

Agenda item:

[No.]

Overview and Scrutiny Committee

On 1 November 2010

Report Title: **Supported Housing Review**

Report of: **Niall Bolger, Director of Urban Environment**

Signed:



Date: 18 October 2010

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Wards(s) affected: **Tottenham Hale
White Hart Lane
Hornsey**

Report for: **Discussion**

1. Purpose of the report

- 1.1. To update the Overview & Scrutiny Committee on the progress made in relation to the Supported Housing Review affecting the Council's sheltered housing schemes at Protheroe House, Larkspur Close and Stokley Court.

2. Introduction by Cabinet Member

- 2.1. I welcome the progress that has been made in relation to the Supported Housing Review and the development of Haringey's Older People's Housing Strategy which, together, support the Council's strategic objective of providing well managed, high quality and sustainable homes for older people in the borough.
- 2.2 It is essential that the Supported Housing Review considers the housing needs of all older people in the borough, including owner occupiers.

3. State link(s) with Council Plan Priorities and actions and /or other Strategies:

- 3.1. This Review supports the delivery of the vision for the London Borough of Haringey – ‘A Council we are all proud of – Delivering high quality, cost effective services
- 3.2. This Review also supports the delivery of the Council’s priorities:
 - Homes and neighbourhoods fit for the future
 - Spending wisely and investing in the future
- 3.3. Haringey’s Housing Strategy 2009-2019
- 3.4. Haringey’s Older People’s Housing Strategy 2010-2020 (due for completion December 2010) priority to develop extra care housing
- 3.5. Strategic Commissioning Programme for extra care housing

4. Recommendations

- 4.1. It is **recommended** that the Overview and Scrutiny Committee:
 - (a) Notes the progress of the Supported Housing Review; and
 - (b) Provides the Cabinet with its feedback and recommendations in respect of the Supported Housing Review, especially in relation to the proposed redevelopment of Protheroe House as an Extra Care scheme.

5. Reason for recommendation(s)

- 5.1. At its meeting on 17 November 2009, Cabinet decided that, subject to consultation and the redevelopment of the site being financially viable, Protheroe House would close and be redeveloped as an Extra Care Supported Housing Scheme. It also decided to defer a decision on the future of Larkspur Close and Stokley Court pending the outcome of additional work, including the production of Haringey’s Older People’s Housing Strategy.
- 5.2. After ‘calling in’ the Cabinet decision, the Overview & Scrutiny Committee considered the Supported Housing Review on 9 December 2009 and made a number of recommendations to Cabinet on how the review should progress, particularly in relation to the consultation with residents.
- 5.3. Since December 2009, there has been ongoing work in relation to the future options for Protheroe House, Larkspur Close and Stokley Court. At its meeting on 16 November 2010, the Cabinet will receive an update on this work and a recommendation on the proposed redevelopment of Protheroe House.

6. Background

- 6.1 In 2009, the Council carried out a review of its supported housing, with the assistance of the Housing Quality Network with a view to ensuring the provision of well managed, high quality, sustainable homes for older people in Haringey.
- 6.2 The review concluded that, for a number of the Council's existing sheltered schemes, there are difficulties in letting properties and doubts about the long term need and demand for this type of housing. At the same time, there were concerns about the high cost of bringing the properties up to the decent homes standard and it was identified that there was a need to explore new models for providing care and support, including Extra Care.
- 6.3 In November 2009, Cabinet considered a plan for addressing the specific needs of four sheltered housing schemes (Protheroe House, Larkspur Close, Stokley Court, and Campbell Court) increasing the provision of Extra Care Supported Housing and enabling all of the Council's supported housing to be brought up to the decent homes standard.
- 6.4 At its meeting on 17 November 2009, Cabinet decided that Campbell Court should be retained as a sheltered housing scheme and included in the decent homes programme. It deferred a decision on the future of Larkspur Close and Stokley Court pending the outcome of further work, including the production of Haringey's Older People's Housing Strategy.
- 6.5 Cabinet decided that, subject to consultation and the redevelopment of the site being financially viable, Protheroe House would close and be redeveloped as an Extra Care Supported Housing Scheme. It was decided that, with immediate effect, all new lettings would be suspended.

7. Developments since December 2009

- 7.1 Since December 2009, good progress has been made in relation to Decent Homes, the Older People's Housing Strategy, the options for Protheroe House, and the assessment of Haringey's need for extra care housing:
- Improvement works to 26 of the Council's 29 sheltered housing schemes (including Campbell Court) are being progressed by Homes for Haringey through the borough's decent homes programme;
 - Haringey's Older People's Housing Strategy is almost complete and will be reported to Cabinet in December 2010. Emerging priorities include the development of a wider choice of housing with support and care across all tenures, which includes extra care housing.

