused (via 'My Home Choice Fylde Coast')

Figure 20: Percentage of the total number of applicants by age band



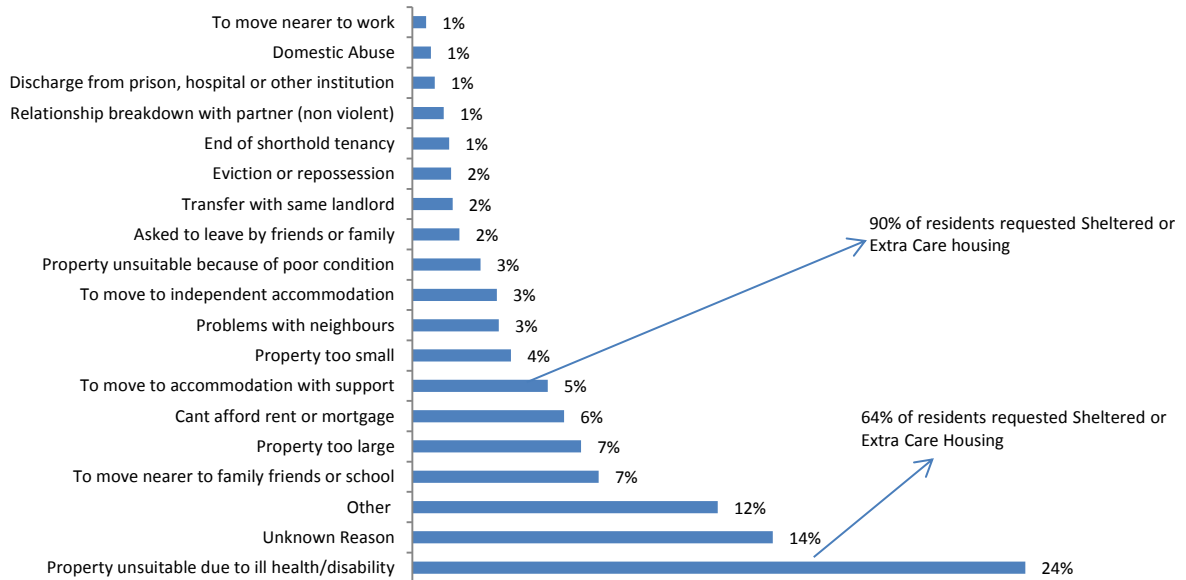
Of the applicants aged over 55, almost half were in the age range 55-64 (figure 20), with almost an equal number of males (1041) and females (1009). 45% of those on the waiting list requested to be rehoused in either sheltered or extra care housing accommodation.

Figure 21: Demand for type of housing by age band



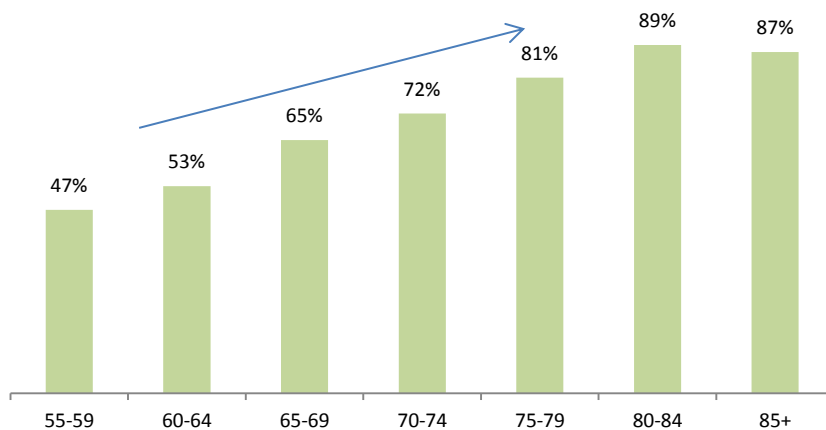
The demand for general needs accommodation reduces the further up the age range you go (figure 21).  $\frac{3}{4}$  of the residents in the age groups 75+ requested either sheltered or extra care accommodation.

**Figure 22: Reasons for wanting to move**



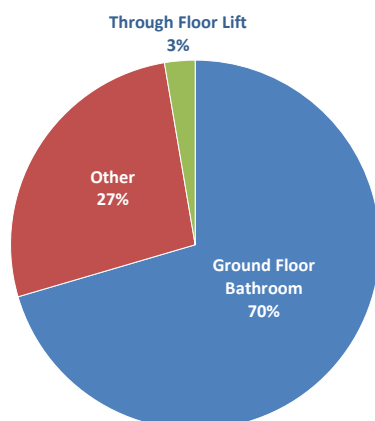
A property being 'unsuitable due to ill health/disability' was the primary reason residents requested to be rehoused (figure 22). Of those applicants, more than half requested for sheltered or extra care housing which was also popular amongst applicants looking for 'accommodation with support'.

**Figure 23: Percentage of residents requesting sheltered or extra care housing with existing medical conditions**



The majority of residents aged 70+ with existing medical conditions asked for sheltered or extra care housing.

Figure 24: Types of adaptations required



Majority of residents requesting sheltered or extra care housing did not require an additional room for a carer. Of those requesting adaptations almost ¾ asked for a ground floor bathroom.

### Consultation Events

To support the development of this strategy, Infusion, Blackpool Council’s in-house research team, held two consultation events where residents had an opportunity to provide feedback on services. Members of their team provided impartial support to ensure discussions were balanced and open for all to participate. Their key findings are:

#### 1. People want to stay in their home

One of the overriding reasons for people wishing to stay in their own home was familiarity with and liking the area in which they live. The support from neighbours and accessibility of local services within their area also supported this decision. Some residents were not clear on the alternative housing options available and were reluctant to investigate further due a perception that “they wouldn’t be able to afford it”.

#### 2. Awareness of support services is mixed

Knowledge on support services available from the Council, its partners and third sector organisations was mixed. Two thirds of consultees did not use the internet, or at best irregularly, so information pathways tended to be based on friendship groups and places they visit. Information was often only looked for when they had a need for services rather than in a planned way.

#### 3. The little things are often the big things

Rather than large scale adaptations, elderly residents would like support with smaller issues, such as, accessing reliable contractors for gardening and repairs services. Residents are prepared to contribute towards the costs of these services but there was limited knowledge on where to find further information.

#### 4. Blackpool Council is seen as a ‘trusted friend’ and the first point of contact for information on local services.

Overall, residents wanted to feel safe and know they can rely on people and services when they become unwell. A full report on the findings of the consultation event can be found in appendix 1.

## Conclusions

Demand from older people for health, social care, and housing-related services is rising significantly and services will struggle to cope unless this demand is addressed by:

- Enabling more people to help themselves through better information provision and housing that promotes independence.
- Providing services more efficiently and effectively, including through better co-ordination.
- Investing in prevention where it is clear that it will reduce needs for acute services. In the context of older people's housing, this includes home improvements to keep residents safe and warm, and providing low level support where it promotes health and wellbeing.

The provision of timely and appropriate adaptations and effective heating measures, as well as simple help with repairs and gardening is very important. Currently services are not keeping up with demand.

While most older people are home owners and want to stay within their own home, a significant minority look to move into accommodation with support in the social rented sector, often because their existing homes are unsuitable as their health needs change.

## CHAPTER 6: RESOURCES

It is well documented that revenue funding for the provision of health services for older people across the country is under great pressure and Blackpool is no different. Small increases in annual budgets have failed to keep pace with greater increases in demand. Within the local authority, public health budgets have been significantly reduced. Public Health have over the past few years invested in assisting the Blackpool Care and Repair service to help residents manage in their own homes and have helped to top up energy efficiency funding. However, it is expected that there will be no further funding support from Public Health for Care and Repair and energy efficiency works.

Adult Social Care services are also subject to budgetary pressures within the Council, and as a result, over the coming years they will reduce the funding available to deliver some of the discretionary support through Care and Repair, such as for handypersons services. Funding for statutory adaptations and equipment to enable people with reduced mobility to continue to live independently in their own homes continues to be available to meet local demands.

The introduction of the Better Care Fund over the last two years is designed to provide opportunities for more flexibility in how funding is used between health and social care. The Fund is expected to increase significantly over the next four years, although in the case of the local authority, at the expense of other funding support from central government. There may be opportunities to provide more services to older people that are paid for by service users.

Funding for investment in the existing housing stock has been focussed in recent years on energy efficiency, often targeted at the most vulnerable residents to help provide affordable warmth. While Blackpool has been pro-active in facilitating investment in insulation measures and upgraded heating systems, the funding currently available is very limited.

There has been uncertainty over the viability of traditional supported housing models, resulting in fewer new specialist housing schemes being built. Specialist housing for older people that includes elements of care and support requires a commitment to revenue funding – both to retain existing homes and give confidence for investment in new provision. But recent announcements from Central Government will allow for opportunities to develop services which meet the growing needs of residents. The Spring Budget 2017 pledged an extra £2bn in grant funding for social care. The Government is seeking to establish a new model of Housing Benefit for supported housing accommodation from April 2019 that gives developers the confidence to bring forward new schemes. The Housing White Paper – ‘Fixing Our Broken Housing Market’ sets out the Governments plans to address some of the challenges faced by local authorities and developers, including developing housing for older people.

There have been recent commitments to increased capital funding to boost the housing supply. £7.1 billion has been allocated to increase national housing supply through an expanded and more flexible Affordable Homes Programme. Funding is available through the Homes and Communities Agency (HCA) and developers are encouraged to apply for capital funding through the Continuous Market Engagement (CME) process.

There are other funding streams available to develop new homes with some developers taking advantage of the increasing opportunities of investment by large financial institutions looking for stable long term rental income streams. This model of funding has enabled providers to develop larger schemes which are financially viable without any requirement for grant funding.

The increased opportunities for capital investment in new specialist housing can help address the continuing challenges in finding revenue funding for support through developers' trialling new innovative approaches using assistive technology to support independent living. This helps to empower residents and enable cost savings to the social care budget through reduced care costs.

The benefits of living in good quality accommodation, where support is available if needed, are well documented. Given Blackpool has an ageing population, it is essential to work in partnership with providers to develop a wide range of appropriate accommodation using all funding streams available.

## CHAPTER 7: ACTIONS

**Objective 1: Ensure residents have access to clear and accurate information on housing options and support services so they are able to make informed decisions on their future needs**

### The importance of providing accurate information

**This strategy recognises the importance of choice, through the delivery of a range of housing and housing-related support options to those who need them.** However, it is not enough that this support exists. We need to ensure that older people know about the housing and support services that are available and how to get them. This is particularly the case for homeowners who don't have a landlord to turn to for housing advice or help with accessing other services.

The Care Act 2014 guidance stipulates *'information and advice services should cover more than just basic information about care and support and should also address the contribution of finances, health and housing in preventing the development of the need for care and support'*.

Housing Learning and Improvement Network (LIN)\* have identified that the lack of awareness of housing options available is one of the reasons why older people choose to remain in their current home<sup>7</sup>.

Good information empowers people to take a more active role in directing their care and support. Many older people receive a significant amount of support through informal networks, family and friends, and their advice can be important in reaching decisions about issues such as moving home or seeking adaptations. However, we believe that awareness can be increased through the provision of high quality information and advice services. **There is a role for national information services, but there is also an important role for local contextualised information and advice.**

The internet has become the main source of information for many people, however, older people currently have lower levels of internet usage than the rest of the population. This may change over time but other sources of information and advice still need to be available. Many older people value face to face advice or advice by telephone. Services which undertake home visits are particularly important for people who are unable to travel or who live in remote areas.

### Our Current Position

#### 1. Housing Options Team

Blackpool Council's Housing Options Team acts as almost a "one stop shop" for housing needs from basic advice through to rehousing. Although Housing Options does not work exclusively with older people, or those with a care need, there are a range of services and interventions available to this client group.

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<sup>7</sup> Janet Sutherland (2011) 'Housing LIN Viewpoint No. 19: Viewpoint on Downsizing for Older People into Specialist Accommodation'

\* The Housing Learning and Improvement Network (LIN) is a sophisticated network bringing together housing, health and social care professionals in England and Wales to exemplify innovative housing solutions for an ageing population.

The generic role of Housing Options Officers means that whether customers approach through the front door, via telephone, a 3<sup>rd</sup> party or even an application for Social Housing they receive the same holistic housing needs assessment.

In the first, instance Housing Options will work with customers and services to enable people to remain in their own homes, wherever it is safe to do so. These interventions can include providing tenancy support, debt and welfare advice, income maximisation and appropriate referrals to additional support services where necessary (for example, Occupational Therapy, Social Care and Vitaline).

Where this is not appropriate a range of alternative housing options can be explored. These include social housing (general needs, sheltered accommodation, adapted housing and Extra Care Housing), private rented housing and supported housing.

## **2. Adult Social Care**

Adult Social Care play an important role in providing residents with information and advice. They have regular contact with staff from Blackpool Coastal Housing to ensure residents' needs for adaptations and mobility equipment are met.

## **3. On-line information**

'Blackpool4me' is an online directory of local organisations that provide services to assist local people in meeting their needs - the resources directory is owned by Blackpool Council.

There is limited information provided on Blackpool Council's website to support vulnerable residents identify housing options available to them. Future North West: The Regional Forum on Ageing conducted research on information and advice provided to older people by 23 top tier local authorities, including Blackpool, in the North West. The conclusion of their research highlighted that information and advice was not easy to find on council websites. Furthermore, a number of websites contained outdated and therefore inaccurate information. Specifically, their feedback on Blackpool Council's website is shown below:

*'Struggled to find any advice or information. Closest came from the Centre for Independent Living page. By searching for 'advice' I found the Council's on-line directory Blackpool4Me which is OK but wouldn't answer my question'*

In response to this report some changes have been made to the website. However we recognise there are still gaps in information and more work is needed.

A working group has been established to review the information currently provided on 'non-statutory' services. The aim is to agree a way forward to ensure accurate and useful information is readily available to allow residents to make informed choices.

There are also third sector voluntary groups provide valuable information, advice and support to older people living in Blackpool. However, it is important to ensure information is widely available.



**What we will do to improve this area:**

**Update information on Blackpool Council's website** – we will review and develop online information on housing and support for older people on Blackpool Council's website taking on board the recommendations made by residents at the consultation event and Future North West.

**Review information and advice services** – we will examine services (internal and external) who provide information and advice on housing and support for older people to ensure the information is i) accurate, ii) meaningful and iii) easy to understand.

**Publicise information sources** – we will review how information is currently being published and take appropriate steps to ensure information is widely accessible to all older people living in Blackpool.

**Continuous monitoring of the 'community advice and information contract'** – to ensure that local residents have another means of accessing accurate information on support services.

## Objective 2: Deliver cost effective housing related services in a more co-ordinated way for older people

Blackpool Council is making changes to the way support services are delivered to residents. With the introduction of the Better Care Fund some services have now been integrated as part of the holistic approach to support services.

### Our Current Position

There are some critical points of change in people's lives where their housing requirements change and where effective co-ordination of services is especially important:

#### 1. Declining health or mobility

At some point, many older people within the community suffer health conditions or declining mobility. While they are likely to seek medical help they may also require support to adapt or maintain their homes, or look at alternative housing options. We need to ensure that they are helped to get this full range of support as soon as they need it, through referrals from health professionals and appropriate responses. There are opportunities to improve co-ordination as the Vanguard programme establishes new models of service provision<sup>8</sup>:

##### Extensive Care

The aim is to improve care for people who need it the most by providing one comprehensive service to meet their needs and reduce the risk of hospitalisation. Doctors, nurses, care co-ordinators and other professionals are based together and work collaboratively to provide the necessary support to keep residents well for longer. This service is for people aged 60+ and have at least two long-term health conditions. 'Extensive Care' services are currently based at South Shore Primary Care Centre and Moor Park Health & Leisure Centre.

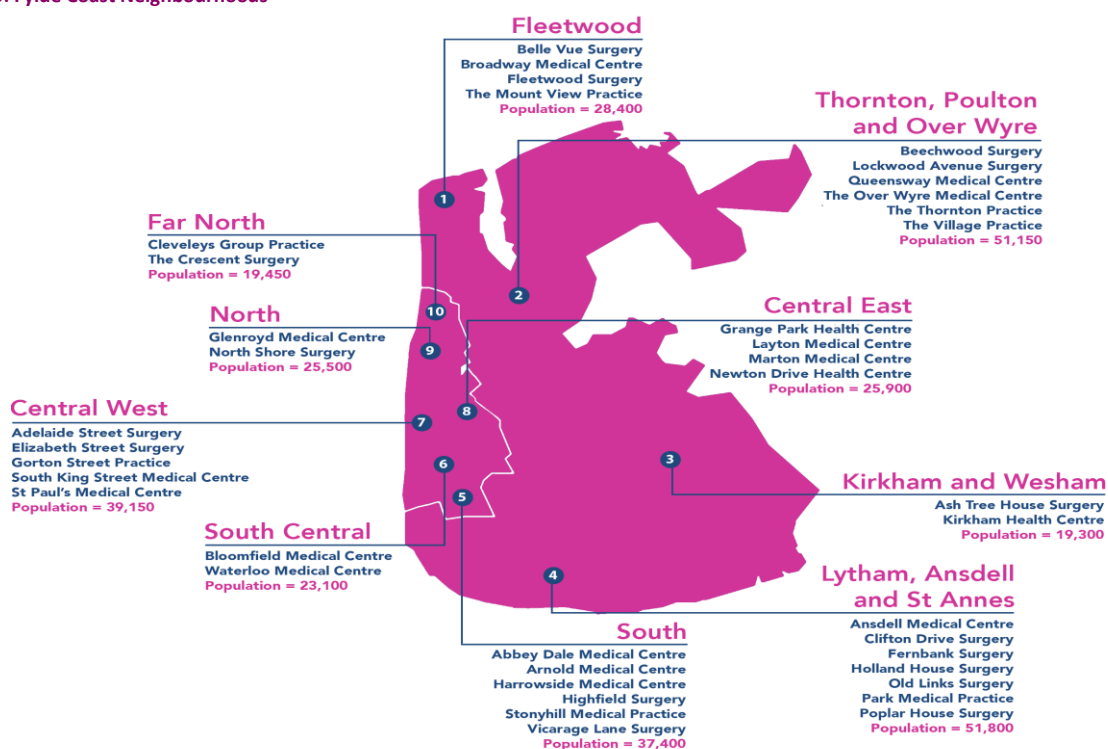
##### Enhanced Primary Care

Enhanced Primary Care is available to patients who require additional support with long-term medical conditions, such as COPD, diabetes and heart problems. Under Enhanced Primary Care, each of the 6 'neighbourhoods' in Blackpool (figure 25) will benefit from a dedicated Integrated Neighbourhood Team made up of professionals including Health and Well-Being staff, Nurses and Rehabilitation Therapists. Patients in receipt of treatment will continue to be monitored by staff. These teams are accessible to other professionals and residents via a neighbourhood 'hub'. Staff will be able to advice on how to access other local support services (for example, voluntary groups).

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<sup>8</sup> <http://blackpoolccg.nhs.uk/wp-content/uploads/2016/02/Item-11-EPC-Model-Blackpool.pdf>

<sup>9</sup>Figure 25: Fylde Coast Neighbourhoods



## Community Orientated Primary Care approach

GP practices have now grouped together into “neighbourhoods” and are developing a new Community Orientated Primary Care approach. Their purpose is to engage with their partner organisations and build on local assets to improve health (for example, community choirs, walking groups, art clubs and volunteering)

## 2. Hospital Discharge

Hospital stays provide an opportunity to review whether adaptations and support at home are required, and in some cases are points where the ability to cope at home changes significantly. It is important that there is effective planning between services for hospital discharge including housing.

### Health Link Worker

Blackpool Council’s Housing Options Team currently funds a Health Link Worker (HLW). Working alongside the hospital discharge team the HLW provides practical housing advice, support and, where necessary, sources alternative housing for people who are unable to return home.

Not all patients with housing needs are identified by the hospital discharge team and it is for this reason the HLW is in place to support health professionals to identify them. The role is promoted throughout the hospital to ensure patients are aware of this valuable service that is available to them.

<sup>9</sup> <http://blackpoolccg.nhs.uk/local-services/new-models-of-care/>

The HLW is fully trained and integrated into the wider Housing Options Team and can continue to address any outstanding housing issues faced by patients following safe discharge.

The benefits to the patient are clear. The wider preventative remit of this role also saves costs to health services and council departments by; i) reducing demands on the need for temporary accommodation and ii) preventing delayed discharge of patients where housing is a contributing factor.

**What we will do to improve this area:**

- Develop actions that continue to improve linkages between services, for example, develop links between the Vanguard Programme and support for older people around affordable warmth issues or those considering alternative housing options.

