

REPORT

By: Andrew Ireland, Assistant Director, Performance Management Service Policy and Standards.

To: DMT – 08/11/02

Subject: SHELTERED HOUSING – A NEW STRATEGY.

Classification: Unrestricted

Summary: This report puts forward a new strategy on how to deliver sheltered housing across Kent. It emphasises the importance of developing Extra Care Sheltered Housing as an alternative to residential care. It presents a suitable model of care and potential funding streams for developing Extra Care Sheltered Housing.

1. Introduction

1.1 This report updates the Directorate Management Team on the importance of developing Extra Care Sheltered Housing across Kent and the opportunity to develop a strategic partnership to drive it. Extra Care Sheltered Housing enables older people who would otherwise have entered into institutional care to remain independent in specially adapted community settings.

1.2 The report will look at the following work completed by the Joint Sheltered Housing Working Group chaired by Andrew Ireland;

- A needs analysis of sheltered housing across Kent, looking at the needs of each of the twelve districts.
- A Best Practice Model of Care to support older people in Extra Care Sheltered Housing.
- Potential funding sources to expand the provision of Extra Care Sheltered Housing across Kent.

2. Policy Context

The key drivers behind this report are: -

- 2002 “The Next Four Years” (Kent County Council):
Ensure an additional 1,000 well-designed units of sheltered housing are provided across Kent.
- 2001 – 2004 “The Local Public Service Agreement in Kent” (Kent County Council and Her Majesty’s Treasury): *Reduce the rate of admission of people over 65 to residential and nursing care.*
- 2000 “Active Care” (Kent Social Services):
Extend recuperative care and rehabilitation facilities across Kent and through Supporting People partnership promote the concept developing very sheltered housing and retirement communities.
- 1993-4 “The F-Factor – Reasons why some older people choose residential care” (Department of Health and the Social Services Inspectorate).
- 2002 “Supported Housing and Care Homes” (Department of Health)

- Supporting People.

3 Needs Analysis

- 3.1 An updated needs analysis of Extra Care Sheltered Housing has been undertaken to inform this strategy. It is based on data collected from: -
- Demographic data on the older population across Kent.
 - A forecast of future placements in residential care that could be offered Extra Care Sheltered Housing as a viable alternative.
 - Housing managers from each District Council and locality officers from the Supporting People Team (Appendix C).
- 3.2 The needs analysis demonstrates that there is a serious shortfall of Extra Care Sheltered Housing for older people across Kent. Only three out of the twelve District Councils (Canterbury, Sevenoaks and Swale) have successfully developed this housing model. The extent of the shortage of Extra Care Sheltered Housing varies between districts. This is illustrated in Chart 1 (Appendix A).
- 3.3 The needs analysis also reveals common themes across the districts. Some of the current sheltered housing is underused, however this is because it was built in the 1960's and includes a high number of bedsits and which lack disability access. As our society's aspirations and standards have grown experience demonstrates that older people generally want dedicated bedrooms and modern facilities. The level of voids and lack of capital funding opportunities are important reasons why Extra Care Sheltered Housing has not been fully developed across Kent. The high levels of bedsits are identified in Chart 2.
- 3.4 The need for sheltered housing is further demonstrated when comparing the current provision of sheltered housing to the elderly population of Kent. Chart 3 reveals the population of people over 65 years in each district in contrast to the current provision of sheltered housing. Chart 4 accentuates further the lack of Extra Care Sheltered Housing in Kent by comparing the population of people over 85 years in Kent with the current stock of Extra Care Sheltered Housing accommodation which is suitable for frail older people. Looking towards the next ten years the population of people over 85 will continue to rise (Chart 5), which will increase the demand for Extra Care Sheltered Housing further still.
- 3.5 The Commissioning Managers for Social Services have stated that 25% of people being referred into residential care could be more appropriately be accommodated in Extra Care Sheltered Housing.¹ This supports guidelines outlined by Supporting People and targets set out in the Public Service Agreement. After calculating this figure it is estimated that out of the 1290 people placed in KCC funded residential care, 324 people could be diverted from into Extra Care Sheltered Housing (Appendix B) if this type of accommodation was available.
- 3.6 The needs analysis demonstrates the shortage of Extra Care Sheltered Housing across Kent. If Extra Care Sheltered Housing can be developed this will deliver active care and enable greater numbers of older people to live independently in their own homes in the community.

¹ This estimate is somewhat understated when looking at cases such as Verona Court, an Extra Care Sheltered Housing Scheme in Wolverhampton where 50% of residents were transferred from a residential care to Verona Court. Many of the service users, who previously displayed behavioural problems in the residential care home, prospered in this more flexible accommodation.

