By: Peter Lake: Cabinet Member for Social Care and Community Health  
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Peter Gilroy: Strategic Director of Social Services  
Pete Raine: Strategic Planning Director  

To: Cabinet – 12 May 2003  

Subject: SHELTERED HOUSING STRATEGY  

Classification: Unrestricted  

Summary: This report puts forward a new strategy on the delivery of Sheltered Housing across Kent. It emphasises the importance of developing Extra Care Sheltered Housing as an alternative to residential care and recommends a strategic partnership to drive it.

Introduction

1. (1) This report sets out a new strategy on the development of Sheltered Housing across Kent. The strategy contributes to the Council’s target in the Next Four Years to “Ensure an additional 1,000 well designed units of Sheltered Housing are provided across Kent” and the PSA target to “reduce the rate of admission of people over 65 to residential and nursing care”. It is also in line with Social Services’ Active Care ten year vision, which includes the aspiration for every older or disabled person to have support to live independently in their own home or community if that is what they want. Provision of this nature would also contribute to wider strategic planning objectives to secure a range and diversity of housing provision in Kent tailored to community needs.

[2] Over the next two decades we will see considerable growth in the number of households across Kent (about 18% within the KCC area by 2021) together with any additional growth in the Kent part of the Thames Gateway associated with the Government recent Sustainable Communities Plan. Some of this growth arises from increased longevity and longer independent living amongst the older age groups. The high level of home ownership now prevalent will encourage change in market provision for older people and a demand for wider housing options. This report focuses on opportunities to support the development of Sheltered Housing, particularly Extra Care Sheltered Housing as an alternative for older people who would otherwise enter residential care. It also refers to wider opportunities for KCC to encourage the provision of both social and private market Sheltered Housing schemes as part of wider planning initiatives to build and strengthen communities.

(3) It is anticipated that the developments set out in this report will lead to further strategies to ensure appropriate choice in housing for other vulnerable groups.

(4) The Cabinet are requested to approve this strategy.

Benefits of Extra Care Sheltered Housing

2. (1) We have an ageing population. The retirement age population (65+) in the KCC area is forecast to increase by 11% over the period to 2011 and by almost one third (32%) by 2021. The population aged 85+ will increase by 16% by 2011 and by a third by 2021. By way of comparison the population of working age (16-64) is forecast to
increase by less than 5% by 2021 (appendix 1)\(^1\). The growth in the older age groups will have a direct bearing on the demand for Social Services. Older people also have rising aspirations and are able to exercise greater choice in housing after retirement. There is therefore a need for care that enables people to retain their independence rather than entering institutional residential care.

(2) Research by Kent County Council’s Joint Sheltered Housing Working Group (appendix 2) has shown that Extra Care Sheltered Housing offers an environment that promotes independence, health, welfare and a good quality of life for older people and enables:

- additional choice for older people and the opportunity to remain in a home of their own and active within their community. This is in line with “Supporting Independence”
- older people to feel safe and secure within their own home – especially at night. (Research has shown that fear is one of the main reasons why older people take up residential placements.\(^2\)) It is therefore consistent with the Council’s policy to reduce the fear of crime and to build safer homes and communities
- a reduction in the cost of care packages. A number of schemes have cited examples of tenants who had been receiving packages of care prior to moving into Extra Care Sheltered Housing but who, after a short period of time, were more independent with a lower level of support

**Needs Analysis for Kent**

3. (1) A needs analysis undertaken to inform the Strategy for Sheltered Housing highlighted the following:

- There is a serious shortfall of Extra Care Sheltered Housing for older people across Kent. Appendix 3 Chart 1 reveals the population over 65 years in each district in contrast to the current provision of sheltered housing. Chart 2 emphasises further the lack of Extra Care Sheltered Housing in Kent by comparing the population over 85 years in Kent with the current stock of Extra Care Sheltered Housing accommodation which is suitable for frail older people. Looking towards the next ten years the population of people over 85 will continue to rise which will further increase the demand for Extra Care Sheltered Housing.

- Social Services Commissioning Managers have stated that 25% of people being referred into residential care could be more appropriately accommodated in Extra Care Sheltered Housing if it was available i.e. it is estimated that out of the 1290 people placed in KCC funded residential care last year (01/01/01 – 01/01/02), 324 people could be diverted into Extra Care Sheltered Housing if this type of accommodation was available (appendix 4).

