

**Manchester City Council  
Report for Information**

**Report to:** Health Scrutiny Committee – 12 October 2022

**Subject:** Enabling Independence Accommodation Strategy (2022-2032)

**Report of:** Executive Director of Adult Social Services  
Strategic Director Growth & Development  
Strategic Lead for Commissioning, Children and Education  
Strategic Lead for Homelessness

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### **Summary**

This report provides an update on the development of an Enabling Independence Accommodation Strategy for Manchester (2022-2032) – attached at Appendix 1. Its key aim is to improve housing with care and support options to meet people's needs and better enable their independence. It is a partnership strategy, developed between Adults, Children's, Homelessness, Strategic Housing & Manchester Housing Providers' Partnership (MHPP) providers. The product of extensive consultation, internally and externally with key stakeholders, it sets out 4 key objectives:

- 1: Work collaboratively to identify the need and demand for homes that will better enable independence.
- 2: Ensure better care and support at home.
- 3: Build the supported housing we need and improve pathways into it.
- 4: Improve "move on" from temporary supported housing into good quality independent accommodation.

### **Recommendations**

The Committee is recommended to:

1. Consider and support the draft Enabling Independence Accommodation Strategy (2022-2032) and provide comments to inform the final version.
  2. Subject to comments, agree that the final version of the Enabling Independence Accommodation Strategy (2022-2032) be taken for consideration by the Executive in November 2022.
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**Wards Affected:** All

<b>Environmental Impact Assessment</b> – the impact of the issues addressed in this report on achieving the zero-carbon target for the city
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Emissions from Manchester are split almost evenly between transport, industrial & commercial uses, and housing & buildings. Therefore, making better use of existing supported housing by remodelling decommissioned schemes to meet
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identified need and increasing the new build supported housing provided by our MHPP partners who are committed to reducing the carbon footprint of new homes will help to make significant progress towards achieving the zero-carbon target for the city.

**Equality, Diversity and Inclusion** - the impact of the issues addressed in this report in meeting our Public Sector Equality Duty and broader equality commitments

The housing disadvantages suffered by some individuals or groups were comprehensively evidenced in the Marmot Report 'Build Back Fairer in Greater Manchester: Health Equity and Dignified Lives'. It has since been acknowledged that housing inequality in Manchester is directly related to the disadvantages suffered by some individuals or groups because of their characteristics.

The implementation of this strategy will inform our understanding of any inequality related to individuals and families requiring care, support and adaptations at home and also within supported accommodation because of their characteristics and address those inequalities.

Key to this will be strengthening the city's evidence base in relation to users, providers and properties within which care, and support is provided, to ensure that our partners build the right supported and move on accommodation in the right places to meet the needs of all user groups and individuals and provide required adaptations to people's homes.

The Enabling Independence Accommodation Strategy will work in conjunction with other strategies, including the Housing Strategy, and engage in the development of the new Local Plan to identify the needs of people from protected or disadvantaged groups where these are different from the needs of other people by increasing the supply of suitable accommodation.

An Equality Impact Assessment for the Enabling Independence Accommodation Strategy is in draft and will be finalised alongside the next steps for implementing the strategy.

<b>Manchester Strategy outcomes</b>	<b>Summary of how this report aligns to the OMS / Contribution to the Strategy</b>
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The Enabling Independence Accommodation Strategy sets out our ambitions to ensure that the needs of people requiring care and support at home or within supported accommodation are met, so that they can retain or recover their independence and engage in the opportunities offered in the city.
A highly skilled city: world class and home-grown talent sustaining the city's economic success	Better understanding and meeting of the needs of people requiring care and support within their accommodation will provide a supportive environment where people can develop talents and skills at home or within a workplace.

A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	The Enabling Independence Accommodation Strategy sets out aims to meet the accommodation needs of our most vulnerable and at-risk residents, which will provide a home environment meeting their needs, within which their potential can be unlocked.
A liveable and low carbon city: a destination of choice to live, visit, work	This partnership Strategy will increase the provision of new and remodelled supported housing and increase adaptations to homes provided by our MHPP partners, who are committed to the use of low carbon construction methods. Working towards an increase in the number and percentage of wheelchair accessible properties built within new residential development will make the city more liveable for those with accessibility challenges at home.
A connected city: world class infrastructure and connectivity to drive growth	The promotion of supported housing residential development on sites close to public transport connections and other service infrastructure will help provide connectivity within the city for our most vulnerable and at-risk residents.

