

Cabinet

15 OCTOBER 2012

**CABINET MEMBER
FOR HOUSING**

*Councillor Andrew
Johnson*

**CABINET MEMBER
FOR COMMUNITY
CARE**

Councillor Marcus Ginn

**STRATEGIC REVIEW OF SHELTERED
HOUSING STOCK AND THE PROVISION OF
EXTRA CARE UNITS IN HAMMERSMITH
AND FULHAM – PHASE 1 CLOSURE
REPORT**

**Wards:
All**

This has been a joint project between Housing and Adult Social Care to explore the ability to secure additional Extra Care units within the borough to assist in meeting a ASC Transformation Board Saving of £1.1m by 2014.

Phase 1 of this project was to commission a comprehensive survey of the existing Sheltered Housing stock. Part of the brief was to assess the potential for conversion of existing stock to Extra Care.

The report concludes that conversion is not a practical option. It also presents additional findings and recommendations which have arisen during the course of the comprehensive survey and review of the current Sheltered Housing stock.

CONTRIBUTORS

EDH&R
EDASC
EDFCG
DoL

**HAS A EIA BEEN
COMPLETED?
N/A**

**HAS THE REPORT
CONTENT BEEN
RISK ASSESSED?
N/A**

Recommendations:

- 1. That Cabinet note the content of the CBRE Executive Summary Report and its conclusion that conversion of existing stock to the specified level of Extra Care is not a practical possibility**
- 2. That approval be given to recommendations 1-14 set out in this report and that their implementation be authorised.**

1. BACKGROUND TO PHASE 1 OF THE OF THE STRATEGIC REVIEW

1.1 The genesis of this project comes from the original Brief, which was proposed by joint Cabinet Members' Decision (Cabinet Members for Housing and Community Services). It was:

1.1.1 *The vision is to ensure that LBHF HRA stock is managed efficiently and profiled to meet changing aspirations and needs in the Borough. A key driver is to provide sustainable, fit for purpose accommodation that meets the corporate objective of delivering high quality, value for money services. Whilst the outcome of the review of the Sheltered Housing Stock cannot be predetermined, a primary objective is to deliver an additional 105 units of Extra Care accommodation within our existing Sheltered Housing Stock to support the operational requirements of Adult Social Care. Current stock will be assessed for potential conversion as part of the Review.*

1.2 The Cabinet Members' Decision paper also set out the following terms of reference

1.2.1 *A review of support for elderly persons undertaken by Adult Social Care Services has indicated the need to provide 105 units of Extra Care accommodation by 2014/15, which will lead to £1.1m savings.*

1.2.2 *There is a need to challenge and ensure LBHF stock is "fit for purpose" for current and future provision. This is particularly relevant at the moment when there is demographic change and funding pressure in the borough.*

1.2.3 *A cross-cutting Project Board has been set up to carry out a review of Sheltered Accommodation as it has work streams that affect many Council services, aims and objectives. This Project Board is led by Members and facilitated by officers, representing both Housing and Adult Social Services.*

1.2.4 *The purpose of this review will be to ensure the LBHF has a joined up approach to the provision of care in the community, that is tenure neutral and focuses on the needs of the individual. A secondary, but important, aim will be to ensure limited resources are used strategically to ensure maximum impact in the community in the medium and long term.*

1.2.5 *As part of the review there will be an assessment of the potential for conversion of existing sheltered accommodation into Extra Care. However, if this is not feasible all other options will be explored.*

1.3 The Project objectives were as follows:

1.3.1 *To produce a fully costed options appraisal of the Council's Sheltered Housing stock, identifying specific options for each scheme.*

1.3.2 *To produce an action plan with recommendations for the Council's sheltered housing stock.*

2. THE APPOINTMENT OF CBRE AND THEIR REPORT

- 2.1 The Brief for the survey was put out to competitive tender via the London Tenders Portal, and was awarded to CB Richard Evans (CBRE). CBRE is the world's largest commercial real estate advisor, and relevant for this assignment, with colleagues who specialise in areas such as Care and Health facilities provision at both national and international levels. Moreover CBRE are skilled in assisting clients to implement solutions in addition to providing reports to support evidenced based decision making.
- 2.2 The CBRE Executive Summary Report is attached as Appendix 1.

3. RECOMMENDATIONS FROM THE STRATEGIC REVIEW OF SHELTERED HOUSING PROJECTBOARD FOLLOWING CONSIDERATION OF THE CBRE REPORT

- 3.1 On 19 July the Strategic Review of Sheltered Housing Project Board met to consider the CBRE report, and to challenge and clarify the findings of the report with senior officers from CBRE. The membership and minutes of this meeting are attached as Appendix 2.
- 3.2 The conclusions and recommendations made by the Strategic Review of Sheltered Housing Project Board are set out in the sections below.