4. Best Practice Model of Care

- 4.1 The Joint Sheltered Housing Working Group has considered the best and current research available, carried out visits to 13 schemes across the country² and identified the strengths and weaknesses with the managers of each scheme (Appendix C). It considers that Extra Care Sheltered Housing offers an environment that promotes independence, health, welfare and a good quality of life and its key findings follow.
- 4.2 Partnerships between Social Services, Housing and Health are essential when developing and operating Extra Care Sheltered Housing. It often includes the private and voluntary sector in services such as scheme design, housing management and in as domiciliary care, day care, meals, hairdressing or the provision of a mobile shop. Encouraging the Community Groups to use the meeting facilities is valuable in bringing in a range of activities such as amateur dramatics, slimming clubs, carers' support and disability groups. It is important that activities are non-intrusive, appropriate and open to tenant participation.
- 4.3 When setting up a new Extra Care Sheltered Housing scheme, the geographical location is very important. The most successful schemes are centrally located and offer accessibility to tenants, relatives and the community. The size of the scheme is also important with the most benefits being derived from schemes with between 30 and 40 tenants.
- 4.4 Criteria for acceptance on to Extra Care Sheltered Housing waiting lists are normally: -
- Applicant must be age 65 plus.³
 - Applicant must live in the local area (or in some cases have a family connection).
 - Applicant must have housing and social care need.
 - There may also be some nomination rights issues – it would be beneficial for KCC to retain nomination rights.
- 4.5 All schemes stressed the importance of achieving the right balance of dependency achieving optimum benefit for tenants through a range of abilities and reflecting the outside community as closely as possible. The provision of night cover was seen to be crucial by most schemes. Feedback from tenants suggests that the preferred option be for waking night staff who will respond to tenants' needs.
- 4.5 Provision of domiciliary care varied between schemes and range up to high levels. Care hours were allocated on a block basis for the scheme (not per tenant) and were used flexibly. More intensive needs were met by additional purchases through individual care packages. The most successful options were the cluster care approach with a dedicated team, or Social Services staff based on site.
- 4.6 Research indicates that fear is the most overriding factor which influences an older person taking up a residential care placement⁴. Extra Care Sheltered Housing offers reassurance to enable people to live safely within their local community and provides a 'home for life'. It also promotes independence, as tenants know that help is at hand if anything goes wrong. A number of schemes cited examples of tenants who had been receiving packages of care prior to moving into Extra Care Sheltered Housing, but after a short period of time were more independent with a lower level of support.

² There were thirteen schemes including schemes in Swanley, Wolverhampton, Leighton Buzzard, Bickley, Hackney, Sudbury and Hadleigh.

³ Ages of tenants ranged from 35 – 100 years although most tenants are in their 80's.

⁴ Reference Matching Needs and Services Report, Dartford Older Persons April 2002; DoH/PSSRU review "Home and Away" July 1994

4.7 Smart technology in the form of 24-hour lifeline services, door alarms and pressure pads to monitor potential wandering outside the building can also influence the extent to which a tenant can be maintained in a scheme, e.g. in the case of a tenant developing dementia. All schemes were committed to the philosophy of “A Home for Life”. All schemes were willing to treat each application on an individual basis and to support people with dementia for as long as possible however some had agreed a policy not to accept people with a clinical diagnosis of dementia.

In all schemes there was a clear demarcation between personal care and housing related support. It is stated by the Department of Health that Extra Sheltered Housing be registered as domiciliary care, not as care homes.

5. Funding Options

5.1 Kent County Council has an important strategic role working closely with District partners and central government to deliver the model of Extra Care Sheltered Housing across Kent and to ensure that the targets set out in the “Next Four Years” and the Public Service Agreement are achieved.

5.2 There are several options to fund the development of sheltered housing in Kent: -

The Public Finance Initiative (PFI) is an important source of funding for sheltered housing. The Social Services Directorate have already had a successful track record of winning PFI credits from central government and with 8 District Council partners we are finalising an outline proposal for £18 million PFI credits for additional social housing. This bid which has been discussed with the Office of the Deputy Prime Minister (ODPM) presents three strands which promote independence and active care: -

- A forty-unit development of Extra Sheltered Housing for older peoples in Folkestone, Shepway. This will include 26 units for older people with high dependency and 14 units for older people with mental health needs.
- A thirty to forty-unit development of Extra Sheltered Housing for high dependency older people in Dartford.
- Eight clusters of transitional supported accommodation for adults with learning disabilities in Ashford, Canterbury, Dartford, Maidstone, Shepway, Swale, Thanet and Tonbridge and Malling.

5.3 The discussions with the Office of the Deputy Prime Minister (ODPM) also identified the opportunity for submitting an outline proposal for a bid for PFI for the modernisation of current sheltered housing stock across several district partners. Due to the complexity of PFI projects this will also require KCC to assist at a strategic level and the partners can use this opportunity to further develop Extra Care Sheltered Housing. The development costs of PFI are normally high (about £0.4 million) however this could be shared amongst partners.

