

## **Equality impact assessment (EIA) form: evidencing paying due regard to protected characteristics**

(Form updated April 2019)

### *Development of Specialist Housing*

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যদি আপনি এই ডকুমেন্ট অন্য ভাষায় বা ফরমেটে চান, তাহলে দয়া করে আমাদেরকে বলুন।

如欲索取以另一語文印製或另一格式製作的資料，請與我們聯絡。

اگر آپ کو معلومات کسی دیگر زبان یا دیگر شکل میں درکار ہوں تو برائے مہربانی ہم سے پوچھئے۔

**Equality Impact Assessments (EIAs) are public documents. EIAs accompanying reports going to County Councillors for decisions are published with the committee papers on our website and are available in hard copy at the relevant meeting. To help people to find completed EIAs we also publish them in the Equality and Diversity section of our website. This will help people to see for themselves how we have paid due regard in order to meet statutory requirements.**

Name of Directorate and Service Area	Health and Adult Services Service Development - Housing
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Names and roles of other people involved in carrying out the EIA	Rebecca Dukes – Strategic Service Development Manager

How will you pay due regard? for example, working group, individual officer	Lead officers as named above, individual working groups for each Extra Care development scheme
When did the due regard process start?	Original EIA completed June 2011 Updated January 2023 Updated December 2023

**Section 1. Please describe briefly what this EIA is about.** (for example, are you starting a new service, changing how you do something, stopping doing something?)

**Original 2011 EIA:**

The County Council currently has 9 EPHs earmarked for potential replacement although this reduced to 8 following the Executive decision (8 March 2011) regarding Harrogate extra care. The 'Housing Needs Analysis – Accommodation with Care' has identified a need for an additional 30 extra care schemes across the County by 2020 to meet existing and future demand.

In November 2010, officers presented to Executive Members four options for the future of elderly persons' accommodation in North Yorkshire. The main options were to close all 9 County Council-owned Elderly Persons' Homes (EPHs) without replacement, or to replace all 9 EPHs with extra care housing schemes. The outcome of that meeting was that Executive Members would prefer to re-place the EPHs with extra care housing.

Option 3 of the appraisal suggested a procurement exercise be conducted to meet the demands as identified in the Housing Needs Analysis.

In March 2011, Executive Members agreed to pursue the procurement exercise option, to potentially deliver 30 additional schemes across North Yorkshire.

The County Council has a commissioning strategy that will ensure that older and vulnerable people across North Yorkshire have access to a range of accommodation and services, such as:-

- retaining 6 NYCC Resource Centres across the county
- providing extra care housing in major towns and villages across the county
- nursing home provision in the independent sector
- specialist housing such as for people living with dementia, physical or learning disability in both the extra care schemes and in the independent sector
- encouraging district and borough partners to ensure any new housing meets Lifetime Homes Standards so that people can remain in their home as their needs change
- supporting people to remain at home utilising Telecare

The availability of capital grant to support the delivery of extra care housing has diminished severely and there is a need to identify more innovative ways to enable extra care development to continue.

The Extra Care Team has undertaken market testing in the form of an open meeting with potential providers followed by submission of initial proposals. These were considered by a project board consisting of senior officers from NYCC who also sought legal advice regarding specific aspects of some of the proposals.

The market testing led to the development of a list of outcomes and a second round of market testing has led to the submission of 7 proposals with a varying level of detail. An additional outcome of the robust market testing that has been undertaken is the fact that the County Council has been able to be much more demanding in its requirements and desired outcomes.

Developers and specialist extra care housing associations are keen to increase their offer in order to secure development business within the poor market conditions that currently exist.

It is clear from the results of the market testing that this process would generate a number of benefits for North Yorkshire County Council far and above just meeting the needs of Adult & Community Services. As well as re-providing the County Council's EPHs and delivering extra care housing to meet existing and future need, the project would deliver:-

#### Economic development

- this project would facilitate stimulation of a market that is currently in decline
- it would enable organisations that are currently reducing their development programmes to kick-start development across the county and provide training and employment opportunities
- it would enable social enterprise opportunities to provide training and employment to people who can't access these through traditional routes such as people with a learning or physical disability or people in isolated rural communities
- the extra care housing schemes will be much larger than the existing EPH's and will therefore offer higher numbers of employment opportunities than currently available
- undertaking this project would identify NYCC as a national lead in enabling development to continue by utilising an innovative and creative model

An overarching EIA has been completed for the delivery of ECH in North Yorkshire and also, where an EPH is identified for replacement, an EIA has been undertaken, which is included in The Planned Closure of a Residential Home Procedure. (Available through intranet)

Where the identified EPHs are considered for replacement, the above mentioned procedure and EIA will be adopted.