4. PROVISION OF EXTRA CARE BY CONVERSION FROM EXISTING STOCK

- 4.1 Further to the Terms of the joint decision by the Cabinet Members for Housing and Community Services, the Strategic Review undertaken by CBRE has concluded there is no practical ability to deliver 105 units of Extra Care from conversion of existing stock.
- 4.2 **Recommendation 1:** Phase 2 of this project, the provision of additional Extra Care units, is primarily an issue for Adult Social Care (ASC) as the emphasis will be on commissioning of services. However, the Housing and Regeneration Department (HRD) have offered to continue to give whatever practical advice and assistance as necessary and Transformation Board will be updated

5. JOINT WORKING

- 5.1 Members noted this project had forged a good working relationship between HRD and ASC. This good practice anticipated, and is now endorsed by, the draft Care and Support Bill. Housing and Social Care departments will be required to work together to effectively to meet the needs of vulnerable people.
- 5.2 **Recommendation 2:** HRD and ASC continue to explore a closer working relationship which prioritises the needs of the service user. This shall include areas such as information sharing, and developing joint assessment processes for allocations to sheltered accommodation.

- 5.3 **Recommendation 3:** HRD and ASC review the needs of our current residents. There are concerns that the current allocation system may have lead to inappropriate allocations to Sheltered Accommodation. A review will establish residents' short, medium and long term needs and assist in future planning of services, and the provision of services. It should also quantify the issue of supply and demand to ensure the current provision is adequate, rather than an overprovision.

6. SERVICE REVIEW

- 6.1 The report has highlighted a number of areas for further investigation. HRD have already identified many of these issues, but this report validates the need for that work.
- 6.2 **Recommendation 4:** HRD to take account of the review findings in finalising LBHF's revised Housing Allocations Policy, which is currently out for public consultation, prior to formal adoption. In particular, to ensure that those in housing need, where ASC are currently providing support, are appropriately prioritised in the new, reduced, Housing Register.
- 6.3 **Recommendation 5:** HRD will work with ASC to agree a revised definition and physical attributes for designated sheltered accommodation. Properties will be required to be "fit for purpose" and meet modern criteria. This would be known as the "H&F standard for modern sheltered accommodation".
- 6.4 **Recommendation 6:** Notwithstanding the anticipated "H&F standard for modern sheltered accommodation" it was agreed that bedsit/studio apartments were not appropriate modern accommodation and should be phased out as soon as practically possible. Bedsit/studio accommodation is only currently provided in Edward Woods and Underwood House.
- 6.5 **Recommendation 7:** HRD to investigate the provision of wireless alarm systems to replace the current hardwired system. This could save a considerable capital amount, as well as ensuring more flexibility with the property (supporting portable and personalised services over institutional services supplied to designated properties).
- 6.6 **Recommendation 8:** HRD will invite input from ASC to review the void process and the impact of the revised allocation policy and procedure. Related to this, HRD will record the reasons for refusal of its properties. This will allow analysis and deter unreasonable refusals.

7. OPTIONS APPRAISAL

- 7.1 The report findings raise a number of issues which require further and detailed clarification. There is a strong suggestion that there could be an overprovision of sheltered accommodation leading to inappropriate services, and misdirected resources.
- 7.2 **Recommendation 9:** In the event of proven overprovision, HRD will undertake scheme by scheme analysis, and make recommendations for de-designation,

rationalisation or additional investment, as appropriate. This will be done through full consultation with Members and the affected residents.

- 7.3 **Recommendation 10:** Notwithstanding the need for a detailed assessment, Members were of the view that the Edward Woods scheme was not ideal for the provision of sheltered accommodation and they would support proposals to de-designate as sheltered accommodation with no further allocations for such use at the earliest opportunity, with existing sheltered residents offered transfers to other schemes. (The Edward Woods scheme is a “scattered site” comprising 19 units in Poynter House, 11 in Stebbings House, and 10 in Norlands House, composing 31 one bed flats, and 9 bedsits).

8. PILOTING OF NEW APPROACHES

- 8.1 **Recommendation 11:** Partnership working with other local providers of accommodation for the elderly is acknowledged best practice and increasingly encouraged. It was agreed that joint working with Hammersmith United Charities, specifically their Sycamore Gardens site, should be explored as this was a very good example of modern elderly housing provision.

