

## STRATEGIC REVIEW OF SHELTERED HOUSING ACCOMMODATION

### 1 INTRODUCTION

1.1 This report sets out general proposals for the provision of older people's accommodation in the District to meet demand in the future and to ensure that accommodation meets the developing requirements of the older people's agenda in terms of personalisation and the promotion of independence and choice, as well as meeting support and care needs when necessary.

1.2 In terms of the promotion of independence and choice Hampshire County Council (HCC) in November 2008 published the results of a Commission of Enquiry into Personalisation in a document entitled "Getting personal: a fair deal for better care and support", which supports the principle of putting people first and giving people a choice when it comes to care and support. This document also strongly stresses the need for all local authorities and other agencies involved in the care and support of older people to work in partnership. This report is aimed at ensuring our existing range of older people's accommodation is provided to meet a full range of choices available for older people.

1.3 The demographics of the population of the New Forest clearly indicate that the numbers of older people will increase year on year and that steps must be taken now to ensure our services are best placed to meet what will be a growing need for appropriate accommodation and support services. The current provision of services generally only provides support for older people who are fortunate to live in either one of our sheltered or extra care schemes. The vast majority of other older people will be living in other rented or privately owned accommodation. For many people in this accommodation whilst they may receive care packages delivered by Hampshire County Council Adult Services, support will only be provided by friends and neighbours.

Currently in our own sheltered schemes we provide support services to all residents whether or not they need or want these services. As part of the proposals contained within this report which primarily concentrates on the future of our buildings the intention is to review our support services to older people which will ultimately mean that support is only provided to those older people who need it. This will mean that as well as continuing to provide support to older people in our sheltered schemes and other designated older persons accommodation we are in the process not only of developing our new Floating Support Service to undertake this role but to ensure the Sheltered Housing Managers jobs will evolve to more specific support based roles. This will provide a far more equitable service for all our residents and ensure that the costs of our service are focused on need rather than where you may be fortunate to live.

1.4 Cabinet are being asked to approve the work now being carried out to re-assess the provision of older persons' accommodation in the District and how support will be provided to these residents in the future.

## **2 BACKGROUND**

- 2.1 A major review of the Council's sheltered housing service was carried out during 2006 which resulted in approximately 150 units of sheltered housing being decommissioned. However, these units are still designated as accommodation for older people.
- 2.2 Currently there are 529 units of sheltered accommodation in the District comprising 20 separate schemes. Of this total, 51 units are in a designated Extra Care scheme and a further 63 are in two schemes identified as future Extra Care units.
- 2.3 Sheltered housing (also known as retirement housing) is generally defined as a group of flats or bungalows where all residents are older people (usually over 55). With a few exceptions, all developments (or 'schemes') provide independent, self-contained homes with their own front doors. There are usually some common facilities that all residents can use - such as a residents' lounge, a guest suite, a garden and often a laundry.
- 2.4 Many schemes also have their own 'manager' whose job is to manage the scheme and help arrange any services residents need. Properties are usually also linked to a Response Centre service (also called a Warden Call System) so that residents can call help if needed.
- 2.5 The bulk of sheltered housing support to residents is funded by Hampshire County Council's Supporting People regime and without that funding the New Forest sheltered housing service would not be able to provide the support to residents in its sheltered housing and Extra Care schemes.
- 2.6 During 2006 a major review of the Council's sheltered housing service was carried out as a result of the anticipated shortfall in Supporting People funding and to position the service to meet the needs of current and future sheltered housing residents.
- 2.7 The proposals identified by the review were approved by Cabinet in December 2006 and resulted in approximately 150 sheltered housing units being decommissioned, the removal of residential sheltered housing managers and the cessation of the standby Out of Hours service. These proposals saved over £200,000pa.
- 2.8 During 2007/08 Hampshire County Council carried out a strategic review of older persons' services throughout the county. This included all sheltered schemes within the New Forest. The purpose of this strategic review was to ensure that all sheltered housing services were adequate in terms of the accommodation provided, were located in areas that gave easy access to essential services (e.g. transport, shops, medical facilities, etc) and that sufficient support hours were provided to residents by sheltered housing staff.