Regardless of which option Executive Members agree to continue with, for instance, whether to work in partnership to deliver 30 further schemes or to only replace the 8 EPHs with ECH, the decision to consult to replace these EPHs has already been ratified.

The development programme for 30+ schemes will enable people in North Yorkshire to access ECH in wider locations, than if NYCC only developed ECH linked to the 9 EPHs.

#### **2023 Update:**

Following a highly successful programme there are now 28 active Extra Care schemes with over 1500 units of accommodation in North Yorkshire. Additional schemes are planned for Harrogate, Malton, Bedale, Whitby and Catterick along with early plans to develop new models of Extra Care such as smaller scale rural schemes and schemes able to accommodate people with more complex needs.

In line with the original proposal, 14 EPHs have been replaced with Extra Care since 2011.

In addition to providing over 1500 units of high quality accommodation with support in key locations, the Extra Care programme has attracted upwards of £100m in external investment into the County via housing providers and grant allocations from Homes England.

Extra Care has proved adaptable to local need, both in terms of scale and design, with the inclusion of community infrastructure such as libraries creating vibrant and sustainable community hubs.

#### **2024 Update:**

As part of the 2024 Budget setting process Extra Care has been included within a broader 'Specialist Housing' programme and this EIA now reflects the wider remit as follows:

##### 1. Extra Care:

The scope of this programme remains the same as that set out above as is consistent with the strategy and approach that has been followed since 2011 and updated in 2023.

##### 2. Supported Living:

North Yorkshire Council defines Supported Living as:

*"A home of your own that you are supported to live in. It must contain both of the following elements:*

- *Housing-related support including living skills and help to maintain a tenancy and;*
- *A Care & Support Team who are available for a substantial amount of time to help people to live*

*independently and meet eligible care and support needs.*

*The housing can be a single property with one or more bedrooms, or a number of properties which are together as part of a wider complex (for example, a block of apartments). The properties are often specially adapted for those living there and are protected for those who have care and support needs. It can be people living alone, or sharing a home with others who have similar support needs."*

NYC currently commissions care and support to 822 people in supported living in 218 properties across the county. These properties are a broad mix, ranging from individual homes through to larger schemes supporting 10+ people. NYC currently works with more than 40 Housing providers, including RPs and private landlords to secure appropriate properties wherever possible.

Care and Support for individuals living in supported living is commissioned through CQC regulated providers via NYC's Approved Provider list. These are primarily, although not exclusively separate to housing providers to ensure the person has choice and that any changes in care and support needs do not impact a person's ability to live in their own home.

Pressures on the availability of properties and the lack of a fully strategic approach to supported living need means that there is significant unmet need across the county. There are currently 46 voids in supported properties, however many of these cannot be accessed due to compatibility issues. Age is a key factor in this, the majority of voids exist in properties lived in by people aged over 50 whereas the majority of new demand is from those under 30. This is clearly more of an issue in shared accommodation.

The Supported Living workstream of the Specialist housing programme will focus on securing, either through partnership working, commissioning or development, sufficient units of high quality accommodation with support that will allow NYC to meet the current demand, move on from less suitable housing which is currently in use and allow people to move into their own home rather than residential or other less suitable provision.

## **Section 2. Why is this being proposed? What are the aims? What does the authority hope to achieve by it? (for example, to save money, meet increased demand, do things in a better way.)**

### **Extra Care:**

The NYCC EPH Estate is ageing and as levels of need and complexity advance, there is a need to look to new models of care and support. Extra Care provides people with a home environment with their own front door, with the added security of purpose built environments that support independence and the security of 24/7 onsite support which can be accessed via alert pendants or other technology.

Extra Care has been shown to improve outcomes for individuals whilst also being more cost effective for both the person and NYCC as weekly costs in Extra Care are, on average, significantly lower than those in residential provision.

The programme has also attracted large scale external investment to North Yorkshire, with schemes in many places acting as community hubs, hosting libraries and other services.

Demand remains high for Extra Care with more than 300 people having expressed an interest in moving into schemes, as such 5 new Extra Care schemes are proposed across North Yorkshire, each one will provide more than 60 units of accommodation whilst generating savings of approximately £300,000 per scheme against residential care costs.

### **Supported Living:**

The lack of Supported Living accommodation means that people are often living in housing which is less than ideal to meet their needs – this can be located away from their preferred place to live, smaller than they would like or in a configuration (e.g. shared living) that would not be their first choice. These settings can also increase care costs where the living environment is not supportive of a person's needs.

By developing a structured programme for securing adequate numbers of supported living units, the council will ensure people are supported in the most appropriate environment in such a way that minimises their need for direct care and support whilst promoting independence and personal wellbeing. In doing so the programme will also reduce the need for residential care placements for people with Learning Disabilities.