- Of the Sheltered Housing which does exist some, built in the 1960s, is no longer appropriate either because it includes a high number of bedsits, or lacks disability access. Supporting People are currently undertaking work to establish void levels and the appropriate use of Sheltered Housing.

**Funding Extra Care Sheltered Housing**

\(^1\) Matching Needs and Services Report, Dartford Older Persons April 2002; DoH/PSSRU review “Home and Away” July 1994
4. (1) There are a wide range of potential funding streams to support this strategy which are not mutually exclusive:

- **The Private Finance Initiative (PFI):** Following the success that the Social Services Directorate have already had in obtaining PFI credits from central government for other projects, we are now finalising with 8 District Council partners an outline proposal to the Office of the Deputy Prime Minister (ODPM) to develop up to 130 new Sheltered Housing Units.

- Where appropriate Kent County Council will explore borrowing capital monies under the new prudential borrowing powers.

- **The Housing Corporation** is a key provider of funding for Sheltered Housing. Kent County Council will take a strategic approach working with District Councils and Housing Associations to develop schemes that have the greatest priority and to maximise funding for Kent as a whole. Several years ago the Kent Housing Partnership, involving the Housing Corporation, the local housing authorities and a consortium of housing associations, provided a cost effective county wide programme over a 3 year period that secured the provision of well over 1000 units of social housing. This provides a useful precedent for what might now be pursued in respect of Extra Care Sheltered Housing.

- **Under the 1972 Local Government Act Kent County Council** has the power, either under a general consent, or with the express permission of the Secretary of State, to dispose of land at less than best consideration. The ODPM has issued a proposal suggesting this power be extended to provide a general consent for disposal at below best consideration where arrangements contribute to the “promotion or improvement of economic, social or environmental well being” and the discount on market value does not exceed £2 million.

Where there are clear benefits to the delivery of KCC strategy (such as future revenue savings or promoting independence and Active Care) the Council may therefore contribute land as part of a deal to construct Sheltered Housing. Each transaction would be considered on its own merits and wherever possible we would seek to maximise land value within the framework set by the Council’s policy aspirations and the general disposal consents.

The Leader has previously approved a policy direction that where a property transaction impacts on the achievement of a PSA target particular care should be taken. In the case of acquisitions, property transactions should be fast tracked. In the case of disposals, the normal objectives of Best Value should not be pursued in such a way as to frustrate the achievements of a strategic target. While this did not refer specifically to the issue of disposal at less than best price, it is an extension of the same principle.

- **Development contributions** negotiated in conjunction with planning applications for general housing development are used widely by District Councils to secure social housing. A target of 20%- 30% social housing within larger new housing developments is commonly sought where supported by a local housing needs assessment and an appropriate policy in the statutory development plan. Such an approach might be developed further to ensure that the specific needs for sheltered housing, including Extra Care Sheltered Housing, are identified as part of local housing needs assessments and reflected in the terms of planning policies for housing and the character of development pursued in negotiations on particular developments. A useful
starting point would be to include appropriate references in the text and

Financial Implications

(1) For all new Extra Care Sheltered Housing developments there will need to
be detailed business cases presented and approved by all partners.

(2) There will be revenue costs to provide the care element but as it is planned
that this initiative will reduce the residential care costs a net saving to the Directorate
will be generated. The following is an example of the weekly cost savings that could be
made, based on a model for very high dependency tenants:

<table>
<thead>
<tr>
<th>Weekly Cost</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Cost of Client in Residential Care (based on the lowest band price)</strong></td>
<td>£266.88</td>
</tr>
<tr>
<td><strong>Cost to Social Services of Client in Extra Care Sheltered Housing:</strong></td>
<td></td>
</tr>
<tr>
<td>Care Element</td>
<td>£ 85</td>
</tr>
<tr>
<td>Other Expenditure Met from Supporting People’s Budget</td>
<td>£ 35</td>
</tr>
</tbody>
</table>

(3) The net saving to the Directorate, based on the figures above, would be
approximately £180 per week per client, but with an additional pressure on the
Supporting People’s budget of approximately £35 per week. The £180 saving equates to
an annual saving of approximately £9,360 per client.

(4) The revenue funding will originate from growth bids to the Office of the
Deputy Prime Minister to augment the Supporting People ring-fenced budgets (housing
related support) and Social Services Care Management Budgets (personal care).

Recommendations

7. (1) Cabinet is asked to approve this Sheltered Housing strategy, including the
following recommendations:

(a) Re-submission of the Additional Social Housing Private Finance Initiative
(PFI) bids and development of further PFI bids.

(b) We will work with the District and Borough Councils, Primary Care Trusts
and other Housing Providers to implement this new strategy and model of
care for Extra Care Sheltered Housing.

(c) A strategic conference is held led by KCC and with District Councils, the
Health Economy the ODPM, GOSE, the SouthEast England Development
Agency and all Housing Associations to attend. A Sheltered Housing
Strategy be developed as an output from the conference and be agreed by
the Supporting People Core Strategy Development Group.

(d) We consider the relative priority of Sheltered Housing for capital/revenue
funding in tandem with other KCC priorities for other service user groups.
This will then be considered at the Commissioning Body for prioritisation
with the other stakeholders within Supporting People for the Full Strategy

(e) The Strategic Planning Directorate include reference in the forthcoming
Kent and Medway Structure Plan to the strategic importance of sufficient
Sheltered Housing, including Extra Care facilities to the planning of
housing provision and that need for such accommodation be identified in
local housing needs assessments and local planning policies for the type of housing provision proposed for individual development sites.

(f) The County Council may use its power to dispose of land so that where there are clear benefits in the delivery of a specified KCC strategy (such as future revenue savings or promoting independence and Active Care) it can be contributed as part of a transaction to construct Sheltered Housing. Each transaction to be considered on its own merits.
Appendix Two

Research by Kent County Council’s Joint Sheltered Housing Working Group included:

Extra Sheltered Schemes Visited

- Dray Court, Guildford, Surrey.
- Japonica Court, Guildford, Surrey.
- Robert White House, Bickley, Kent.
- Pafflard Court, Canterbury, Kent.
- Albion Court, Hackney, London.
- Southwold Court, Hackney, London.
- William Wood House, Sudbury, Suffolk.
- Sydney Brown Court, Hadleigh, Suffolk.
- Verona Court, Wolverhampton.
- Langley Court, Wolverhampton.
- St George’s Court, Leighton Buzzard, Bedfordshire.
- White Oak, Swanley, Kent.

Interviews with Housing Providers

- Tracey Kerly, Ashford Borough Council.
- Adrian Grey, Canterbury City Council.
- Sheila Corbet, Dartford Borough Council.
- Pauline Lloyd, Dover District Council.
- Elaine Longworth, Gravesham Borough Council.
- Julie Shuter, Maidstone Borough Council.
- Simon Clark, West Kent Housing Authority.
- Shelley Squance, Shepway District Council.
- Christine Smith, Swale Housing Association.
- Tina Pritchard, Thanet Community Housing Association.
- Sonia Hicks, Tonbridge and Malling Housing Association.
- Amanda Gale, Tunbridge Wells Borough Council.

Further Research for Funding Options

- Chris Bandy, Essex County Council.
- Steve Truman, Public Private Partnership Programme.
- Marian Crocker, Office of the Deputy Prime Minister.
- Heather Juman, Housing Corporation.
- Martin Riley, European Affairs, Strategic Planning, KCC.
- Nigel Smith, Economic Development, Strategic Planning, KCC.
- Brian Clacy, Social Services, KCC.
- Stephanie Abbot, Social Services.
- Claire Martin
  - Jo Pannel, Supporting People Team.
- Rose Ellison
Appendix Three

Chart 1: The number of sheltered housing units compared with the population 65+ per district in the KCC area.

<table>
<thead>
<tr>
<th>District</th>
<th>Population 65+</th>
<th>SH Units</th>
</tr>
</thead>
<tbody>
<tr>
<td>Tunbridge Wells</td>
<td>16,900</td>
<td>1,734</td>
</tr>
<tr>
<td>Tonbridge &amp; Malling</td>
<td>16,400</td>
<td>4,36</td>
</tr>
<tr>
<td>Thanet</td>
<td>27,600</td>
<td>409</td>
</tr>
<tr>
<td>Swale</td>
<td>18,500</td>
<td>1,337</td>
</tr>
<tr>
<td>Shepway</td>
<td>19,300</td>
<td>1,069</td>
</tr>
<tr>
<td>Sevenoaks</td>
<td>18,700</td>
<td>885</td>
</tr>
<tr>
<td>Maidstone</td>
<td>21,600</td>
<td>1,047</td>
</tr>
<tr>
<td>Gravesham</td>
<td>14,700</td>
<td>1,194</td>
</tr>
<tr>
<td>Dover</td>
<td>19,700</td>
<td>729</td>
</tr>
<tr>
<td>Dartford</td>
<td>12,400</td>
<td>863</td>
</tr>
<tr>
<td>Canterbury</td>
<td>26,000</td>
<td>880</td>
</tr>
<tr>
<td>Ashford</td>
<td>16,700</td>
<td>224</td>
</tr>
</tbody>
</table>

Chart 2: The number of extra sheltered housing units compared with the population 85+ per district in the KCC area.

<table>
<thead>
<tr>
<th>District</th>
<th>Population 85+</th>
<th>Extra Care Units</th>
</tr>
</thead>
<tbody>
<tr>
<td>Tunbridge Wells</td>
<td>3,040</td>
<td>2,077</td>
</tr>
<tr>
<td>Tonbridge &amp; Malling</td>
<td>3,921</td>
<td>2,077</td>
</tr>
<tr>
<td>Thanet</td>
<td>3,253</td>
<td>2,368</td>
</tr>
<tr>
<td>Swale</td>
<td>2,298</td>
<td>2,298</td>
</tr>
<tr>
<td>Shepway</td>
<td>2,873</td>
<td>1,648</td>
</tr>
<tr>
<td>Sevenoaks</td>
<td>3,073</td>
<td>1,648</td>
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<tr>
<td>Maidstone</td>
<td>3,079</td>
<td>1,648</td>
</tr>
<tr>
<td>Gravesham</td>
<td>5,190</td>
<td>2,220</td>
</tr>
<tr>
<td>Dover</td>
<td>1,427</td>
<td>2,220</td>
</tr>
<tr>
<td>Dartford</td>
<td>1,33</td>
<td>2,220</td>
</tr>
<tr>
<td>Canterbury</td>
<td>5,190</td>
<td>2,220</td>
</tr>
<tr>
<td>Ashford</td>
<td>2,220</td>
<td>2,220</td>
</tr>
</tbody>
</table>

Source:
Number of Housing Units: Collated by Holly Beaman (07/02-08/02) from data provided by interviews with Housing Providers (Appendix One)
Appendix Four

Need Assessment of Extra Care Sheltered Housing in Kent

<table>
<thead>
<tr>
<th>DISTRICT</th>
<th>NO. OF KCC FUNDED OLDER PEOPLE PLACED IN PERMANENT RESIDENTIAL CARE BETWEEN 01/01/01 – 01/01/02</th>
<th>NEW KCC-FUNDED PLACEMENTS SUITABLE FOR EXTRA CARE SHELTERED HOUSING. (A X 25%)</th>
<th>NEW KCC-FUNDED PLACEMENTS SUITABLE FOR EXTRA CARE SHELTERED HOUSING. (A X 40%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>ASHFORD</td>
<td>102</td>
<td>26</td>
<td>41</td>
</tr>
<tr>
<td>CANTERBURY</td>
<td>156</td>
<td>39</td>
<td>62</td>
</tr>
<tr>
<td>DARTFORD</td>
<td>142</td>
<td>36</td>
<td>57</td>
</tr>
<tr>
<td>DOVER</td>
<td>141</td>
<td>35</td>
<td>56</td>
</tr>
<tr>
<td>GRAVESHEM</td>
<td>61</td>
<td>15</td>
<td>24</td>
</tr>
<tr>
<td>MAIDSTONE</td>
<td>105</td>
<td>26</td>
<td>42</td>
</tr>
<tr>
<td>SEVENOAKS</td>
<td>110</td>
<td>28</td>
<td>44</td>
</tr>
<tr>
<td>SHEPWAY</td>
<td>144</td>
<td>36</td>
<td>58</td>
</tr>
<tr>
<td>SWALE</td>
<td>119</td>
<td>30</td>
<td>48</td>
</tr>
<tr>
<td>THANET</td>
<td>236</td>
<td>59</td>
<td>94</td>
</tr>
<tr>
<td>TON &amp; MALLING</td>
<td>86</td>
<td>22</td>
<td>34</td>
</tr>
<tr>
<td>TUNBRIDGE WELLS</td>
<td>123</td>
<td>31</td>
<td>49</td>
</tr>
<tr>
<td>KENT</td>
<td>1289</td>
<td>324</td>
<td>515</td>
</tr>
</tbody>
</table>

\(^3\) The Commissioning Managers for Social Services have stated that 25% of people being referred into residential care could be more appropriately be accommodated in Extra Care Sheltered Housing.