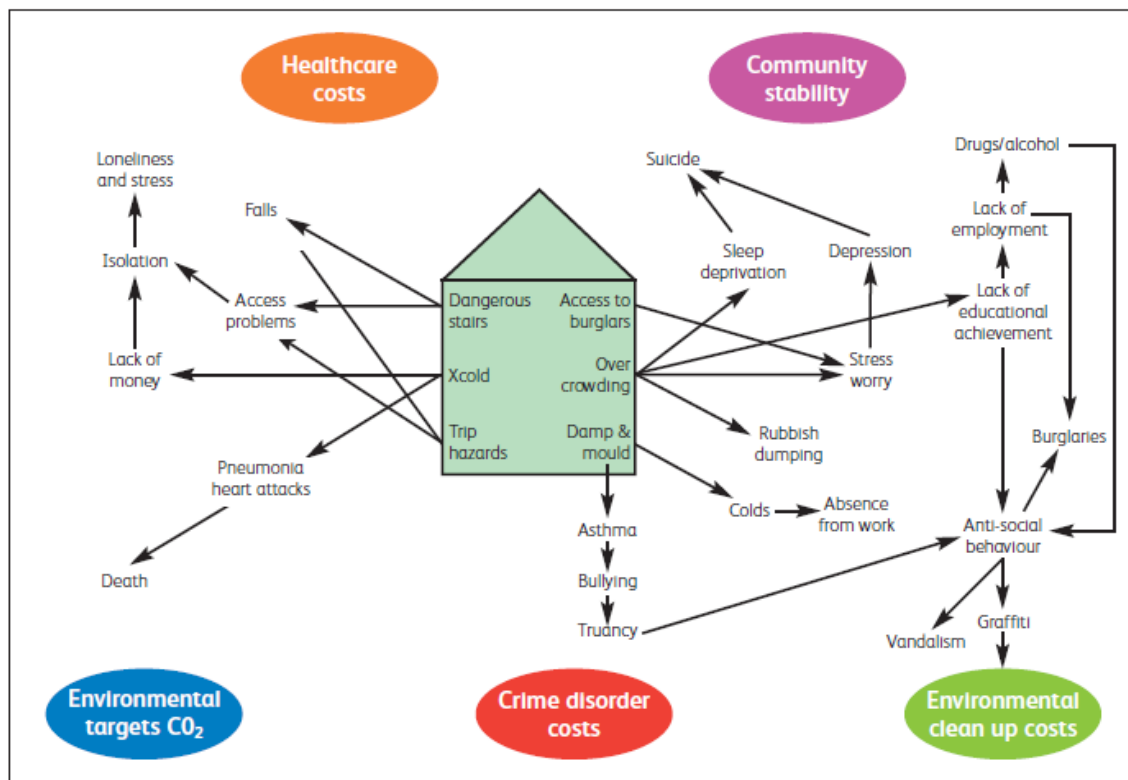
**Objective 3: Ensure general needs housing stock meets the changing needs and aspirations of older people**

**The contribution of appropriate housing and support to health and well being**

Housing plays a key role in contributing to an improvement in health, wellbeing and overall quality of life for residents, particularly in later life. Delivering good quality housing is not just about bricks and mortar, it is also about ensuring that housing can continue to meet the future health needs of older people. As identified earlier in this paper, the older population in Blackpool is projected to rise by 28% over the next 25 years. Given Blackpool Council’s longstanding policy of ‘shifting the balance of care’ it is essential to plan now so that the housing stock in Blackpool can meet future demand.

Blackpool Council’s Joint Strategic Needs Assessment (JSNA) identifies housing as a wider determinant of better health. Poor housing has an adverse effect on an individual’s physical and mental wellbeing. Older people are more likely to live with chronic health conditions which can be exacerbated by poor quality housing.

**Figure 26: The links between poor housing conditions and public health**



Poor housing conditions such as overcrowding, damp, indoor pollutants (such as excess particulates from cooking or smoking) and cold have all been shown to be associated with physical illnesses including eczema, hypothermia and heart disease (figure 26). Housing can also have an impact on mental health as families try to cope with poor living conditions.

The association between living in poor housing and health problems is particularly acute among those above retirement age:

- Pensioners in poor housing are a third more likely to have fair, bad or very bad health compared with those in good housing (58% vs 38%).
- Almost a fifth (19%) suffer from low mental health compared with 11% in good housing.
- Almost twice as many of pensioners living in poor housing suffer from wheezing.
- More than one in four pensioners living in poor housing suffer from shortness of breath while walking at their own pace or are too breathless to leave their home.
- Where housing does not adequately meet the needs of residents it can cause someone to disengage with the community.

Figure 27: The cost and benefits to the NHS of reducing HHSRS Category 1 hazards to an acceptable level for households aged 55 or more<sup>10</sup> (using NHS and HHSRS data from the English Housing Survey 2010)

Hazard	Number of Category 1 Hazards	Average repair cost per dwelling	Total cost to repair	Savings to the NHS per annum if hazard fixed	Payback (years)
Excess cold	689,666	£4,344	£2,995,907,903	£441,564,353	6.78
Falls on stairs	476,776	£989	£462,535,027	£71,609,794	6.46
Falls on the level	197,177	£792	£156,129,838	£34,700,172	4.5
Falls between levels	93,723	£1,134	£106,290,746	£17,519,361	6.07
Fire	33,325	£4,115	£137,132,934	£12,725,126	10.78
Collision and entrapment	27,664	£592	£16,369,553	£5,898,263	2.78
Falls - baths	36,013	£486	£17,487,933	£7,254,790	2.41
Dampness	11,385	£7,523	£85,653,060	£3,325,961	25.75
Hot surfaces	55,985	£1,871	£104,731,366	£7,868,316	13.31
Lead	41,927	£1,677	£70,306,239	£5,194,893	13.53
Entry by intruders	11,576	£1,180	£13,665,167	£3,226,578	4.24
Radon	63,518	£1,127	£71,568,454	£5,329,649	13.43
Sanitation (personal hygiene)	20,138	£1,119	£22,539,641	£2,336,281	9.65
Food safety	15,373	£961	£14,781,003	£1,782,264	8.29
Pests (Domestic hygiene)	13,442	£709	£9,531,479	£1,612,639	5.91
Overcrowding	509	£16,748	£8,524,561	£48,943	174.17
Noise	1,230	£1,137	£1,398,960	£349,771	4
Carbon monoxide	3,751	£508	£1,907,042	£364,193	5.24
Structural collapse	1,169	£288	£336,667	£100,569	3.35
Electrical problems 2	2,692	£2,111	£5,681,466	£360,016	15.78
Ergonomics 3	3,288	£470	£1,544,131	£395,108	3.91
Un-combusted fuel gas	2,246	£523	£1,175,477	£212,525	5.53
Lighting	0	£0	£0	£0	0
Water supply	0	£0	£0	£0	0
Excess heat	0	£0	£0	£0	0
Explosions	0	£0	£0	£0	0
<b>All dwellings with a Category 1 hazard</b>	<b>1,431,482</b>	<b>£2,990</b>	<b>£4,279,628,929</b>	<b>£623,779,566</b>	<b>6.86</b>

<sup>10</sup> Off the Radar – Housing disrepair and health impact in later life

There are significant costs to the NHS for treating patients with symptoms caused by poor property conditions. Figure 27 demonstrates that by investing in properties to remove category 1 hazards the NHS could save £624 million in first year treatment costs. Excess cold is the no.1 hazard ranked by cost of repair.

Housing market failure within Blackpool is considered to have significantly adverse impact on the health and wellbeing of residents. Older people are the primary users of health services, with an estimated 40% of the NHS budget spent on caring for people aged 65 and over.<sup>11</sup> It is evident that providing appropriate housing and support for older people is key in order to reduce demand on already stretched local authority and health services. Investment in appropriate housing and support packages can result in considerable financial savings relieving pressure for service providers.

### **Our Current Position**

Blackpool Council conducted a Private Sector Housing Condition Survey in 2008 and found that around 23,000 dwellings in were classified as 'non-decent', with the majority of these failing to provide a reasonable degree of thermal comfort due to inefficient heating systems and poor insulation. Non-decent dwellings are most associated with pre-1919 properties, along with the private rented sector, converted flats and low-income occupiers.<sup>12</sup>

The Council recognises that housing stock in parts of Blackpool is of a poor standard and has responded in the following ways including:

- Being a key player in the development of the Cosy Homes in Lancashire scheme (CHiL) which improves heating and insulation in properties.
- Funding from the Council for Home Owners Assistance provides financial support to owner occupiers to allow them to conduct necessary maintenance work.
- Introduced selective and additional licensing within the inner areas of the town to improve property conditions within the private rented sector. The Council is now able to compel landlords to comply with basic standards, reasonable management practices and ensure landlords pass a fit and proper person test.
- Robust enforcement: allied to selective licensing the Council's Public Protection teams aim to take a robust and proactive approach to housing and planning enforcement and work with partner agencies to target the worst offenders.
- New planning policies have been established requiring higher standards for new conversion of guest house accommodation to residential use.
- Transience: Council led programme to identify underlying issues faced by vulnerable residents with an aim to improve communities.

In addition to the above, The Blackpool Housing Company has been established, which is a wholly Council owned regeneration company to lead market change within Blackpool. The core purpose of The Blackpool Housing Company is to make a critical intervention in the private rented market in the inner areas of the town. The Company will intend to acquire poor quality properties and improve

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<sup>11</sup> Off the Radar – Housing disrepair and health impact in later life

<sup>12</sup> The Fylde Coast Strategic Housing Market Assessment (SHMA) Blackpool Council, Fylde Council and Wyre Council December 2013

standards, offering customers better choice and quality of accommodation. Where possible, density will be reduced creating good sized homes instead of multiple small flats. The Company aims to have a portfolio of 1000 properties in 8 years which will significantly improve the inner areas of the town.

Blackpool Council were awarded £55 million to invest in council stock to bring it up to the Decent Homes Standard between 2008 – 2015. As a result of this investment all of Blackpool Council's properties now meet the Decent Homes Standard, including being safe and thermally efficient.

### **What we will do to improve this area**

Blackpool Council understands the importance of having a range of attractive accommodation for older residents. Despite the above measures, improving stock conditions for owner occupier properties has continued to be a challenge for the local authority. However, Blackpool Council will continue to support improvements in this area by:

- Making better use of funding available to support owner occupiers facing financial hardship to carry out necessary maintenance work in order to ensure their property meets minimum standards set by the Housing Act 2014.
- Ensuring appropriate plans are in place to deliver selective and additional licensing schemes effectively. Where appropriate, extend schemes to ensure property standards are retained.
- Continuing with any funding opportunities to improve energy efficiency within owner occupier and privately rented properties.
- Using a targeted approach, improve heating and property insulation for elderly people living in their own home, particularly those aged 75+ due to vulnerabilities and health implications.
- Blackpool Housing Company to continue investing in the refurbishment of properties to provide high quality, safe and warm homes within the private rented sector
- Using funds from the Ashden award, CHIL will work with AgeUK Lancs to extend the hospital in-reach programme to offer the "Take Home and Settle" scheme at Blackpool Victoria Hospital. With the support of hospital staff, vulnerable patients with long term health conditions, exacerbated by cold, will be offered a range of support services, including affordable warmth assistance, to ensure their homes are suitable preventing delays with hospital discharge.



## Objective 4: Ensure older people's homes continue to meet their needs by providing appropriate support and provisions of care

National research shows that most elderly people prefer to remain in their own home which reinforces Blackpool Council's approach to 'shift the balance of care'. As identified earlier, the majority of people aged 65 and over living in Blackpool are home owners and for this reason it is important that our services are able to meet their changing needs.

### Our Current Position

Preventing the need for institutional care has significant cost saving benefits to the local authority and health service providers. We have a range of services to support older people to remain in their own home:

#### 1. Care and Repair (Blackpool's Home Improvements Agency (HIA))

Care and Repair which is managed by Blackpool Coastal Housing provides an assortment of services whose aim is to maintain the independence of the most vulnerable residents within the area through the following services:

- i. Assistance with Home Adaptations through the 'Disability Facilities Grants' scheme enabling residents to stay safe and independent for longer in their home. . The types of adaptations can vary from minor works (such as installing grab rails) to major works (for example, installing through floor lifts). (This service is discussed in more detail below)
- ii. Handyperson Scheme – a service helping residents to carry out small repairs such as fitting curtain rails.
- iii. Trips & Slips Safety Inspections are undertaken in properties of the over 60's and under 60 (if disabled) to remove hazards which could cause the residents to fall. Residents are advised on how to prevent trips and falls within their own home. Should there be a need for additional equipment, such as grab rails and bannisters, a referral is made to the Occupational Therapist. Additional security measures are provided (if available) to maintain safety of the individual and help them with their daily living needs. These measures include door chimes and carbon monoxide alarms.
- iv. Blackpool Equipment Service (BES) which has been commissioned by Blackpool Council and Blackpool Clinical Commissioning Group provides a service of delivery and installation of equipment via direct referrals from clinicians (Occupational Therapist).
- v. Home Owner Assistance service, as mentioned earlier in the paper, may provide financial assistance to owner occupiers who require essential repairs to their property.
- vi. Loop Systems service installs Loop Systems, Loop Pads and Microphones for customers who have a sensory impairment. Referrals are made by Blackpool Council's Sensory Service Team (part of Adult Social Care) who also provide the equipment.
- vii. 'Winter Warmth' which also runs alongside ChiL, aims at assisting local residents remain warm, safe and independent in their own home and reduce admissions into hospital. Care and Repair are the main point of contact for all Affordable Warmth enquiries.

Owner occupiers, who are experiencing long term health problems, may apply for funding to install fixed heating and undertake boiler repairs and new installations. Other measures, such as draught proofing, gas safety and window installations have been completed with additional funding provided by Foundations Independent Living Trust (FILT) the charitable arm of the national body for home improvement agencies and handyperson services.

## 2. **Cosy Homes in Lancashire (CHiL):**

As referenced earlier, Blackpool Council is a key player in the development of CHiL - a partnership between 14 local authorities and the County Council in Lancashire. The scheme targets properties in poor conditions in deprived areas and provides free or subsidised boilers and insulation. The scheme launched in April 2014 and has invested £5.1m supporting vulnerable households across Lancashire to keep their properties warm.

## 3. **Assistive Technology:**

Vitaline offers a range of services that are designed to keep people safe in their own home and thus enables them to live an independent lifestyle. They are currently supporting 5000 residents in Blackpool. They provide a 24/7 telecare service and tailor services to meet individual needs. Blackpool Council's sheltered housing units are equipped with emergency call with vitaline offering support to residents in the absence of the Sheltered Housing Officer.

With the aim of supporting independent living, Vitaline provides a range of individually designed assistive-technology packages coupled with a personal mobile response to emergency calls. Equipment ranges from basic pendant alarms through to the very latest wireless controlled environmental sensors that can detect a potential problem without the need of client input e.g. movement sensors that will 'know' if there has been no movement in a property – a possible indication of a fall.<sup>13</sup>

Vitaline forms part of the social care assessment and if residents are eligible for the service the running costs are calculated based on individual financial assessments. Vitaline is also available privately. Among the benefits, Vitaline's Telecare can provide:

- Early detection of emergencies and a fast response to them
- Early detection of lifestyle changes that may indicate deterioration in health
- The opportunity to address problems at an early stage before they become acute
- A sense of security and peace of mind for the client<sup>14</sup>

## 4. **HealthChecks**

The Council's investment in Health Checks is key. This universal programme where patients between 40 and 75 are invited to meet their GP for a full health and wellbeing check. Those at low risk of developing long term health conditions are invited every 5 years and those at high risk will receive an annual invite. GPs are able to use this opportunity to provide the

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<sup>13</sup> Vitaline Annual Report 2015

<sup>14</sup> Ibid

necessary clinical intervention to prevent ill health or secondary complications, undertake brief interventions and onward referral to health promoting services and activities.

## 5. Adult Services – Tailored Care packages

Residents are offered a choice of settings to have their care packages delivered, including at home. At the time of writing this strategy, Adult Services were delivering 1412 personalised care packages to residents homes to support independent living. (See ‘addressing an ageing demographic’ for further details).

Research carried out for the Department of Communities and Local Government found that there was an expenditure of £97.3m on housing support services (including, but not wholly, HIA services). This in turn saved £725.3m which would have been spent on residential or hospital care.

The following benefits can be realised by providing an effective HIA service:

- Postponing entry into residential care by just one year through adapting people’s homes saves £28,080 per person
- The average cost of a major housing adaptation is £6,396 and has an average life of at least five years
- A fall at home that leads to a hip fracture costs the state £28,665 on average (£726 million a year in total). This is 4.5 times the average cost of a major housing adaptation and over 100 times the cost of fitting hand and grabs rails to prevent falls
- Housing adaptations reduce the need for daily visits and reduce or remove costs of home care (savings range from £1,200 to £29,000 a year)
- A hospital discharge service speeds up a patient’s release from hospital by installing items such as a key safe, grab rail and securing loose carpets to prevent falls. This creates savings of £120 a day - the amount charged to a local authority when patients block beds in hospital.<sup>15</sup>

‘Foundations’ also researched the value of HIA services and concludes that it is much less expensive for people to be supported by HIAs and other support providers to live at home than to be looked after in an institutional care setting.

## Adaptations

### The Importance of aids and adaptations

As people become older their needs may change. Home adaptations and improvements can often be key in ensuring people’s homes continue to meet their changing needs and allow them to live an independent life. The Autumn Statement 2015 committed to providing £500m in Disability Facilities Grant (DFG) funding by 2019-20 to cover adaptation costs for 85,000 homes. It is estimated that this funding will prevent 8,500 people from needing to move into care homes.<sup>16</sup>

Prevention is critical to the vision of The Care Act 2014 and guidance states that care and support systems must actively promote well-being, independence, aiming to prevent needs arising rather than only responding when people reach crisis point.

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<sup>15</sup> Handypersons Evaluation, Department of Communities and Local Government, February 2011

<sup>16</sup> Autumn statement 2015, para 1.109

Prevention is described in terms of three general approaches – primary, secondary and tertiary:

- **Primary** – interventions to prevent development of needs eg. advice, befriending aimed at individuals who have no current particular health or care needs.
- **Secondary** – targeted interventions aimed at individuals who have an increased risk of developing needs, where the provision of services, resources or facilities may help slow down or reduce further deterioration or prevent other needs from developing.
- **Tertiary** – are interventions aimed at minimising the effects of disability or deterioration for people with established or complex health conditions, supporting people to regain skills /manage or reduce need where possible.

Home adaptations, prevention of falls, handypersons and telecare are cited as examples of secondary prevention in the Care Act (para 2.8) and adaptations/ equipment also as tertiary prevention (para 2.9).

Under current DFG rules people should have to wait no longer than 18 months to get funding and have the work completed. Local Authorities have six months from the date of receiving a formal application to provide a decision. If the grant is approved then payments should be made and the works completed within a further 12 months.<sup>17</sup>

Every year, two thirds of councils, including Blackpool Council, are missing their legal deadline to pay for vital adaptations causing suffering to people who are dependent on these changes<sup>18</sup>. According to Julia Skelton (Director of Professional Operations), College of Occupations Therapists ‘Many DFGs are not progressed because additional funding cannot be secured. The impact of this is a sizeable increase in care costs; and a detrimental decrease in the wellbeing, dignity, and the ability to live independently for many people (including disabled children) and their carers.’

A resident having to wait so long, particularly an elderly resident, for an adaptation reduces the effectiveness of this preventative measure and could even have a detrimental impact on their health and well-being. Their needs could have changed during this period and the initial works identified may no longer be suitable. ‘Foundations’, which oversees the national network of Home Improvement Agencies, found that where appropriate adaptations had been made for older people they were able to postpone moving into a care home by an average of four years. Their research suggested the average cost of a placement in residential care is around £29,000 per year whereas the average cost of providing adaptations is less than £7,000. A well-run adaptations service can not only improve the lives of people, but can also result in significant savings for local councils.

National research highlights the negative impact on health and well-being for older people when there are significant delays with carrying out relevant adaptation work. Whilst adapted stock is being utilised this may not necessarily be a favourable option for older people in Blackpool as most are homeowners (over 76% of the older population).

### **Are adaptations always appropriate?**

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<sup>17</sup> The Long Wait for a Home, April 2015, Leonard Cheshire Disability

<sup>18</sup> The Long Wait for a Home, April 2015, Leonard Cheshire Disability

Analysis by Demos revealed that 58% of over-60s generally are interested in moving to a more suitable home but feel restricted by a lack of suitable alternative housing or a fear of moving to an unfamiliar environment. Demos polling also shows that three-quarters (76%) of those over 60s occupying three, four and five bedroom houses wish to downsize<sup>19</sup>

To enable owner occupiers within Blackpool to have attractive alternative housing choices we need to build more suitable homes that older people will want to move in to, whilst looking at ways to better incentivize and support older people to help them downsize or move into already adapted properties. Although measures are in place to utilise adapted properties within social housing sector, requests for adaptations from residents living in this tenure is relatively low (9%) compared to owner occupiers (69%).

Relocating to more suitable accommodation can often enable older people to retain their independence for longer but can also reduce public health expenditure through the reduction in falls, reduced isolation and fewer illnesses related to the stress of living in unsuitable accommodation.

The decision to move can be traumatic for older people and can result in decision making inertia. This problem is particularly relevant for owner occupiers where there are numerous legal and financial decisions and hurdles related to moving.

#### **What we will do to improve this area:**

Blackpool is projected to see a 15% increase (by 2025) in residents aged 65 and over who will be unable to manage at least one mobility activity on their own. Inevitably Care and Repair services will be fundamental in meeting this growing demand. However, due to pressures on the Adult Social Care budget funding for the 'Handyperson' and 'Trips, Slips and Safety Inspections' will reduce over the coming years. Funding for statutory adaptations and equipment to enable people with reduced mobility to continue to live independently in their own homes continues to be available to meet local demands.

Blackpool Council understands the value and benefits of all Care and Repair functions and will investigate opportunities to continue delivering a full range of services. Residents have provided some positive feedback on current services (based on attendees at the consultation event), however, we acknowledge there is a need to further promote these support services.