- 2.9 A further exercise that arose from the original District review of its sheltered accommodation was to properly allocate the split between the sheltered housing managers' time spent on support duties and general housing duties. Support costs are charged to Supporting People funding and general housing duties to the Housing Revenue Account. This has been completed and the split is 80%/20% with 80% of time allocated to support duties.
- 2.10 The results of the County-wide strategic review of sheltered housing have now been announced and have identified a number of issues with regard to some of the existing sheltered housing schemes within the District. Supporting People have confirmed that they are prepared to fund all District sheltered housing schemes and support for the next 3 years (until April 2012) but beyond that time, we must either address the issues raised in the review or accept that those schemes identified will not be eligible for designation as sheltered housing and therefore will not receive Supporting People funding for the sheltered housing managers' support role. New Forest District Council would be unable to continue providing support to these schemes unless funding was provided from an alternative source and this is not considered a feasible option.

### **3 RESULTS OF THE STRATEGIC REVIEW**

- 3.1 The strategic review carried out by Hampshire County Council's Supporting People team had 6 aims. These were:-
- To develop community-based cross-tenure support services with sheltered housing schemes acting as a base/hub.
  - Alarm services to be linked to an emergency response service as a minimum standard.
  - Sheltered housing to provide "core" support hours and alarm and response service as a minimum standard.
  - Sheltered housing of inappropriate design and location to be decommissioned and over 55's housing with community-based support and alarm services to be developed.
  - To develop Extra Care housing provision.
  - Greater use of assistive technology and Telecare.
- 3.2 All sheltered housing schemes and the one NFDC Extra Care scheme in the District (a total of 20 separate schemes) were visited by the Supporting People team and they identified a number of existing schemes that they considered required expenditure to bring them up to modern day standards for sheltered housing and to meet the current requirements of the Disability Discrimination Act. Works identified included automatic main entrance doors to schemes, wheelchair-accessible corridors and common areas, lift access to upper floors and fully self-contained accommodation of appropriate size. They also identified some schemes that they considered to be poorly located in terms of access to shops, transport links and other amenities for the older residents.

- 3.3 To examine the results of this strategic review an officer review team was established which included the Portfolio Holder for Housing, Councillor Mrs Jill Cleary. Visits were made to all schemes and the cost of works required to meet modern day requirements were assessed.
- 3.4 As a result of the above a full assessment was made of each scheme, including taking into account the location and demand for the sheltered housing and the possible opportunities for future redevelopment. The list attached at Appendix 1 identifies each New Forest sheltered scheme and the conclusions drawn by the review team.

#### **4 CONCLUSIONS**

- 4.1 The review team have concluded that a further rationalisation of the Council's sheltered housing service is necessary to ensure that our funding from Supporting People is protected and our service is well positioned to meet the future needs of older people. In addition, it will ensure that the work we do in the New Forest will continue to meet our residents' needs and at the same time contribute to the wider Hampshire older people's strategy. A greater range of older persons' accommodation will be provided and will offer our older residents choice in the accommodation and support they need, as well as ensuring that when care is necessary it can be provided in our accommodation with the full support of Hampshire County Council Adult Services.
- 4.2 Listed at Appendix 1 are all of the existing sheltered schemes and an assessment of the investment needed to meet the current requirements for sheltered housing. If this investment is not made then funding from the Supporting People team at HCC will not be maintained after March 2012. The reduced income as a result would mean that we would be unable to fund the current level of our sheltered housing service after that date.
- 4.3 It is therefore necessary that a thorough assessment is made of the economics of the required investment at each scheme, together with the demand and location to ensure that decisions made regarding investment are based upon sound business decisions and the need for sheltered accommodation in the various areas of the New Forest.
- 4.4 It is also important to note that if a scheme is decommissioned as sheltered accommodation it will not necessarily mean that it will not remain as designated older persons' accommodation. In certain circumstances it is likely that any support needed by older residents will be provided to identified individuals rather than as "blanket" support to the whole scheme.
- 4.5 The situation described in 4.4 is supported by the HCC Older People's Well Being Strategy and the national older persons' agenda which is leading to more choice for older people in where they wish to live and how they access services. Older people will be able to make informed choices as to where they live and what services they require rather than, as in the past, a "one size fits all" approach.

