

Blackpool Council - Equality Impact Assessment Record Form

Department: Adult Social Care and Housing

Team or Service Area Leading Assessment: Strategic Commissioning

Title of Service: Extra Care Housing Scheme – Ashfield

Proposals to introduce a new service

Date of proposals: 2009 Committee/Team: Strategic Commissioning

Lead Officer: Jeanette Blackburn

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 service?

The aim is to establish an Extra Care Housing Scheme that will:

- Create a new approach to the provision of accommodation for older people based on independence and choice;
- create a flexible living environment capable of meeting a broad range of individual and long-term needs
- Prevent unnecessary admission to institutional or hospital care
- Deliver care closer to home
- Respond to the changing demographic profile in Blackpool
- Contribute to rebalancing the housing-with-care profile for older people in Blackpool
- Provide an enhanced community resource for people in the surrounding area.

The scheme will provide 36 two and 12 one bedroom, rental apartments for people aged over 55 with care needs. There will be a dedicated care team providing care to tenants based on their individual needs, preferences and circumstances. Communal areas and facilities will allow for the provision of health and social activities, thus contributing to the maintenance of health and well-being.

3. Please outline any proposals being considered.

The Extra Care Housing scheme will be built on the site of the former Ashfield House, Older Person's Care Home. Great Places will manage the scheme design and building project and will be the housing landlord and housing related support provider when the scheme is operational. The care element of the scheme will be provided by a registered care provider and will be responsible for ongoing care management in relation to individual tenants. The provision of direct payments to

tenants will also allow them to purchase care and support from external agencies of their choice. Assessments and Allocations will be jointly managed between Great Places and Blackpool Council (see separate equality impact assessment regarding the allocations process).

The apartments will be offered as rental properties through an Assured Shorthold Tenancy. Apartments will have a flexible design including:

- Bedrooms and bathrooms will be positioned to allow hoists to be fitted.
- The units and the communal areas will be wireless enabled for compatibility with Blackpool's Vitaline Service (providing community alarms, telecare and telehealth technology)
- plumbing in the bathrooms that is pre-fitted to allow alternative sanitary ware arrangements to reflect individual needs; bathrooms that allow for a fully assisted bathroom

4. Why are the proposals being made - for what reason?

The proposals have been made in order to deliver the following benefits:

- Deliver care closer to home
- Create a new approach to the provision of accommodation for older people based on independence and choice;
- create a flexible living environment capable of meeting a broad range of individual and long-term needs
- Contribute to rebalancing the housing-with-care profile for older people in Blackpool
- Provide an enhanced community resource for people in the surrounding area
- Prevent unnecessary admission to institutional or hospital care
- Respond to the changing demographic profile in Blackpool
- contributing to the maintenance of health and well-being of tenants and members of the surrounding community

5. What outcomes do we want to achieve

- Accommodation in which both the physical environment and the arrangements for the delivery of care and support enable people to remain at home until the end of life.
- The provision of non-institutional care delivered in ordinary life settings, which fosters independence, choice and control for residents.
- A person centred service that enables older people to live the life they choose.
- The delivery of services, which are sufficient and appropriate to meet the needs of Extra Care Housing residents, their carers, and the wider communities.
- Support for the expansion of a skilled Extra Care Housing workforce committed to empowerment of older people and the provision of a high quality of life.

6. Who is the service intended to help/ benefit?

The service is intended to help older adults with care needs who do not want to go into residential care. The primary accommodation issue for older people in Blackpool is that the current provision and service profile will not meet the changing local needs over the next 5-10 years. There is a need to provide modern, affordable services and modern accommodation as an integral part of modernising social care services in Blackpool. Currently, outside of the town's general needs housing stock, there is a single model of sheltered provision and an over provision of residential care homes. As a result there is a reliance on residential care as the only real accommodation option for people with high care needs.

Blackpool has high levels of poor health within an ageing population. This means that demand for services overall is increasing and is likely to continue to do so. The significant number of "all pensioner" households - a large proportion of which are one-person dwellings - exacerbates this. The changing environment will require increased levels of intensive home care services and community based models of intermediate care, along with improved home equipment and adaptation services, within which assistive technology will be a significant development. The development of extra care sheltered housing is regarded as a key development for Blackpool Council and its partners as an element of achieving the modernization agenda.

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

- NHS Blackpool
- Housing Applications Team, Blackpool Council
- Assistant Director Integrated Care Services – Adult Social Care
- Assistant Director Housing Services Great Places
- Care Staff
- Great Places – Scheme Manager & on site staff
- On-site Facilities operators
- Council Members / Overview & Scrutiny Committee
- Local Community
- Third Sector
- Senior Voice Forum
- Potential Tenants
- Blackpool Council Planning Dept.