5.4 The Housing Corporation is a key provider of funding for sheltered housing. Previous bids were submitted through Housing Associations or Registered Social Landlord’s (RSL’s) with the support of the District Councils. A more strategic approach would be for Kent County Council to work in partnership with District Councils and Housing Associations in order to develop schemes that have the greatest priority and to support their schemes to maximise funding for Kent as a whole. A similar approach has been used by Essex County Council and it enables the Housing Corporation to allocate funding more effectively.

5.5 Other Public Private Partnerships (PPP’s) could be used to develop sheltered housing in Kent. Kent County Council could consider amending its land disposal policy so that where there are clear benefits for KCC in terms of future revenue savings generated, land can be contributed as part of a deal with private developers to construct sheltered housing in Kent.

- 5.6 European funding is a possible resource that could be used to fund a few units of sheltered housing in Kent. Although European Funding does not usually cover housing per se, Housing Associations and Foyers have used European Social Fund to support training and other support activities to aid the employability of the disadvantaged groups they work with. For example, Chichester New Opportunities provides enhanced training and employment opportunities in construction for unemployed people at the redevelopment of a social housing estate in Chichester.⁵
- 5.7 Development negotiations have traditionally been used as a tool by District Councils to develop social housing. Around 20% of a new development as a rule is social housing, Kent County Council and District Councils could require a percentage of this as sheltered housing.

6. Commissioning in Partnership

- 6.1 In order to develop Extra Care Sheltered Housing across Kent, it is important that the directorate helps to build with our District Council and Primary Care Trust partners in a robust process of developing Extra Care Sheltered Housing utilising current area and district commissioning forums. Consequently following this, DMT local commissioners will receive further details on need, current services and the funding options so local commissioning decisions can be made.
- 6.2 To support local commissioners, specialist support will be put in place at headquarters in order to project manage large sheltered housing projects and facilitate negotiations with the Housing Corporation and other major external funders. It is proposed this role will be carried out by the PFI Project and Development function at headquarters. A dedicated post will be established which is set up in partnership with the district councils and jointly funded by all partners. It is further proposed that one of the Area Directors of Social Services be given responsibility for over viewing this function.
- 6.3 Public sector sheltered housing is funded from capital or revenue funding from the Office of the Deputy Prime Minister and the Housing Corporation. The Supporting People Commissioning Body/Core Strategy Development Group will have a key role in agreeing revenue funding for sheltered housing. It will consider priorities proposed by area and district commissioning forums and including Health, Housing, Probation and Social Services for all users groups.
- 6.4 The Area Director for Social Services, the PFI and Development Team and the Supporting People Team will ensure the Sheltered Housing strategy is implemented effectively.

7 Implementation of Sheltered Housing Strategy

It is proposed that the following programme to implement the strategy is approved.

- 7.1 Following DMT approval a Sheltered Housing Strategy Steering Group will be established chaired by an Area Director with representatives from the District Councils and will be supported by the Commissioning Forum and Heads of District Councils.
- 7.2 Briefings will take place with the ODPM, Housing Corporation and Government Office of the South East (GOSE) so these organisations endorse this strategy.

⁵ Details of this project can be found at <http://www.esfprojects.org.uk/chichester.html>

- 7.3 In order to develop the new sheltered housing strategy, a strategic conference needs to be organised led by KCC and with District Councils, the Health Economy the ODPM, GOSE, the South East England Development Agency (SEEDA) and all Housing Associations to attend. This conference would be chaired by the Strategic Director of Social Services in which we could launch the new strategy and develop, in work shops, a project plan setting out the operational implementation and how existing bodies can be utilised effectively. This will be developed jointly by the Supporting People and PFI teams.
- 7.4 The sheltered housing strategy will be reviewed biannually and the project plan that supports the meeting of Public Service Agreement, the Next Four Years and Active Care targets will be monitored on a monthly basis and regular reports will be presented to DMT and all partners.

8 Financial Implications

- 8.1 For all new Extra Care Sheltered Housing developments, there will need to be detailed business cases presented and approved by all partners. It is not intended that Kent County Council contribute any capital funding to new Extra Care Sheltered Housing schemes. The capital costs will be financed through the options outlined above (Section 5).
- 8.2 There will be revenue costs to provide the care element and it is planned that this will reduce the residential care costs and so will generate a net saving to the directorate. An example of the savings that could be made, based on an existing Extra Care Sheltered Housing scheme in Canterbury, is as follows:

	£ (per week)
Cost of Client in Residential Care in Canterbury	266.88
Cost to Social Services of Client in Extra Care Sheltered Housing:	
Care Element	85.25
Other Expenditure Met from Supporting People's budget	35.35

The net saving to the Directorate, based on the figures above, would be approximately £180 per week per client, but with an additional pressure on the Supporting People's budget of £35.35 per week. The £180 saving equates to an annual saving of approximately £9,360 per client.