- A multi-disciplinary strategic commissioning pilot project has been considering how the borough can increase the supply of extra care supported housing to meet the needs of the growing number of people moving into supported housing later in life (often when their needs include housing, care and support) and enable the Council to reduce the number of households living in residential care.
- The provision of additional Extra Care Supported Housing (particularly in the East of the borough) has been identified as a priority within Haringey's Borough Investment Plan, developed in collaboration with the Homes and Communities Agency and approved by Cabinet.

Main findings from the Older People's Housing Strategy

7.2 Haringey's multi agency Older People's Housing Strategy has been developed in partnership with a wide range of voluntary and community groups, statutory organisations and older people. It has identified a number of key issues that are especially pertinent to the Supported Housing Review:

- The Strategy has identified that Haringey is over-provided for in terms of the number of sheltered housing units at 107 units per 1000 people aged 65+ compared with London at 51 units per 1000 people and the rest of England at 68 units per 1000 people;
- The number of older people in Haringey's is increasing with a much greater rise in the over 85's, who generally require more support and care than can be given in traditional sheltered housing. This increase will put substantial pressure on Adult Social Care budgets;
- That older people's housing should have a minimum of facilities. This would include accessibility to all units, including lifts and level access;
- There should be minimum space standards for all new properties and those we currently have should be assessed to see if this is sufficient. The space standard is a minimum of 50 m². In the London Plan (currently being consulted on), the Mayor of London is proposing this size for all new developments. It will also be mandatory for any new development receiving funding from the Homes & Communities Agency;
- People want choice and, when their care needs become too great, they are often reluctant to move into residential care. Given a choice, many would prefer to receive the care they need at home, either in general needs housing or in a specialist housing scheme, such as Extra Care;
- There needs to be specialist housing for older people across all tenures and not just social rented as we have now.

Extra Care Strategic Commissioning pilot

- 7.3 The Extra Care strategic commissioning pilot project has considered the benefits (for individuals and the Council) of Haringey developing Extra Care Supported Housing as a preferred model of providing housing with support and care.
- 7.4 The pilot project has also shown how a comprehensive approach to strategic commissioning is critical to meeting the Council's objectives and priorities in response to customers' changing expectations and the reduction of resources.
- 7.5 Financial modelling has demonstrated that the Council can achieve significant savings by providing Extra Care housing to those older people with high care needs rather than placing them in residential care. Based on an annual saving of £19,000 for each resident who has high care needs, the Adult Social Care budget will achieve revenue savings of around £570,000 if 30 of the residents of the 45-unit Extra Care scheme at Protheroe House have high care needs.

Progress of the Supported Housing Review

- 7.6 A multi-disciplinary Project Team (comprising Officers from Housing Services, Homes for Haringey and Adult Social Care) has been overseeing the progress of the Supported Housing Review and has focused on the options for Protheroe House and Larkspur Close.
- 7.7 The Project Team commissioned Nigel Appleton (a specialist in supported housing and extra care supported housing) to undertake an Options Appraisal, provide independent and impartial advice, and help the Council produce an outline feasibility study and draft business plan for Protheroe House and, separately, for Larkspur Close.
- 7.8 Nigel Appleton has now provided the Council with a draft of his outline feasibility study and business plan for Protheroe House and is due to complete his report on Larkspur Close by December 2010. The options for Larkspur Close and Stokley Court will take into account Haringey's Older People's Housing Strategy.

Recommendations for Protheroe House

- 7.9 As the review of Larkspur Close and Stokley Court is ongoing, Cabinet is only being asked to consider the future of Protheroe House at this stage.
- 7.10 In his outline feasibility study and business plan for Protheroe House (attached as Appendix 1), Nigel Appleton sets out the options for Protheroe House.
- 7.11 In summary, the main options are:
- (a) Retain Protheroe House with minimal investment
 - (b) Retain Protheroe House but invest in upgrading and re-modelling

- (c) Demolish and re-provide as Extra Care housing
- (d) Transfer Protheroe House to a Registered Provider (housing association) for upgrading, re-modelling or re-providing as Extra Care housing
- (e) Demolish Protheroe House and partner with an Registered Provider to provide Extra Care housing
- (f) Dispose of the site and take a capital receipt.