- 4.6 # In addition to the proposed accommodation-based changes described in this report and detailed at Appendix 1, further work is also being carried out to further review the sheltered housing service and how staff provide support to older people in the District. The emphasis will be on support being provided more generally to older people wherever they live, rather than simply because they are living in designated sheltered housing.
- 4.7 It may be appropriate to re-designate sheltered housing as simply secure older persons' accommodation or to categorise all older persons' accommodation in a different way to differentiate the various types. The ultimate aim will be to ensure that whatever type of accommodation an older person lives in, they will be entitled to a support package of a type that meets their needs. No longer will a person living in sheltered accommodation be required to have support whether or not they need it.
- 4.8 All the possible changes mentioned will be assessed over the next 3 years and will not be implemented to take effect until April 2012, so ample time will be allowed for the necessary consultation with residents of our existing sheltered schemes, older people more generally and the staff who may be affected by any changes. Any changes to individual schemes in relation to their status will also be the subject of separate reports to Cabinet for approval as each decommissioning requirement is identified.
- 4.9 The most important aspect of this process is to ensure that tenants are fully aware that decommissioning of a dwelling or scheme does not necessarily mean they will be excluded from an Older Persons' Service. We will ensure that all tenants understand that if they require support or assistance in any form then this can and will still be provided for them if they so wish.
- 4.10 It is imperative that tenants understand that decommissioning also does not mean closure of their scheme. It is the responsibility of Officers within NFDC's Sheltered Housing Service to help tenants understand the changes and this will be achieved through rigorous consultation and discussion with tenants over a 2 year period to ensure that the transitional process will run smoothly.
- 4.11 Gore Grange (New Milton) and Winfrid House (Totton) have also been earmarked to become Extra Care Schemes in the future. This will mean that tenants will be able to live independently within Extra Care Schemes with the knowledge that as much care and support as they require will be provided for them without the need to move on to residential care at an earlier stage. The Extra Care Schemes will also become "community hubs" whereby other organisations such as Day Centres, Advice Shops, GP's, Chiropodists, Opticians etc., will be able to provide in-house services to tenants and Older Persons within the community.
- 4.12 Tenants are used to the delivery of the current service and we must ensure that they are aware that their services will still be delivered, albeit in a different way.

## 5 PROCESS

- 5.1 # Attached at Appendix 2 is the process plan for implementation of decommissioning for those schemes affected. The plan outlines and details how the process will be undertaken and how consultation will be carried out.
- 5.2 A report was presented to the Housing Review Panel in March 2009 outlining the drivers behind a new service and the interim decisions of the Strategic Review of Sheltered Accommodation Group in relation to the future of NFDC Schemes. It was agreed that although the Housing Review Panel accepted the proposals, they wished to be kept fully informed of the process throughout.
- 5.3 The Strategic Review of Sheltered Housing Accommodation Group met on 20<sup>th</sup> May 2009 to discuss the proposals in further detail and agree final decisions on the future of some of the current accommodation.
- 5.4 The Strategic Review of Sheltered Housing Group have concluded that the proposals for further rationalisation of Sheltered Housing stock are reasonable and agreed the process should be carried out in 2 stages.
- 5.5 Stage 1 will concentrate on the decommissioning of some of the existing units with age limits agreed for re-allocation. This links in with the demand for Older Persons' accommodation within the specified area and the general demand for housing need.
- 5.6 Stage 2 will concentrate on the schemes which are no longer viable for NFDC to retain and where redevelopment may be a possibility. Further consultation is required with Hampshire County Council Adult Services & Supporting People before any final decisions are taken.
- 5.7 The decommissioning process will be completed by 1<sup>st</sup> April 2011 to allow a 12-month transition period prior to implementation of the new service on 1<sup>st</sup> April 2012.
- 5.8 Discussion will be held with all tenants who may be affected by the changes on a face-to-face basis, with meetings held to discuss their concerns and notify them of the processes which may affect them. Local Ward Members and the Housing Portfolio Holder will also be kept fully informed of the schedule of meetings and are welcome to attend if they wish.
- 5.9 All tenants who reside in units which will be decommissioned will be allowed to transfer to retained Sheltered Housing Accommodation if they choose to do so. They will be offered the opportunity of expressing a Declaration of Interest and will be given priority to transfer to available units after 1<sup>st</sup> April 2011.
- 5.10 Any tenant who is required to move from their existing accommodation to new accommodation will be assisted with removal expenses.

- 5.11 It has been agreed that whilst there is still a need for some of the decommissioned stock to be retained as Older Persons' Housing, there is also a need to reduce the age limit for some of the accommodation, therefore fully decommissioned schemes will benefit from being identified for future allocation for over 45's and partially decommissioned schemes will be allocated to over 55's, thus ensuring a mix of suitably identified accommodation is available for specific age ranges where the general need is greater.

## **6 FINANCIAL IMPLICATIONS**

- 6.1 Expenditure necessary to refurbish and improve any existing sheltered schemes will be contained within existing budget provisions for planned maintenance and repairs to Council housing stock.