- 8.3 The revenue funding will originate from growth bids to the Office of the Deputy Prime Minister to augment the Supporting People ring-fenced budgets (housing related support) and Social Services Care Management Budgets (personal care).

Recommendations

1. DMT are asked to approve this sheltered housing strategy.
2. Resubmission of the Additional Social Housing PFI bid and the development of further PFI bids.
3. That a new model of care is implemented within the new Extra Care Sheltered Housing schemes.

4. That a strategic conference be held, led by KCC and with District Councils, the Health Economy, Government of the South East, the South East England Development Agency and all Housing Associations to attend. This conference would be chaired by the Strategic Director of Social Services in which we could launch the new strategy and develop, in work shops, a project plan setting out the operational implementation and how existing bodies can be utilised effectively.
5. That a new strategic approach to the provision of sheltered housing is incorporated into the Supporting People Full Strategy (to be agreed by the newly constituted Commissioning Body).
6. That the implementation of the sheltered housing strategy is consistent with the objectives of the newly constituted Supporting People Core Strategy Development Group and a presentation of the strategy takes place to the newly constituted Commissioning Body in April 2003.
7. That we consider the relative priority of sheltered housing for capital/revenue funding in tandem with other KCC priorities for other service user groups. This will then be considered at the Commissioning Body for prioritisation with the other stakeholders within Supporting People for the Full Strategy in September 2003.
8. It is proposed that a dedicated post is established to project manage large sheltered housing projects and facilitate negotiations with the Housing Corporation and other major external funding bodies in consultation with all stakeholders including the Commissioning Manager (Supporting People) and all twelve District Councils. The post would be established in partnership with the District Councils and jointly funded by all partners.

Appendix A

Chart 1: Breakdown of the various categories of sheltered housing per district in KCC area