Full details are in the body of the report, along with any implications for:

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

#### **Financial Consequences – Revenue:**

There are no direct revenue consequences to the Council arising from this report.

#### **Financial Consequences – Capital**

There are no direct capital consequences to the Council arising from this report.

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### **Background documents (available for public inspection)**

The following documents disclose key facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy, please contact one of the contact officers above.

- Manchester Housing Strategy 2022- 2032
- Better Outcomes, Better Lives Programme documentation
- Adults, Children's and Homelessness Commissioning Plans/Strategies
- Homelessness Strategy

## **1.0 Introduction**

- 1.1 This report provides an update on the development of an Enabling Independence Accommodation Strategy for Manchester (2022 – 2032). A draft of the strategy is included in Appendix 1. The Committee is asked to comment on the draft Enabling Independence Accommodation Strategy and, subject to their comments, agree that the final version be taken for consideration by the Executive in November 2022.

## **2.0 Background & Context**

- 2.1 For over a year, a group of commissioners from Strategic Housing, Adults, Children's and Homelessness plus representatives from MHPP supported housing providers, have met to consider developing a strategy to address challenges and issues related to providing appropriate accommodation for Manchester residents with care and support needs.
- 2.2 What began as a draft supported housing strategy developed into a wider Enabling Independence Accommodation (EIA) strategy, ensuring that whilst there continues to be a focus on ensuring there is the right supported housing the city, that consideration is also given to ensuring that we have put in place the right approach to preventing people from needing supported housing (through the right care and support at home and in the community. There is also a focus on identifying what people often need when they are ready to move out of supported housing - secure affordable accommodation to move on to and resettlement in neighbourhoods.
- 2.3 What also became clear to the group and was supported by consultation was the need for a more interlinked evidence base in relation to users, providers, properties and costs. Marrying together baseline user, property, provider and cost data – currently held in an array of different systems and locations - would provide a clearer picture around current provision and need and demand, to enable evidence-based value for money and “spend to save” solutions to be developed. This evidence base would also strengthen our bids for Greater Manchester and Government capital and revenue funding related to housing with care and support and be in accordance with the Government's National Statement of Expectations for Supported Housing guidance.
- 2.4 This strategy has been developed against a backdrop of reductions to local authority budgets, rising costs following Brexit and the pandemic, the increasing cost of living crisis having a disproportionate impact upon our most vulnerable and at-risk residents, labour shortages and rising material costs impacting upon construction costs. However, whilst taking those challenges into account this strategy will build upon our successes – such as the Extra care programme and Learning Disability housing re-provision. The strategy will also increase our understanding of what we have and how it can be used more efficiently, developing new value for money commissioning models and agreeing clear objectives across all MCC related services and with our MHPP partners to bring forward a new build programme of supported housing and move on accommodation.

- 2.5 The strategy has been drafted based on the findings of engagement activity, which captures the views and opinions of key stakeholders in relation to both the challenges and opportunities facing commissioners, providers and users. This engagement has established key objectives and practical commitments to respond to both challenges and opportunities.
- 2.6 The development of the Strategy has been overseen by the Strategic Housing Board, a partnership board with representatives from relevant Manchester City Council services and the Manchester Housing Providers (MHPP). This Board, and the partnership it represents, will be integral to the successful delivery, governance and oversight of the Enabling Independence Accommodation Strategy over the next ten years.