A working group has been established to review Care and Repair functions with the aim to shape future services in order to meet the growing needs of residents. Blackpool Council and BCH are committed to delivering services to an excellent standard and have the following vision for Care and Repair:

*Vision: Is to enable older and vulnerable people to remain in their own homes, in their own communities, living as independently as possible, through the improvement of their housing conditions and their level of comfort, security and well-being.*

BCH, in partnership with Blackpool Council has developed a new policy and procedure for adaptations to streamline the process to reduce waiting time. The policy places a great emphasis on

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<sup>19</sup> The Top of the Ladder: Demos September 2013

reviewing housing options with the applicant to determine whether a move would be a better option.

The DFG Policy has been written to try and address some of the issues that are causing unacceptable waiting times for residents. The key improvement areas addressed in the policy are:

- Adopting a 'necessary and appropriate' and 'reasonable and practicable' attitude to adaptations requested, e.g., suitability of receiving a request for a level access shower for a resident who lives in a second floor flat, or suitability of carrying out major extension works to properties without considering alternative options.
- Ensuring Occupational Therapists are aware of and 'buy into' the notion of appropriateness and suitability when assessing residents.
- In some cases land charges on works in excess of £5000 will be placed on owner occupier properties and this will be reinvested in further adaptation works.
- Providers of social housing in Blackpool will be contacted with a view to them contributing 50% towards major adaptation works, and the savings will be reinvested into further adaptations.

BCH has also procured a number of new building contractors to carry out adaptations work. These contractors then price works via a mini-tender process, thus ensuring financial efficiency.

Lancashire Fire and Rescue Services (LFRS) are piloting the Safe and Well Programme which complements the services offered by Care and Repair. The programme aims to mitigate risk factors, other than fire, that impact on health and wellbeing caused by living in inappropriate housing, for example, falls prevention. There are re-occurring themes framed around brief advice / intervention by which LFRS will be seen to have a positive influence with a scope to develop interim measures whilst inspecting a property.

### **Our commitments**

Whilst some improvement work is underway, we make the following commitments to deliver an effective Care and Repairs Service:

1. We shall follow through on changes to the policy and procedures for adaptations to streamline the process to reduce waiting times and serve its intended purpose of being a preventive measure.
2. Work in partnership with Lancashire Fire and Rescue Service to deliver their Safe and Well Programme to ensure all available resources are utilised and we adopt an holistic approach to service delivery.
3. We will further emphasise the importance of providing advice and advocacy for all older people regardless of tenure to identify what the real problems may be with their home and how these issues can be addressed. This includes a review of all housing options open to the

client, advice on legal entitlements, welfare, benefits, financial matters and other support services.

4. Public Health are developing a self-care strategy which will further develop actions that encourage people with long term conditions to manage their own health and healthcare. It is hoped that the strategy will identify specific preventative measures which in return will reduce the demand for adaptations (future proof).
5. Mechanical Equipment (stair lifts) will be installed more quickly to ensure older people are not put at further risks.
6. To ensure Care and Repair serves its intended purpose as a 'preventative' measure, we will take into account feedback from residents and continue to work with relevant agencies to shape and deliver a full range of services to meet the needs of the elderly population in Blackpool.
7. Ensure the correct care package is provided, as well as appropriate adaptations, so that homes can continue to meet resident's needs.

**Objective 5: Improve and make better use of existing sheltered housing stock designed specifically for older people**

**What is the role of sheltered housing in Blackpool?**

Older people’s social and housing expectations are changing. As with the rest of the population, older people have higher expectations of independence, choice and control over their lives, as well as access to activities, and participation in employment, volunteering and local communities.<sup>20</sup> It is important to have suitable housing to accommodate older people with these aspirations, but also be able to offer care and support as people age and become frailer.

Sheltered housing can potentially offer a valuable resource for local people and communities in terms of providing:

- Appropriately designed properties for people with support needs; potentially freeing up housing which could be better utilised.
- Allowing older people to have the sense and feel of independent living
- Promoting health and well-being for older people
- A supportive community life for the ageing population

Figure 28 shows a selection of outcomes to which sheltered housing, possibly combined with care and/or health services, may be able to contribute to.

**Figure 28: Relevant health and adult social care outcomes for sheltered housing**

<b>Outcome</b>	<b>Adult Social Care Outcomes Framework (ASCOF) 2013/14<sup>21</sup></b>
<b>1</b>	Enhancing the quality of life for people with care and support needs
<b>2</b>	Delaying and reducing the need for care and support
<b>3</b>	Ensuring that people have a positive experience of care and support
<b>4</b>	<b>Safeguarding adults whose circumstances make them vulnerable and protecting them from avoidable harm</b>

<b>Outcome</b>	<b>NHS Outcomes framework 2013/14<sup>22</sup></b>
<b>1</b>	Enhancing the quality of life for people with long term conditions
<b>2</b>	Helping people to recover from periods of ill health or following injury

<b>Outcome</b>	<b>Public Health Outcomes framework 2013/2016<sup>23</sup></b>
<b>1</b>	Increased healthy life expectancy

<sup>20</sup>Croucher, K (2008) *Housing Choices and Aspirations for older people*, Department of Communities and Local Government.

<sup>21</sup> Department of Health (2012), Adult Social Care Outcomes Framework 2013/14.

<sup>22</sup> Department of Health (2012), NHS Outcomes Framework 2013/14

<sup>23</sup> Department of Health (2012), Public Health Outcomes Framework for England 2013-2016.



The model for sheltered housing has changed over time with external factors such as the reduction in public expenditure being a major contributor. Recent changes in Supporting People funding, as well as high service charges in retirement housing, have led to the withdrawal of scheme wardens and replaced with 'floating support' and the greater use of assistive technology. Whilst the Government has set out evidence showing how telecare and telehealth technology can help reduce admissions to residential care, residents who took part in the Age UK inquiry into sheltered housing noted a concern that assistive technology may lead to reduced human contact.

At the time of writing this strategy the Governments proposal to reduce rents by 1% over the next four years and setting local housing allowance rates will have a significant impact on the support services being offered within sheltered housing units. The uncertainties caused by the Welfare Reform has stopped many local authorities and housing associations from investing and building new specialist/supported housing.

### **Our Current Position**

Blackpool Council owns 791 units of sheltered accommodation, around 80% of all socially rented sheltered accommodation in the borough. The purpose of these units is to offer residents the security and support they need whilst allowing them to remain independent. With the exception of Dunson Court, the accommodation mostly comprises of ground floor flats in groups of 30-60 homes, often with an associated community centre. The accommodation is physically easily accessible, usually has a hard-wired emergency call system, and is grouped with other accommodation.

The Sheltered Housing Officer offers low level support to residents working across 2-3 schemes with an approximate caseload of 100 residents. Support can vary depending on individual needs and will include tasks such as:

- Supporting new tenants to settle into their homes, conducting risk assessments and developing tailored support plans to meet individual needs.
- Making regular contact with tenants in person or by the use of the intercom system.
- Providing general advice and support on how to access services.
- Providing residents with support to enable them to sustain their tenancy.
- Assisting tenants to apply for benefits.
- Contacting relatives and calling medical services such as a doctor or ambulance in an emergency.

The Sheltered Housing Officers also work in partnership with other agencies to deliver additional services which would benefit the schemes. They work office hours Monday-Friday with Vitaline providing support outside of these hours.

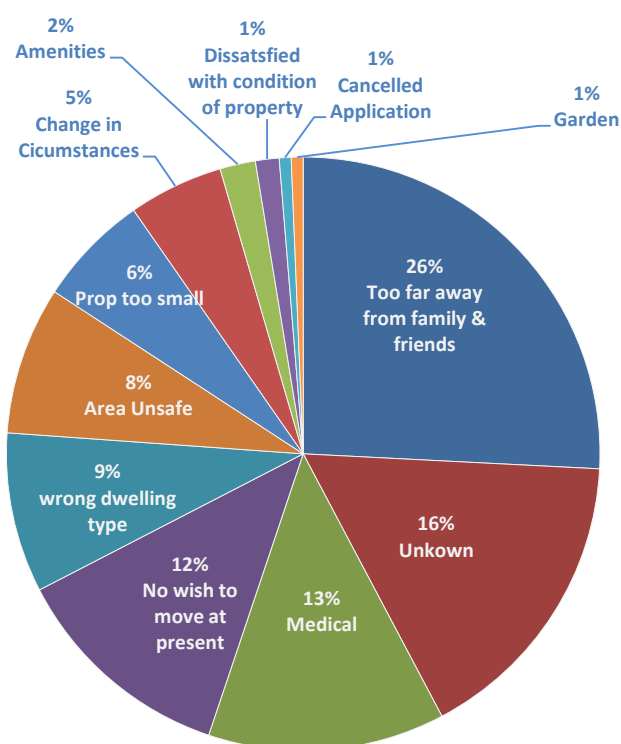
Blackpool Council's sheltered housing units are not designed for people who are very frail and require high levels of care and support. The age criteria is 55 and over, however, on occasions properties have been let to younger tenants with vulnerabilities needs who would benefit from the additional support provided.

Outcome of the Sheltered Housing STAR Survey 2013-14, conducted by Blackpool Coastal Housing, showed that over 89% of respondents were satisfied with the services provided by the Sheltered Housing Officer. Furthermore, 61% of residents felt the support offered prevented them from being admitted to hospital or moved into residential care. This highlights that Sheltered housing units

within the Council’s portfolio do serve their intended purpose of promoting health and wellbeing by enabling to live independent lives.

Whilst there is still a demand for sheltered housing in Blackpool the number of residents expressing an interest when properties become vacant has reduced over time with some schemes being more difficult to let, mainly due to its location (figure 29). In 2012-13 there was an overall average of 13 bids per property which has reduced slightly to 11 bids for 2015-16. It is important to note that whilst demand maybe reducing slightly, properties mainly become vacant due to residents passing away or moving into more appropriate accommodation.

**Figure 29: Reasons for refusing Sheltered Housing Stock, Blackpool Coastal Housing**



The table below outlines Blackpool Council’s sheltered housing stock and shows the main reasons residents have refused properties.

Scheme Name	No. of Units	Average number of residents applying for property (2012-2016)	Main reasons for refusals
Lennox Gate	40	35	No wish to move at present & medical conditions
Aysgarth Court	96	23	Property is too far away from family and friends + no wish to move at present
Stronsay	24	22	Property is too far away from family and friends
Lowmoor	41	20	Property is too far away from family and friends
Lostock	30	18	Medical conditions + no wish to move at present
Warren	22	17	Too small
Bostonway	43	13	Property is too far away from family and friends
Cherry Tree	33	12	Medical reasons
Ibbison Court	47	12	Area is unsafe
Ashfield Court	19	11	Property is located too far away from family and friends
Kincraig	38	10	Property is too far away from family and friends

Sevenoaks	52	10	Property is too far away from family and friends + Medical Conditions
Dunsop Court	60	9	Wrong type of dwelling + too small
Kilmory	37	9	Property is too far away from family and friends
Kipling	21	9	Property is too far away from family and friends + No wish to move at present
Horsebridge	23	8	No wish to move at present
Spencer Court	50	8	Wrong type of dwelling
Washington Court	20	8	Property is too far away from family and friends + change of circumstances
Argosy	48	6	Wrong dwelling & no wish to move at present
Tarnside	37	2	Property is too far away from family and friends

It is clear that the desirability of sheltered schemes can be affected by the area and community they are located in. Residents want good, safe access to transport, shops and amenities as well as families and community activities. As areas have changed, some schemes are no longer in areas perceived as safe or desirable for older residents and have proven to become harder to let.

#### **What we will do to improve this area:**

As identified earlier in the report ('addressing an ageing demographic in Blackpool') Blackpool has a growing population and there will be an increase in residents requiring care and support, particularly people aged 75+. To meet this growing demand, we are committed to:

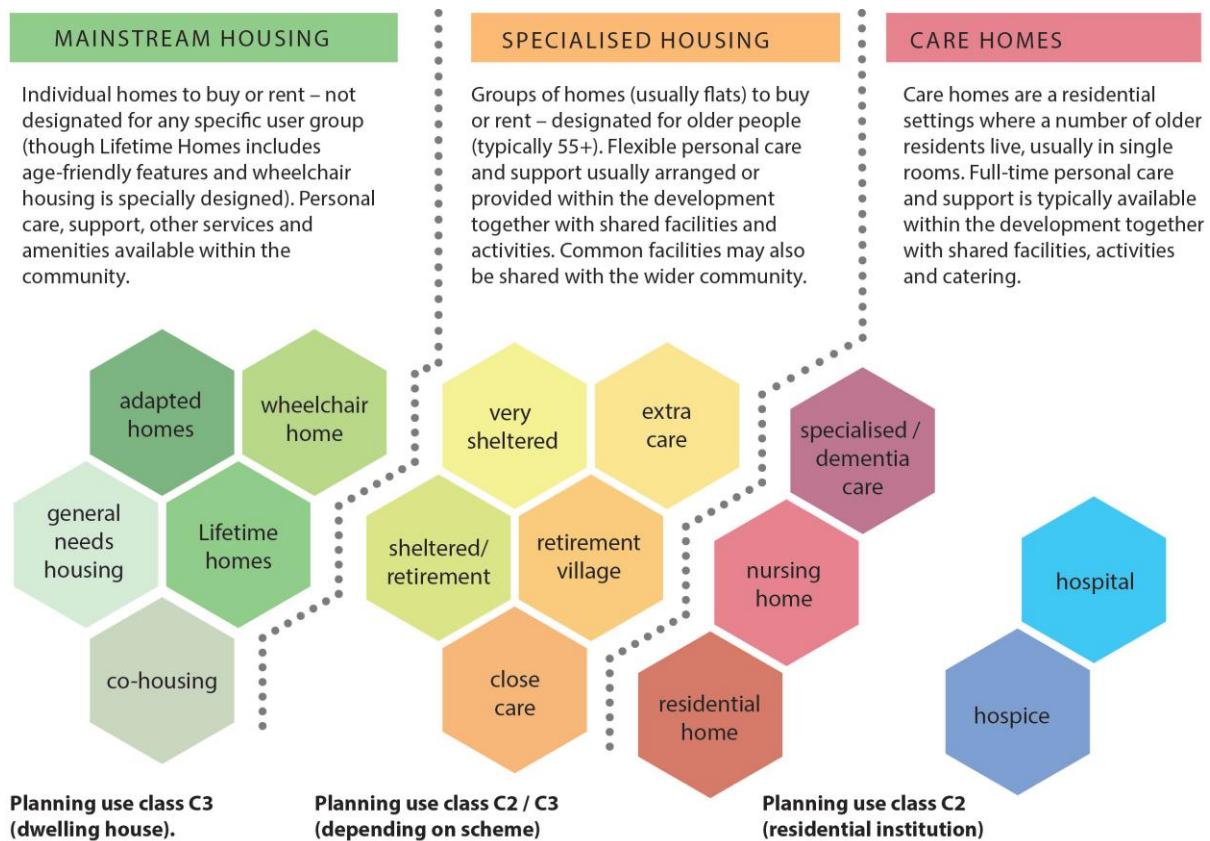
Overall sheltered housing is meeting the needs of residents in Blackpool, however consideration does need to be given to some schemes which appear to be 'unpopular'. Blackpool Council, in partnership with BCH will make financial investment to remodel Dunsop Court so that this scheme can meet the growing health needs of older people in Blackpool.

- Ensure sheltered housing units are meeting the relevant NHS, Adult Social Care and Public Health outcomes framework and continue to respond to evolving needs.
- Improve existing sheltered housing stock through redevelopment of sites to deliver homes in which older people can age while maintaining their independence and receive care when this is needed.
- Making a financial investment to remodel Dunsop Court so that this scheme can meet the growing health needs of older people in Blackpool.

**Objective 6: Provide a strategic framework for commissioning new specialist housing to meet the growing needs and aspirations of older people**

A wide range of consumer research with older people shows that their aspirations in relation to housing and care in older age are growing. This is driven by higher levels of home ownership (and so equity and capital wealth), higher aspirations around lifestyle, and a wish to sustain independence even if older people have health and care needs. This is translating into a growing view that being frail does not necessarily mean giving up and going into a care home. Aspirations have been and are continuing to change at a rapid pace and will continue to do so.

The below diagram<sup>24</sup> provides an overview of the housing options available in later life:



Blackpool will see an increase in the number of older people with support needs; therefore, it's important for support services to plan so they can meet demand. SHOP@ is an online analysis tool kit to help local authorities and providers identify potential demand for different types of specialist housing in England and Wales. SHOP@ has compiled data from a number of sources and made simple assumptions that supports an initial options or market appraisal by local partners. Information has been drawn from the following:<sup>25</sup>

- Elderly Accommodation Counsel's national housing database
- POPPI (Projecting Older People Population Information)
- Daffodil (older people in Wales projections)







<sup>24</sup> HAPPI 2, Best & Porteus

<sup>25</sup> <http://www.housinglin.org.uk/Topics/browse/HousingExtraCare/ExtraCareStrategy/SHOP/SHOPAT/>

- Latest Office for National Statistics census data
- A selection of other tools, including:
  - ADASS/Housing LIN Resource Pack, *Strategic Housing for Older People: Planning, designing and delivering housing that older people want*, and
  - The Housing LIN et al guide, *Housing in Later Life; Planning ahead for specialist housing for older people*
  - Department of Health/Department for Communities and Local Government toolkit *More Choice, Greater Voice: a toolkit for producing a strategy for accommodation with care for older people*

SHOP @ Tool kit has identified there is a shortage of sheltered, enhanced sheltered and extra care housing in Blackpool (figure 30)

Figure 30: Current need for specialist accommodation in Blackpool – SHOP @

	Demand	Supply	Variance	% Variance	
<b>Sheltered Housing</b>	1650	1152	-498	-30%	
<b>Enhanced Sheltered (Rent)</b>	264	60	-204	-77%	
<b>Extra Care (rent)</b>	330	94	-236	-72%	
<b>Registered Care</b>	1452	1688	236		 16%
Residential Care	858	998	140		 16%
Nursing Care	594	690	96		 16%

By 2035 Blackpool will need to increase its specialist housing stock by 43% in order to accommodate the needs of local residents. (figure 31)

Figure 31: Estimated future need for specialist accommodation in Blackpool – SHOP @

	2014	2015	2020	2025	2030%	2035%
	% increase from 2014					
		1%	8%	26%	33%	43%
<b>Sheltered Housing</b>	<b>1,650</b>	<b>1,663</b>	<b>1,788</b>	<b>2,075</b>	<b>2,188</b>	<b>2,363</b>
Sheltered Housing: Rent	1,353	1,363	1,466	1,702	1,794	1,937
Sheltered Housing: Lease	297	299	322	374	394	425

<b>Enhanced Sheltered</b>	<b>264</b>	<b>266</b>	<b>286</b>	<b>332</b>	<b>350</b>	<b>378</b>
<b>Extra Care</b>	<b>330</b>	<b>333</b>	<b>358</b>	<b>415</b>	<b>438</b>	<b>472</b>
<b>Registered Care</b>	<b>1,452</b>	<b>1,463</b>	<b>1,573</b>	<b>1,826</b>	<b>1,925</b>	<b>2,079</b>
Residential Care	858	865	930	1,079	1,138	1,229
Nursing Care	594	599	644	747	788	850

## Factors to take into consideration when developing specialist housing for the elderly

### Dementia

The number of people living with dementia is set to grow. Housing and housing-related support services play an important role in ensuring people living with dementia are able to retain independence. The design of buildings and their surroundings for people with dementia is recognised as important in the development of both generic and specialist housing. Physical spaces should be easy to navigate and be accessible for people living with dementia to enjoy a more meaningful and inclusive life.

### Loneliness

Loneliness is a large and growing problem among older people. Risk factors associated with a greater sense of loneliness include poor health, living alone, being widowed and having limited social, civic and cultural networks. All of these risks tend to increase with age, as such people aged 80 + are almost twice as likely to report feeling lonely most of the time.

The impact of loneliness can have a significant impact on health, such as poorer mental health to greater risks of falling and hospitalisation which will have cost implications for the NHS, social care and the wider economy. Schemes which have sought to tackle loneliness on a small scale have consistently shown a positive impact and associated cost savings in reducing falls and hospital admissions.

The way in which specialist older people's housing units are designed, including the provision of facilities, the presence of communal areas and the incorporation of new technology may help to promote social inclusion.

### Extra Care Housing

Extra Care Housing is a concept rather than a housing type as there different kinds of housing and services that come under this label. Extra Care housing enables economies of scales to be achieved so people who are unable to remain in their own homes, because the level of care they need cannot economically be provided, have access to care that will enable them to retain their sense of independence. The provision of flexible, on-site care, available when needed, is a key component of extra care housing. Key to this housing option is the shift of emphasis from 'quality of care' to 'quality of life'. Research suggests Extra Care housing delivers positive outcomes for older people and delays admission into residential homes, which results in cost savings.

## Lifetime Homes

The Lifetime Homes standards were developed by Habinteg and Josphe Rowntree Foundation. Lifetime Homes are ordinary houses and flats which incorporate 16 design criteria that can be universally applied to new homes with an average cost £1,100 or less. The idea behind Lifetime Homes is that adaptations, such as installing stair lifts, can be done easily saving costs (figure 32).

