

CABINET

15 September 2004

REVIEW OF SHELTERED HOUSING SERVICES - REQUIREMENTS OF SUPPORTING PEOPLE

REPORT OF DIRECTOR OF HEALTH AND HOUSING

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RECENT REFERENCES

CAB702 - 3 September 2003 Proposed Pilot Project to Allocate 'Hard to Let' Ground Floor Sheltered Flats to Certain Types of 'Homeless Households'.

HH7 - 22 November 2000 Sheltered Housing Schemes - Letting First Floor Flats to Persons Below Pensionable Age.

EXECUTIVE SUMMARY:

The introduction of Supporting People has highlighted a need for the City Council to review its sheltered housing services. To ensure that future funding is secured, changes in current service provision will be required. Alterations to the sheltered housing service will need to take place prior to a service review which will be undertaken by the Administering Authority, Hampshire County Council, in April 2005. Failure to address issues concerning current service provision and comply with the requirements of Supporting People programme may result in a loss of funding for the sheltered housing service.

RECOMMENDATION:

That the Services Charges Informal Member/Officer Working Group be reappointed to discuss and make recommendations to Cabinet on the issues outlined in the strategic review of sheltered housing services.

CABINET15 September 2004REVIEW OF SHELTERED HOUSING SERVICES - REQUIREMENTS OF SUPPORTING PEOPLEREPORT OF DIRECTOR OF HEALTH AND HOUSINGDETAIL:1 Introduction

1.1 Supporting People is now an important source of funding for the City Council's support related housing services with approximately £600,000 currently being received per annum. It is crucial that the City Council complies with the requirements of Supporting People to safeguard future funding.

1.2 To try and ensure that the City Council retains the current level of funding it receives from Supporting People, a strategic review of all supported housing services was undertaken by officers. This review identified areas of weakness with the current service provision and made a number of recommendations for change.

1.3 It is proposed that the former Informal Member/Officer Working Group be reconvened to discuss the recommendations outlined in the review to ensure that there will be will be member, tenant as well as officer consideration. The group will challenge the reviews findings and agree a way forward before any specific recommendations are presented to Cabinet. It is envisaged that this will facilitate cross party representation and consultation with TACT.

1.4 The previous membership of the Informal Member/Officer Working Group was:

Members: Councillors Hiscock (Chairman), Davies, Hoare, Learney, Nunn and Oxley

TACT: G Brown, H Dewdney, J Steven-Baker, M Nel

Officers: L Alexander, L Bingham, R Botham, B Gath, SJ MacKinnon, F Sutherland

2 The City Council's Supported Housing Services

2.1 The City Council has 43 services that receive funding from Supporting People. These services are listed in Appendix 1. All but one of these services (homeless hostels) relates to the City Council's main supported housing service, the provision of sheltered accommodation.

2.2 Appendix 2 provides some general statistics for sheltered housing provision by the City Council.

3 Supporting People Requirements

- 3.1 It is a contractual condition that providers of services funded by Supporting People comply with the monitoring and review requirements. The City Council is required to submit detailed information on its supported housing services to its Administering Authority, Hampshire County Council. The Administering Authority uses this information to assess the quality, strategic relevance and value for money of these services.
- 3.2 There are currently three methods of assessment used by the Administering Authority. They are the Performance Indicator Workbook, Quality Assessment Framework and Service Review.

Performance Indicator Workbook

- 3.2.1 The Performance Indicator Workbook focuses on the availability and utilisation of a service. It does not attempt to judge how successful a service is in terms of producing beneficial outcomes for its service users. There are currently six mandatory service performance indicators that assess how well a service is performing. The City Council is required to report on the performance of each of its services on a quarterly basis. If performance indicators fall below requirements set down by Central Government, the service and provider will be investigated by the Administering Authority.

Quality Assessment Framework

- 3.2.2 The Quality Assessment Framework is a tool to promote and measure continuous improvement. It sets standards expected in the delivery of Supporting People services and identifies methods of evidencing achievements. There are currently six core and eleven supplementary standards that all Supporting People services must be assessed against annually. The Quality Assessment Framework is an essential part of the Administering Authority's means of ensuring that providers deliver services to a high standard and in accordance with contractual expectations. Services that are assessed at operating at an unacceptable level could have their funding withdrawn.