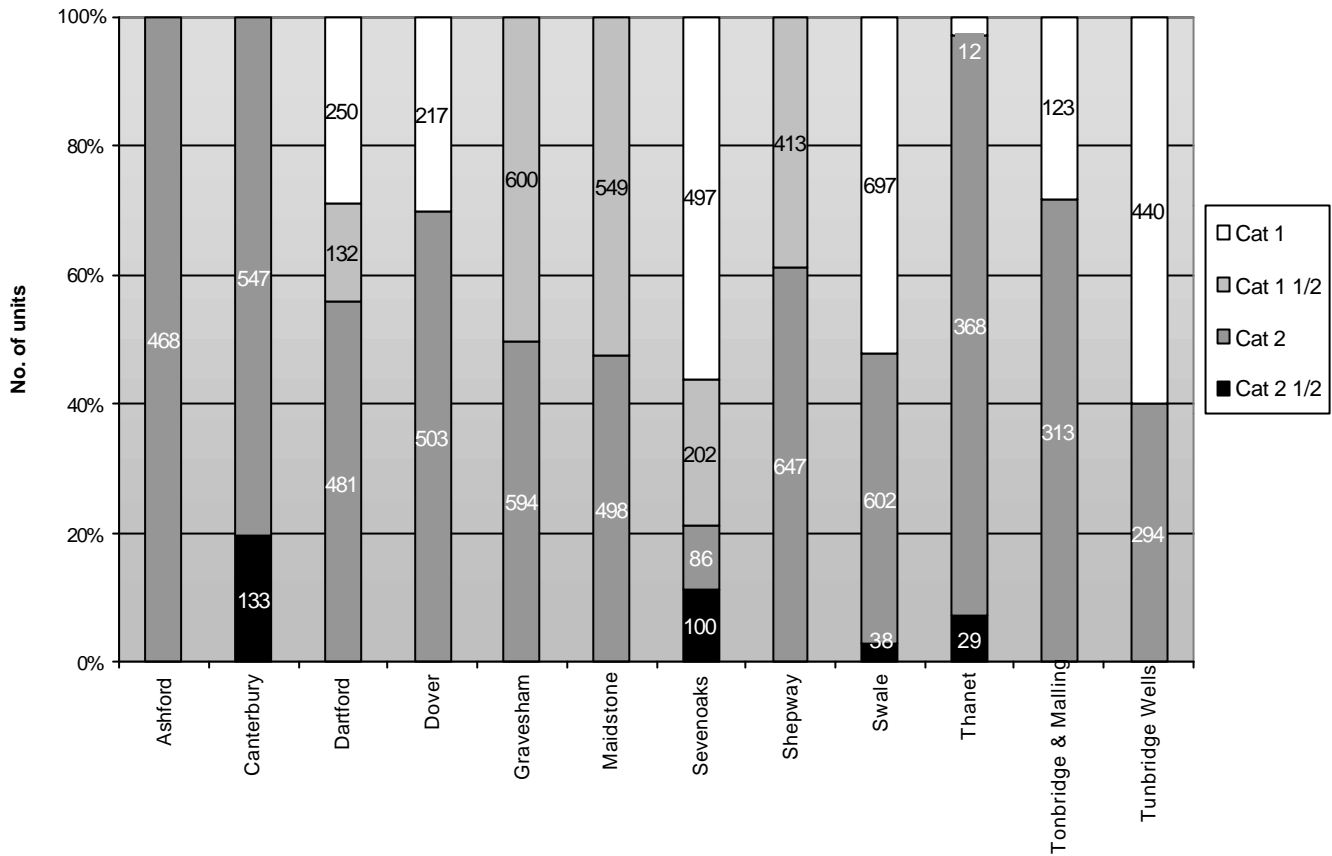


Chart 2: TYPES OF SHELTERED HOUSING WHICH MAKES UP THE DISTRICTS STOCK IN THE KCC AREA

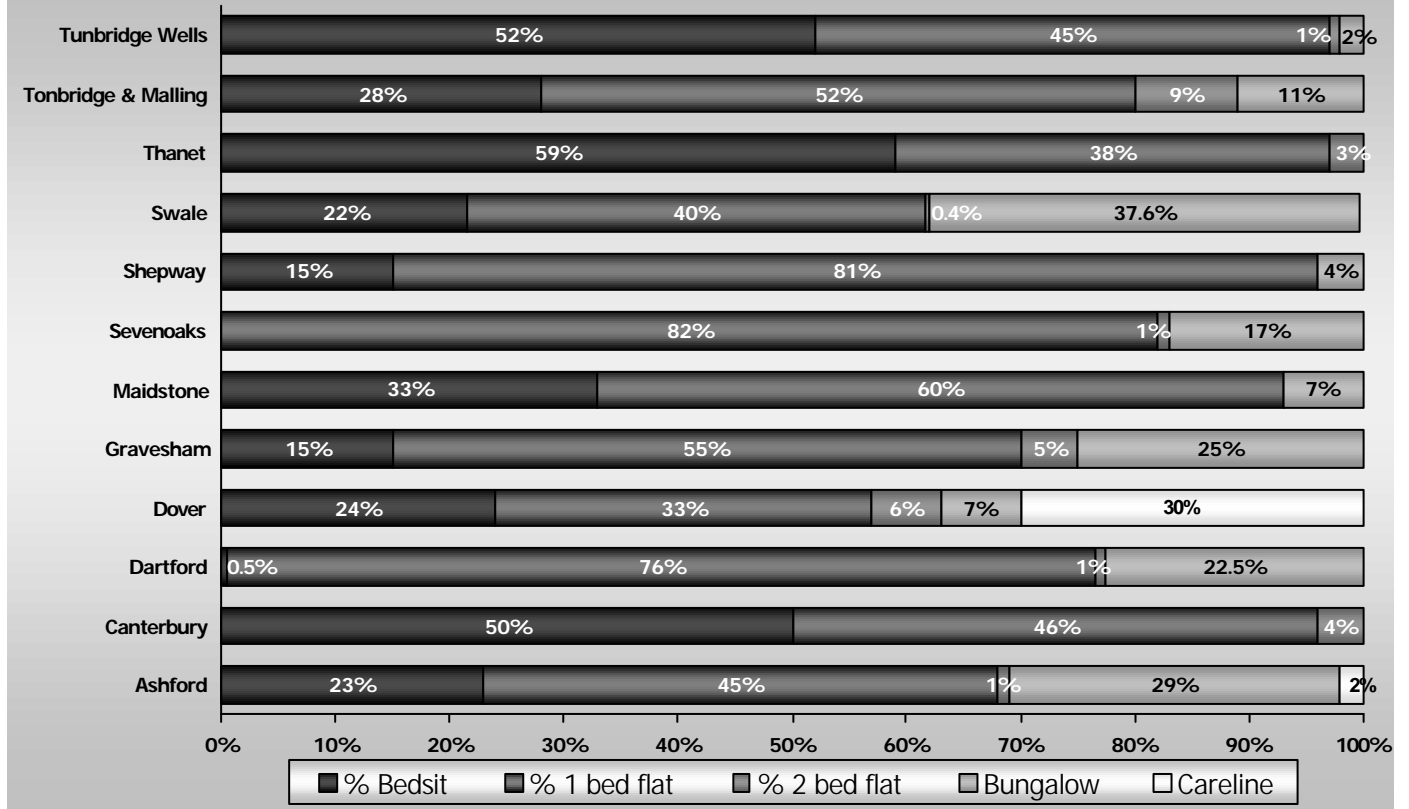


Chart 3: The number of sheltered housing units compared with the population 65+ per district in the KCC area.