**Figure 32: Estimated cost savings by developing Lifetime Homes, Leonard Cheshire Disability**

	Cost of adaptation in a standard home	Cost of adaptation in a Lifetime Home
Installing a ramp	£450	£0
Widening entrance door	£2500	£0
Widening internal doors	Estimated this could be four doors, the total would be £2000	£0
Installing a stair lift	£9,600	£2,400
Installing ten grab bars	£2500	£500
Wet-room conversion of bathroom	£3,500	£0
Initial building costs	£0	£1,100
<b>Total</b>	<b>£20,550</b>	<b>£4,000</b>

In an ideal housing market older people wishing to move to more suitable accommodation would have a variety of options and choices of desirable accommodation. In making these choices a number of factors are becoming increasingly important:

- i. *Space*: older people are looking to good space standard accommodation. This is reflected in the fact that a growing amount of early sheltered housing, built to poor space standards, and often without a separate bedroom, is now becoming hard to let, for example Dunson Court.
- ii. *Two bedrooms*: the growing aspirations of older people, and the desire for an additional bedroom for relatives, friends or carers to come and stay, means that the wish for two bedrooms is becoming the norm for the majority of older people, including single person older households.
- iii. *Location*: location has always been, and is still a critical factor, in older people making a housing choice that suits them. For people in later retirement, most wish to move to a location where services and facilities are close to hand. This is evident when reviewing demands for sheltered housing units within the Council's portfolio.
- iv. *Accessibility to services*: A growing number of older people are looking to move to somewhere where both the building and services will be able to support them if they become frailer without them having to make a further move. The needs of residents aged 75+ to be taken into consideration when designing properties as the requirement for needing support is more likely.
- v. *Service approach*: older people are increasingly looking for a service model (alongside the housing) that is flexible and allows them to pay a small fixed service charge and then to have

a service model with different options that allows them to purchase services as they need them

- vi. *Couples remaining together*: older couples, where one person is frail and the existing home is unsuitable to provide care, are looking for a supported housing option that enables them to remain living together, as an alternative to a care home

**What we will do:**

- Explore funding opportunities available to develop specialist supported accommodation, in particular extra care schemes, within the Borough
- Investigate the inclusion in Part 2 of the 'Blackpool Local Plan' to provide a supportive planning policy basis for new specialist housing for the elderly



**CHAPTER 8: ACTION PLAN**

The strategy action plan (see appendix 2) details how Blackpool Council, in partnership with key partners, will achieve the commitments made within The Plan.

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## **ANNEX 1: OLDER PERSON'S CONSULTATION**

### **Background**

There are a number of areas where housing providers can make a contribution to improving health and well-being. For this reason Blackpool Council, in partnership with key stakeholders, is developing an older person's strategy – 'Blackpool Council's Housing Plan for the Ageing Population' to ensure a wide range of housing and services are provided which promotes the aspirations of older people.

As part of the development of the strategy, Blackpool Council wanted to get the views of older people in the borough to gain a better insight into their lives and support needs. The objectives of this consultation were:

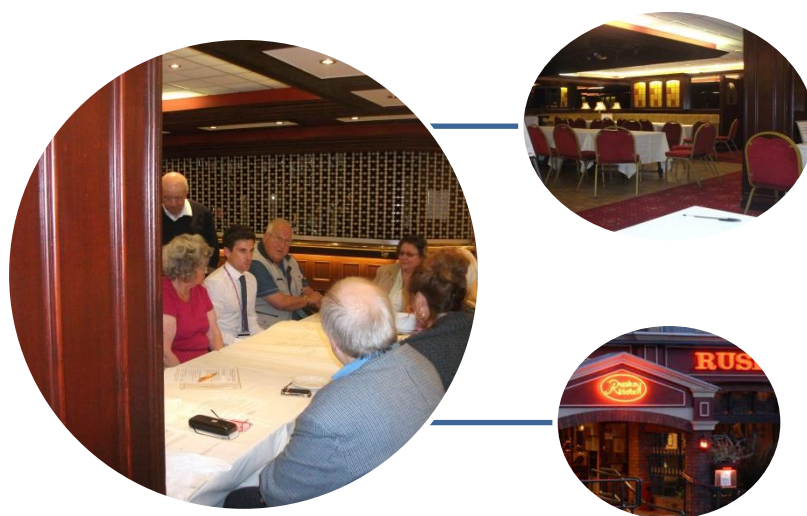
- To inform service re-design of older person's housing
- To understand how to support older people from dependence to independence
- To understand from an older person's perspective what would have the greatest impact on their housing needs
- To identify barriers to accessing housing that older people need
- To get feedback and insight on existing support services

### **Methodology**

Consultation to inform the Older Person's Housing Strategy consisted of two separate qualitative events in September 2016, where residents and/ or stakeholders could have their say via a number of engaging activities and facilitated discussions. Experienced members of the Infusion research team led both events where they provided impartial and independent support to help explain any topics, ensure any discussions were balanced and open for all to get involved and to support any residents who had difficulty writing or were reluctant to write.

The first event centred around the Blackpool Gold Action Group. With established meetings regularly attended by more than 20 local residents, a one-off engagement event was held with them to get their views on housing and support needs in Blackpool. This comprised of two focus groups on different topics which ran simultaneously, with attendees selecting the group they felt was most relevant to them. One group focused on living in their own home and the support they need to stay there, while the other group discussed specialist housing accommodation in the borough. 10 local residents from the Gold Action Group took part in each focus group at the Ruskin Hotel on Monday 12 September 2016.

**Figure 2.1: Focus group in action at the Ruskin Hotel**



The second event was a half-day activity-led session at a popular local community centre, Ibbison Court, which is adjacent to a sheltered housing scheme. In the weeks leading up to the event a range of promotional activities were delivered to encourage local residents to attend. This included professional poster advertisements in local libraries, community centres and front-facing customer centres, proactive communication of the upcoming event from a number of key partners such as Age UK and Citizens Advice, as well as a range of council communication including Facebook and Twitter. 21 residents attended this drop-in consultation event over a three hour window on Wednesday 21 September 2016. The image below shows the set-up the event before it started.

**Figure 2.2: The engagement event at Ibbison Court Community Centre**



Across the two events more than 40 residents in the borough gave their views on housing for older people.

The findings within this report are based on independent thematic analysis of the comments and feedback received over the two events. As a piece of qualitative research, this is not intended to be representative of the views of all older people in the borough. Rather it gives an indication of some of the issues they face and some ideas and suggestions they have for future housing support. Moreover, any example comments highlighted are not necessarily representative of all residents involved at the events.

The reporting of findings is split into three themes which the consultation events were structured around: living in their own home, specialist housing for older people and accessing information and services.

### **About the older people who attended**

At both consultation events a self-completion monitoring form was used, encouraging attendees to provide some basic information about themselves to better understand the people who took part in the consultation. Not all 41 residents at the two events completed all parts of the monitoring form.

More than half of attendees (18 of 35) live in the FY1 postcode area, whilst 8 of the 35 live in FY4.

Just less than half (16 of 35) own their property outright or with a mortgage, whilst two in five rent either from a private landlord, a housing association or local authority. 4 attendees live in either sheltered or retirement housing.

More than twice as many females than males attended the two consultation events.

A range of age groups were covered, with close to half in the 65 to 74 year old grouping:

- 4 residents aged between 45 and 59
- 4 residents aged between 60 and 64
- 17 attendees aged 65 to 74
- 10 people aged 75 to 84
- 4 were aged 85 or over

Just over half of attendees (19 of 37) indicated that they have a long-standing illness or disability which limits their daily activities.

28 older people live alone, while 8 live with a partner (including husband or wife).

10 of 35 attendees use the internet regularly, with a further 9 using it now and again, whilst 16 do not use the internet at all.

### **Living in their own home**

The first section of this report looks at the feedback received from residents on what it is like to live in their own home and what support older people might need to continue living in their own home.

### Most valued aspects of living in their own home

Residents were asked about what they valued most about living in their own home. The main point which came across was the attachment older people have for the area they live in. They are familiar with their surroundings, in many cases have built up strong relationships with neighbours and the community and for that reason are driven to stay in their own home. However, there were a number of concerns and comments about how the area they live “isn’t how it used to be” and the reasons for this will be explored further on in the report when areas for improvement are reviewed.

In addition to the general sense that they “like where they live”, many of the older people who engaged in the consultation have lived in their home for a significant period time, and as such valued this familiarity and the benefits it brings, including the memories their home holds and a feeling of safety.

Privacy and freedom to make their own choices was also a key reason for valuing living in their own home. The consensus amongst those older people living in their own home was that it retained their independence and offers them the freedom to make their own choices about all aspects of their lives, including any housing support they might need.

Many of the residents involved in the consultation have their own garden and they talked about how much they value it and the positive impact it has on their lives. This includes having something to do to keep them active, a general sense of wellbeing that having a nice garden to look at and enjoy offers them, as well as the indirect social benefit of interacting with neighbours and passers-by whilst “pottering in the garden”. However, although some felt able to maintain their gardens in the short-term, a number of people shared the view that it can be difficult to manage and support might be needed as they get older. Indeed one lady commented that her neighbour had reported her to the council because “her garden was a mess”.

### What they would improve

Older people focused on the area surrounding their home when it came to identifying improvements which were needed, as much they did on the home itself. A number of contributors during the consultation explained that some street areas were “untidy and unkempt” and there was frustration with the state of some of the housing around, with a negative perception of private landlords who they thought were often absent and therefore not contactable to deal with issues caused by their properties and tenants. They also explained that when properties were empty it impacted on their heating costs as living next door to an empty house with no heating on resulted in their homes being colder. There was also some concern with parking on pavements outside houses which was causing access issues for them.

A number of older residents do not want to move from their own homes or the areas that they live in but also expressed concerns that they were beginning to find some aspects of living in their current homes a struggle at times. The main struggles expressed by consultation respondents were:

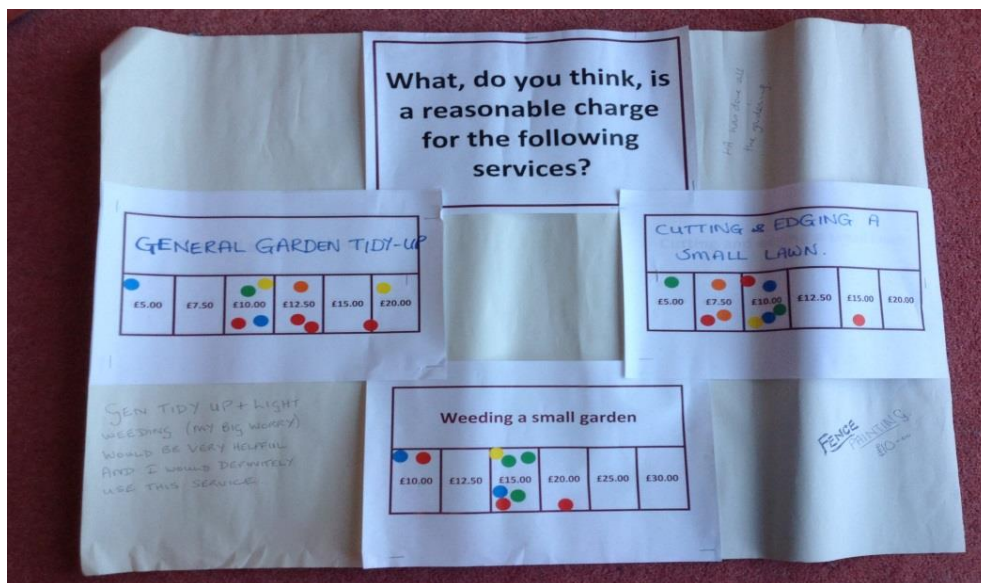
- Homes beginning to feel “too big” presenting a challenge to keep them maintained, clean and heated, both in terms of the time and energy it demands but also the cost impact when some older people are trying to live on modest incomes/ pensions
- Some older people feel unable to undertake some basic maintenance in their home, such as replacing lightbulbs, because of their health and frailty. Whilst they may seem small tasks, a couple of consultees commented that these “small things are often the big things” for them

**Figure 3.1: Comment on their own home from one older resident**

I was born in that house and I don't want to leave it but I can't manage and it's too big for me. Young families would like it. I haven't spoken to anyone about my choices.

Another area of support emerging from the consultation which would help older people to stay in their own home is assistance to maintain their gardens. It is an aspect of their home that many people value but maintaining it can be time and energy intensive. During the second session residents were given the opportunity to indicate a reasonable cost for a range of specific gardening services. Several people commented that they would definitely like and use such a service, if offered, as their gardens could cause them distress if they couldn't get out to weed them and add flowers. The board below shows that the majority of older people who took part in the consultation event would pay between £10 and £12.50 for a general tidy up of their garden, around £15 for weeding a small garden and between £7.50 and £10 for cutting and edging a small garden.

**Figure 3.2: Cost exercise for older people who would like to access a gardening service**



**Additional support to remain in their own home**

Residents were asked what support and which services they think they would need to stay in their own homes. Primarily the responses from older people focused on adaptations for their homes on varying scales, ranging from hand rails in bathrooms to stair lifts. A handful of consultation attendees referred to the possibility of needing more significant adaptations in the future such as

adapting the home so that they can live on one level. However, some anecdotal comments were made during the consultation about how difficult it can be for some older people to access the necessary finance for significant home improvements/ adaptations. In particular, they can find that a lack of credit history because they own their home outright and do not have any credit cards results in being refused for loans when they do need them. One focus group during the consultation briefly discussed the Credit Union but they were indifferent about the service it provides and the general view was that they would be unlikely to “get much from them”. One consultation attendee suggested that the council could look at how it could support a home improvement/ adaptations loan or grant scheme for older people, but they did not go into any great detail about how this could work.

Of the services that older people feel would offer them the additional support they might need in the future, the majority covered everyday tasks including:

- Gardening (already covered)
- A ready meal delivery service
- One-off help and support when they fall ill, particularly for those who live on their own
- Transport services to help older people get to hospitals and doctors, ensuring they remain as healthy as possible
- Other support services to help older people live their lives, such as helping to maintain their personal hygiene or support undertaking everyday tasks like shopping

A number of residents who took part in the consultation events commented that ultimately it is difficult to understand the additional support they might need as health issues can be unpredictable and are hard to prepare for. Instead their additional support needs are often reactive.

### Care and Repair service

Lots of views and opinions were expressed on the Care and Repair service and everyone was aware of the service but there was not always clarity on what the service offered or the approach to pricing.

Good, reliable contractors who kept residents well informed at every stage of the process were key requirements of the service and it was clear that residents became anxious and worried if they didn't have those elements of the service. Indeed, small jobs around the house like changing a lightbulb appear important to older people but many felt reluctant to approach contractors for such small jobs or were worried about finding the right contractor “who wouldn't rip them off”.

The general feeling was that the Care and Repair service was not always reliable in communicating information from marketing and advertising the service activities to providing a clear and understandable pricing structure. There were lots of positive discussions though based on activities on individual tables at the consultation events, and helpful advice was exchanged between residents on the best way of accessing services and which options were available.

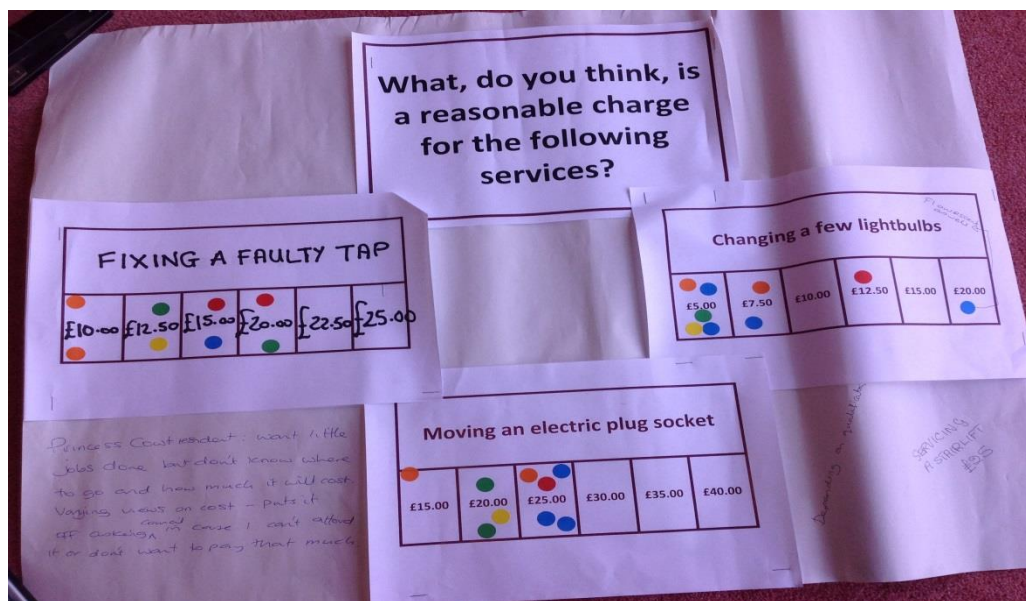
As referred to in the previous section, some older residents struggle to obtain loans to support them in accessing additional adaptations and there appears to be scepticism of organisations such as Credit Unions in terms of rates and loan amounts. Some older residents explained during the



consultation events that they would like to see the council take a guiding role in signposting or advising for this service as a “trusted friend”. Essential services that residents want to adjust or alter were access to stair rails, bathroom adaptations and changing the position of sockets.

Again a pricing activity generated interest with residents highlighting additional ideas for small repairs that they found difficult to deal with including changing lightbulbs and fluorescent bulbs which was a comment made by nearly every attendee. Older residents appear mixed in their view on what it should cost to fix a faulty tap, but feel changing a lightbulb should cost around £5 and moving an electric plug socket should cost between £20 and £25.

**Figure 3.3: Cost exercise for older people on reasonable charges for repairs**



Other comments were focussed on benefit claimants being perceived as getting quicker access to these services than the average resident. Additional conversations during the public session gave rise to the suggestion that vulnerable residents were being ignored. This is based on anecdotal evidence and no specific examples were given. Overall comments, mainly derived from the public session, stated that where Care and Repair have been used people are generally satisfied with the service.

### Adaptations service

The knowledge and awareness of any adaptations service offered by the council appears to be mixed with some confusion about what it is and what support it offers. This same message was received from both consultation events. Whilst awareness is generally high for other housing support services in Blackpool such as Care and Repair and Vitaline, the same cannot be said for the adaptations service.

For those older residents who could see themselves needing to use the service, many are concerned that they will be means tested and therefore ineligible for any support. Indeed it was clear that there was confusion about financial eligibility when it comes to accessing housing and support services. Also, some older people clearly feel worn down by the number of assessments from different support services across the public sector, with some consultation participants suggesting that these

could be streamlined or systems put in place to reduce the duplication. Generally the older people consulted have a negative perception of the various assessments feeding into means-testing policies, believing the main function is to prevent people accessing services at a reduced cost and only those on the lowest incomes are benefiting.

Other suggestions for improving access to adaptation services included:

- More favourable “sliding scales of financial support” to ensure wider access for Blackpool’s older people, with a couple of residents noting the positive impact this would have on preventing future health issues which would then burden a range of health services
- A simpler and clearer assessment process which does not put off older people from enquiring and pursuing, noting comments made about how confusing these types of assessments can be which can then result in some older people “not bothering”
- Generally a need to create a clearer offer for the adaptations service and raise awareness amongst older people in the borough, with awareness higher for other support services in Blackpool
- Frontline public service workers coming into contact with older people, including social care and housing services, could do more to signpost and direct towards the adaptations service, with the majority of older people who have accessed any services saying that they did it off their own back

Some older people already have adaptations in their own home and some feedback was received about what can be done with adaptations once they are no longer needed, for example if they were installed to support someone in the household who is no longer with them. A couple of consultees commented that these unused adaptations can become a hazard in the home, particularly if they have nowhere to store them, meaning they can cause trips and falls. One experience was shared where they could not get any public services to collect their used adaptations, citing health and safety reasons. But the general consensus amongst the group was that these adaptations were being wasted and could be recycled and put to good use for older people who need them and are struggling to afford the adaptations required.

### **Specialist housing for older people**

The consultation also sought the views of older people on a range of specialist housing provision and needs, including retirement housing, sheltered accommodation, Extra Care and supported housing. Across the two events there were fewer attendees interested in giving their views on these compared to issues relating to their own homes, but this section summarises the main points that did emerge.

#### **Retirement homes**

Retirement homes were described to consultees as permanent accommodation where they have their own rooms and semi-independence, but additionally there are communal rooms and can include a range of additional facilities such as health and social needs.

Views on retirement housing were limited as attendees presumed the housing provision available to be privately owned and generally commented that the accommodation is significantly more

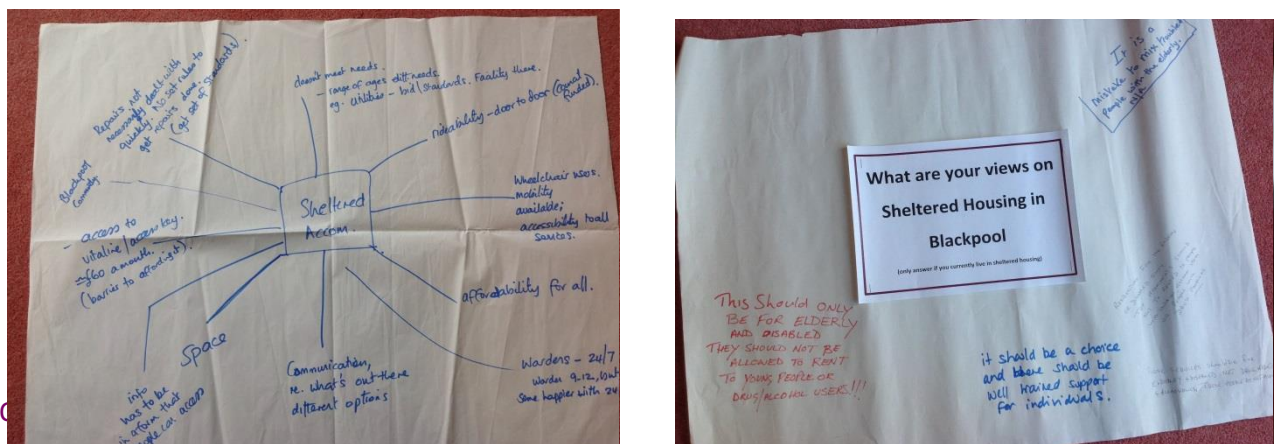
expensive when compared to their own housing needs and therefore not an option that they realistically consider. Comments from the Gold Action Group were focused on these perceived costs with specific remarks including “they are £500 or £600 per week”, “some places are more” and “they are not worth the money for what you get” made during the conversation. Written comments from the Ibbison Court attendees however focused on the lack of information and provision for retirement homes in the borough, with one resident not even sure if there were any retirement homes in Blackpool.