### **Section 3. What will change? What will be different for customers and/or staff?**

#### **Extra Care:**

The replacement programme has seen 14 EPHs replaced with Extra Care all across North Yorkshire.

28 schemes and more than 1500 units of accommodation have been provided, these offer people their own home and front door along with the peace of mind that 24/7 support can bring. Staff roles have changed and adapted as schemes have opened and developed, whilst the core caring role remains, schemes are highly flexible and offer a variety of roles and opportunities that were not present within residential provision.

The programme will continue to develop on a well established and understood model which has delivered savings and good outcomes for people across the county. The new model will allow for a wider range of accommodation with support solutions to be developed.

#### **Supported Living:**

The programme will increase the numbers of units of Supported Living available for people, improving choice in terms of location and configuration so that people's needs can be more effectively met.

By working with RPs and other housing providers on a wide range of schemes from general needs through to complex specialist, more suitable accommodation will be brought into use which will allow both the movement of people waiting for housing and the end of use for housing which is unsuitable and increases care and support needs due to size and layout limitations.

This will allow individuals a greater choice in where, and how they live.

### **Section 4. Involvement and consultation (What involvement and consultation has been done regarding the proposal and what are the results? What consultation will be needed and how will it be done?)**

#### **Extra Care:**

Initial consultation on the Extra Care programme was completed in 2011 prior to the programme starting. Since then, all new schemes and proposed schemes are consulted on with existing residents and their families, as well as NYCC colleagues.

Local communities are consulted through the planning process on developments, and this has led to modifications and changes to scheme proposals. The most successful schemes are those where the community feels some ownership of the scheme and works closely with NYCC and the provider to inform design and layout choices.

#### **Supported Living:**

Housing LiN were commissioned to develop a long term needs assessment for Supported Accommodation, as part of this work they worked with Learning Disability England to engage with people using services to understand their desires and expectations of accommodation, this information will be used to guide the development of the programme.

Everyone who expresses an interest in Supported Living has a pen picture completed which gives information about them and where and how they would like to live which informs options and decision making around accommodation for that person.

### **Section 5. What impact will this proposal have on council budgets? Will it be cost neutral,**

**have increased cost or reduce costs?****Extra Care:**

The Extra Care programme has realised significant savings through the difference in costs between ECH and residential care. Historically this has included savings against EPH budgets, however this is also the case where no provision is replaced and ECH simply adds capacity to an area at a lower rate than would be the case in residential care.

The proposed 5 additional schemes will each save £300,000 pa once complete and full occupied, accounting for savings of £1.5m by 2027/28.

**Supported Living:**

The development and implementation of new Supported Living capacity will realise savings of £640,000 per year by 2027/28 based on appropriately diverting 6% of people who would otherwise have been supported in residential care into Supported Living.

<b>Section 6. How will this proposal affect people with protected characteristics?</b>	<b>No impact</b>	<b>Make things better</b>	<b>Make things worse</b>	<b>Why will it have this effect? Provide evidence from engagement, consultation and/or service user data or demographic information etc.</b>
Age		X		Extra Care predominantly supports people over the age of 55, with some exceptions. The programme will create high quality, affordable accommodation to support this group.
Disability		X		People with a disability will be able to access more appropriate accommodation designed to meet their needs.
Sex	X			There is no evidence or expectation of an impact based on this characteristic.
Race	X			There is no evidence or expectation of an impact based on this characteristic.
Gender reassignment	X			There is no evidence or expectation of an impact based on this characteristic.
Sexual orientation	X			There is no evidence or expectation of an impact based on this characteristic.
Religion or belief	X			There is no evidence or expectation of an impact based on this characteristic.
Pregnancy or maternity	X			There is no evidence or expectation of an impact based on this characteristic.
Marriage or civil	X			There is no evidence or expectation of an

partnership				impact based on this characteristic.
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<b>Section 7. How will this proposal affect people who...</b>	<b>No impact</b>	<b>Make things better</b>	<b>Make things worse</b>	<b>Why will it have this effect? Provide evidence from engagement, consultation and/or service user data or demographic information etc.</b>
...live in a rural area?		X		Extra Care provision has been developed in rural settings such as Bainbridge, Settle and Castleton. This allows people to remain in their communities for longer. Work on smaller scale rural schemes is now underway which will further improve this outcome. The development of Supported Living in a wider range of communities will allow people more choice in where they live, including in rural settings.
...have a low income?		X		Extra Care and Supported Housing is an affordable option, care costs are financially assessed by NYCC and housing related costs are eligible for housing benefit.
...are carers (unpaid family or friend)?		X		The provision of local accommodation with 24/7 onsite support allows carers peace of mind that their loved one is in a place of safety with support, whilst also fostering independence.