7.12 Taking all factors into account, Officers on the multi disciplinary Project Team have concluded that the preferred option is the demolition of Protheroe House and its re-provision as an extra care supported housing scheme that offers a high quality, stimulating living environment for older people in the east of the Borough.

7.13 Tenants have been consulted and while initially opposed to change (as would be expected) they now accept that they will be moving and are keen to do so.

7.14 The report to Cabinet on 16 November 2010 will include feedback on the consultation that has been undertaken with the residents of Protheroe House, together with estimates of the likely cost of the proposed Extra Care scheme and the potential sources of funding.

Options for the future of Larkspur Close

7.15 As explained above, Nigel Appleton is currently in the process of producing an outline feasibility study and business plan for Larkspur Close, which he hopes to complete in December 2010.

7.16 The outline feasibility study and business plan for Larkspur Close will take into account the views expressed by the Ward Councillors for White Hart Lane and the contents of Haringey's Older People's Housing Strategy. It will include the cost of bringing all homes up to the decent homes standard, the merits of retaining Larkspur Close as a supported housing scheme, and the site's potential for upgrading, re-modelling or re-provision as general needs housing.

7.17 It should be noted that, if it is eventually decided that Larkspur Close should be brought up to the decent homes standard, this would still not bring the bungalows up to the standards recommended for sheltered housing, since the construction and small size of the units remains an issue. They are between 32 m² and 35 m², being no more than 3 metres wide and approximately 11 metres deep.

7.18 At present, future funding of the decent homes programme is uncertain. Although the Government has confirmed Haringey's funding allocation for the first three years of its decent homes programme, the amount of funding that will be provided for future years will not be confirmed until after the outcome of the Comprehensive Spending Review is announced on 20 October 2010.

- 7.19 The availability of decent homes funding, together with the pressure on the Council's capital programme, will be taken into account in the outline feasibility study and business plan for Larkspur Close.

Options for the future of Stokley Court

- 7.20 Stokley Court does not have lift access and is, in parts, up to three storeys high. Based on the standards set out in Haringey's draft Older People's Housing Strategy, it is not a building that is suitable for older people.
- 7.21 During the consultation with the tenants of Stokley Court, residents acknowledged that the absence of a lift was a disadvantage but they expressed a strong desire to continue living there. A series of options (including decommissioning it as a sheltered housing scheme and then using it for general needs or other client groups, whilst allowing existing residents to remain at Stokley Court with floating support) have been discussed with residents.
- 7.22 One of the options is to continue using the ground floor of Stokley Court as supported housing (but as a Community Good Neighbour scheme) and for the upper floors to be used for general needs housing.
- 7.23 The report that is eventually submitted to Cabinet on the future options for Stokley Court will take into account the views of the Ward Councillors and the tenants of Stokley Court, and the contents of Haringey's Older People's Housing Strategy. It will include the cost of bringing all homes up to the decent homes standard, the merits of retaining Stokley Court as a supported housing scheme, and the site's potential for upgrading and re-modelling.

8 Service Financial Comments

- 8.1 At present, no capital budget has been set aside for the Supported Housing Review and, due to the very low levels of capital receipts received by the Council and the likely reduction in Government funding, it is clear that the Council will not be in a position to fund the development of the Extra Care scheme.
- 8.2 The Extra Care strategic commissioning pilot's initial financial modelling has provided an early indication of the financial efficiencies that might be possible if Haringey uses extra care as an alternative to residential care. The pilot's report concludes that *"the provision of Extra Care services in Haringey could contribute significantly to containing future costs of Adults Social Care."* 100% tenancy nomination rights to a 45-unit Extra Care scheme at Protheroe House would clearly contribute to achieving this efficiency.

9. Chief Financial Officer Comments

9.1 At present, no specific capital budget has been allocated for these schemes. In view of the likely reductions in available capital funding directly from the Council, it is necessary to explore all options for external funding, both from Central Government and the Private Sector, of any re-provided schemes as the options are further developed. The potential for revenue savings are noted, however these will need to be further validated as more specific proposals are developed.

10 Head of Legal Services Comments

10.1 These will be included in the report presented to Cabinet on 16 November 2010.

11 Equalities & Community Cohesion Comments

11.1 An Equalities Impact Assessment is being developed in relation to Haringey's multi agency Older People's Housing Strategy.

12 Use of appendices / Tables and photographs

Appendix 1 – Outline feasibility study and draft business plan for the future development of Protheroe House