### Sheltered accommodation

The consultation highlighted some perceived gaps in provision, personal concerns and areas that needed improving. Concern centred on communication of the benefits that sheltered housing afforded, the options available and the affordability of those different options. Comments were captured around the concerns attendees had with regard to who could access sheltered housing with some feeling that sheltered accommodation should be restricted to elderly/ disabled residents. More specific practical concerns focused on the different standards towards the availability of wardens, accessing repair services and accessibility of wheelchair users in the accommodation and transportation.

There were some positive and constructive conversations amongst attendees at Ibbison Court though, with those who live in sheltered accommodation inviting others to come along and see the accommodation.

**Figure 4.1: Comments made on sheltered accommodation at the Gold Action Group (left) and Ibbison Court (right)**



The provision of more Extra Care housing in Blackpool was the key focus of the comments gathered from the attendees with one response highlighting that a more joined up approach with the NHS would support the provision of services through joint funding and research whilst another felt Extra Care was “very neglected and underfunded”.

There were further comments on the provision of permanent residential care housing in Blackpool with residents suggesting that this area of housing was completely neglected and had been an easy target for cuts. Consultees thought that more and different options of housing should be provided for those older people that required more specialist supported housing.

## Accessing information and services

A cross-cutting topic covered across the consultation events was communication and information relating to housing services and options for older people.

### How residents access services and information

An emerging theme across the two consultation events was the lack of knowledge amongst older people for the housing services available to support them and a lack of awareness for how to access them.

Based on feedback from the consultation events, older people tend to find out information through friendship circles or groups they attend such as luncheon clubs, bingo sessions and more established groups like the Gold Action Group. However, even amongst the Gold Action Group the knowledge of services and how to access them was mixed with some members highly knowledgeable whilst others had little or no knowledge of Blackpool's housing services.

Moreover, generally the older people involved in the consultation were more likely to pick up information on housing support and services through the places they already visit, such as community centres, supermarkets, GP surgeries and other public buildings. Many prefer information in paper format so they have something to hand for future reference, but the monitoring forms indicate that around two thirds of consultation participants do not access the internet very often or at all.

There were some interesting comments and discussions relating to online information services. Many of the older residents indicated that they do not want to access information online, but at the same time there is a demand for relevant information in one place that older residents can access easily. When an Infusion researcher suggested that online might be the solution to this and asked the question if they would go online if it meant getting what they wanted, one attendee initially opposed to online access responded positively to the idea.

In terms of the information itself, it was clear that even if the older people consulted could find relevant information, they found it hard to understand both in terms of the language ("too complicated") and format ("not always easy to read") it was presented in. There were suggestions for any information on housing services to be clear and to the point.

### Information about housing choices

When asked where would they go if they wanted to look for other housing choices, the instinctive response from residents tended to be "the council". When this was explored, it seems older people are not clear which departments to approach for the different types of housing services and support, so opt to approach the council's general customer service team instead. There were some consultees who felt they did not always get the signposting they required from the contact centre. There was some awareness of Blackpool Coastal Housing as a service to approach when requiring housing support.

Reflecting the preferences referred to earlier for accessing information in person, one consultation attendee indicated that they “walk around to all the different places” where they think they would find information, but they did not know where to go for particular services.

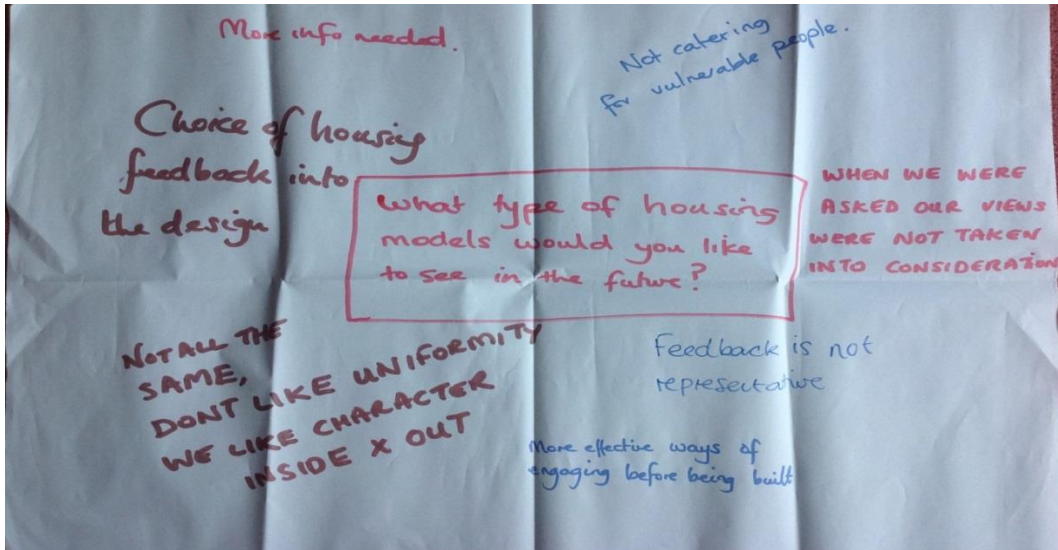
#### Other suggestions on finding information and accessing services

Residents feel that there should be different ways that information should be shared. One suggestion that received general support was to use GP surgeries as information hubs as many people spend time waiting for medical care, particularly as they get older. There were also suggestions that better use could be made of empty buildings in the town, possibly by the third sector or community groups, to provide information and community information points on support services for residents.

Generally, the older people involved in the consultation seemed ready and willing to engage with housing services, but did not always feel that there are opportunities to do so or don't know where to go to find them.

Finally, the consultation sought ideas and suggestions on any future housing models in Blackpool which should be looked at. A number of residents struggled to put their views into written words for this part of the consultation and preferred to talk about it to the Infusion researchers. Overall, older people want to feel safe, to know that they can rely on people and services when they fall ill and they want to input into housing options at the development stage and see their views taken on board. An example was given about how the positioning of sockets had not been considered in some housing developments aimed at older people, something which could have been avoided if there was better communication and opportunities to feed in. Some wanted to have assurances that “what is agreed this year does not change next year and beyond” based on the experiences of a number of consultees.

Some of the older people involved in the consultation feel they have the experience and will to work together to support each other and the council, but would require some support and leadership from the council for this approach to work. Based on those who attended the consultation events there are residents and groups out there who want to input and support services but perhaps lack the help and guidance needed to do this.



**ANNEX 2: ACTION PLAN**

Objective	Expected Outcome	Key Actions to deliver outcomes	Timescales*	Lead Delivery Group/ Officer
<b>1) Ensure residents have access to clear and accurate information on housing and support services so they are able to make informed decisions on their future needs</b>	Residents have an understanding of support services available to enable them to live independently.	Identify and link with key service providers for older people	6 months	Housing Options
	Information is accurate and meaningful to enable elderly residents to make informed decisions.	On-going monitoring of the 'community advice and information' contract	On-going	Adult Services (Kim Wood)
		Feedback from the 'Sheltered Services Panel' on content of information available.	On-going	BCH (Dionne Nicholson)
	Information is easily accessible and available in alternative formats.	Review feedback from 'resident engagement sessions' on data sources preferable for older people and put appropriate plans in place to ensure information is available in a range of formats (e.g GP surgeries)	12-18 months	Housing Strategy

	Blackpool Council's website is seen as being a resourceful tool to access information on housing and related support services	Establish a working group to review and update on-line content for the FYI (For Your Information) Community Directory for Blackpool, Wyre and Fylde.	12-18 months	Adult Services (Kim Wood)
	Encourages residents to use on-line information to make informed choices about their housing options	Protocols are in place to review content on FYI site to ensure information remains accurate and meaningful	12-18 months	Adult Services (Kim Wood)
		Webpage specific for older people	12 months	Housing Strategy (Amy Atherton)
		On-line training for residents (link into BCH's courses)	12-18 months	BCH (Dionne Nicholson)
<b>2) Deliver cost effective housing related services in a more co-ordinated way for older people</b>	Reduce delays with hospital discharge where homes are unsuitable for residents to return to	Work in partnership with Age UK Lancashire to deliver the 'Hospital In-Reach/Take home and Settle' Programme from Blackpool Victoria Hospital.	6 months	CHiL (Christine Smith)
		Further work with CCG and Energy Companies to expand the 'Hospital In-Reach' programme under the Warm Homes Discount Initiative	12-18 months	CHiL (Christine Smith))
	Housing activities to support Council, Public Health and CCG aspirations, such as improving health and well-being, community cohesion and reducing isolation.	Ensure frontline local authority and NHS staff are trained to use the Warwick Edinburgh Mental Wellbeing Scale (WEMWBS), a validated tool to measure social inclusion, as part of their assessments and promote practical steps on activities to improve social inclusion.	18-24 months	Public Health (Judith Mills)
		Ensure at-risk groups are accessing socially prescribed activities through 'Healthy Lifestyles' service.	18-24 months	



	Advice on housing (including affordable warmth) is available via the 'vanguard programme in order to support vulnerable residents.	Develop linkage with the Vanguard Programme	12 months	CCG (Kate Jackson)
<b>3) Ensure general housing needs stock meets the changing needs and aspirations of older people</b>	An increased choice of quality accommodation available for older people within the Borough.	Explore alternative ways to deliver the Homes Owners Assistance to maximise the number of residents supported through the scheme	12 months	Housing Strategy
	Supports the Council's Plan to 'create stronger communities and increase resilience'.	Blackpool Housing Company to continue investing in the refurbishment of properties to provide high quality, safe and warm homes within the private rented sector	On-going	Blackpool Housing Company
	A regulated private rented sector within the inner areas of Blackpool where landlords are encouraged and supported to let better quality accommodation.	Ensuring appropriate plans are in place to deliver selective and additional licensing schemes effectively. Where appropriate, extend schemes to ensure property standards are retained.	6 months	Jennifer Nicholls - Housing Strategy
		Explore new approaches to deliver discretionary licensing schemes to reduce resilience from landlords, e.g co-regulation	On-going	Jennifer Nicholls – Housing Strategy
		Better partnership working with landlords, e.g Blackpool Council representation on the Landlord Forum Committee	On-going	Jennifer Nicholls – Housing Strategy
		A range of support services are available for landlords to encourage better management of properties leading to	12 months	Jennifer Nicholls – Housing Strategy

		better quality of accommodation available within the private rented sector, e.g. tenant referencing, landlord training		
	Increase in the number of elderly people accessing support with 'affordable warmth' in order to reduce health risks associated with living in poor/inadequately insulated properties.	Develop a campaign that is specifically targeted at older people to encourage them to take up grants to improve energy efficiency of their home	12 months	CHiL (Christine Smith)
<b>4) Ensure older people's homes continue to meet their needs by providing appropriate support and provisions of care</b>	To be an excellent provider of home improvement services (Care & Repair) putting the customer at the heart of everything we do.	Work in collaboration with key partners to continuously explore opportunities to find new partners to deliver joint initiatives which in effect will achieve efficiencies and enable a more sustainable Care and Repair Service	On-going	BCH (Jamie/Alex)
	Elderly people are supported to live independently in their own home where it is possible and reasonable to do so.	Integrate services so that customer experience is of a 'one stop shop'	On-going	BCH (Jamie/Alex)
	Residents are properly informed on the best housing choices suitable in order to meet their changing health needs.	Be proactive in sourcing alternative funding streams to continue the delivery of all Care & Repair services	6 months	Housing Strategy (Christine Smith)
		Be an active member of the Homes Improvements Agency and continuously research best practise	On-going	BCH (Halina Dillon)
		Evaluate all areas of Care and Repair services to ensure they meet the growing needs of local residents , paying	12-18 months	BCH (Jamie/Alex)

	<p>particular attention to feedback from the ‘older persons housing strategy consultation’</p> <p>Training for staff on rehousing options available to elderly residents.</p> <p>Work in partnership with Lancashire Fire and Rescue Service to deliver their Safe and Well Programme to ensure all available resources are utilised and we adopt an holistic approach to service delivery.</p>	6 months	BCH (Halina Dillon)
	<p>Work in partnership with Lancashire Fire and Rescue Service to deliver their Safe and Well Programme to ensure all available resources are utilised and we adopt an holistic approach to service delivery.</p>	12 months	Housing Strategy/BCH
Explore measures available to improve health and well-being of residents in order to reduce demands for adaptations.	<p>Encourage residents to access ‘Health-Work’s’ - a range of services linking health improvement to employment for people to promote mental health and wellbeing</p> <p>Through Vanguard monies, establish neighbourhood teams including health and wellbeing workers to promote a healthier lifestyle</p>	On-going	Judith Mills/Vanda Defreitas
		On-going	Liz – Public Health
Residents are able to have adaptations installed quicker, in particular stair lifts, having a positive impact on the quality of life and improvement with health and well-being	<p>Pilot the new adaptations scheme which adopts a ‘necessary and appropriate’ and ‘reasonable and practicable’ attitude to requests.</p> <p>Include a ‘rapid response’ category within the aids and adaptations procedure to ensure requests for stair lifts are dealt with quicker.</p>	6 months	BCH (Halina Dillon)
Adapted properties in the borough are utilised effectively	Improve links with the hospital to establish an efficient	3 months	BCH (Halina Dillon)
	Improve links with the hospital to establish an efficient	6-12	BCH (Halina Dillon)

		process where patients homes require adaptations	months	
		Train staff to become Trusted Assessors	6-12 months	BCH – Halina/Jamie
		Continue developing a database of adaptations that have been installed in Council and Housing Association properties	On-going	Housing Options/BCH
<b>5) Improve and make better use of existing sheltered housing stock designed specifically for older people</b>	Sheltered Housing units are meeting relevant NHS, Adult Social Care and Public Health outcomes framework and continue to respond to evolving needs	Review feedback from the Sheltered Housing Customer Satisfaction Survey (2016) to identify if relevant outcome frameworks are being met	12 months	BCH – Dionne Johnson
	Sheltered Housing schemes within the borough continue to meet the growing needs of residents	Review existing sheltered housing schemes to identify potential for improvement or redevelopment  Determine how Dunsop Court could be better redesigned with the potential to offer ‘higher’ level of support for residents in order to increase its popularity and meet the changing needs of local residents.	18-24 months  12 months	BCH/Housing Strategy  BCH/Housing Strategy

	Sheltered Housing schemes help combat social isolation and promote community cohesion	Consolidate sheltered housing units into smaller areas to create a strong sense of community.	24 months	BCH – Maggie
		Review outcomes of the trial to convert Cherry Tree as fully sheltered scheme.	12-18 months	BCH – Dionne Johnson
		Explore opportunities to increase sheltered housing supply within existing portfolio of properties	On-going	BCH/Housing Strategy
<b>6) Provide a strategic framework for commissioning new specialist housing to meet the growing needs and aspirations of older people</b>	Increased supply of accommodation in the borough that is suitable for older people	Explore funding opportunities available to develop specialist supported accommodation within the Borough	On-going	Housing Strategy
	Developers are clear on what is expected of them in developing new homes and neighbourhoods	Investigate the inclusion in Part 2 of the Blackpool Local Plan to provide a supportive planning policy basis for new specialist housing for the elderly	6 months	Planning Policy – Jane Saleh

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**Revised February 2015**

Department: **Growing Places Directorate**

Team or Service Area Leading Assessment: **Housing Strategy**

Title of Policy/ Service or Function: **Blackpool Council's Housing Plan for the Ageing Population**

Proposals to introduce/ alter/ delete policy, service, expenditure etc:

**Introduce a new strategy**

Date of proposals: **21<sup>st</sup> June '17** Committee/Team: **Housing Strategy**

Lead Officer: **Tahira Chohan, Housing Policy Officer**

**STEP 1 - IDENTIFYING THE PURPOSE OR AIMS**

1. What type of policy, service or function is this?

Existing  New/ proposed  Changing/ updated

2. What is the aim and purpose of the policy, service or function?

The number of people living over and above the age of 65 is increasing at a faster rate than all other groups. Blackpool will see a 28% increase (from 2014) in residents aged 65+ within the next 25 years which will have a direct impact on housing provision and related services.

Housing provision in Blackpool reflects the overall national picture in not adequately meeting the diverse needs and aspirations of the current and projected older population.

Housing and housing related support have a key role to play in supporting a 'shift in the balance of care' and reducing the use of institutional care settings. Thus for resident Blackpool Council support people to remain independently at home for as long as possible, thereby creating a sense of security and reducing the demand on care homes and hospitals.

There are a number of areas where housing providers can make a contribution to improving health and well-being including:

- Loss of mobility and increased disability
- Prevention of falls
- Preventing illnesses caused by living in cold properties
- Mental well-being

Financial restraints imposed by Government budget cuts has meant service providers within the local authority must be innovative in the way housing and support services are delivered to meet the needs of the ageing population.

The Housing Plan for the Ageing Population is an all-encompassing strategy for residents aged 55+. The strategy identifies key areas where partners can work collaboratively to deliver services which promote individual well-being, good health and aspirations for older people living in Blackpool.

3. Please outline any proposals being considered.

Blackpool Council's Housing Plan for the Ageing Population is built on the fundamental premise that having i) good quality range of accommodation and ii) housing related support services for older people living in the borough are essential contributing factors to health, wellbeing and overall quality of life.

With support from Public Health, Adult Social Care, Great Places Housing Group, Blackpool CCG and Blackpool Coastal Housing this strategy is proposing a number of initiatives to ensure a wide range of housing and services are provided to enable older people to live independently.

The vision for the strategy is:

***"To promote individual well-being, good health and aspirations for older people in Blackpool by shaping future services to meet their needs. To co-ordinate accommodation and housing related support enabling older people to maintain their independence and improving the overall quality of life experience"***

4. What outcomes do we want to achieve?

To achieve the strategy's vision three key outcomes have been identified:

1. All older people living in Blackpool have access to warm, safe, secure and affordable homes which enables them to live independently wherever possible.
2. Information and advice is available to all older people empowering them to make appropriate lifestyle choices.
3. Homes and neighbourhoods meet the current and future needs of Blackpool's older population and supports independence, health and wellbeing.

To achieve these outcomes there are six objectives driving Blackpool Council's Housing Plan for the Ageing Population:



1. Ensure residents have access to clear and accurate information on housing options and support services so they are able to make informed decisions on their future needs.
2. Deliver cost effective housing related services in a more co-ordinated way for older people
3. Ensure general housing needs stock meets the changing needs and aspirations of older people
4. Ensure older people's homes continue to meet their needs by providing appropriate support and provisions of care
5. Improve and make better use of existing sheltered housing stock designed specifically for older people
6. Provide a strategic framework for commissioning new specialist housing to meet the growing needs and aspirations of older people

5. Who is the policy, service or function intended to help/ benefit?

Blackpool Council's Housing Plan for the Ageing Population is for residents aged 55+ and complements existing strategies relating to older people's housing and support, including:

- Health and Wellbeing Strategy 2016-2020
- Homelessness Prevention Strategy 2014 (forthcoming Homelessness Prevention Strategy 2017-20)
- Commissioning Strategy: Adults and Children's Social Care (2015 -2018)
- Housing Related Support Commissioning Strategy (2014-2016)
- Older Adults (65+) Mental Health Services (including Dementia) Commissioning Strategy 2009-2019

The strategy also meets one of the commitments made in Blackpool Council's Plan 2015-2020: 'Creating Stronger Communities and Increasing Resilience'. This will be achieved by ensuring steps are in place to:

- i) Meet the changing needs and aspirations of older people
- ii) Ensure older people's homes continue to meet their needs
- iii) Make best use of existing housing stock designed specifically for older people and
- iv) Co-ordinating accommodation and support to reduce care needs

6. Who are the main stakeholders/ customers/ communities of interest?

Residents aged 55+ living in the Borough  
Blackpool Coastal Housing  
Blackpool CCG

Blackpool Council's Adult Commissioning Team  
Public Health  
Third Sector Voluntary Organisations  
Housing Providers

7. Does the policy, service or function have any existing aims in relation to Equality/ Diversity or community cohesion?

The strategy aims to have appropriate plans in place to ensure residents are not disadvantaged due to unnecessary delays in having their care needs met.

The Plan also provides a strategic framework for commissioning new specialist housing to meet the growing needs and aspirations of older people which promotes community cohesion.

## STEP 2 - CONSIDERING EXISTING INFORMATION AND WHAT THIS TELLS YOU

8. Please summarise the main data/ research and performance management information in the box below.

### ***Data/ information***

The Office of National Statistics projections for the population of Blackpool indicates that the number of residents over 65 will show considerable increase within the next 25 years, far in excess of the levels of increase shown in all other age bands. The over 65 population is projected to rise by 28% from 28,5000 in 2014 to 36,5000 in 2039 and will then make up over a quarter (26%) of Blackpool's total population.

By 2025 Blackpool will see a 25% increase (from 2014) in people aged 65 and over who will need support with domestic tasks. Tasks include: household shopping, wash and dry dishes, clean windows inside, jobs involving climbing, use a vacuum cleaner to clean floors, wash clothing by hand, open screw tops, deal with personal affairs, do practical activities

The number of people unable to manage at least one self-care activity on their own is projected to rise by 14% in 2025. Activities include: bathe, shower or wash all over, dress and undress, wash their face and hands, feed, cut their toenails and take medicines.