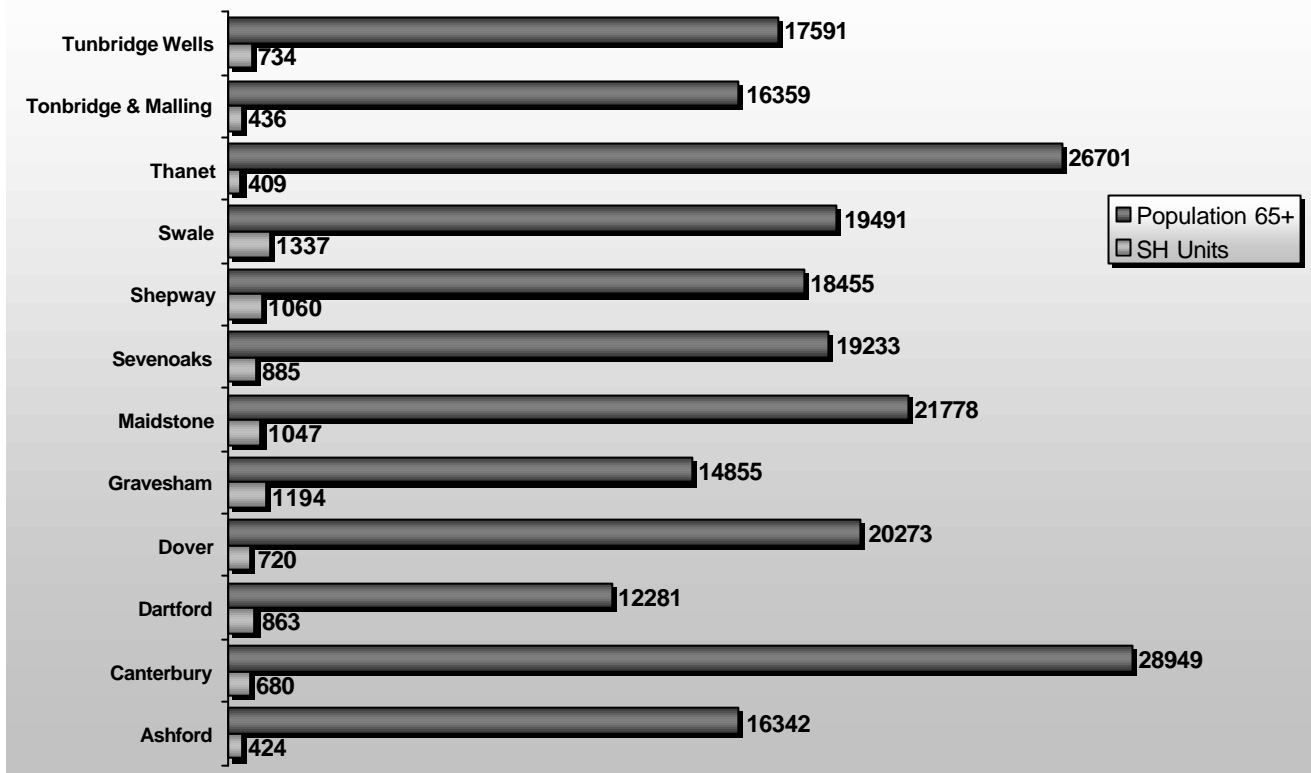


Chart 4: The number of extra sheltered housing units compared with the population 85+ per district in the KCC area.