Service Review

- 3.2.3 Service review is the process of determining whether a service is one that the Administering Authority wishes to continue commissioning. As part of the review process the Administering Authority will use the information previously obtained from the provider, such as the Quality Assessment Framework and the Performance Indicators, together with feedback from services users and other stakeholders to undertake a comprehensive service review. The City Council's services are due to be reviewed in April 2005. Work is currently being undertaken in preparation for the service review. The reconvention of the Informal Group is vital in ensuring that all services are strategically relevant and give value for money. Changes to services must take place prior to the service review.

4 Strategic Review

- 4.1 The introduction of Supporting People has caused the City Council to review its sheltered housing provision. Completing the Performance Indicator

Workbooks and Quality Assessment Framework highlighted shortfalls in current service provision and raised concerns regarding the type of service being provided in relation to need and cost. As a result of these issues a strategic review of all supported housing was undertaken by officers.

- 4.2 The review contains numerous recommendations that are concerned with the current and future provision of sheltered accommodation in light of the requirements of the Supporting People programme. The recommendations deal with three key areas. They are:

Demand and Use of Sheltered Accommodation

- 4.3 The issue of supply and demand for sheltered accommodation has been documented in a number of housing reports brought before members (HO2576, HH7, CAB702). These reports have highlighted the overprovision of sheltered accommodation and introduced initiatives to try and maximise this element of the housing stock to meet actual need, as well as avoiding substantial rent loss. They are:
- (i) Letting of first floor flats to persons over 40 years of age at eight designated schemes.
 - (ii) Letting ground floor flats to homeless households at two of the eight designated schemes.
- 4.4 The review recommends that previous changes in the use of sheltered accommodation to include general needs residents be extended. A total of nine schemes would be reclassified as 'mixed' schemes and twenty-five would be retained solely for the use of persons of pensionable age. This would mean that the exemption from the right to buy would no longer apply to those parts of any sheltered scheme which are made available for mixed use.

Cost of Support Provision

- 4.5 Support charges have not been reviewed since their introduction in October 2002. It is important that they reflect the current level of service provision. The review recommends the Informal Group look at all support charges to ensure that they are accurate and are calculated using up to date information and statistics.

5 Future Proposals

- 5.1 It is recommended that an asset management plan is formulated for the twenty-five schemes recommended to be retained as sheltered accommodation. It is important that these schemes receive investment to ensure they fully meet the requirements of older persons accommodation. Any required updating or refurbishment will have an associated resource implication.

6 Conclusions

- 6.1 The Government has stated that it wishes to reduce Supporting People funding over the forthcoming years. The Hampshire Supporting People team has been set a target of cutting its expenditure by approximately £2.5 million this financial year.

- 6.2 If the City Council wishes to retain the current level of Supporting People funding it is important that all services are high quality, of strategic relevance and are value for money. The recommendations made in the strategic review outline options for change to comply with the Supporting People requirements. These recommendations must be discussed by the Informal Group and a way forward agreed to enable specific recommendations for the future of the sheltered housing service to be brought before Cabinet. Alterations to the current service provision should be made prior to service review in April 2005. Failure to make changes may result in a reduction of Supporting People funding that will impact on the future of the City Council's sheltered housing services.

7 TACT Comment

- 7.1 The TACT chairs thank Luke Bingham, Housing Manager, for consulting us on this paper. However we were disappointed with the one day notice given to us to read the paper and produce our comments.
- 7.2 The TACT chairs endorse the reconvening of the Informal Member/Officer Working Group and look forward to TACT's involvement in the Group.

8 Comment from Hampshire County Council, Supporting People

- 8.1 It would seem timely to reconvene a member/officer group to look at the City Council's Supported Housing Services generally, and more specifically the likely impact of the Supporting People review which begins in April 2005. The following points should be noted:
- 8.2 Changes to services as a result of a Supporting People review would in all cases be subject to discussions with local partner agencies - in this case Winchester City Council, Hampshire Social Services, North and Mid-Hants Primary Care Trust and the Probation Service.
- 8.3 Any changes in funding, including the remodelling of a service as a result of a Supporting People review would be in full consultation with the service provider and service users.
- 8.4 Further, Supporting People teams are somewhat limited with regard to imposing major changes on services that are deemed 'Homes for Life' due to assurances given to providers of sheltered housing by the ODPM. Major changes to schemes of this type would not take place outside of a strategic review of sheltered housing services in the district, or following a Best Value review.
- 8.5 Finally, the Hampshire Supporting People team are currently funding a range of services for older people with support needs. This includes accommodation based residential sheltered housing managers as well as peripatetic scheme managers. Decisions made regarding the replacement of resident scheme managers with peripatetic workers is entirely a decision for the provider in question.