It is projected that by 2025 Blackpool will have 6093 people over the age of 65 (a 15% increase from 2014) who will be unable to manage at least one mobility activity on their own. Activities will include i) going out of doors and walking down the road, ii) getting up and down the stairs, iii) getting around the house on the level, iv) getting to the toilet and v) getting in and out of bed. Almost 37% of older people with a mobility issue will be over the age of 85 of which 2/3 will be women.

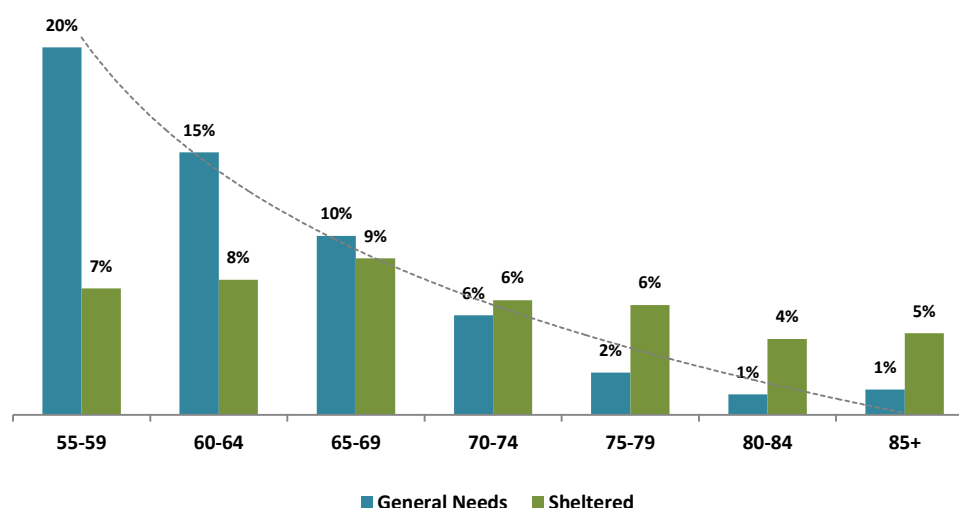
### Research or comparative information

80% of requests received by Blackpool Council's Care and Repair Team for Disabilities Facilities Grant funding between 2010 – 2015 came from residents aged 55+. The biggest spend on adaptations (sample of 650 adaptations) between 2010-2015 shows that Blackpool Council spent over £2.8 million (63% of the total spend) on adaptations for residents aged 55+.

To better understand the accommodation and housing related support needs of local residents aged 55+ Blackpool Council analysed the social housing register. This accounts for 11% of the housing stock profile in Blackpool but plays an important role in providing specialist accommodation for local residents.

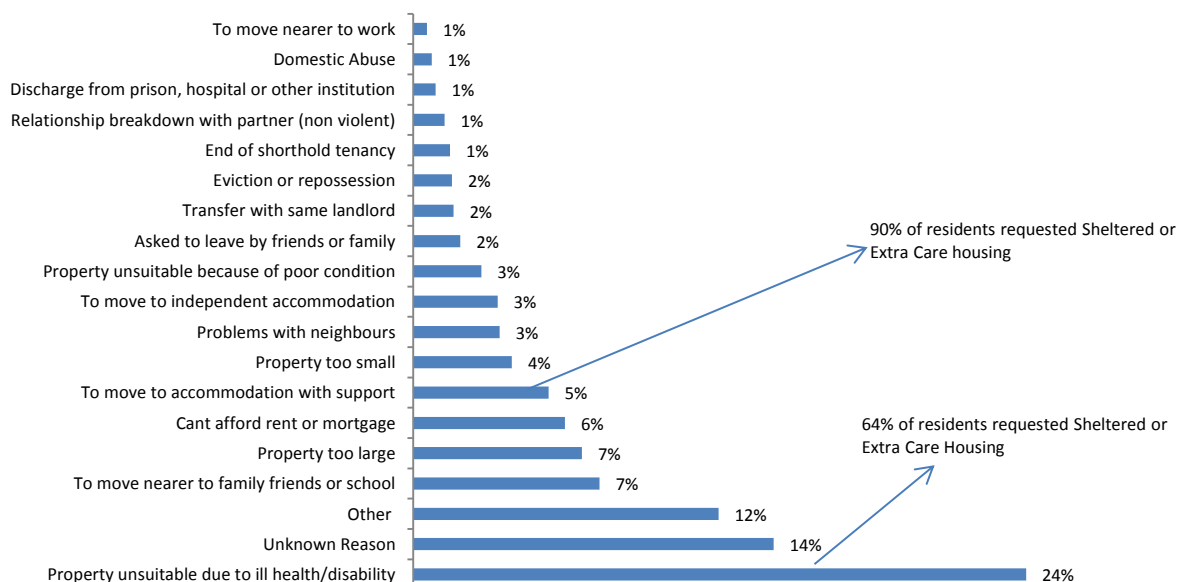
Between May 2012 – 2016 3696 applicants over the age of 55 approached Blackpool Council for support to be rehoused (via 'My Home Choice Fylde Coast'). 45% of those on the waiting list requested to be rehoused in either sheltered or extra care housing accommodation. The demand for general needs accommodation reduces the further up the age range you go (figure 1). ¼ of the residents in the age groups 75+ requested either sheltered or extra care accommodation.

Figure 1: Demand for type of housing by age band



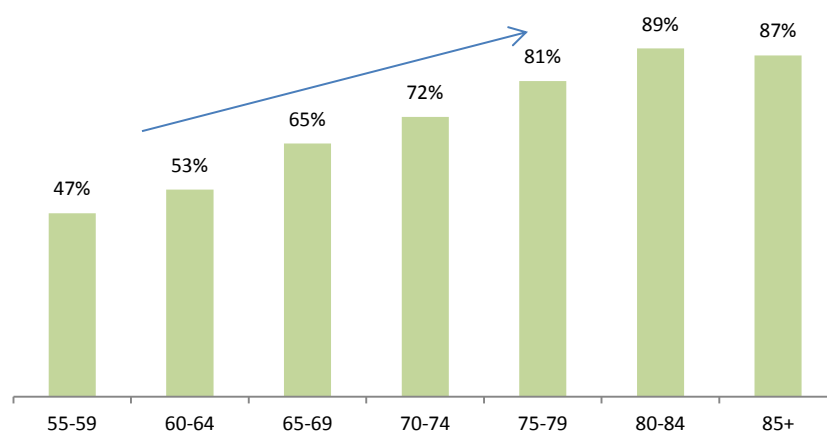
A property being 'unsuitable due to ill health/disability' was the primary reason residents requested to be rehoused (figure 2). Of those applicants, more than half requested for sheltered or extra care housing which was also popular amongst applicants looking for 'accommodation with support'.

Figure 2: Reasons for wanting to move



The majority of residents aged 70+ with existing medical conditions asked for sheltered or extra care housing.

Figure 3: Percentage of residents requesting sheltered or extra care housing with existing medical conditions



Demand from older people for health, social care, and housing-related services is rising significantly and services will struggle to cope unless this demand is addressed by:

- Enabling more people to help themselves through better information provision and housing that promotes independence.
- Providing services more efficiently and effectively, including through better co-ordination.
- Investing in prevention where it is clear that it will reduce needs for acute services. In the context of older people's housing, this includes home improvements to keep residents safe and warm, and providing low level support where it promotes health and wellbeing.

The provision of timely and appropriate adaptations and effective heating measures, as well as simple help with repairs and gardening is very important. Currently services are not keeping up with demand.

### ***Key findings of consultation and feedback***

Blackpool Council's Housing Strategy Team held a strategy scoping event in May 2015 with key stakeholders (Adult Social Care including the Commissioning Team, Blackpool Coastal Housing, Public Health, Registered Providers and third sector organisations). The aim was to identify key issues relating to the planning of future provision of accommodation and housing related support for older people.

The key points outlined at the event were:

- i) make effective use of adaptations,
- ii) make better use of tele care and assistive technology
- iii) more collaborative working between professionals and third sector organisations and
- iv) to encourage the development of a range of accommodation options which meet the needs and aspirations of older people.

Infusion, Blackpool Council's in-house research team, held two consultation events where residents had an opportunity to provide feedback on services. Members of their team provided impartial support to ensure discussions were balanced and open for all to participate. Their key findings are:

#### **1. People want to stay in their home**

One of the overriding reasons for people wishing to stay in their own home was familiarity with and liking the area in which they live. The support from neighbours and accessibility of local services within their area also supported this decision. Some residents were not clear on the alternative housing options available and were reluctant to investigate further due a perception that "they wouldn't be able to afford it".

#### **2. Awareness of support services is mixed**

Knowledge on support services available from the Council, its partners and third sector organisations was mixed. Two thirds of consultees did not use the internet, or at best irregularly, so information pathways tended to be based on friendship groups and places they visit. Information was often only looked for when they had a need for services rather than in a planned way.

#### **3. The little things are often the big things**

Rather than large scale adaptations, elderly residents would like support with smaller issues, such as, accessing reliable contractors for gardening and repairs services. Residents are prepared to contribute towards the costs of these services

but there was limited knowledge on where to find further information.

- 4. Blackpool Council is seen as a ‘trusted friend’** and the first point of contact for information on local services.

Feedback from both events has helped to shape and develop this strategy.

9. What are the impacts or effects for Key Protected Characteristics?

<b><i>Age</i></b>
<p>The strategy is focussed on shaping accommodation and housing related support services for residents 55+ and identifies efficiencies and improvements in areas to ensure their care needs are met as quickly as possible, for example, aids and adaptations waiting list.</p> <p>Support services referenced within the strategy are available to all age groups, however, as people age they become more susceptible to ill health. Some of the burden of ill health among older people can be reduced or prevented by adequately addressing risk factors, thus, the need to prioritise specific services for this age group (winter campaign, care and &amp; repair services).</p>
<b><i>Disability</i></b>
<p>The consultations, internal and projected data suggests the number of vulnerable residents in Blackpool who require support will increase over the coming years (see section 8 – data/information for further details).</p> <p>These are particular challenging time with substantial reductions to overall public fund. The strategy promotes a collaborative approach to work in order for service providers to plan and meet the growing needs of Blackpool’s ageing population.</p>
<b><i>Gender Reassignment</i></b>
<p>There is no evidence to suggest that this strategy would have a particular impact on this group.</p>
<b><i>Marriage and Civil partnership</i></b>
<p>There is no evidence to suggest that this strategy would have a particular impact on this group.</p>
<b><i>Pregnancy and Maternity</i></b>
<p>There is no evidence to suggest that this strategy would have a particular impact on this group.</p>

<b><i>Race</i></b>
There is no evidence to suggest that this strategy would have a particular impact on this group. All support services are available to residents regardless of their race.
<b><i>Religion and Belief</i></b>
There is no evidence to suggest the strategy would have a particular impact on any religious or belief groups.
<b><i>Sex</i></b>
There is no evidence that the strategy and accompanying action plan would have a particular impact on tenants and residents of one sex rather than another, although the population of older residents has a slightly higher proportion of females than males
<b><i>Sexual Orientation</i></b>
There is no evidence that the strategy and identified actions will disadvantage residents within the LGBT community.

10. What do you know about how the proposals could affect community cohesion?

<p>Blackpool faces significant levels of deprivation and social problems. The standard of accommodation within the Borough is of a low quality and work is taking place to address some of these issues (Selective Licensing and Transience Programme).</p> <p>There is a limited choice of housing options currently available for older residents in Blackpool, in particular, supported housing which offers residents higher levels of support who do not require residential/nursing care.</p> <p>The strategy recognises the growing need amongst older people to remain independent and to continue living within a diverse community. Actions within the strategy delivery plan promote community cohesion, for example, investigating the inclusion in Part 2 of the 'Blackpool Local Plan' to provide a supportive planning policy basis for new specialist housing for the elderly.</p>
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11. What do you know about how the proposals could impact on levels of socio –economic inequality, in particular Poverty?

It is well documented that revenue funding for the provision of health services for older people across the country is under great pressure and Blackpool is no different.

Adult Social Care services are subject to budgetary pressures within the Council, and as a result, over the coming years they will reduce the funding available to deliver some of the discretionary support through Care and Repair, such as for handypersons services. Funding for statutory adaptations and equipment to enable people with reduced mobility to continue to live independently in their own homes continues to be available to meet local demands.

The introduction of the Better Care Fund over the last two years is designed to provide opportunities for more flexibility in how funding is used between health and social care. The Fund is expected to increase significantly over the next four years, although in the case of the local authority, at the expense of other funding support from central government.

The strategy provides an overview on future demands for accommodation and support services from older people. The delivery plan identifies key actions to support the Council and key partners to meet these growing needs.

### STEP 3 - ANALYSING THE IMPACT

12. Is there any evidence of higher or lower take-up by any group or community, and if so, how is this explained?

There is no evidence of the proposals significantly affecting any one group or community more than any other.

13. Do any rules or requirements prevent any groups or communities from using or accessing the service?

No

14. Does the way a service is delivered/ or the policy create any additional barriers for any groups of disabled people?

No. In rare cases where tenants are required to move for their own safety,



individual needs will be taken into account when assisting with re-housing.

15. Are any of these limitations or differences “substantial” and likely to amount to unlawful discrimination?

Yes  No

If yes, please explain (referring to relevant legislation) in the box below

16. If No, do they amount to a differential impact, which should be addressed?

Yes  No

If yes, please give details below.

#### STEP 4 - DEALING WITH ADVERSE OR UNLAWFUL IMPACT

17. What can be done to improve the policy, service, function or any proposals in order to reduce or remove any adverse impact or effects identified?

N/a

18. What would be needed to be able to do this? Are the resources likely to be available?

N/a

19. What other support or changes would be necessary to carry out these actions?

N/a

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### STEP 5 - CONSULTING THOSE AFFECTED FOR THEIR VIEWS

20. What feedback or responses have you received to the findings and possible courses of action?  
Please give details below.

<p>A 6 week consultation was conducted with key stakeholders and the Gold Action Group (residents group) on the strategy where feedback was positive.</p> <p>The final version of the strategy and accompanying action plan will be presented to the Council's Corporate Leadership Team for approval then Exec Team for sign off which will allow a further opportunity for key stakeholders to provide feedback.</p>
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21. If you have not been able to carry out any consultation, please indicate below how you intend to test out your findings and recommended actions.

n/a
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### STEP 6 - ACTION PLANNING

Please see Chapter 8 of the strategy outlines the proposed action plan

### STEP 7 - ARRANGEMENTS FOR MONITORING AND REVIEW

Monitoring arrangements for the strategy action plan are to be agreed with the Council's Corporate Leadership Team.

Date completed:

Signed:

Name:

Position:

<b>Report to:</b>	<b>EXECUTIVE</b>
<b>Relevant Officer:</b>	Andrew Foot, Head of Housing
<b>Relevant Cabinet Member</b>	Councillor Mrs Christine Wright, Cabinet Member for Housing
<b>Date of Meeting</b>	17 July 2017

## ALLOCATION OF SOCIAL HOUSING

### 1.0 Purpose of the report:

- 1.1 To consider changes to the arrangements for the allocation and letting of social housing in Blackpool.

### 2.0 Recommendation(s):

- 2.1 To enter into a new Partnership Agreement with local social housing providers and Fylde Borough Council and Wyre Borough Council to maintain and further develop the My Home Choice Fylde Coast sub-regional system for letting social housing.
- 2.2 To enter into a new contract for the provision of software for the My Home Choice system on behalf of the partnership.
- 2.3 That the new Blackpool Council / Blackpool Coastal Housing Local Lettings Policy attached at Appendix 4a is adopted for Blackpool Council-owned housing stock.
- 2.4 To authorise the Head of Housing to commence a public consultation exercise on changes to the way that all social housing in the Blackpool is allocated and that a report is brought back to Executive with proposed changes to the allocations policy.

### 3.0 Reasons for recommendation(s):

- 3.1 To continue to provide a single point of access to social housing across Blackpool and the Fylde Coast, to improve the ease of use of the My Home Choice system, and to ensure that the allocation of social housing continues to reflect local needs.
- 3.2a Is the recommendation contrary to a plan or strategy adopted or approved by the Council? No

3.2b Is the recommendation in accordance with the Council's approved budget? Yes

3.3 Other alternative options to be considered:

Not to sign a new partnership agreement or software contract. This would mean the fragmentation of arrangements for the letting of social housing with individual application processes and waiting lists for each social housing provider.

To sign a contract with a new software provider. This would mean higher costs and the loss of Housing Options case management software that is linked to the existing system.

Not to review the lettings and allocations policies. The policies were last reviewed in 2013; there have been significant changes in the demand for and supply of social housing since then, making it important to consider again how the policies can be refined to better meet local needs.

#### **4.0 Council Priority:**

4.1 The relevant Council Priority is:

“Communities: Creating stronger communities and increasing resilience.”

#### **5.0 Background Information**

##### The Current System for allocating social housing

5.1 Since May 2012 social housing in Blackpool has been allocated through a single system called My Home Choice Fylde Coast that also covers social housing in the boroughs of Fylde and Wyre. This web-based system is supplied by Abris Ltd which has recently become part of Civica. This means that someone looking for housing can make one application and have access to homes owned by the six largest social landlords in the area, including Blackpool Council's own homes managed by Blackpool Coastal Housing. This is much better than the previous arrangements that required separate applications to each social landlord, had different criteria being applied by each landlord and required the Council's Housing Options team to negotiate to get individuals most in need accepted for housing.

5.2 Blackpool Council's Housing Options team assesses applications to the common housing register from Blackpool residents and awards levels of priority. The Fylde Coast Consistent Assessment Policy (CAP) sets out how to determine priority across the partnership. Applicants are awarded priority with regard to statutory housing needs criteria, but since the Localism Act 2012, Councils have had more flexibility in who they prioritise. In December 2013 following the Localism Act, the Consistent

Assessment Policy was changed to introduce a stronger local connection requirement.

- 5.3 Once on the housing register, applicants can express interest in available properties as they are uploaded each week by the partner social landlords. Generally the applicant expressing an interest who has the greatest priority and who has been on the list for the longest time is offered the property. Social landlords are committed under the Partnership Agreement to letting all of their homes in accordance with the Council's policies and not just the 50% minimum that is required by the social housing regulator.
- 5.4 Individual landlords still have their own lettings policies that set out any specialist requirements for some groups of homes. For example, for the Blackpool Council housing stock, the Local Lettings Policy sets out that sheltered housing is primarily for people over the age of 55.

#### The need for review

- 5.5 There is now a number of challenges with the way that these systems and policies are operating that mean that a review and further investment is required:
- The choice-based lettings arrangement does not suit everyone, with many people either not able or not willing to wait until they are successful in expressing interest in a property. Currently around 2,000 new applicants are assessed in Blackpool each year but only around 750 lettings are made each year. The average waiting time is 6 – 12 months for those who find a new home, but many people wait much longer or end up looking elsewhere.
  - The system is very complicated and hard to understand, with a very detailed application and assessment process that we would like to streamline for the benefit of applicants and improved efficiency in assessment. Partner social landlords want to be able to offer a service similar to private lettings for some properties, advertising and letting them on a first come first served basis.
  - The system is five years old and clunky by today's standards. Too many people start applying on the system and never complete their application. The Council wants to invest in a newer version and make it much easier to use, especially on mobile phones.
  - The original partnership agreement has expired and partners will not continue to let their properties on the system, in accordance with the single allocations policy, unless a new agreement is put in place and there is investment in an updated system.
  - The Fylde Coast Consistent Assessment Policy needs to be reviewed to reflect the latest dynamics in local supply and demand and recent legislation. In particular while the number of people on the housing register has increased, the number of social housing lettings each year has significantly reduced, with

tenants staying longer in their homes. The “bedroom tax” has changed the balance in demand between different sizes of homes, with strong demand for one bedroom flats and for all houses, but weaker demand for two and three bedroom flats.

#### The proposed changes

- 5.6 It is proposed that a new Partnership Agreement is signed between Blackpool Council, Fylde Borough Council and Wyre Borough Council, Blackpool Coastal Housing and six other social landlords. This will commit the partners to continuing to work together on a sub-regional social housing lettings system for the next five years. In particular, the agreement will continue to require that all partners make a financial contribution to the costs of developing and continuing to maintain the system, commit to continuing to use the system to let their local housing stock and continuing to abide by the Fylde Coast Consistent Assessment Policy. The Partnership Agreement also sets out a plan to introduce a twin track approach to the letting of social housing, with at least 50% of homes let through a choice-based lettings arrangement, but the remainder of homes let on a first come first served basis. Targets will be put in place and performance monitored to ensure that the majority of homes continue to be let to applicants who are in housing need.
- 5.7 It is proposed that Blackpool Council enters into a new contract with the existing software provider, Civica, to purchase the latest version of the system and incorporate the new first come first served approach to lettings alongside improved choice-based lettings functionality. The cost of the updated system will be no more than £75,000, shared across the partnership, with Blackpool Council contributing no more than £15,000. The rest of the costs will be met by the other partners in accordance with the terms of the new Partnership Agreement. The contract will be for a duration no longer than the Partnership Agreement and will allow for annual maintenance costs similar to current levels at around £28,000 per year, again shared between all members of the partnership.
- 5.8 It is proposed that Blackpool Council adopts a new Local Lettings Policy for homes owned by the Council and managed by Blackpool Coastal Housing. This is attached at Appendix 4a and makes the following key changes:
- To introduce a requirement that new residents of sheltered housing do not have recent histories of anti-social behaviour or current substance misuse issues. This is to help ensure that sheltered housing residents do not cause problems for their neighbours.
  - To stop letting Horsebridge Road as a sheltered housing scheme and to expand sheltered housing lettings at Cherry Tree Road so that both ground and first floor flats there are sheltered. This is to concentrate sheltered housing in the most suitable / popular areas and promote sheltered housing

as small communities of mutually supporting older people.