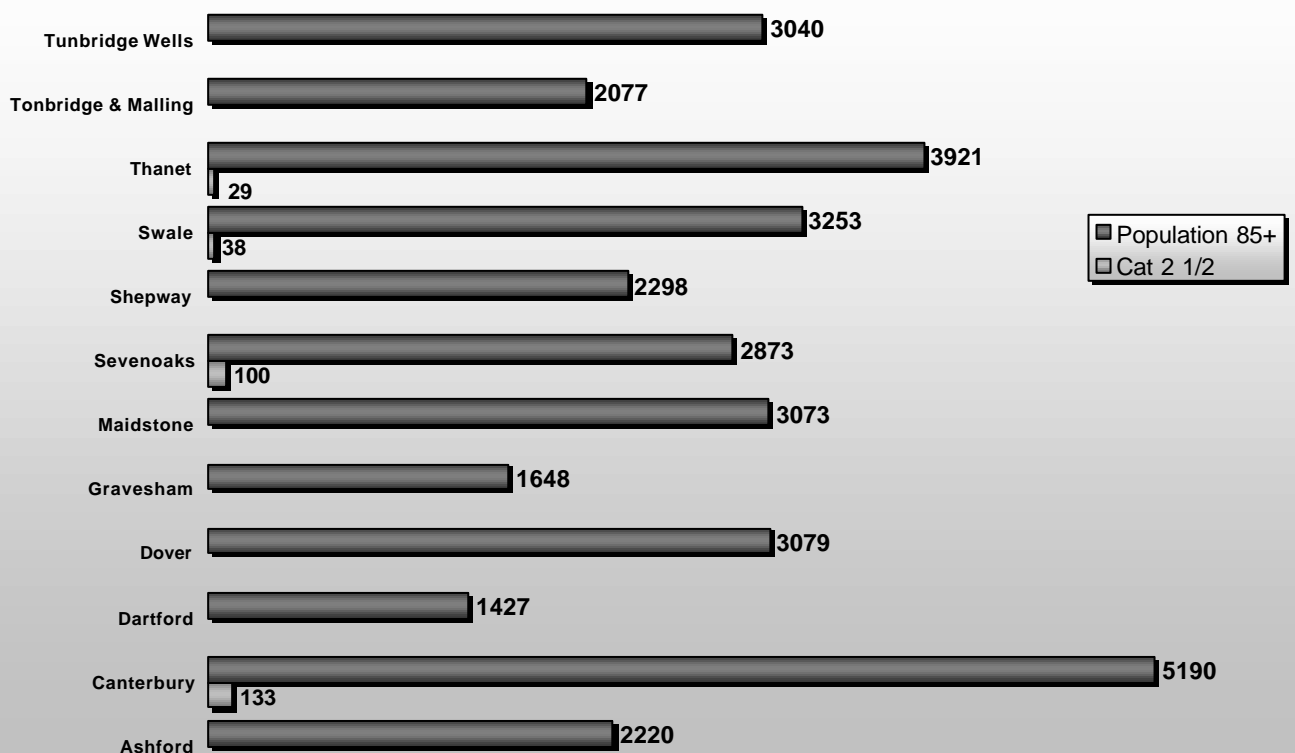
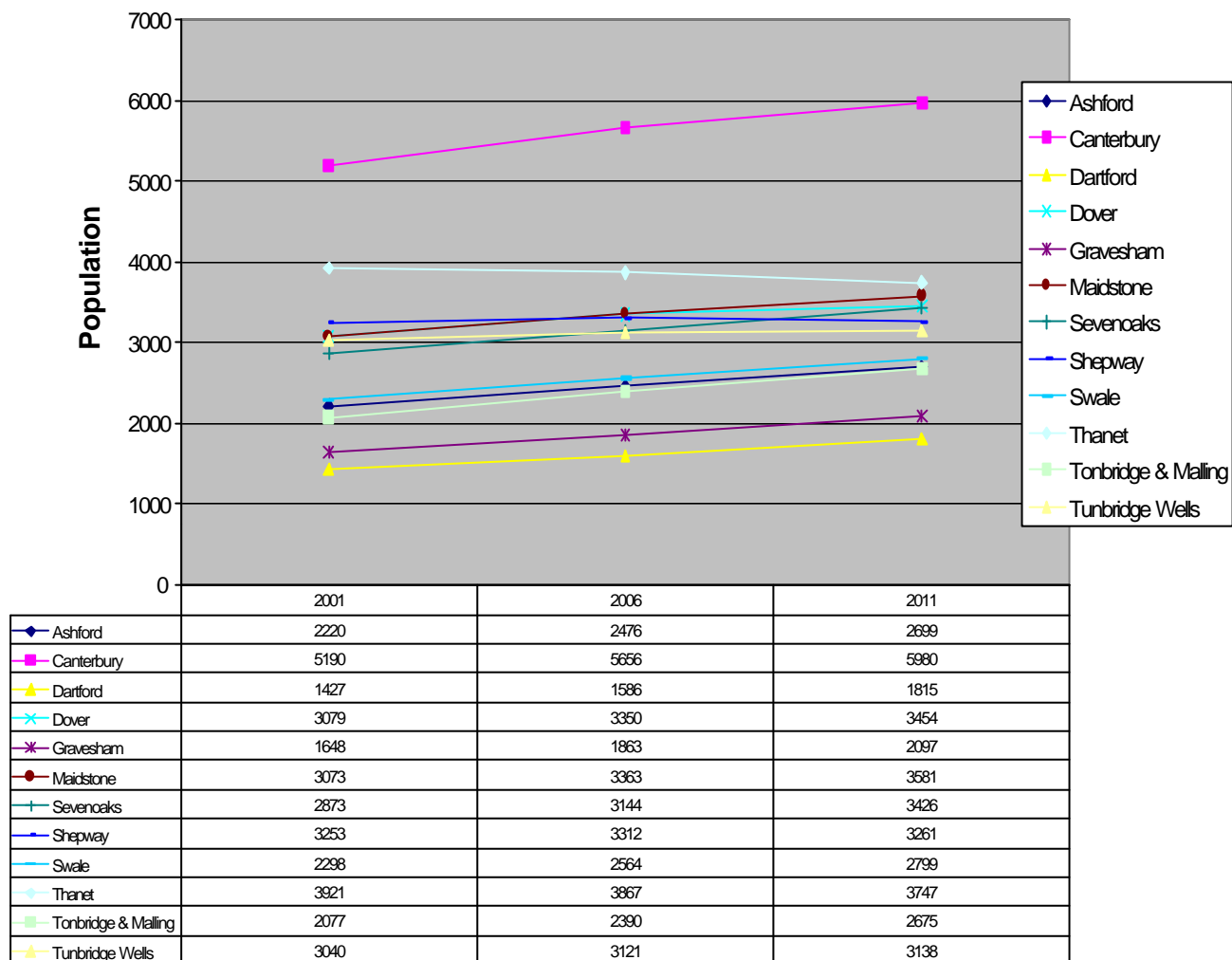