## **7 CRIME AND DISORDER IMPLICATIONS**

- 7.1 There are no specific crime and disorder implications as a result of this report, but it is well known that many older people have a fear of crime and sheltered and designated older persons' accommodation which is properly designed and secure can go some way to reducing this fear of crime.

## **8 ENVIRONMENTAL IMPLICATIONS**

- 8.1 There are no environmental implications as a direct result of this report.

## **9 PORTFOLIO HOLDER'S COMMENTS**

- 9.1 Whilst I am concerned that further change is now being proposed to how we provide sheltered housing services and older persons' accommodation in the District I am well aware of the agenda for change, both locally in Hampshire and nationally. It is important that we, as a landlord, ensure that we provide a range of older persons' accommodation to meet future needs and I am satisfied that the proposals contained in this report are appropriate and necessary to position our property and services to meet the emerging agenda.

## **10 CABINET DECISION**

- 10.1 Cabinet are asked to approve the proposals to allow NFDC to embark on a new, modern Older Persons' Service which fully complies with National and Local Agenda.

**For further information please contact:**

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**Background Papers**

Sheltered Housing Review - Report to  
Panel 22 November 2006  
Update on Sheltered Housing Review -  
Report to Panel - 20 June 2007  
HCC Older People's Well Being Strategy -  
April 2008  
HCC report "Getting Personal: a fair deal  
for better care and support" - November  
2008



<b>Scheme</b>	<b>Existing Accommodation provided</b>	<b>DDA Works to communal areas</b>	<b>Cost of conversion to self contained units</b>	<b>Cost of installing a lift</b>	<b>Location</b>	<b>Demand</b>	<b>Opportunity for redevelopment</b>	<b>Comments</b>
Barfields, Lymington	1 two bed bungalow, 2 two bed flats, and 36 1 bed flats.	N/A	N/A	N/A	Good location, close to shops, etc.	High	N/A	Designated "extra care" scheme
Evergreens, Totton	1 two bed, 8 one bed and 8 studio flats.	£20,000	£150,000 (will reduce capacity by 2 flats)	N/A	Fair, some access and noise issues.	Low	Limited	On balance carry out improvements and retain as sheltered housing.
Compton and Sarum House, Calmore	2 two bed, 16 one bed and 32 studio flats.	£20,000	£800,000 (will reduce overall capacity by 12 flats)	£150,000	Fair	Low	Large site with an opportunity for redevelopment.	Uneconomic to refurbish. Possible site for redevelopment.
Bannister Court, Totton	4 two bed and 34 one bed flats.	£15,000	N/A	N/A	Good	Low to medium	Limited	Retain as sheltered housing
Winfrid House, Totton	26 one bed flats	£6,000	N/A	N/A	Fair	Medium to high	N/A	Identified as a future "extra care" scheme
Wilson Court, Fordingbridge.	1 two bed, 10 one bed flats and 3 bungalows.	£20,000	N/A	£75,000	Fair	High	Limited	Further investigation needed regarding need and demand in the area.

Ewart Court, Hythe.	28 two bed flats, 12 two bed bungalows	£5,000	N/A	£525,000 7 lifts required each to serve 2 flats.	Good	High	Limited	Cost of lifts uneconomic therefore top floor flats to be decommissioned as sheltered and allocated as over 55 older persons accommodation.
Howard Oliver House, Hythe	1 two bed and 30 one bed flats	£15,000	N/A	N/A	Fair	Medium	Possibility to rear of site.	Retain as sheltered housing.
Lawrence House, Hythe.	1 two bed, 2 one bed and 19 studio flats.	£20,000	£600,000	N/A	Fair	Low	Good	Uneconomic to invest, recommend decommission and use as over 55's older person's accommodation.
Whitecroft, Hythe	14 one bed flats and 4 studio flats	£10,000	Not practical to provide a lift.	N/A	Fair	Low	Possible	Not appropriate for future sheltered housing. Need to decide whether this should stay as older person's accommodation or be general needs.

Campion House, Lymington	2 one bed and 13 one bed flats	£10,000	N/A	£75,000	Poor	Medium	Good	Retain ground floor as sheltered, top floor to be over 55's accommodation only.
Carlton House, Lymington.	4 two bed and 8 one bed flats.	£5,000	N/A	£75,000	Fair	Fair	Fair	Possibly link to Barfield "extra care" scheme.
Solent Mead, Lymington	15 studio flats	£10,000	£500,000	£75,000	Fair	Low	Poor	Future of scheme to be discussed with HCC.
Clarks Close, Ringwood	4 one bed and 16 studio flats	£40,000	£400,000 (will reduce capacity by at least 4 flats)	£150,000	Fair	Low to medium.	Fair	Not suitable for future sheltered housing, possibly a scheme for over 45's.
Clover Court, Ashley.	21 bungalows and 1 3 bed house.	£6,000	N/A	N/A	Fair	High	Good	Retain as sheltered housing.
Gore Grange, New Milton.	37 one bed flats	£15,000	N/A	N/A	Fair	Medium	N/A	Identified as future "extra care" housing.