- To give preference in the letting of new homes at Queens Park to applicants who work at least 16 hours per week or undertake equivalent voluntary work. This is to help establish a more economically stable community in this area.

5.9 It is proposed that the Fylde Coast Consistent Assessment Policy is reviewed and that a new draft policy is the subject of statutory public consultation. Many of the existing policies will remain, but the principal changes that will be included in the public consultation are:

- To make the local connection required to join the housing register a local connection to the whole Fylde Coast area rather than the current connection to individual boroughs. However, preference will still be given in letting homes in each borough to those applicants whose strongest link is to that individual borough.
- To simplify the housing register and priority bands so that only those with a statutorily defined housing need are given a priority band and the bands are reduced to A- high need and urgent requirement to move, B – high need, and C- low need. Qualifying applicants without a defined housing need will undergo a much simpler assessment process and will only be eligible for the first come first served homes. This should help make the application process much quicker and simpler for many people, and reduce the costs of assessing applications.
- Properties will be uploaded onto the system as soon as they are available rather than relying on weekly advertising cycles to improve efficiency in letting.
- There will be more flexibility and choice in the size of homes that households can express an interest in. Currently, applicants are only allowed to bid for homes with a particular number of bedrooms. The new proposal will allow households an “extra” bedroom if they can show that they can afford the additional rent. This is especially helpful where families want children to have their own bedrooms or parents do not have children living with them full time but want them to be able to stay over. This additional choice should make social housing more attractive to working households who would not otherwise consider it.

5.10 Once consultation is complete a revised draft Fylde Cost Consistent Assessment Policy will be brought back to Executive for approval in the Autumn. This will then inform the development of the updated My Home Choice lettings system in early 2018.

5.11 Does the information submitted include any exempt information? No

**5.12 List of Appendices:**

Appendix 4a- Blackpool Council / Blackpool Coastal Housing Local Lettings Policy

**6.0 Legal considerations:**

- 6.1 The new Partnership Agreement is based on the original agreement first signed between partners in 2011 and that has successfully enabled cooperation between partners for the last six years. All partners will need to go through their own approval processes.
- 6.2 The new contract with Civica will be a standard form of contract from a national local authority procurement framework. Alternative providers have been considered but in all cases the costs of developing a new system from scratch would exceed the costs of further developing the existing system.
- 6.3 The provisions of the Local Lettings Policy comply with statutory requirements, and in particular the proposed lettings arrangements at Queens Park comply with the 2016 Ealing judgement case law.
- 6.4 Any changes to the Fylde Coast Consistent Assessment Policy will be subject to statutory consultation and further approval by Executive. Before the final draft is brought forward for approval, legal advice will be sought to ensure that it remains in accordance with the relevant legislation.

**7.0 Human Resources considerations:**

- 7.1 There are no specific proposals that place additional pressure on human resources within the Council. The development of the system will be undertaken using existing resources in the Housing Options team.

**8.0 Equalities considerations:**

- 8.1 An Equality Impact Assessment has been completed with regard to the Blackpool Council/ Blackpool Coastal Housing Local Lettings Policy. This found that no one with any of the protected characteristics should be adversely affected by the new Policy. Blackpool Coastal Housing need to ensure that in looking at histories of anti-social behaviour or substance misuse, each case is carefully considered based on up to date information. The policy applied to Queens Park lettings allows people who cannot undertake paid work to still be eligible through their voluntary or community work contributions.



8.2 A further Equality Impact Assessment will be undertaken before the revised Fylde Coast Consistent Assessment Policy is brought back to Executive for approval, so that the final proposals can be reflected. This will include consideration of the impact of introducing a first come first served approach for some lettings.

**9.0 Financial considerations:**

9.1 The Council's contribution to the costs of upgrading the system will be met from the Housing Revenue Account as 70% of the social lettings in Blackpool are lettings of Council housing. The Council already makes an annual contribution to the running of the system that will remain broadly the same under the new contract. The Council will not sign the new contract with Civica until other partners have signed the Partnership Agreement and committed to making their financial contributions.

**10.0 Risk management considerations:**

10.1 By building on an existing system and an established partnership arrangement, we will minimise the risks of problems in continuing to allocate and let social housing in accordance with legal requirements. Further consultation on the Consistent Assessment Policy, taking legal advice, and ensuring regular monitoring of outcomes, will help ensure that the system continues to achieve our objectives.

**11.0 Ethical considerations:**

11.1 The proposals are consistent with the Council's values, and aim to balance the need to continue to help those in the greatest need with providing opportunities for everyone to find the housing that they need.

**12.0 Internal/ External Consultation undertaken:**

12.1 The proposals have been developed through extensive discussion between the nine partner organisations to establish commitment to maintain and upgrade the system. Once that commitment has been guaranteed through the signing of the new Partnership Agreement, public consultation will be initiated to seek views on the details of system improvements and changes to the Consistent Assessment Policy.

**13.0 Background papers:**

13.1 None.

**14.0 Key decision information:**

- 14.1 Is this a key decision? Yes
- 14.2 If so, Forward Plan reference number: 17/2017
- 14.3 If a key decision, is the decision required in less than five days? No
- 14.4 If **yes**, please describe the reason for urgency:

**15.0 Call-in information:**

- 15.1 Are there any grounds for urgency, which would cause this decision to be exempt from the call-in process? No
- 15.2 If **yes**, please give reason:

**TO BE COMPLETED BY THE HEAD OF DEMOCRATIC GOVERNANCE**

**16.0 Scrutiny Committee Chairman (where appropriate):**

Date informed: 7 July 2017 Date approved:

**17.0 Declarations of interest (if applicable):**

17.1

**18.0 Executive decision:**

18.1

**18.2 Date of Decision:**

**19.0 Reason(s) for decision:**

19.1 **Date Decision published:**

20.0 **Executive Members in attendance:**

20.1

21.0 **Call-in:**

21.1

22.0 **Notes:**

22.1

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**Blackpool Coastal  
Housing**

# Local Lettings Policy

April 2017

## Document Information

<b>Issue Date</b>	01/04/2017		
<b>Version/Issue Number</b>	1.1		
<b>Document Status</b>	Final		
<b>Effective From Date</b>			
<b>Scope of Document</b>	Detailing how Local Letting Policies can be implemented and where they are in force		
<b>Objective</b>			
<b>Who needs to know?</b>	Housing Officers – Lettings		
<b>Documentation</b>	Consistent Assessment Policy		
<b>Document Sponsor</b>	<b>Name</b>	Maggie Cornall	
	<b>Job Title</b>	Director of Operations	
	<b>Division</b>	Housing Operations	
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	<b>Job Title</b>	Housing Manger	
	<b>Team</b>	Lettings	
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## Amendment Record

Date	Issue No.	Section/Page	Details of Change	Authorised By:

### Amendment Notes

- Documents at draft status are to use letter designations to denote issue status: a, b, c etc.
- Documents at full issue status are to use number designations to denote issue status after full revision: 1.0, 2.0, 3.0, etc.
- For an amendment to a full issue document you are to use number designation to denote issue status: 1.1, 1.2, 2.1, etc.
- On full issue the draft amendment record should be deleted from the above table.
- Notification of the amendment must be sent to the person maintaining the Central Register.

## Introduction

Each local authority has a responsibility to make best use of its scarce housing resources and ensure that the majority of social rented homes are let to those who fit into a “reasonable preference” category because they have a recognised housing need. But there is also flexibility in how housing resources can be used, with opportunities to provide homes for others who may not have defined needs but who do still wish to benefit from the security and affordability of a socially rented home. This also helps to promote balanced communities in areas of social housing and reduce concentrations of intense deprivation.

Despite the intrinsic advantages of social housing, there are some particular homes that are especially unattractive because of their locations or design. The easy availability of alternative homes in the private rented sector means that it can be hard to find tenants for these homes. The approach to lettings therefore needs to be flexible to ration access to most socially rented homes for which there is high demand, but at the same time enable easy access to homes that are less popular.

In areas where there is a lot of social rented housing, there are some significant concentrations of deprivation. In some cases exacerbated by unpopular house types or a poor quality environment, this leads to a culture of low expectations, poor educational achievement, and social marginalisation. In areas of very high deprivation we need to assist residents to access opportunities for training and employment, but also encourage more balance in the make-up of the local community through the allocation of social rented homes. For example, we can help develop a balance between people who are in work and those dependent on benefits, a balance between households at different stages in life, and a balance between people who are physically able and people who require long term care.

Improving the balance of homes and residents in inner areas of Blackpool continues to be the town’s biggest housing priority. While the inner areas generally have low levels of social housing, some more new homes for affordable rent are being introduced to the area as part of physical regeneration initiatives. In these areas it is especially important to allocate social homes to help strengthen local communities and reduce transience and deprivation, with less emphasis on letting only to those with the greatest needs.

A growing population of older people, and a high number of people with long term health problems, make it especially important that we use effectively those properties that are suitable for people with limited mobility.

The demand for specialist sheltered accommodation for older adults needs to be kept under review to ensure that older people continue to get the accommodation and support that they are looking for.

## Legal Considerations

The Housing Act 1996 (amended) details the requirements to award reasonable preference to defined groups of applicants. Section 167 of the Act allows for the allocation of properties to particular applicants whether or not they fall within the reasonable preference categories. This is the statutory basis for LLPs. The statutory guidance document “Fair and Flexible” (December 2009) clearly encourages the use of LLPs and advises that such policies can be used in a variety of ways. The guidance proposes that organisations should consider how LLPs can assist in providing mixed sustainable communities and the preference given to those economically active or volunteering within communities.

The Allocation of accommodation: guidance for local housing authorities in England (June 2012) - Section 166A(6)(b) of the 1996 Act enables housing authorities to allocate particular accommodation to people of a particular description, whether or not they fall within the reasonable preference categories, provided that overall the authority is able to demonstrate compliance with the requirements of s.166A(3). This is the statutory basis for so-called ‘local lettings policies’ which may be used to achieve a wide variety of housing management and policy objectives.

## Purpose

Whereas the Fylde Coast Consistent Assessment Policy sets out who is eligible to join the housing register and how priority is awarded to applicants looking for social housing, this Local Lettings Policy applies only to Council housing in Blackpool and sets out where there are changes to the default position that homes are allocated to those in the greatest priority that have been waiting for the longest time. It is a strategic tool that enables lettings made by Blackpool Coastal Housing to be linked to wider strategic issues and ensures best use is made of the stock available.

The Local Lettings Policy allows for a more flexible approach in allocating homes to meet specific local issues and help create sustainable communities. For example, a Local Lettings Policy may:

- Offer a choice and affordable product for those in employment
- Help establish a balanced new community where new accommodation has been built
- Age restrict certain properties to promote social cohesion
- Introduce additional criteria that aim to reduce the likelihood of anti-social behaviour in areas that have existing high levels of anti-social behaviour
- Help new residents blend in smoothly with the existing community

Blackpool Council and Blackpool Coastal Housing commit to ensuring that this Local Lettings Plan will be non-discriminatory and will be kept under review by monitoring the impact on access to Council homes by different groups.

Where homes are subject to particular lettings arrangements as a result of this Local Lettings Policy this will be clearly displayed on property adverts.

## Specific Policies

In order to respond to strategic priorities and ensure that specialist accommodation is targeted at those with those needs, there are a number of lettings policies that should apply to some particular types of homes:

1. For new the development at Queens Park, priority should be given to people who are economically active, including those in voluntary work or have a specified exceptional provision, (as defined in Appendix 3 of the Fylde Coast Consistent Assessment Policy). This may include people who are able to demonstrate they are unable to work due to disability, age or gender.

This should apply to both first lettings and subsequent re-letting at Queens Park. The properties should be advertised with priority being given to people who are economically active. Of bidders who are economically active, those with the highest priority band who have been waiting the longest time should be offered the property. Only if there are no bids from people who are economically active should others be considered.

The inner area is characterised by high levels of deprivation and renting to low income groups. This policy enables the tenant profile for popular new developments in the inner area to contribute to more balanced communities.

2. Where sheltered housing flats have general needs flats above them, the upper floor accommodation will be allocated to applicants over 40 with no known substance misuse issues or a history of anti-social behaviour.
3. For all sheltered housing schemes, lettings are restricted to people who are over 55 years of age or for younger people with illness, disability or vulnerability. To be eligible for sheltered housing,



prospective residents should have no known substance misuse issues or a history of anti-social behaviour.

Applying the same lifestyle restriction to residents of sheltered schemes as that applying to residents in close proximity should help ensure a quiet and safe environment for all residents.

4. For all sheltered housing schemes, a target is in place for the maximum proportion of sheltered homes that should be occupied by younger people with illness, disability or vulnerability. This is 17% of the whole sheltered housing stock, to help limit the use of the sheltered housing stock by younger people to the current level. Performance against the target across the whole stock will be monitored over time, but it should not be used in individual lettings decisions to prevent access by individuals under 55 who meet the eligibility criteria.

The new target is to ensure that the principle that sheltered housing is primarily for older people is protected. It is expected that the proportion of under 55s living in sheltered housing will reduce over time as more suitable alternatives are found for them. It is currently not possible to restrict sheltered housing to older people entirely because of a lack of alternative housing options for vulnerable younger people. It is unnecessary to make further restrictions because experience shows that small numbers of appropriate lettings to younger people is not detrimental to older residents.

5. At sheltered housing schemes at Horsebridge Road and Cherry Tree Road, the lettings policy will change so that:
  - Vacancies at Horsebridge Road will no longer be let as sheltered housing. To manage the transition period all new lettings will go to applicants over 40 with no substance misuse issues or known history of anti-social behaviour. This will be reviewed when/if there are no longer any original sheltered tenants living in the scheme.
  - At Cherry Tree Road, the sheltered housing scheme will be broadened so that vacancies in the upper floor flats above the existing scheme will start to be let as sheltered housing.

This will increase the number of schemes within BCH's stock that provide small community settings that are entirely for sheltered tenants, now including Aysgarth Court, Cherry Tree and Dunsop Court. Horsebridge Road sheltered scheme is relatively unpopular with applicants and has been reduced in size through partial re-development. This change will mean that it eventually ceases to operate as a sheltered housing scheme.

6. Where a tenant is living on a sheltered scheme in an upper floor flat but develops physical difficulties, resulting in a requirement for adaptations, consideration will be given to an internal move on site so they remain within their established community. This will be facilitated by a direct match and subject to availability.
7. Applicants who are economically active including those in voluntary work or have a specified exceptional provision (as defined in Appendix 3 of the Fylde Coast Consistent Assessment Policy) may be given priority in areas where there are issues identified via the Blackpool Coastal Housing's Neighbourhood Management System. Any such proposal will be agreed in partnership between the Council and Blackpool Coastal Housing.

## Definitions

No history of substance abuse – applicants must have abstained from using drug or alcohol during the last 12 months.

No history of ASB – applicants who have received a number of warnings or served notice within the last 5 years.

## Scope

This Policy covers all Blackpool Council's Housing stock.

Where a location of properties has been identified via Neighbourhub and other performance management indicators, a Local Lettings policy will be developed based on the specific needs of that community and agreed with the Council.

## Responsibility

Blackpool Council is responsible for setting the policies for the allocation of Council housing stock.

The Director of Operations, Blackpool Coastal Housing is responsible for the implementation of this policy.

The Housing Manger – Lettings, Blackpool Coastal Housing is responsible for the operational implementation of the policy.

## Sustainability

Blackpool Council and BCH strive to create vibrant sustainable communities. These values are present during the implementation of the Local Lettings Policy. The Lettings Team carries out a number of actions to meet this objective.

- Affordability
- Risk assessments
- Support referrals e.g. Financial advice,
- Furniture referrals

## Monitoring

Information to be included on Lettings scorecard detailing

- % of people living in sheltered housing who are under 55 – target 18%
- % of ASB cases within sheltered stock – target 11%

## Associated Documents

MyHomeChoiceFyldeCoast Consistent Assessment Policy  
Procedural Local Lettings documents

<b>Report to:</b>	<b>EXECUTIVE</b>
<b>Relevant Officer:</b>	Karen Smith, Director of Adult Services
<b>Relevant Cabinet Member</b>	Councillor Amy Cross, Cabinet Member for Adult Services
<b>Date of Decision:</b>	17 July 2017

## LEARNING DISABILITY STEP DOWN SERVICE

### 1.0 Purpose of the report:

- 1.1 To consider the proposal for establishing a step down service in Blackpool for individuals with a learning disability and/or autism with behaviour that challenges, who have been assessed as requiring a specialist model of care following a stay in a secure inpatient or other specialist inpatient setting.

### 2.0 Recommendation(s):

- 2.1 To agree to the development of the service and the use of 29a Mansfield Road as the location for the service.
- 2.2 To agree that the capital work required to develop the service is prioritised on Property and Asset Management's planned programme of works.
- 2.3 To agree the draft technical plans for the development as attached at Appendix 5a and delegate the approval of the final plans to the Director of Adult Services following consultation with the Cabinet Member.

### 3.0 Reasons for recommendation(s):

- 3.1 The development of the service aims to put the right provision in place to bring people back to the area when their placement ceases at Mersey Care (formerly Calderstones) or other inpatient setting. This is in direct response to the requirements of Transforming Care which aims to improve services for people with learning disabilities and/or autism, who display behaviour that challenges, including those with a mental health condition and to drive system-wide change to enable more people to live in the community, with the right support. To further support these ambitions, NHS England has made funding available in the form of capital grants to improve the level and suitability of local accommodation for people with learning disabilities and/or autism as they are supported. Blackpool has been successful in a capital bid of £265,000 to fully adapt the property to required needs.

3.2a Is the recommendation contrary to a plan or strategy adopted or approved by the Council? No

3.2b Is the recommendation in accordance with the Council's approved budget? Yes

3.3 Other alternative options to be considered:

Alternative accommodation options have been considered, however the stock available was not fit for purpose. The property at 29a Mansfield Road lends itself to the proposed service model as it is purpose built and was previously used for a similar purpose for the same client group. Furthermore in 2016, NHS England assumed responsibility for the property portfolios of Lancashire and Greater Manchester Clinical Commissioning Groups this also covers properties for which a legal charge applies which includes 29a Mansfield Road. Therefore in support of the ambitions and requirements of Transforming Care NHS England is actively encouraging Local Authorities to protect and prioritize the use of such assets so for the benefit of the learning disability population so that opportunities to provide supportive living to clients moving out of institutional settings are maximised.

#### **4.0 Council Priority:**

4.1 The relevant Council Priority is:

“Communities: Creating stronger communities and increasing resilience”

#### **5.0 Background Information**

5.1 In October 2015, NHS England published a national plan *“Building the Right Support”* which set out a commitment to close inappropriate and outmoded inpatient facilities and create a sustainable local system that minimises the need for inpatient care for people with learning disabilities and/or autism. National trajectories for reductions in admissions require Clinical Commissioning Groups to achieve a 50% reduction of people in hospital beds by March 2019. The outcome of NHS England's consultation on the redesign of learning disability and autistic spectrum disorder services across the North West including the future of the Mersey Care (formerly Calderstones) Whalley Site announced in March 2017 will only serve to increase national expectations and accelerate the pace of developing new models of care, and providing support closer to people's homes as inpatient beds reduce.

5.2 In response, Blackpool commissioners are working hard to shape the local market to increase the number of specialist care and support providers capable of supporting people with more complex needs and to improve the mix of suitable local housing to meet their needs. The provision at Mansfield Road is one such development.

- 5.3 There are currently 12 patients across the Blackpool footprint in a secure or other inpatient setting, of these four have been identified for the Mansfield Road service and have been assessed as ready for discharge. The remaining clients have been clinically assessed as safe and not yet ready to move. The discharge process is being carefully planned and a phased approach taken to resettle individuals. It is anticipated that the service will be fully occupied by April 2018. However given the complexity of needs of this client group, discharge dates/transitions timescales may alter as a result of any change in need.
- 5.4 The funding secured through NHS England’s capital grant fund will be used to adapt the property to meet specific environmental and ecological requirements. The technical plans have been developed by Property and Assessment Management services and the Community Learning Disability Team and are close to being finalised – the current version is attached as Appendix 5a.
- 5.5 The service model has been informed by the expertise of specialists and professionals through the Care and Treatment Review (CTR) and Care Programme Approach process in the assessment of individual inpatients, which has determined the type of environment that would reduce the risk of admission and ensure that needs are met in the least restrictive way. This would be an environment for small numbers of people, access to their own bedroom and bathroom and shared living space with breakout areas for individual therapy to prevent readmission. The service will offer up to four placements at any one time. It is anticipated there will be some throughput as levels of confidence and independence increased and individuals are stepped into less restrictive provision. An external consultant was brought in to assess the suitability of the property and is fully supportive of this plan.
- 5.6 Summary timeline: development and occupation of service:

Work area	Timescales
Technical designs/plans finalised	End May 2017
Procurement exercise for Contractor to carry out adaptations to property and contract awarded	June 2017
Service specification finalised	June 2017
Procurement exercise for Specialist Provider to deliver service and contract awarded	August 2017
Property adapted and occupation ready	Nov 2017
Anticipated to be fully occupied	April 2018

- 5.7 Does the information submitted include any exempt information? No

## 5.8 **List of Appendices:**

Appendix 5a: 29 a Mansfield Road – draft Refurbishment layout

## 6.0 **Legal considerations:**

6.1 Blackpool Council must work within the legal requirements and provisions of the Mental Capacity Act 2005, as amended by the Mental Health Act 2007 in relation to the discharge of hospital patients with care and support needs to ensure they are supported in the least restrictive environment and that the relevant authorisations are sought through the Court of Protection in respect of Deprivation of Liberty Safeguards (DOLs) where this applies.