Chart 5: Population increase of people over 85 in KCC area between 2001 and 2011



Appendix B

Need Assessment of ExtraSheltered Housing in Kent

DISTRICT	NO. OF KCC FUNDED OLDER PEOPLE PLACED IN PERMANENT RESIDENTIAL CARE BETWEEN 01/01/01 – 01/01/02	NEW KCC-FUNDED PLACEMENTS SUITABLE FOR EXTRA CARE SHELTERED HOUSING. (A X 25%)⁶	NEW KCC-FUNDED PLACEMENTS SUITABLE FOR EXTRA CARE SHELTERED HOUSING. (A X 40%)
	A	B	C
ASHFORD	102	26	41
CANTERBURY	156	39	62
DARTFORD	142	36	57
DOVER	141	35	56
GRAVESHEM	61	15	24
MAIDSTONE	105	26	42
SEVENOAKS	110	28	44
SHEPWAY	144	36	58
SWALE	119	30	48
THANET	236	59	94
TON & MALLING	86	22	34
TUNBRIDGE WELLS	123	31	49
KENT	1289	324	515

Glossary of Terms for Sheltered Housing

- Category 1** Accommodation (often a bungalow) with an alarm and a quarterly visit from a scheme manager.
- Category 1½** Accommodation with an alarm, a quarterly visit from a scheme manager and the opportunity to use facilities if a sheltered housing scheme affiliated to their accommodation.
- Category 2** A sheltered housing scheme with a daily visit from a scheme manager (could be resident or visiting manager). Usually have communal facilities i.e. shop, common room etc.

Appendix C**Extra Sheltered Schemes Visited**

- Dray Court, Guildford, Surrey.
- Japonica Court, Guildford, Surrey.
- Robert White House, Bickley, Kent.
- Paffard Court, Canterbury, Kent.
- Albion Court, Hackney, London.
- Southwold Court, Hackney, London.
- William Wood House, Sudbury, Suffolk.
- Sydney Brown Court, Hadleigh, Suffolk.
- Verona Court, Wolverhampton.
- Langley Court, Wolverhampton.
- St George's Court, Leighton Buzzard, Bedfordshire.
- White Oak, Swanley, Kent.

Interviews with Housing Providers

- Tracey Kerly, Ashford Borough Council.
- Adrian Grey, Canterbury City Council.
- Sheila Corbet, Dartford Borough Council.
- Pauline Lloyd, Dover District Council.
- Elaine Longworth, Gravesham Borough Council.
- Julie Shuter, Maidstone Borough Council.
- Simon Clark, West Kent Housing Authority.
- Shelley Squance, Shepway District Council.
- Christine Smith, Swale Housing Association.
- Tina Pritchard, Thanet Community Housing Association.
- Sonia Hicks, Tonbridge and Malling Housing Association.
- Amanda Gale, Tunbridge Wells Borough Council.

Further Research for Funding Options

- Chris Bandy, Essex County Council.
- Steve Truman, Public Private Partnership Programme.
- Marian Crocker, Office of the Deputy Prime Minister.

- Heather Juman, Housing Corporation.
 - Martin Riley, European Affairs, Strategic Planning, KCC.
 - Nigel Smith, Economic Development, Strategic Planning, KCC.
 - Brian Clancy, Social Services, KCC.
 - Stephanie Abbot, Social Services.
 - Claire Martin
 - Jo Pannel
 - Rose Ellison
- } Supporting People Team.