### **3.0 Manchester Enabling Independence Accommodation Strategy 2022 to 2032**

- 3.1 The Manchester Enabling Independence Accommodation Strategy (2022-2032) sets out a long-term vision which considers how best to improve accommodation options for people in need of care and support to help them remain independent for as long as possible, building on progress already made, and building an improved partnership approach to tackle the challenges faced, better understand and meet need and demand. The 4 key objectives for the Enabling Independence Accommodation Strategy have been agreed as follows:
- 1: Work collaboratively to identify the need and demand for homes that will better enable independence.
  - 2: Ensure better care and support at home.
  - 3: Build the supported housing we need and improve pathways into it.
  - 4: Improve “move on” from temporary supported housing into good quality independent accommodation.
- 3.2 Sitting beneath each of these objectives are 4 key commitments which will enable us to deliver on these key objectives. This includes the headline target of delivering 10,000 affordable homes between 2022 and 2032, which represents just under a third of the 36,000 new homes the Strategy commits us to building over the next ten years.
- 3.3 A delivery plan for each of the 4 objectives will follow the strategy, with named responsible officers overseeing the programme boards (with partner representation) which will be set up for each objective to oversee delivery of the commitments that have been set out.
- 3.4 This strategy cannot be delivered by working in isolation and success will require working collaboratively across Council services and with our Manchester Housing Provider partners and trusted private sector and charitable providers. It will require positive engagement at local, Greater Manchester, Regional and a National level to maximise funding opportunities and partnership approaches to issues and challenges affecting all local authorities, providers and users.

3.5 Considering the above, Committee is asked to comment on the attached draft Enabling Independence Strategy (Appendix 1).

#### **4.0 Consultation**

4.1 A comprehensive programme of consultation has been carried out with a range of audiences including Members, commissioners, providers and user groups. Key sessions included:

- An away day consultation with Manchester commissioners and providers across all users groups
- 2 partnership workshops of commissioners and providers
- 2 Policy panels with Members
- Direct engagement with specific representative groups – including the Manchester Disability led People's Access Group (MDPAG); Manchester Homeless Partnership Board; Homeless Partnership Advisory Group; and
- A range of one-to-one meetings with colleagues across the organisation (e.g., Planning, Revs and Benefits, Development)
- Greater Manchester Health Group
- Engagement with the Department for Levelling Up, Housing and Communities (DLUHC)

4.2 Alongside this regular progress updates have been provided to:

- MHPP Connecting People workstream meetings & the MHPP Forums
- Strategic Housing Board
- Housing Board

4.3 Several common themes featured at all the various consultation events – most notably:

- Our current supported housing provision does not always meet people's needs, especially those with more complex needs.
- The Council needs to better understand demand across different directorates. For example, some young people who need mental health support, may also require learning disability as well as substance misuse support as well as being homeless. Officers do not currently have a clear understanding of how individuals access different services.
- We need to use our existing stock more efficiently to maximise suitable housing outcomes.
- Increasing MHPP provision will provide a higher quality value for money supported provision.
- More clarity is needed around funding models and commissioning processes
- Competing for limited sites in the city impacts upon supported housing development
- Some people live in supported housing simply because wheelchair accessible properties, adaptations and care needed within their own homes is not available.

- People ready to move on to independent accommodation are not always able to due to a lack of available affordable accommodation, particularly one bed properties and accessible homes.
- There is a need for some long-term low-level supported accommodation for a cohort of people who leave and return to temporary supported housing.
- We need commitment from all the MCC services with an influence upon the provision of accommodation to prioritise accommodation options for people with care and support needs.

## **5.0 Next Steps**

- 5.1 Once the Enabling Independence Accommodation Strategy has been finalised, considered, and approved by Executive, delivery plans and a programme board for each objective will be established. The actions detailed in the delivery plans will set out a clear blueprint for how officers will realise the Strategy's vision and fulfil the commitments that have been made. The delivery plan will be reviewed on an ongoing basis. The Strategic Housing Board, which has representation from all relevant Council services and MHPP, will oversee the strategy implementation and an annual performance update will be published to report progress on the various objectives set.

## **6.0 Recommendations**

- 6.1 The Committee is asked to consider the draft Enabling Independence Accommodation Strategy (2022-2032) and provide comments to inform the final version.
- 6.2 Subject to the Committee's comments, the Committee is asked to agree that the final version of the Enabling Independence Accommodation Strategy (2022-2032) is taken for consideration by the Executive in November 2022.