<b>Section 8. Geographic impact – Please detail where the impact will be (please tick all that apply)</b>	
North Yorkshire wide	X
Craven district	X
Hambleton district	X
Harrogate district	X
Richmondshire district	X
Ryedale district	X
Scarborough district	X
Selby district	X
<b>If you have ticked one or more districts, will specific town(s)/village(s) be particularly impacted? If so, please specify below.</b>	
Extra Care schemes are now open in:	



Northallerton x2  
 Brompton  
 Great Ayton  
 Stokesley  
 Richmond  
 Bainbridge  
 Leyburn  
 Thirsk  
 Castleton  
 Norton  
 Pickering  
 Helmsley  
 Easingwold  
 Ripon  
 Knaresborough  
 Harrogate  
 Skipton x2  
 Settle  
 Bentham  
 Tadcaster  
 Selby  
 Scarborough x4  
 Filey

Supported Living will be based on a needs and opportunity basis in localities to be determined, the intention is to deliver a countywide network of accommodation with support.

**Section 9. Will the proposal affect anyone more because of a combination of protected characteristics?** (for example, older women or young gay men) **State what you think the effect may be and why, providing evidence from engagement, consultation and/or service user data or demographic information etc.**

Based on demographics, most changes to adult social care services have a disproportionate impact on older women as they make up a large part of those accessing services. Any impact is due to this demographic position rather than anything inherent to the programme.

Changes to Supported Living will predominantly impact people with a disability, again this is a reflection of the people using this service rather than a feature of the programme.

<b>Section 10. Next steps to address the anticipated impact. Select one of the following options and explain why this has been chosen. (Remember: we have an anticipatory duty to make reasonable adjustments so that disabled people can access services and work for us)</b>	<b>Tick option chosen</b>
<b>1. No adverse impact - no major change needed to the proposal.</b> There is no potential for discrimination or adverse impact identified.	<b>X</b>
<b>2. Adverse impact - adjust the proposal</b> - The EIA identifies potential problems or missed opportunities. We will change our proposal to reduce or remove these adverse impacts, or we will achieve our aim in another way which will not make things worse for people.	
<b>3. Adverse impact - continue the proposal</b> - The EIA identifies potential problems or missed opportunities. We cannot change our proposal to reduce or remove these adverse impacts, nor can we achieve our aim in another way which will not	



make things worse for people. (There must be compelling reasons for continuing with proposals which will have the most adverse impacts. Get advice from Legal Services)	
<b>4. Actual or potential unlawful discrimination - stop and remove the proposal –</b> The EIA identifies actual or potential unlawful discrimination. It must be stopped.	
<b>Explanation of why option has been chosen.</b> (Include any advice given by Legal Services.)  As shown above, and based on the evidence of the period 2011-2023, Extra Care does represent a positive change in provision, both in terms of outcomes for people and financially for individuals and NYCC.  Future provision will follow this this model and as such impacts are expected to be in line with those already established.  The expansion of Supported Living will increase choice and opportunity for individuals.	

<b>Section 11. If the proposal is to be implemented how will you find out how it is really affecting people?</b> (How will you monitor and review the changes?)  Schemes will continue to be monitored to ensure outcomes for people are met and that Extra Care remains a suitable option for people needing care and support. Changes to the model will be consulted on and based on national best practice in housing and support.  The expansion of total capacity and wider options for people will be delivered and monitored through the Supported Housing team, outcomes for individuals will be monitored through support plans and reviews.
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<b>Section 12. Action plan.</b> List any actions you need to take which have been identified in this EIA, including post implementation review to find out how the outcomes have been achieved in practice and what impacts there have actually been on people with protected characteristics.				
Action	Lead	By when	Progress	Monitoring arrangements
Engagement on new schemes	Extra Care and Supported Accommodation Teams	Ongoing	Ongoing	Team report to internal management structures and regularly update Executive Members

**Section 13. Summary** Summarise the findings of your EIA, including impacts, recommendation in relation to addressing impacts, including any legal advice, and next steps. This summary should be used as part of the report to the decision maker.

**Extra Care:**

The potential adverse impacts originally identified have not been realised.

As shown above, and based on the evidence of the period 2011-2023, Extra Care does represent a positive change in provision, both in terms of outcomes for people and financially for individuals and NYCC.

Future provision will follow this this model and as such impacts are expected to be in line with those already established.

**Supported Living:**

Increasing the supply of Supported Living based on needs assessment and engagement with people will enhance people's opportunities and choice.

**Section 14. Sign off section**

This full EIA was completed by:

**Name: Mike Rudd**

**Job title: Head of Housing, technology & Sustainability**

**Directorate: Health and Adult Services**

**Signature: M. Rudd**

**Completion date: 20/12/2023**

**Updated: 24/12/2024**

**Authorised by relevant Assistant Director (signature): Abi Barron**

**Date: 22/12/23**