8. Does the policy, service or function have any existing aims in relation to equality, social inclusion or community cohesion?

- Building is Disability Discrimination Act compliant and suitable for future installation of mobility equipment (hoists etc)
- Building is fit for purpose and complies with the essential items in the Housing Corporation's Scheme Development Standards for frail elderly housing (2005)
- The communal facilities will be open to older adults within the local community.
- Links will be made with local schools, colleges and social enterprise. The scheme will develop employment opportunities within the area and economic growth within the community.

9. How is the resulting service or function delivered/ administered?

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The scheme will be built on the site of the former Ashfield House, Older Person's Care Home. Blackpool Council has transferred ownership of the Ashfield site to Great Places for development of the scheme, on the basis that the Council has full nomination rights to the units in the scheme. Great Places will manage the scheme design and building project and will be the housing landlord when the scheme is operational. The care element of the scheme will be provided by a registered care provider and will be responsible for ongoing care management in relation to individual tenants. The provision of direct payments to tenants will also allow them to purchase care and support from external agencies of their choice. Assessment and allocation of tenants will be managed jointly.

Designated communal space in the building will be available for the use of tenants. A programme of activities will also be available – some exclusively for tenants and others for the wider local community. Activities will include those with a health focus e.g.: Falls Prevention Programmes, Chiropody, and others will be generic, e.g. a Spa facility. In addition to this leisure and social activities will be developed. These facilities open to the wider community will have controlled access. It is anticipated that a Tenant Forum will oversee this in conjunction with the Scheme Manager and with input from the Care Manager.

STEP 2 - CONSIDERING EXISTING INFORMATION AND WHAT THIS TELLS YOU

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

<i>Data/ information</i>
<p>According to the Blackpool mid-year population estimates 2007 from the Office of National Statistics it is estimated that nearly 32% of Blackpool's population is over the age of 55.</p> <p>Blackpool's older population is comparatively higher than that of the North West region and England and Wales when set against population levels.</p> <p>The following documents have informed the decision to develop such a scheme:</p> <ul style="list-style-type: none"> ▪ Blackpool Sustainable Communities Strategy – Develop a Safe, Clean and Pleasant Place to Live, Work & Develop; Improve the Health & Wellbeing of the Population. Goal 4: Improve the Health and Well-Being of the Population. Build two extra-care housing schemes, one in the south on Cherry Tree Road, and one in the north on Ashfield Road providing a total of 90 units • Blackpool Supporting People Partnership Strategy 2005/2010 • Blackpool's Joint Commissioning Strategy for Older people's Services 2005 – 2010 includes the development of Extra Care Housing across Blackpool as a key action to meet local need; and as an integral part of the continued development of a locality support and engagement model including more flexible models of housing support, primary care and intermediate care services. • Older People in Blackpool - Accommodation Strategy 2005
<i>Research or comparative information</i>
<p>The paper <i>Sustainable planning for housing in an ageing population: A guide for</i></p>

regional-level strategies Ed Harding produced by the International Longevity Centre UK states that residential, Extra Care and specialist retirement housing have a vital role to play in housing markets

- Although the majority of older people will live in mainstream housing, ensuring adequate specialist housing options for a substantial minority of older people is an important component of future-proofing. Some 6% of people 65+ live in specialist retirement housing (approximately 500,000 households) and 5% live in residential care or nursing care accommodation (around 400,000 units).

- Few housing strategies recognise that demand for all specialist older people's housing is projected to rise in future as older cohorts grow. For example, one major study estimated an increase of 92,000 older people in nursing and residential care in England from 2000 to 2020.³⁰

The Housing Learning & Improvement Network fact sheet on Models of extra care and retirement communities explains that extra care housing is increasingly seen as an alternative to residential care or even nursing care but also as preferable to traditional sheltered housing. It may offer an additional choice for people seeking specialist housing with support. It is claimed to provide better quality service while respecting each resident's independence.

It provides housing that enables people to age in place. It should have design features that encourage ageing in place, help people to self-care for longer and, promote independent living.

Key findings of consultation and feedback

Two consultation events were held with neighbours over the summer of 2008. These were held in the local community centre on the Cherry Tree Estate and staff from Blackpool Housing Strategy, mmha and their architects, and BCH were on hand to answer questions from neighbours, local councillors and other interested parties. Initial concerns were expressed over the client group but all those who attended were happy with the prospect of older people living there. Some comments were made about the design plans and these were taken into account by the architect and the drawings were adapted by the time of the second meeting to everyone's satisfaction. Some neighbours enquired about the possibility of moving into the scheme and names were taken for future reference.

