

## Bath & North East Somerset Council

MEETING:	Housing & Major Projects Policy Development and Scrutiny Panel
MEETING DATE:	19 March 2013
TITLE:	Briefing on Sheltered Housing
WARD:	ALL
<b>AN OPEN PUBLIC ITEM</b>	
<b>List of attachments to this report:</b>	
None.	

### **1 THE ISSUE**

1.1 At the request of the Panel, this report sets out the issues facing the Council in terms of the changing housing and support needs and aspirations of older people.

### **2 RECOMMENDATION**

The Housing & Major Projects Panel is asked to:

2.1 Note the contents of the briefing.

### **3 FINANCIAL IMPLICATIONS**

3.1 There are no direct financial implications arising from the contents of this report.

### **4 THE REPORT**

4.1 Current Provision

4.2 Sheltered housing with an on-site warden has been the traditional response to the support and accommodation needs of older people since the 1960's. During the last decade, most local sheltered housing providers have removed the on-site wardens and replaced them with peripatetic sheltered housing officers. In some instances, the only thing that distinguishes "sheltered" housing from other forms of housing is that the occupant has access to an "alarm" that can be activated in the event of an emergency, including a fall. Bath & North East Somerset this 'sheltered' housing is allocated through the Homesearch Register, Choice Based Letting Scheme.

4.3 The Supporting People & Communities team commissions 2,288 units of sheltered support from the following providers:

- Curo – 1922 – mixture of alarm only, Extra Care and cross tenure support
- Methodist Homes – 57 (includes 37 units of non-commissioned 'virtual Extra Care' See para.4.7 for further details)
- Anchor – 49 (Alarm Only)
- Guinness Care and Support – 96 (Alarm Only)
- Hanover – 73 (Alarm Only)
- Knightstone – 58 (includes 20 Extra Care and up to 10 units of 'virtual extra care)
- Sanctuary – 9 (Alarm Only)
- Riverside – 8 (Alarm Only)
- Places for People – 16 (Alarm Only)

4.4 Current demand

4.5 The Council's Homesearch Register processes applications from people requiring housing from both within and outside of the Bath & North East Somerset area. Demand for accommodation from people aged over-60 from both within and outside the Bath & North East Somerset area has reduced year on year for the last 3 financial years. In 2010/11, 537 households registered a need for sheltered accommodation; in 2011/12 this dropped to 407 and as at 13 February 2013, the total number registered as requiring sheltered housing stands at 321 households. Overwhelmingly, the demand continues to be for one-bedroom accommodation, though this may reflect expectation rather than preference.

4.6 The costs associated with sheltered housing are met through a mixture of rents charged to the tenant (which are met either through Housing Benefit or the tenant's income) and Supporting People Charges (met either through subsidy from the Supporting People Team or from the tenants own income). The allocation from the Supporting People & Communities budget for sheltered accommodation, Extra Care

and cross-tenure floating support services in 2012/13 totals £1,052,085 and is made up as follows:

- Accommodation Based and alarm only provisions (traditional sheltered housing) - £716,717
- Extra Care - £65,368
- Floating Support (Curo Independent Living Service, cross-tenure support at home) - £270,000

4.7 The development of schemes which offer Extra Care or 'housing with care' (previously known as 'very sheltered' housing) provides options to older people who have higher support needs but who still want to maintain their own tenancy. Care staff in extra care schemes are available to deliver support packages to individual tenants and to provide 24 hour cover. There is usually an option of a cooked meal eaten communally and social activities involving tenants are encouraged. Bath & North East Somerset has seen a significant expansion in the provision of extra care in recent years, with several new builds / redevelopments in partnership with local housing providers. This expansion occurred as part of a major change management programme to modernise services for older people, which included the closure and re-provision of several old style local authority-run Elderly Persons Homes (EPHs) which were no longer fit for purpose, and the building of three mixed-use Community Resource Centres. An extension of the Extra Care option, known as 'virtual Extra Care', was developed in response to those people already in sheltered accommodation who wanted to scale-up the level of support they receive. In this situation, their landlord and support provider is usually running an Extra Care scheme nearby and offers a limited number of tenants in the non-Extra Care accommodation additional services. This means that a higher number of people are able to remain in the accommodation of their choice and receive appropriate support to maintain their independence.

4.8 Current provision of extra care units totals 140 units (plus a further 37 units of virtual extra care as listed above).

Scheme	RSL Partner	Location	Units
St John's Court	Curo	BATH Central	30
Avondown	Guinness	BATH Twerton	30
The Orchard	Knightstone	BATH Combe Down	20
Greenacres	Curo	NE SOMERSET Midsomer Norton	30
Keynsham	Curo	NE SOMERSET Keynsham	30

Care has been taken to meet the needs of individuals with dementia in the newly built schemes, with the physical layout designed with dementia in mind, and the staff recruited trained to provide care for people with varying levels of dementia.