OTHER CONSIDERATIONS:

9 CORPORATE STRATEGY (RELEVANCE TO):

9.1 The recommendations outlined in this report support the following Corporate priorities:

- to provide affordable homes in safe and pleasant environments for all sectors of our community.
- to ensure that everyone can play a full part in the life of their community.

10 RESOURCE IMPLICATIONS:

10.1 Supporting People funding could be reduced or withdrawn if sheltered housing services do not comply with the requirements of Supporting People.

10.2 Endorsing the recommendations contained in the review of supported housing services would maximise income to the Housing Revenue Account through letting void units of sheltered accommodation to persons under pensionable age.

10.3 Investment in the remaining sheltered schemes will be needed to ensure they fully meet the requirements of older persons accommodation.

11 BACKGROUND DOCUMENTS:

11.1 What is Supporting People? ODPM. June 2004.

11.2 Supporting People - Policy into Practice. DETR. January 2001.

12 APPENDICES:

1. Breakdown of Services into Schemes
2. Winchester City Council Sheltered Housing Provision
3. EXEMPT - Service Provision and Associated Staffing Requirements

APPENDIX 1Breakdown of Services into Schemes

Service ID Number	Service Name	WCC Scheme Name
1287	1-30 Simonds Court	Simonds Court
1288	1-14 Bartholomew Close	Saxon Road
1289	1-16, 40-52 Makins Court	Makins Court
1290	1-21 Colson Close	Colson Close
1291	1-24 Chiltern Court	Chiltern Court
1292	1-28 Lisle Court	Lisle Court
1293	1-37 Lawn House	Lawn House
1294	1-36 Eastacre	Eastacre
1295	1-35 Mildmay Court	Mildmay Court
1296	1-33 King Harold Court	King Harold Court
1297	1-33, 19-31 Greens Close	Greens Close
1298	1-37 Normandy Court	Normandy Court
1300	1-37 Penton Place	Penton Place
1301	1-37 Spring House Close	Spring House Close
1302	1-37 The Valley	The Valley
1303	1-37 White Wings House	White Wings
1304	1-39 Harwood Place	Harwood Place
1305	1-44 Drummond Close	Drummond Close
1306	1-49 Richard Moss House	Richard Moss House
1307	114-146 Cromwell Road	Airlie Corner
1308	18-19 St Johns Street	Chester Court
1309	19-40 Blanchard Road	Greens Close
1310	2-18 Hyde Gate	Hyde Gate
1311	2-36 Danemark Court	Danemark Court
1312	2-4 Monks Road	Saxon Road
1313	21-28 King Alfred Place	Hyde Gate
1314	3-40 Hyde Lodge	Hyde Lodge
1315	40a-40b Water Lane	Chester Court
1316	7-37 Chester Road	Chester Court
1317	Firmstone Road	Firmstone Road
1318	Godson House	Godson House
1327	1-25 Victoria House	Victoria House
1328	2-21 Matilda Place	Matilda Place
1277	Stoney Lane	Stoney Lane
1278	1-20, 43-47 Pine Road	Pine Road
1279	1-7 Coles Close	Northfields
1280	1-8 Kings Close	Northfields
1281	1-8 Meadow View	Southbrook Cottages
1282	11-14, 22-29 Southbrook Cottages	Southbrook Cottages
1283	11-35 Wonston Close	Wonston Close
1284	Springvale	Springvale
1285	Northfields	Northfields
1114	Homeless Hostels	Brittany House, Lent Hill Court, Sussex Street

APPENDIX 2Winchester City Council Sheltered Housing Provision

Scheme Numbers	
Number of bungalow schemes	6
Number of category 2 schemes	26
Number of extra sheltered schemes	2
Total number of sheltered schemes	34
Staff Numbers	
Number of resident scheme managers	16
Number of non-resident scheme managers	1
Number of vacant scheme manager posts	2
Number of peripatetic scheme managers	1
Number of mobile wardens	10
Scheme Cover	
Number of schemes with a resident scheme manager (including current vacant posts)	17
Number of schemes with a non-residential scheme manager	1
Number of schemes covered by a peripatetic scheme manager	3
Number of schemes where resident scheme manager covers another scheme (not including peripatetic)	2
Number of category 2 schemes covered by mobile wardens	5
Number of Units of Accommodation	
Number of units within sheltered schemes	852
Number let to 60+	763
Number let to under 60s (as at 17/06/2004)	88
Number of extra care sheltered units	44
Number of bungalow units	147
Number of vacant units (as at 17/06/2004)	57