11. What are the impacts or effects for communities?

Race or ethnicity

There is no identified differential impact or effects on this group but the service providers will seek to ensure that there are no physical barriers or service delivery barriers. The service will be flexible to need and will be dealt with on an individual basis as the need arises.

It is important that BME communities are considered when developing the marketing plan for the scheme to ensure that choice is given to people within these communities and to ensure that the scheme is representative of the local population.

During recruitment for staff, equality and diversity will be a specific issue that will be addressed and additional training in the area will be given to all staff.

Gender and transgender

There is no identified differential impact or effects on this group.

During the recruitment stage for staff equality and diversity will be a specific issue that will be addressed and additional training in the area will be given to all staff.

Age

The Extra Care Housing Scheme is designed to have a specific allocation policy for those over the age of 55. Those under 55 would be excluded from applying for a tenancy. This will not have an impact on those under 55 as there is a general needs stock within Blackpool in the social housing sector. For those younger people with physical care needs there is a limited amount of Extra Care provision run by the Council within the town (Crichton & Geldof).

The extra care housing scheme will provide supported accommodation to frail or vulnerable older people who would otherwise require care within a residential care home setting. The scheme will also include people whose needs would have been provided for through residential care, as well as people who will require less care but still need to be in an environment that can offer substantial or intensive personal and practical support when required. Service users will have needs resulting from physical ill health, functional mental illness, social isolation, visual impairment and/or general frailty due to ageing, as well as a low or moderate level of dementia.

During the recruitment stage for staff equality and diversity will be a specific issue that will be addressed and additional training in the area will be given to all staff.

Disability

There will be no adverse impact on this community. The criteria for accessing extra care housing will mean that people with a disability or limiting life long illness will be catered for within the service. There will be a mix of care needs within the tenancies ranging from low to high care needs.

Sensory impairments will be taken into account when the build stage is complete as the issues will be around colours, textures, fixtures and fittings. Because the building is new, the electrics should accommodate any specialist fixtures and fittings that may be required in individual flats and communal areas. Specialist advice will be sought at this time.

Although there will be 3 levels of care need within the scheme including high level it is important to recognise that some residents may become too frail to stay within the Extra Care Housing setting subject to the availability of community nursing provision. In such cases where nursing needs become too high staff would support residents to move to more appropriate settings.

During the recruitment stage for staff equality and diversity will be a specific issue that will be addressed and additional training in the area will be given to all staff.

Religion or belief/ faith communities

There will be no adverse impact on religious communities.

Where specific religious needs or requirements are identified by an individual the service will have the flexibility to accommodate these e.g. a female worker.

During the design stage of the project considerations have been taken into account surrounding faith. An example of this is that the plans show that toilets will not be

<p>orientated in an east/west position.</p> <p>During the recruitment stage for staff equality and diversity will be a specific issue that will be addressed and additional training in the area will be given to all staff.</p>
<p><i>Lesbian, gay, bisexual & trans people</i></p>
<p>There will be no adverse impact on the LGBT community.</p> <p>During the recruitment stage for staff equality and diversity will be a specific issue that will be addressed and additional training in the area will be given to all staff.</p>
<p><i>Other socially excluded communities or groups</i></p>
<p>Older Adult Mental Health</p> <p>Having a mental health problem, whether organic or functional, is not a barrier to entry to the Extra Care Housing Scheme. Close links will be forged with mental health support workers, in line with individual need.</p> <p>Although the scheme has not been designed for people with dementia there are some design features that will enable people who develop dementia to live safely within the environment.</p>
<p><i>Relationships between or within communities</i></p>
<p>The local older adult community will be able to use the communal facilities within the scheme and the shop.</p> <p>It is also important to ensure that the residents of the scheme feel part of the wider community and that the scheme is not seen as a closed institution.</p> <p>Links will also be made with local schools, colleges and social enterprise.</p>

12. What do you know about how the proposals will impact on different communities?

<p>The new service should not negatively impact the different communities however it will not be available to those under the age of 55. This will not have an impact on those under 55 as there is a general needs stock within Blackpool in the social housing sector. For those younger people with physical care needs there is a limited amount of Extra Care provision run by the Council within the town (Crichton & Geldof).</p>
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STEP 3 - ASSESSING THE IMPACT

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

<p>This is a new service; there is no evidence of higher or lower take up by any group or community. The take-up will be monitored in the future and will form part of the action plan.</p>

14. Does the geography or demography of service users reveal anything?

The geography or demography should not affect the take up of the service. This scheme will be based in the north of Blackpool and will be available to any resident of Blackpool who fit within the established allocation criteria. A further Extra Care Housing Scheme is being built on the former Cherry Tree House site in South Shore therefore there is a geographical spread of the two schemes.