Marryat Court, New Milton	1 two bed, 15 one bed and 17 studio flats.	£20,000	£500,000 (will reduce capacity by at least 8 flats)	N/A	Poor	Medium	Good	Capital investment to retain as sheltered housing not viable. Need to decide on the future of this scheme.
Corbin Court, Pennington	1 two bed, 15 one bed and 17 studio flats	£20,000	£500,000 (will reduce capacity by at least 8 flats)	N/A	Poor	Low	Good	Capital investment to retain as sheltered housing not viable. Need to decide on the future of this scheme.
Robertshaw House, Lyndhurst	1 two bed, 8 one bed and 16 studio flats	£10,000	£40,000	£75,000	Poor	Low	Poor	Not viable as sheltered housing, possible over 45's accommodation.
Cranleigh Paddock, Lyndhurst.	2 one bed and 16 studio flats				Poor	Low	Poor	Scheme linked to HCC dementia unit and currently being refurbished.

## Appendix 2

SCHEME	OUTCOME	REDUCTION IN NUMBER OF UNITS	RE ALLOCATION AGE LIMIT	CONSULTATION & DECOMMISSIONING PRIORITY	DATE OF CONSULTATION	CABINET APPROVAL	REVIEW
<b>NO CHANGE</b>							
Clover Court	Retain						
Cranleigh Paddock	Retain						
Howard Oliver	Retain						
Bannister Court	Improve & Retain						
Evergreens	Improve & Retain						
<b>EXTRA CARE</b>							
Barfields	Extra Care	N/A	N/A	N/A			N/A
Winfred House	Extra Care	N/A	N/A	N/A			N/A
Gore Grange	Extra Care	N/A	N/A	N/A			N/A
<b>PARTIAL DECOMMISSION</b>							
Campion House	Retain Ground Floor & Decommission top floor.	8	55 +	Letter to be sent to all affected, followed by a meeting to discuss. <b>1</b>	Letter to be sent 10.8.09. Meeting to be held 25.8.09.		
Ewart Court	Retain Ground Floor & Decommission top floor.	14	55 +	Letter to be sent to all affected followed by a meeting to discuss. <b>3</b>	Letter to be sent 11.12.09. Meeting to be held 8.1.10.		
<b>DECOMMISSION</b>							
Marryat Court	Decommission	33	45 +	Letter to be sent to all tenants followed by a meeting to discuss. <b>5</b>	Letter to be sent on 5.2.10. Meeting to be held on 15.2.10		
Clarks Close	Decommission	20	45 +	Letter to be sent to all tenants followed by a meeting to discuss. <b>6</b>	Letter to be sent on 26.2.10. Meeting to be held on 5.3.10		

<b>DECOMMISSION contd.....</b>							
Lawrence House	Decommission	22	45 +	Letter to be sent to all tenants followed by a meeting to discuss. 7	Letter to be sent on 12.3.10. Meeting to be held on 26.3.10		
Robertshaw House	Decommission	25	45 +	Letter to be sent to all tenants followed by a meeting to discuss. 4	Letter to be sent on 20.1.10. Meeting to be held on 29.1.10		
Wilson Court	Decommission	14	45 +	Letter to be sent to all tenants followed by a meeting to discuss. 2	Letter to be sent 9.11.09. Meeting to be held 23.11.09		
<b>UNDECIDED</b>							
Corbin Court	Speak HCC SP with view to retaining			Meet with Greg Spawton & Kaz Brackstone	<i>Discussions ongoing with HCC SP.</i>		
Solent Mead	Speak HCC SP with view to retaining			Meet with Greg Spawton & Kaz Brackstone	<i>Discussions ongoing with HCC SP.</i>		
Compton House	Possible Redevelopment with Extra Care			Diana MacLean (Options for Redevelopment)	By end of July 2009		
Sarum House	Possible Redevelopment with Extra Care			Diana MacLean (Options for Redevelopment)	By end of July 2009		
<b>REDEVELOP</b>							
Whitecroft				Diana Maclean Investigate options for redevelopment.	By end of July 2009		

**Total Decommissions Decided = 136**