6.2 The Council has entered into a legal agreement with NHS England in respect of the capital grant to adapt 29a Mansfield Road, for which there is already a legal charge. Should the council wish to dispose of the property at a point in the future; proactive discussions will need to be held with Blackpool Clinical Commissioning Group and NHS England in respect of the requirement to repay the grant monies awarded.

## 7.0 **Human Resources considerations:**

7.1 A suitably experienced specialist provider, with a proven track record in supporting individuals with complex needs will be commissioned to deliver the service. The provider will receive appropriate input from Blackpool's Community Learning Disability Team to ensure the requirements of the service are delivered to meet the needs of individual clients.

## 8.0 **Equalities considerations:**

8.1 A Lancashire wide Joint Strategic Needs Assessment report highlighted that people with learning disabilities and/or autism experience poorer health outcomes than the general population and are one of the most excluded groups in the community, who and have considerable housing needs that will continue to increase and which require a different commissioning approach.

8.2 Additionally, national reports linked to Transforming Care have identified that finding the right type of accommodation for people with a learning disability coupled with a poor supply of local housing is a barrier to moving people out of inpatient settings. This is mirrored through the Care and Treatment Review (CTR) process which cites the lack of suitable accommodation as a key blockage in achieving effective discharges.

- 8.3 The service to be developed at Mansfield Road seeks to address the challenges and inequalities faced by people with learning disabilities and/or autism and will mean:
- People with a learning disability and/or Autism with complex and challenging behaviour have the opportunity to lead fulfilling lives in their community
  - Fewer (re) admissions to high cost out of area inpatient placements
  - An increased sense of community by having greater access to and involvement in the community supported near their family and friends.
  - Support can be planned around people in the environment that they are in, focussing on person-centred care, and looking at each individual's needs.
  - Local needs are met and opportunities provided by personalisation to build flexible individualised models of support.
  - Agencies working with individuals and their families to overcome issues within a safe and secure local setting to minimise disruption to all involved.
  - Individuals are supported to live in a community location that ensures safety of both the individual and the local community.

## **9.0 Financial considerations:**

- 9.1 Capital funding has been secured through NHS England's capital grant fund to fully adapt the property to required specifications. The bid was formally approved by NHS England's national team in October 2016 and funding received in March 2017. This is a one off payment to be spent within 12 months of receipt, it is anticipated that monies will be fully utilised within the next four-five months as it is expected that the property will be occupation ready by mid-November 2017. The cost of care for each individual supported by the service will be jointly commissioned through Blackpool Council and Blackpool Clinical Commissioning Group.

## **10.0 Risk management considerations:**

- 10.1 Development of the service is governed by a project group comprised of senior representatives from Blackpool Council and Blackpool Clinical Commissioning Group. A robust project plan is in place and the group meets at regular intervals to review progress, there are mechanisms to alert the group to any potential risks and challenges outside of such meetings so that these can be responded to proactively.
- 10.2 Significant research has been undertaken to ensure the service model is fit for purpose. The property adaptations have been carefully designed so that they fully reflect the general and specific environmental and ecological needs of the client group as reflected in individual service plans (ISP), Active Support plans, Positive Behavioural support Plans and Crisis plans. Social workers have also carried out robust compatibility, needs and risk assessments for the four individuals identified for the service, which will be closely reviewed on an ongoing basis and as needs

change.

- 10.3 It is anticipated that the service will be established initially for a five year period and reviewed on an ongoing basis. Should the outcome of any review recommend that the service be decommissioned and/or the property used for other purpose early discussions will be held with NHS England around the implications of any change in respect of the legal charge on the property.

**11.0 Ethical considerations:**

- 11.1 None

**12.0 Internal/ External Consultation undertaken:**

- 12.1 Through the Care and Treatment Review (CTR) and Care Programme Approach process individuals identified for the service, their families, advocacy services and the professionals and practitioners involved in their care have been consulted with to ensure plans are co-produced and shaped around their needs, wishes and expectations. The community in the vicinity of Mansfield Road will be informed and updated on developments, as required.

**13.0 Background papers:**

- 13.1 None

**14.0 Key decision information:**

- 14.1 Is this a key decision? Yes
- 14.2 If so, Forward Plan reference number: 24/2017
- 14.3 If a key decision, is the decision required in less than five days? No
- 14.4 If **yes**, please describe the reason for urgency:

**15.0 Call-in information:**

- 15.1 Are there any grounds for urgency, which would cause this decision to be exempt from the call-in process? No
- 15.2 If **yes**, please give reason:



**TO BE COMPLETED BY THE HEAD OF DEMOCRATIC GOVERNANCE**

**16.0 Scrutiny Committee Chairman (where appropriate):**

Date informed: 7 July 2017 Date approved:

**17.0 Declarations of interest (if applicable):**

17.1

**18.0 Executive decision:**

18.1

**18.2 Date of Decision:**

**19.0 Reason(s) for decision:**

**19.1 Date Decision published:**

**20.0 Executive Members in attendance:**

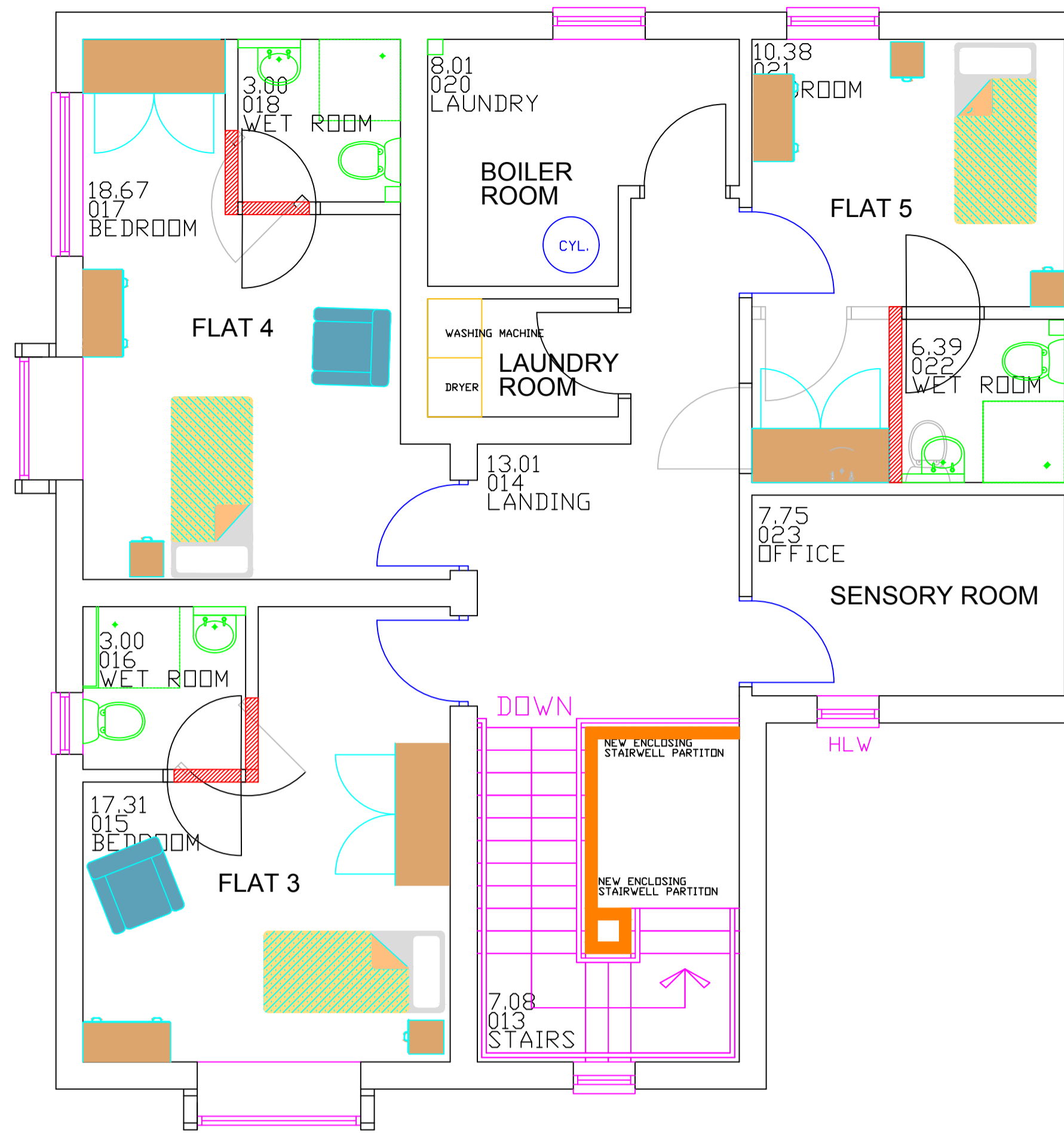
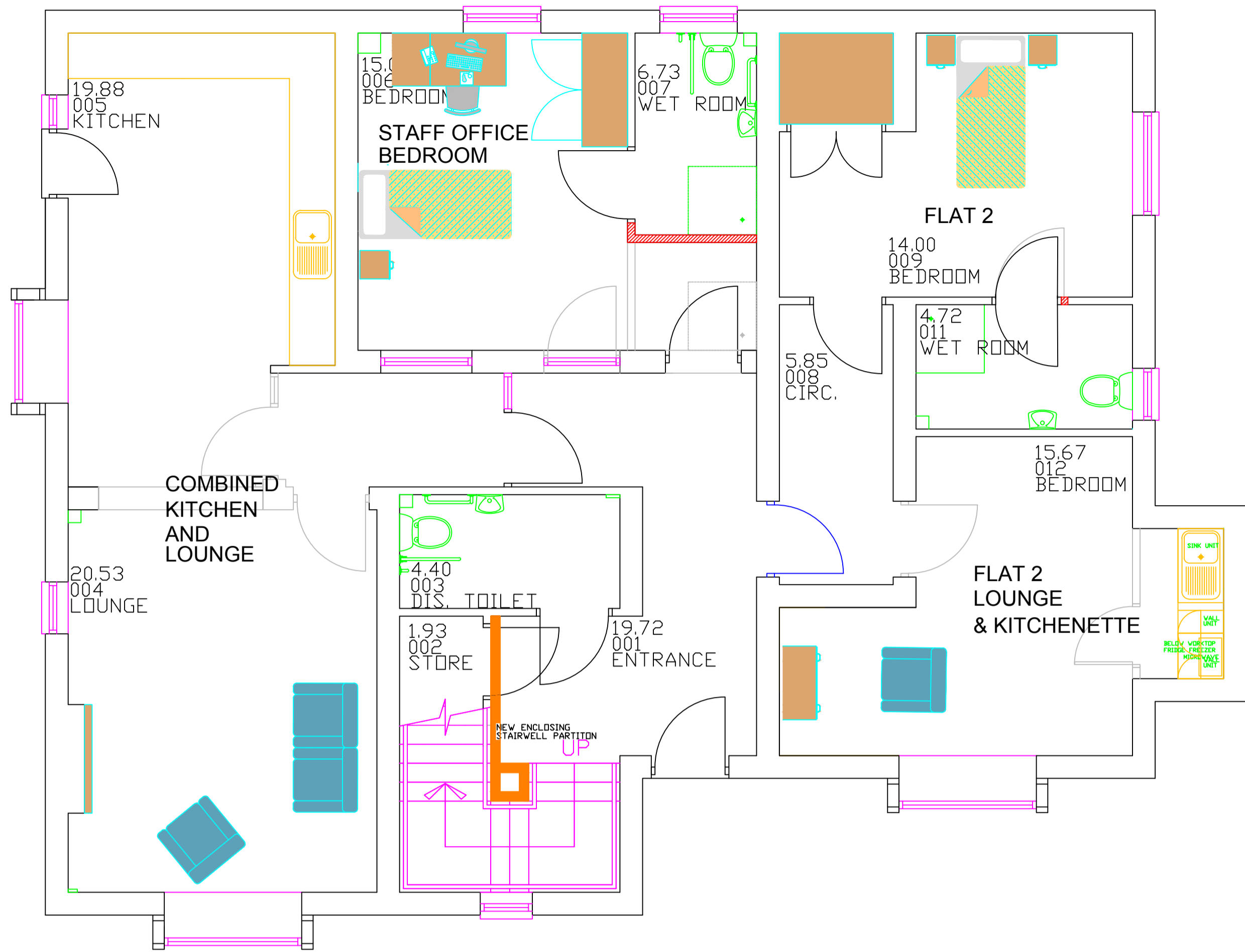
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**21.0 Call-in:**

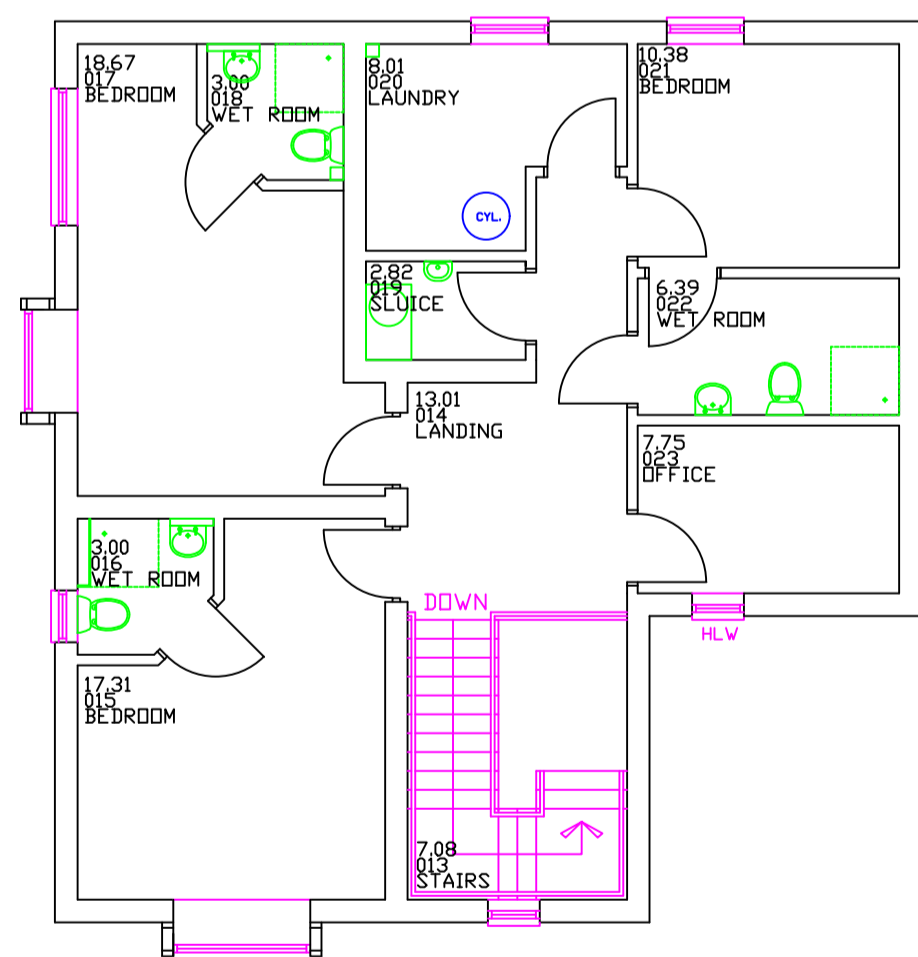
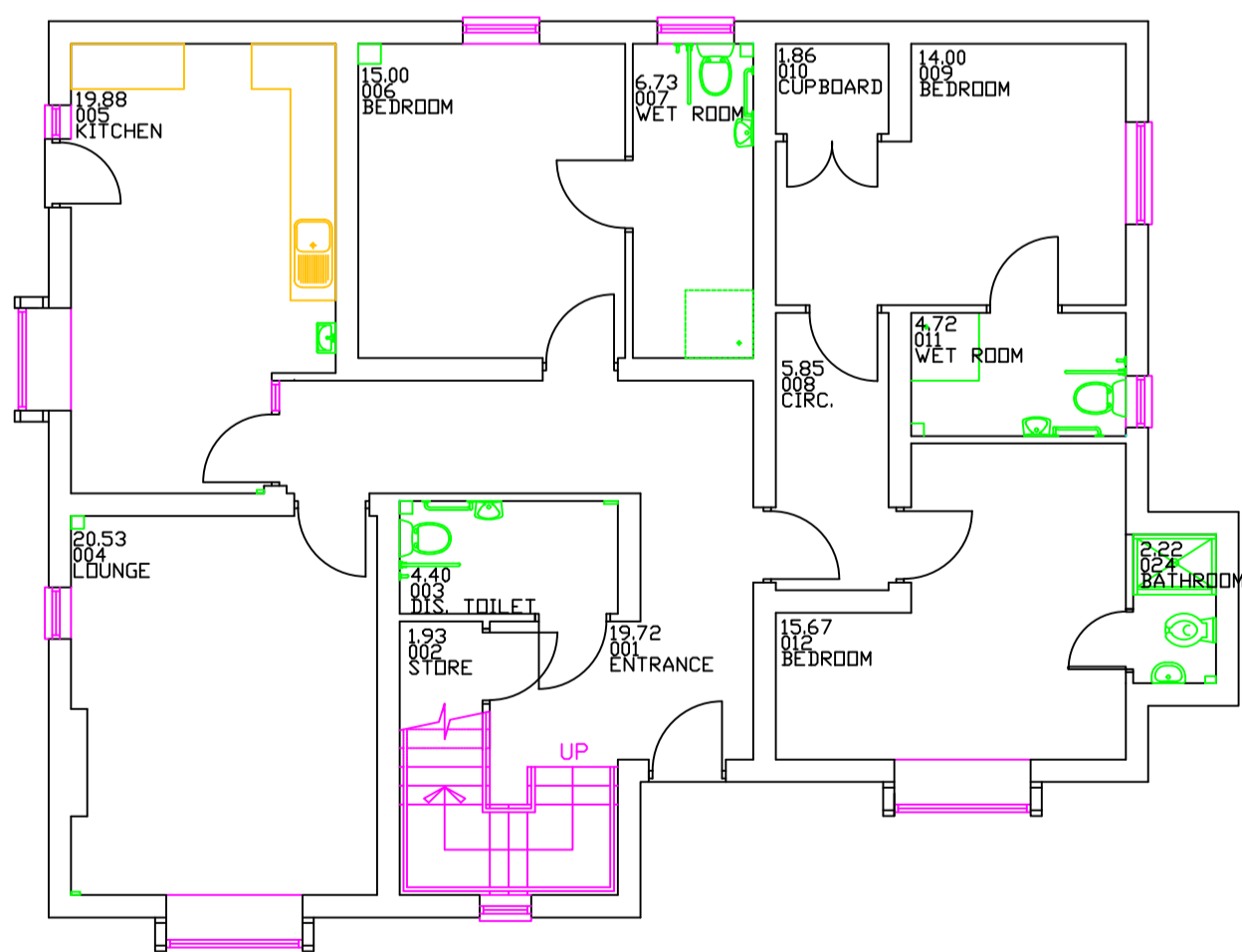
21.1

**22.0 Notes:**

22.1



EXISTING GROUND & FIRST FLOOR PLAN LAYOUT SCALE 1:100



29a, MANSFIELD ROAD  
10101  
A  
GROUND FLOOR  
GEA.....167.73  
GIA.....148.80

29a, MANSFIELD ROAD  
10101  
A  
FIRST FLOOR  
GEA.....123.72  
GIA.....108.36

TAG KEY:  
19.72 \_\_\_\_\_ AREA  
001 \_\_\_\_\_ UNIQUE\_ID  
ENTRANCE \_\_\_\_\_ ROOM\_USAGE  
29.61 \_\_\_\_\_ PERIMETER  
10101 \_\_\_\_\_ ESTABLISHMENT\_NO  
GRND \_\_\_\_\_ FLOOR\_LEVEL  
A \_\_\_\_\_ BLOCK\_NAME

**DRAWING KEY**

- NEW STUD WALL
- SOFT FURNISHINGS
- SIDE CABINET
- NEW 813 x 2040mm BY SWING DOORS TO FLAT WET ROOMS
- FITTED WARDROBE
- POSITION OF TOILET SHOWER AND WASH BASIN IN WET ROOMS
- SINGLE BED
- BUILDING ELEMENTS TO BE REMOVED.
- FITTED TV CABINET
- INTERNAL WINDOWS
- FITTED KITCHEN UNITS
- NEW VISTA MATIC FD30 DOORS ADJUSTABLE VISION PANELS
- NEW VERTICAL FLOOR TO CEILING STUD PARTITION TO STAIRWELL
- PC AND DESK UNIT

Rev	Date	Drawn	Ch'd	App'd	Details of Revision



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Steve Thompson Director of Resources

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PROJECT  
**29a Mansfield Road  
Refurbishment of Property**

DRAWING TITLE  
**PROPOSED REFURBISHMENT  
GROUND AND FIRST FLOOR  
PLAN LAYOUT INCLUDING FURNISHING**

Drawn I.C.	Checked ***	Approved ***	Date 21/04/2017	Scale(s) 1:50/100
DRAWING No. <b>MRPROBMR/1/017</b>				Rev <b>1</b>

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