#### 4.9 A Changing Market

4.8 The needs and aspirations of older people are changing. The traditional approach to sheltered housing no longer meets demand for flexible, person-centred support and accommodation. The key changes are:

- An increasing demand for services that enable people to stay in their own homes. This is not only more cost effective; more importantly it is what older people tell us they want.
- Financial challenges for both commissioning authorities and providers direct both towards taking a more joined-up approach to resources. Avoiding duplication in provision through joint commissioning across health, social care and housing-related support will enhance value for money and contribute to a better experience of services by the user.
- Developments in telecare are a massive growth area, and whilst technology cannot replace personal contact and interaction, it can enhance quality of life for carers and cared-for people and present opportunities for more flexible, safer provision. 'Younger older people' are also, broadly speaking, increasingly comfortable with new technology and are more likely to adopt this approach to their care in later life.
- Welfare Reform, in particular changes to Housing Benefit, mean that some older people will start to consider moving out of general needs, family-sized accommodation into sheltered housing. This is likely to have an impact, though at this stage, the scale of such a trend is unlikely to be significant.

4.10 The Joint Strategic Needs Assessment carried out in 2012 highlights significant increases in the numbers of older people in Bath & North East Somerset. In particular, the number of people aged 80+ is projected to increase by 40% from 9,900 in 2010 to 13,900 in 2026. This increase will present the local authority with strategic challenges, not least because of the sheer volume of demand, but also due to changing expectations and aspirations. In order to achieve the best possible outcomes for this growing cohort of people, a range of options is needed to ensure a diversity of service provision across Bath & North East Somerset.

4.11 *The Key to Independence 2008-2013* reported on and made recommendations for the housing and support needs of older people living in Bath & North East Somerset. It was commissioned by the Supporting People team and identified significant gaps in provision of housing related support for older people in the private sector. One of the most important findings, that has informed future commissioning plans was that, whilst there were a range of options for older people either already living in or wishing to move into the social rented sector, there was little or no provision for anyone wishing to receive support in an owner-occupied or privately rented home. As the numbers of people living in the private sector is significantly higher than those living in the social rented sector, closing this gap was identified as a commissioning priority. Since January 2011, Curo (formerly Somer Community Housing Trust), has, therefore, been commissioned by the Non-Acute & Social Care Commissioning Team (which includes the SP team) to provide a cross-tenure housing related support service to older people (and a smaller number of working age disabled

people). The service is currently working with 390 clients, of whom 86 are working age people with either a physical disability or mental health problem.

- 4.12 It has long been the case that a high proportion of those living in sheltered housing, whilst needing suitable accommodation, do not actually have any support needs. A significant proportion may have some support needs, but these do not reach the levels provided for by Sheltered Housing Officers. In recognition of this, in April 2011, almost all sheltered housing contracts held with Registered Providers reduced to provision of an alarm only. The intention of this development was that the Curo Independent Living Scheme would deliver support to those who needed it, wherever they lived in B&NES and regardless of tenure. Despite this reduction in the scope and value of most contracts, all but one of the sheltered providers has continued to deliver an element of support to their tenants. The only provider still contracted to provide support in addition to the alarm after April 2011 was Curo. The rationale for this approach is that, as Curo is the major provider of sheltered accommodation in the Bath & North East Somerset area and is the only housing related support provider with full geographic coverage across the district.

Since April 2012, Curo have been operating a banded charging system for all its sheltered accommodation, using the same service delivery and charging options as the Independent Living Scheme, which enables tenants to select the level of support they require.

- 4.13 Telecare

- 4.14 Telecare can be described as ‘the continuous, automatic and remote monitoring of emergencies and changes in usual lifestyle patterns (for example, changes to an individual’s established patterns of going to bed and getting out of bed) in order to manage the risks associated with independent living.’ Telecare systems ensure that a minor event does not turn into a crisis by making sure that when something potentially significant happens (for example, someone usually gets out of bed at 8am and is not out of bed by 9am), an alarm is raised and an appropriate response is provided promptly. For people who do not wish to move into sheltered accommodation, the introduction of telecare into their homes can mean prolonged independence and increased security and peace of mind for themselves, their carers and families.

- 4.15 Using £20,000 of government funding, the Council has instigated a pilot of telecare provision in Bath & North East Somerset. The pilot scheme provides an opportunity for service users, carers and practitioners to explore the use and benefits of telecare options in meeting an individual’s need. The pilot will be delivered by a partnership of two local organisations, The Carers Centre and DeafPlus. Funding will be split between the two hubs/organisations, one being situated within Deaf Plus in central Bath, the other at The Carers Centre, Radstock; this provides parity across targeted sector groups and urban and rural areas. The pilot will run for one year and will fund two hubs offering a range of telecare equipment to meet the needs of a wide range of service users. An evaluation report on the outcomes achieved and on potential for development will be provided and will inform future commissioning plans.

**5 RISK MANAGEMENT**

5.1 This briefing report has not been the subject of a formal risk assessment. Any key policy changes and/or decisions referred to in this briefing have been or will be the subject of appropriate risk assessment, in compliance with the Council's decision making risk management guidance.

**6 EQUALITIES**

6.1 An Equality Impact Assessment has not been completed because the report aims to provide a briefing only and does not make recommendations for changes to provision, service delivery or policy.

**7 CONSULTATION**

7.1 The Supporting People & Communities team provided information on policy development, feedback on services currently being delivered and developments undertaken as a result of commissioning policy.

**8 ISSUES TO CONSIDER IN REACHING THE DECISION**

8.1 Social Inclusion; Customer Focus; Sustainability;

**9 ADVICE SOUGHT**

9.1 Advice has not been sought from the usual sources as the report aims to provide a summary of previously agreed approaches and work still under development.

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<b>Background papers</b>	The Key to Independence 2008-2013
<b>Please contact the report author if you need to access this report in an alternative format</b>	