9. PHASE 1 - CONCLUSION

- 9.1 **Recommendation 12:** It be noted by Cabinet that Phase 1 of the project had been completed and all outcomes achieved on time and on budget. Outcomes included:

- 9.1.1 Conversion of existing stock had been robustly tested and found not to be an option;
- 9.1.2 The Council now had a 30 year building cost model for its sheltered sites;
- 9.1.3 Detailed options appraisals for each site had been independently completed.

10. PHASE 2 – COMMENCEMENT

- 10.1 Initially, in addition to the terms of reference for the review set out in 1.1.1 above, the Council had the following options for the provision of Extra Care:
- 10.1.1 Option 1: Refurbish existing Council owned stock if suitable;
- 10.1.2 Option 2: Provide accommodation in alternative Council owned buildings;
- 10.1.3 Option 3: Provide accommodation in non-Council owned stock;
- 10.1.4 Option 4: Provide accommodation in alternative existing buildings out of Borough;
- 10.1.5 Option 5: Develop new buildings.

- 10.2 Phase 1 had clearly concluded that Option 1 was not viable. Members serving on the Sheltered Housing Project Board had stated that out of Borough provision was not a preferred option thus ruling out Option 4 in the absence of any Tri or Bi-Borough projects. Effectively this means that only Options 2, 3, and 5 are viable at present.
- 10.3 Having regard to the findings of the CBRE report, there are considered to be four main options for funding any future provision:
- 10.3.1 Option A: Bring in the private sector to develop/ finance/ operate new facilities;
 - 10.3.2 Option B: The Council's own capital/borrowing facility;
 - 10.3.3 Option C: Sale and leaseback, a variant of Option A;
 - 10.3.4 Option D: Extra Care units facilitated by Section 106 planning gain [*Note: Outside the terms of reference of the original review*]
- 10.4 There is work underway within ASC to test and validate the likely future demand for Extra Care accommodation in terms of base load and variable peaks. In order to model scenarios, and subsequently to test market appetite and financial implications for the provision of this requirement on LBHF or third party land, this work will need to be concluded.
- 10.5 **Recommendation 13:** It should be noted that this project has a Transformation Board agreed saving £1.1m to be achieved by 2014. It is recommended these options are quickly evaluated by ASC and a further report presented to Transformation Board detailing the current and future Extra Care needs, and how they will be met through commissioning of services, together with other measures required to achieve the target ASC saving in 2014/ 15.
- 10.6 **Recommendation 14:** The extent to which Extra Care units could be facilitated through Section 106 planning gain should be tested.

11. MONITORING AND REPORTING

- 11.1 Agreed actions arising from this report, or related actions will be recorded in a SMART Action Plan, attached as appendix III. The Plan will be circulated to the members of the Strategic Review of Sheltered Housing Project Board on monthly basis, and officers will be accountable at regular meetings to give Members further detail and updates.

12. RISK MANAGEMENT

- 12.1. It is considered that there are no new specific risks arising from this report. However, some of these recommendations, if adopted, will require a further report and new risk management issues may arise. Any new risk management issues will be addressed at that time.

13. EQUALITY IMPLICATIONS

- 13.1 It is considered that there are no new specific Equality implications arising from this report. However, some of these recommendations, if adopted, will require a further report and Equality implications may then arise. Any new Equality implications will be addressed at that time.

14. COMMENTS OF THE EXECUTIVE DIRECTOR OF FINANCE AND CORPORATE GOVERNANCE

- 14.1 There are no immediate financial implications arising from this report. However, implementation of a number of the recommendations will have financial implications, particularly in the case of appraising options for the future delivery of the service and with regard to the achievement of the £1.1m saving required from 2014/15 onwards. Further reports will be produced as appropriate.

15. COMMENTS OF THE DIRECTOR OF LAW

- 15.1. There are no direct legal implications arising from this report.

16. COMMENTS OF THE DIRECTOR FOR PROCUREMENT AND IT STRATEGY

- 16.1 There are no direct procurement implications arising from this report.

LOCAL GOVERNMENT ACT 2000 **LIST OF BACKGROUND PAPERS**

No.	Description of Background Papers	Name/Ext of holder of file/copy	Department/ Location
1.	CBRE Executive Summary Report	Geoff Wharton, 6374	HRD, 3 rd Floor THEX
2.	Minutes of the Strategic Review of Sheltered Housing Project Board meeting held 19 th July 2012	Geoff Wharton, 6374	HRD, 3 rd Floor THEX
3.	SMART Action Plan	Geoff Wharton, 6374	HRD, 3 rd Floor THEX
CONTACT OFFICER: Geoff Wharton EXT. 6374		LEAD OFFICER: Stephen Kirrage 3064	