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

The extra care housing scheme will be used by people over the age of 55. There will be three levels of care need within the scheme. The development will offer rental units and each apartment will be linked to low, medium or high levels of support. Each level of support is defined by a maximum level of input with a proposal that the scheme offers approximately a third of the tenancies at each level. These rules would prevent people under the age of 55 from accessing this service.

There will be some housing exclusions mainly those people who would be a danger to others within the scheme.

Prospective tenants would also need to have a Blackpool connection to be able to access the scheme.

16. Does the way a service is delivered/ or the policy create any additional barriers for any groups of disabled people? (DDA duties arising out of DDA 1995)

Currently it is not thought that this will present a problem however, this will be reviewed when the service is in place.

17. Does the way a service is delivered/ or the policy create any additional barriers for any other groups or communities, for example, due to limited income or because of the time during the week or day when the service is available? E.g. women, cultural reasons.

Currently it is not thought that this will present a problem however, this will be reviewed when the service is in place.

18. Do any of these limitations amount to unlawful discrimination?

Yes No

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

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

Yes No

If yes, please give details in the boxes below.

20. If the impact or effects are adverse for any community or group, can they be defended in order to provide equality for another community under legislation or policy?

Yes No

Please give details below.

21. Do you have enough information to make a judgement?

Yes No

If no, what information do you require, about which communities?

22. Is it possible to get the information quickly and easily or is it recommended that the collection of such data be included as an action for the action plan that will be developed? Please detail below.

Information will be gathered and monitored when the scheme is completed and tenants are on site. This will form part of the action planning process.

STEP 4 - DEALING WITH ADVERSE OR UNLAWFUL IMPACT

23. 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?

The service will be monitored to ensure that any adverse or unlawful impact is identified and minimised and if possible eliminated. See step 7 for monitoring arrangements.

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

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

STEP 5 - CONSULTING THOSE AFFECTED FOR THEIR VIEWS

26. Please outline the steps taken to test out your findings and possible courses of action below.

The service is being introduced following research and consultation within the community. Community groups are also involved in the ongoing process such as Age Concern and the Senior Voice Forum.

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

The Extra Care Housing Working Group have played a key part in putting together an action plan.

28. 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.

29. If you are impact assessing some proposals, what steps have been taken to ensure that stakeholders have been able to voice their opinions on the proposals or the need for change?

Work has been undertaken during the development of the business case for the project to ensure that all stakeholders have had the opportunity to express their views and will be able to express their views during the development of the scheme.

STEP 6 - ACTION PLANNING

Please outline your proposed action plan below.

Issues/ adverse impact identified	Proposed action/ objectives to deal with adverse impact	Targets/Measure	Timeframe	Responsibility	Indicate whether agreed
The scheme will not be representative of the population of Blackpool	<ul style="list-style-type: none"> The marketing plan is developed to ensure that the scheme is marketed to all sections of the community 	Marketing Plan to be developed	September 2009	Carlie Ford	Agreed
	<ul style="list-style-type: none"> Ensure that equality groups run by the Faith, Equality & Diversity team are factored into the Communications Plan 	Communications plan has been drawn up	May 2009	Carlie Ford & Seonaid Elliott	Agreed
Staff will not have appropriate Equality and Diversity Training	<ul style="list-style-type: none"> All staff working within the scheme be trained in Equality and Diversity issues 	All staff trained	When staff are recruited	Jennifer Jaynes & Carlie Ford	Agreed
A commitment to Equality & Diversity is not embedded within the scheme	<ul style="list-style-type: none"> Ensure there is a joint Equalities statement from MMHA and Blackpool Council written into all documentation 		May 2009	Carlie Ford & Jeanette Blackburn	Agreed
	<ul style="list-style-type: none"> Equality and Diversity is written into any service specification 			Jennifer Jaynes & Jeanette Ashcroft & Carlie Ford	Agreed
	<ul style="list-style-type: none"> All policies relating to the scheme are Equality Impact Assessed 		As required	Kelly Neale	Agreed

STEP 7 - ARRANGEMENTS FOR MONITORING AND REVIEW

Please outline your arrangements for future monitoring and review below.

Agreed action	Monitoring arrangements	Timeframe	Responsibility	Added to Service Plan etc.
To monitor tenant & applicant profiles following the opening of the scheme	<ul style="list-style-type: none"> ○ Ensure that the application form is able to capture equality information 	September 2009	Housing Applications Manager	Agreed
	<ul style="list-style-type: none"> ○ An equality monitoring form to be developed to record the information 	Quarterly following the opening of the scheme		
	<ul style="list-style-type: none"> ○ Monitoring targets to be set 	Reported on quarterly	Carlie Ford	Agreed

Date completed:

Signed:

Name:

Position: