SCRUTINY COMMITTEE

Monday, 16th October, 2017

10.30 am

Darent Room, Sessions House, County Hall, Maidstone

Kent County Council
kent.gov.uk

AGENDA

SCRUTINY COMMITTEE

Monday, 16th October, 2017, at 10.30 am	Ask for:	**Joel Cook/Anna Taylor**
Darent Room, Sessions House, County Hall, Maidstone	Telephone:	**03000 416892/416478**

Membership

Conservative (x):	Mr P W A Lake (Chairman), Mr A M Ridgers (Vice-Chairman), Mrs C Bell, Mr A Booth, Mr G Cooke, Mr R C Love, Mr J P McInroy, Mr B J Sweetland and Mr J Wright
Liberal Democrat (1):	Mr R H Bird and Mrs T Dean, MBE
Labour (1)	Mr D Farrell and Dr L Sullivan
Church Representatives (3):	Mr D Brunning, Mr J Constanti and Mr Q Roper
Parent Governor (2):	Mr K Garsed and Mr A Roy

Tea/coffee will be available 15 minutes before the start of the meeting

County Councillors who are not Members of the Committee but who wish to ask questions at the meeting are asked to notify the Chairman of their questions in advance.

Webcasting Notice

Please note: this meeting may be filmed for the live or subsequent broadcast via the Council's internet site or by any member of the public or press present. The Chairman will confirm if all or part of the meeting is to be filmed by the Council

By entering into this room you are consenting to being filmed. If you do not wish to have your image captured please let the Clerk know immediately.

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UNRESTRICTED ITEMS

(During these items the meeting is likely to be open to the public)

A - Committee Business

A1 Introduction/Webcast Announcement

A2 Substitutes

A3 Declarations of Interests by Members in items on the Agenda for this Meeting

B - Any items called-in

B1 Decision 16/00137 - Changes to funding arrangements of housing related support and community alarms in sheltered housing. (Pages 5 - 52)

C - Any items placed on the agenda by any Member of the Council for discussion

EXEMPT ITEMS

(At the time of preparing the agenda there were no exempt items. During any such items which may arise the meeting is likely NOT to be open to the public)

John Lynch
Head of Democratic Services
03000 410466

Friday, 6 October 2017

Timing of items as shown above is approximate and subject to change.

By: John Lynch: Head of Democratic Services

To: Scrutiny Committee – 16 October 2017

Subject: Call-in: Changes to funding arrangements of housing related support and community alarms in sheltered housing – 16/00137

Summary: Notification of a call-in of decision number 16/00137 was received from Mrs Dean on 3 October 2017, supported by Mr Farrell. This report sets out the reasons behind the call-in and the options for the Scrutiny Committee.

Implementation of the decision has been delayed pending consideration by the Scrutiny Committee.

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1. Background

1.1 On 26 September 2017 the Cabinet Member for Adult Social Care took the decision to agree for work to be undertaken in collaboration with the current providers to explore and secure alternative funding models, enabling the gradual withdrawal or reduction of the council's contribution towards housing related support and community alarms in sheltered housing by the end of March 2018; and to delegate authority to the Corporate Director of Adult Social Care and Health, or other nominated officer, to undertake the actions necessary to implement the decision.

2. Call-in

2.1 The Members calling in the decision provided detailed justifications, which were considered by the Head of Democratic Services and duly accepted for consideration by the Scrutiny Committee, in line with KCC's constitution.

<u>Justification for call-in – as submitted by Mrs T Dean and supported by Mr D Farrell on 3 October 2017:</u>

"The Principles of Decision making are not fully delivered since there was insufficient clarity regarding aims and desired outcomes, and the Equalities Impact Assessment was incomplete.

There was confusion about the amount of money which the proposed changes would be saving. Officers did not have the correct figure to hand, leaving members unclear as to the outcome of the decision.

There was a contradiction between the officer and East Kent Housing figures on the age and dependency of clients; East Kent Housing state that only 19 out of 585 clients are under the age of 60, and that these will normally have health or support issues. The officer explained that this figure covered a much broader set of clients than those with whom KCC was working.

This may be the case, but it does not explain the variance with officer reporting suggesting that clients in Sheltered Accommodation have changed significantly to a younger less dependant group of people.

This suggests that the demographic of EKH clients in Sheltered Accommodation may be somewhat different to that described in the papers in paragraph 7, and this needs to be further explored to identify whether the impact on elderly vulnerable EKH clients might be different from those described in the report.

Mr Gibbens suggested that he was undertaking ongoing discussions with the Districts on these issues by the end of the month, and acknowledged that further work may be necessary with those Districts which have concerns. This leaves Committee members with no information on the outcome of those discussions.

The Equalities Impact Assessment refers rightly in a number of places to the need to further clarify details of the needs of Groups with protected characteristics. Indeed the report at paragraph 8 states that " More information about these individuals is needed in order to fully realise the potential impact on other protected characteristics" It is not appropriate for the council to make a decision in advance of the EIA being completed; officers accepted that the changes being contemplated were the biggest changes in ASC for many years, and that it was crucial that the County Council got it right. Not completing the EIA before the Committee reached its decision increases the risk of a possible challenge to KCCs decision which might impact on the delivery of the programme.

Alternative options; I note that the LGA report to Government on these proposals included a recommendation that new clients only should be subject to the new regimes, and that existing clients should be brought into it over time. This option does not seem to have been considered."

It is unfortunate that no provision was made for Mr Gibbens to report back to a subsequent ASC CC on his discussions with the HP before publishing the proposed Cabinet Member decision. However, since no such provision was made, I believe the Scrutiny Committee should establish greater clarity on the issues raised above before the Cabinet Member proceeds."

3. Reports attached

Key information

3.1 Report from Adult Social Care in response to the call-in.

3.2 Record of decision – 16/00137 (includes minutes of the 20 July Cabinet Committee item)

Background / Supporting information

3.3 Decision report

3.4 Equality Impact Assessment

3.5 Adult Social Care Cabinet Committee report (20 July 2017 meeting)

4. Witnesses

4.1 In response to the call-in, the following witnesses have agreed to attend the meeting, provide information and answer questions:

- Mr Graham Gibbens – Cabinet Member for Adult Social Care
- Anu Singh – Corporate Director Adult Social Care
- Mel Anthony – Commissioning Manager Adult Social Care

5. Recommendation

5.1 The Committee may decide to:

(a) Make no comment
(b) Express Comments but not require reconsideration of the decision.
(c) Require Implementation of the decision to be postponed pending reconsideration of the matter by the decision maker in light of the Committee's comments.
(d) Require implementation of the decision to be postponed pending review or scrutiny of the matter by the full Council.

Report author(s)

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From:	Graham Gibbens, Cabinet Member for Adult Social Care Anu Singh, Corporate Director of Social Care, Health and Wellbeing
To:	Scrutiny Committee – 16 October 2017
Subject:	PROPOSED CHANGES TO FUNDING ARRANGEMENTS OF HOUSING RELATED SUPPORT AND COMMUNITY ALARMS IN SHELTERED HOUSING - 16/00137
Classification:	Unrestricted
Past Pathway of Paper:	Social Care, Health and Wellbeing DMT (28th September 2016 and 1st March 2017) Adult Social Care Committee 20th July 2017
Electoral Division:	All

Summary: In anticipation of proposed government changes to the way supported housing will be funded from 2019/20, the county council set out its intention to work with providers to explore alternative funding models in a report to Adult Social Care Cabinet Committee on 20th July 2017. This would allow the gradual withdrawal of its contribution to sheltered housing by end of March 2018. This will ensure funding for supported housing can continue on a secure footing when aspects of housing benefit are devolved to local level from 2019/20.

The County Council will continue to meet its Care Act obligations to the residents of sheltered housing and this will be unaffected by the changes.

At the meeting of 20th July 2017 Committee endorsed the proposal that the Cabinet member take the decision to
a) **WORK** in collaboration with current providers to explore and secure alternative funding models, enabling the gradual withdrawal or reduction of the Council's contribution towards housing related support and community alarms in sheltered housing by the end of March 2018 and;
b) **DELEGATE** authority to the Corporate Director of Social Care, Health and Wellbeing or other nominated officer, to undertake the necessary actions to implement the decision.

In accordance with the report and its Equality Impact Assessment, the agreed actions were carried out including, an event attended by the Cabinet Member for all providers of supported housing, analysis of those impacted by the proposals and meetings with districts and boroughs. The decision was taken by the Cabinet Member on 26th September and subsequently published.

1. Introduction

1.1 Kent County Council currently provides funding to a number of sheltered housing schemes across the county which forms a partial contribution towards the posts of scheme managers. The remainder is funded via rents and service charges, reflecting the housing management role of these managers. The Council's contribution does not provide personal care, or any form of health or social care, which is funded separately for those with social care needs. A community alarm service is also funded, most of which are hardwired within sheltered housing schemes.

1.2 Both elements are universally available to those residents in receipt of Housing Benefit in the schemes, regardless of their needs. The Council's contributions towards these services are due to expire on 31 March 2018.

1.3 In light of the government's housing and welfare reform plans, the Council proposed to cease its contribution towards these services in sheltered housing by April 2018.

1.4 A provider event was held on 19th July, facilitated by an independent consultancy organisation, designed to inform, engage and support providers to prepare for the transitional arrangements via housing benefit. The Cabinet Member attended the event and in his address stated that the council will continue to meet its obligations under the Care Act. A copy of the address is contained with Appendix 1.

1.5 The proposed decision was discussed at Adult Social Care Cabinet Committee on 20th July 2017. At the meeting, the committee was advised that the Cabinet member planned to continue to visit affected districts.

1.6 The committee resolved that the decision proposed to be taken by the Cabinet Member for Adult Social Care to:

a) work in collaboration with current providers to explore and secure alternative funding models, enabling the gradual withdrawal or reduction of the Council's contribution towards housing related support and community alarms in sheltered housing by the end of March 2018; and

b) delegate authority to the Corporate Director of Social Care, Health and Wellbeing or nominated office, to undertake the necessary actions.

should be endorsed.

1.7 Following meetings with 5 districts, the decision as outlined was taken and published on 26th September 2017 and the Cabinet Committee of 29th September was advised accordingly.

2. Financial Implications

2.1 At the time of the Cabinet Committee of 20th July, the value of the contracts for sheltered housing was £2.78m. This was confirmed in the Cabinet Committee report and by the attending officer. Should the work referred to in the decision

be carried out as intended, these contracts would come to an end on March 31st 2018 and the county council will save the full contract amount in 2018/19.

2.2 The Cabinet Member and Corporate Director made reference to a savings target for 2017/18 set out in the Medium Term Financial Plan of £1.7m.

3. Data

3.1 The report and its Equality Impact Analysis (EqIA) make reference to the way that sheltered housing has changed over time. The accommodation strategy for adult social care "Better Homes: Greater Choice" acknowledges this change, stating that

> ***"****Evidence on lettings within the sheltered stock owned and managed by local authorities and housing associations in the County suggests that there is an issue with the popularity of some schemes leading to voids and consequently the letting of these properties to younger ….people... In 2013, over one third of sheltered lettings were to people under the age of 65. A small number were let to people aged 45-55. "*
> **Kent Home Choice data**

Similarly, reports from a national perspective, such as those produced by the Joseph Roundtree Foundation and the Chartered Institute of Housing, point to increase in the number of younger entrants into sheltered housing.

3.2 The County Council's obligations under the Care Act are unaffected by these changes. The council will continue to provide care assessments to those in sheltered housing who need them.

3.3 The County Council routinely collects data from its commissioned services in relation to the performance and outcomes for those services. In addition, as outlined in the EQIA, detailed questionnaires were sent to providers in May 2017. The data used in the analysis has been supplied by contract holders and in the case of the contracts held by Canterbury, Dover and Shepway district council, by East Kent Housing Association.

3.4 The Canterbury data is as follows:-
442 people were in receipt of a KCC funded support service
5 people were under 50 – 2 of these have had a care assessment under the Care Act and their care needs are being addressed with appropriate care packages.
The data further shows that demographic in sheltered housing is changing:-
2009/10 0.5% under 60 in 585 units
2016/17 2.24% under 60 in 447 units

3.5 The Shepway data is as follows:-
571 people were in receipt of a KCC funded support service
8 people were under 50 – 2 of these have had a care assessment under the Care Act and their care needs are being addressed with appropriate care packages.

2009/10 1.4% under 60 from 514 units
2016/17 3.9% under 60 from 514 units

3.6 The Dover data is as follows:-
216 people were in receipt of a KCC funded support service
4 people were under 50 – 2 of these have had a care assessment under the Care Act and their care needs are being addressed with appropriate care packages.

2009/10 0% under 60 from 266 units
2016/17 1.5% under 60 from 266 units

4. Conversations with Districts

4.1 At the Cabinet Committee meeting on 20th July, the Cabinet Member indicated that further meetings with the districts was planned.

4.2 The Cabinet Member met with districts as follows:-
Maidstone Borough Council 25th July
Gravesham Borough Council 26th July
Shepway and Dover District Councils 7th September
Canterbury City Council 13th September

4.3 These visits were referenced in the Record of Decision of 26th September.

5. Equality Impact Assessment

5.1 The completed Equality Impact Assessment which was submitted with the report for meeting on 20 July 2017 outlined findings to date and it included the action plan that showed the further work necessary.
The action plan identified three actions needed.

- To work with providers to identify those who may be impacted
- To carry out care needs assessments where required in accordance with the Care Act
- To host a workshop to support providers in transition.

5.2 These actions were carried out as products of the EQIA.

5.3 In the action plan, the council undertook to work with providers to identify those residents who may be impacted. The work carried out has shown that with the exception of those tasks undertaken to administer the contract, such as preparing contractual performance returns and submitting them to the council, all of the tasks to assist residents that are being undertaken under the contract can be described as intensive housing management and are therefore eligible to have their costs met via housing benefit. This eligibility is true irrespective of the age, gender or disability of the service recipients.

5.4 The work undertaken via the action plan revealed one scheme where tasks were being undertaken that were not eligible for council funding under the

current contract nor eligible to be described as intensive housing management payable via housing benefit. The council is in conversation with this provider to find alternative means for this help to be provided.

5.5 The council's social care data shows that care assessments in sheltered housing are taking place and that those who have eligible needs are having these needs met. An event was held for providers on 19th July to support them with the transition and a specialist adviser made available. At the event the Cabinet Member reiterated to all providers that the council will continue to meet its obligations under the Care Act to those who live in sheltered housing.

5.6 The work arising from the EQIA action plan informed the visits made with local authorities following Cabinet Committee on 20th July and the final decision made by the Cabinet Member on 26 September.

6. Alternative Options

6.1 Whilst the LGA report does contain recommendations, the county council cannot assume that the new national funding model will follow suit.

6.2 The analysis carried out for the EQIA has demonstrated that the assistance provided in sheltered housing is eligible to be funded via housing benefit.

6.3 The opportunity exists now to prepare providers for the new national funding regime and maximise the new opportunity. The mechanism proposed is has been followed locally here in Kent and nationally.

7.0 Reporting Back

7.1 In the Cabinet Committee meeting of 20th July, the Cabinet Member undertook to meet with local districts before taking his decision.

7.2 The meetings were held as outlined in 4.2 of this report and referenced in the decision report.

7.3 At the Cabinet Committee on 29th September the Cabinet Member reported that he had taken the decision as discussed and endorsed at the Cabinet Committee of 20th July and also following the visits to 5 districts as described elsewhere in this paper.

8. Conclusion

8.1 The County Council has acknowledged that the way that sheltered housing is used and provided is changing nationally. At the same time, new national arrangements for the funding of all supported housing, including sheltered housing, is imminent.

8.2 In anticipation of these changes, the Council proposed to work collaboratively with providers to establish alternative mechanisms of funding. This would enable the council to cease its contribution towards these services housing related support and community alarms in sheltered housing by April 2018 and to ensure that the opportunity to use the proposed newly devolved funding is maximised. An Equality Impact Assessment was undertaken and an action plan produced.

8.3 The proposed decision was discussed and endorsed at Adult Social Care Cabinet Committee on 20th July 2017.

8.4 Work undertaken via the Equality Impact Assessment Action plan identified that all of the tasks that are being undertaken to assist residents under the contract can be described as intensive housing management and are therefore eligible to have their costs met via housing benefit. This eligibility is true irrespective of the age, gender or disability of the service recipients.

8.5 A provider event was held on 19 July, facilitated by an independent consultancy organisation, designed to inform, engage and support providers to prepare for the transitional arrangements via housing benefit.

8.6 The County Council will continue to meet its Care Act obligations to the residents of sheltered housing and this will be unaffected by the changes.

9. Background Documents

Budget Book 2017/18
http://www.kent.gov.uk/__data/assets/pdf_file/0006/66534/budget-book-2017-18.pdf

Kent Social Care Accommodation Strategy, Better Homes: Greater Choices
http://www.kent.gov.uk/__data/assets/pdf_file/0018/14634/Kent-social-care-Accommodation-Strategy.pdf

Social Care, Health and Wellbeing Community Support Market Position 2016
http://www.kent.gov.uk/__data/assets/pdf_file/0004/60475/The-Social-Care,-Health-and-Wellbeing-Community-Support-Market-Position-Statement-FULL-statement.pdf

Strategic Statement 2015-2020, 'Increasing Opportunities Improving Outcomes'
http://www.kent.gov.uk/about-the-council/strategies-and-policies/corporate-policies/increasing-opportunities-improving-outcomes

Accommodation for Adult Social Care 'Better Homes: Greater Choice"
http://www.kent.gov.uk/about-the-council/strategies-and-policies/adult-social-care-policies/accommodation-strategy-for-adult-social-care

Chartered Institute of Housing "New Light Through Changing the Face of Old Windows. Sheltered Housing"

http://www.cih.org/resources/PDF/presentations/arch2015/Anne%20folder/South%20West%20Conf/Kieran%20Colgan.pdf

Joseph Rowntree Foundation "Supported Housing for Older people in the UK" https://www.jrf.org.uk/report/supported-housing-older-people-uk-evidence-review

Adult Social Care Committee 20th July – Report https://democracy.kent.gov.uk/documents/g7749/Public%20reports%20pack%20020th-Jul-2017%2013.30%20Adult%20Social%20Care%20Cabinet%20Committee.pdf?T=10

Adult Social Care Committee 29th September – Verbal Update https://democracy.kent.gov.uk/ieListDocuments.aspx?CId=896&MId=7750&Ver=4

Record of Decision https://democracy.kent.gov.uk/ieDecisionDetails.aspx?ID=2086

Appendix 1 Future Funding of Supported Housing Event 19.07.17 Address by Cabinet Member

10 Contact details

Report Authors

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Appendix 1 Future Funding of Supported Housing Event 19.07.17 Address by Cabinet Member

Good morning everyone. My name is Graham Gibbens and I am the Cabinet Member for Adult Social Care at Kent County Council.

I'm delighted to welcome you all to the Kent County Showground today, to what I am sure will be the first of many conversations about the future funding of supported housing. It's very pleasing to see such a diverse range of provider organisations represented – I have already met colleagues from local authorities, housing associations and charitable organisations. We are certainly very fortunate to have you all, delivering such important services to the vulnerable people of Kent.

Of course, the council will always meet its obligations under the Care Act. We know just how valuable these preventative services are. We currently invest over £55m in supported housing and housing related support. Together with our partners in the district authorities and other public bodies, including many of you here today, we have set out a joint accommodation strategy for social care with a clear message about our future ambitions to deliver more supported housing for those who need it here in Kent.

Our plans for accommodation are just one of the ways in which we will deliver our vision and strategy for adult social care for the next four years. Called "Your Life, Your Wellbeing" if you haven't yet had an opportunity to read it I urge you to take a look on our website.
We want to make sure that older and vulnerable residents are safe and supported with choices to live independently and to do this, we will concentrate on three main themes.

- Promoting wellbeing
- Promoting independence
- Supporting independence

Through its evidence review and consultation, Government has also clearly signalled the importance of supported housing now and in the future. The roll out of Universal Credit and the need to improve how supported housing can be planned for, commissioned and delivered locally in an era of growing demand and a tighter public spending climate are just two pressing reasons in the case for change. That change is coming very soon and we want to do all we can to make sure you and your vital services are ready.

I’m very pleased that the county council is able to support you in this by bringing renowned and respected experts, **Support Solutions**, to deliver the seminar today. We hope that you will find the session with them useful and that you will join us in making sure we do everything we can to put the future of supported housing on a secure footing.

Lastly I am very pleased to welcome representatives of **Kent Housing Group** to our event. As “The Voice of Housing in Kent” Kent Housing Group has a proud and unrivalled track record in raising the profile of housing issues in Kent at regional and national level. I think you will find what they have to offer very interesting indeed.

All that remains for me is to thank you for attending the event and hope that it provides you with plenty of food for thought about how we might best put these vital services on a secure footing for the future.

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KENT COUNTY COUNCIL – RECORD OF DECISION

DECISION TAKEN BY:	DECISION NO:
Cabinet Member for Adult Social Care	16/00137

For publication

Key decision
Affects more than 2 Electoral Divisions, and savings of more than £1m

Subject: Changes to funding arrangements of housing related support and community alarms in sheltered housing.

Decision: As Cabinet Member for Adult Social Care, I:
a) **AGREE** for work to be undertaken in collaboration with current providers to explore and secure alternative funding models, enabling the gradual withdrawal or reduction of the council's contribution towards housing related support and community alarms in sheltered housing by end of March 2018; and
b) **DELEGATE** authority to the Corporate Director of Adult Social Care and Health, or other nominated officer, to undertake the actions necessary to implement the decision.

Reason(s) for decision:
The government's consultation on 'Funding for supported housing' ended in February 2017. This consultation is the first step towards creation of a new funding mechanism for supported housing based on integration of health and social care on a regional basis, encompassing a broad spectrum ranging from some housing management activities to elements of healthcare. Aspects of Housing Benefit will be devolved to local level from 2019/20, amounting to £2.12bn, predominantly to fund these activities. This fund will be ring-fenced and set on the basis of current projections of future need.

In preparation for the proposed changes, the necessary devolution of funding needs to be met. Many of the activities in sheltered housing can be funded in this way. The transitional funding arrangements must take place in tandem with withdrawal of KCC's contribution to these services to avoid duplication.

The transition of appropriate costs to Housing Benefit is the only way to ensure that the devolved funding is considered appropriately and that future funding of supported housing in Kent continues to be sustainable.

Financial Implications
The financial impact associated with the proposed decision will be set out in detail in the recommendation report which supports the executive decision and this will be subject to the outcomes of a stakeholder engagement exercise.

The implementation of this decision will help to deliver the council's Medium Term Financial Plan 2017-20.

Equality Implications
An Equalities Impact Assessment has been undertaken. The impact on groups affected will be minimal, and will be carefully managed and mitigated.

Legal Implications
There are no legal implications of the suggested action, subject to standard termination clauses within the specified contracts.

Cabinet Committee recommendations and other consultation:
The proposed decision was discussed at the Adult Social Care Cabinet Committee on 20 July 2017 Emma Hanson (Head of Strategic Commissioning – Community Services) and Mel Anthony (Commissioning and Development Manager) were in attendance for this item.

1. Mel Anthony introduced the report and outlined the background to Housing-Related Support and Community Alarms in Sheltered Housing. Kent County Council had issued a joint accommodation strategy that highlighted ambitions to deliver for the Extra Care Housing to address housing needs of older people in need. Central Government had held an evidenced review, a consultation and an inquiry to set a course to change the way in which supported housing was funded. In this model, a proportion of an estimated £2 billion would be devolved to local level. The County Council proposed to work collaboratively with providers of sheltered housing schemes to help them to make the transition to the new arrangements. An event was held to deliver training and raise awareness to organisations at senior levels to help them understand the changes and prepare.

a) A Member asked questions about possible issues and concerns related to costs and support required. She also proposed that the decision be delayed for one year to allow a contingency plan to be put in place. Ms Anthony said that the team were working with providers collaboratively and understood that the transition process would be challenging. An event was held with East Kent Housing to look at how the process could be implemented whilst ensuring people in Sheltered Housing were fully supported. Any person in Sheltered Housing who had eligible needs would continue to receive the specialist services;

b) Mrs Chandler declared an interest as a board member of East Kent Housing. She also wanted to be sure that the housing providers' expertise and time would be used to assist residents to access the changed housing benefit. Ms Anthony reassured the Committee that the team worked closely with the providers to ensure that needs were met and appropriate resources were available;

c) Another speaker supported the proposal to delay the decision by one year in order to look more closely at the concerns highlighted. Ms Anthony confirmed that the change would be implemented in April 2019 and if this were to be delayed, there would be a risk of insufficient funds. Organisations had had time to prepare for the change as the Government had been aware of this change since 2015. The aim was to guarantee the future of supported housing in Kent and ensure that action was taken to support the organisations that were making the transition and ensure that this was done properly;

d) A Member said that this would prove to be challenging and sought a guarantee that would be able to move through the transition process within the given timeframe;

e) A Member asked for further information relating to the other providers that were experiencing similar problems to Canterbury. Ms Anthony said that the team had worked most closely with Canterbury, Dover and Shepway because they had been significantly affected by the different arrangements; all sheltered housing providers had been advised on Kent County Council's approach. The manager of East Kent Housing had expressed doubt that this would be possible, but had been advised that it had been possible for other organisations in a similar position;

f) The Cabinet Member, Mr Gibbens said that seven of the twelve districts had already been through the change and confirmed that everyone who had an eligible Social Care need in accordance with the Care Act had had that need met; and

g) A Member asked a question about the savings that would be made. Ms Anthony said that the total annual contract value of sheltered housing currently spent in a year was £2.7 million. An exact savings figure would be determined once the finalised figures are released.

2. The Chairman clarified that Ida Linfield had proposed and Mr B Lewis had seconded that the decision be delayed for one year to allow a contingency plan to be put in place.

Upon being put to the vote, this was lost (3 votes for, 10 votes against)
Mr R H Bird, Mr B H Lewis and Ida Linfield asked that their votes against be minuted.

3. The recommendation in the report was then put to the vote.

Carried (11 votes for, 3 votes against)
Mr R H Bird, Mr B H Lewis and Ida Linfield asked that their votes against be minuted.

4. RESOLVED that the decision proposed to be taken by the Cabinet Member for Adult Social Care, to:

a) work in collaboration with current providers to explore and secure alternative funding models, enabling the gradual withdrawal or reduction of the Council's contribution towards housing related support and community alarms in sheltered housing by the end of March 2018; and

b) delegate authority to the Corporate Director of Social Care, Health and Wellbeing or other nominated officer, to undertake the necessary actions to implement the decision,

be endorsed.

The Cabinet Member also met with officers and politicians from Canterbury City Council and Dover and Shepway District Councils during September 2017, to discuss the proposals.

Any alternatives considered:
N/A

Any interest declared when the decision was taken and any dispensation granted by the Proper Officer: NONE.

signed

26 SEPTEMBER 2017
date

From:	Anu Singh, Corporate Director of Adult Social Care and Health
To:	Graham Gibbens, Cabinet Member for Adult Social Care
Decision No:	**16/00137**
Subject:	**PROPOSED CHANGES TO FUNDING ARRANGEMENTS OF HOUSING RELATED SUPPORT AND COMMUNITY ALARMS IN SHELTERED HOUSING**
Classification:	Unrestricted
Past Pathway of Paper:	Social Care, Health and Wellbeing DMT (28 September 2016 and 1 March 2017) Adult Social Care Cabinet Committee – 20 July 2017
Future Pathway of Paper:	Cabinet Member decision
Electoral Division:	All

Summary: The government's consultation on 'Funding for supported housing' ended in February 2017. This consultation is the first step towards creation of a new funding mechanism for supported housing based on integration of health and social care on a regional basis, encompassing a broad spectrum ranging from some housing management activities to elements of healthcare. Aspects of Housing Benefit will be devolved to local level from 2019/20, amounting to £2.12bn, predominantly to fund these activities. This fund will be ring-fenced and set on the basis of current projections of future need.

In preparation for the proposed changes, during 2017/18 Kent County Council intends to work collaboratively with current providers to explore alternative funding models. In tandem, the County Council will gradually withdraw its contribution to these services by end of March 2018. This will ensure funding for supported housing can continue on a secure footing.

Separately, the County Council will continue to meet its Care Act obligations to the residents of sheltered housing and this will be unaffected by the changes.

Recommendation(s): The Cabinet Member for Adult Social Care is asked to:
a) **AGREE** for work to be undertaken in collaboration with current providers to explore and secure alternative funding models, enabling the gradual withdrawal or reduction of the Council's contribution towards housing related support and community alarms in sheltered housing by the end of March 2018 and;
b) **DELEGATE** authority to the Corporate Director of Adult Social Care and Health, or other nominated officer, to undertake the necessary actions to implement the decision.

1. Introduction

1.1 Kent County Council currently provides funding to a number of sheltered housing schemes across the county. The funding is a partial contribution towards the posts of scheme managers. The remainder is funded via rents and service charges, reflecting the housing management role of these managers. The Council's contribution does not provide personal care, or any form of health or social care.

1.2 A community alarm service is also funded, most of which are hardwired within sheltered housing schemes.

1.3 Both elements are universally available to those residents in receipt of Housing Benefit in the schemes, regardless of their needs. The Council's contributions towards these services are due to expire on 31 March 2018.

1.4 In light of the government's housing and welfare reform plans, the Council proposes to cease its contribution towards housing related support and community alarms in sheltered housing by April 2018.

1.5 A range of briefings and events is in place to discuss the proposed changes.

2. Rationale

2.1 The government's consultation on 'Funding for supported housing' ended in February 2017. This consultation is the first step towards creation of a new funding mechanism for supported housing based on integration of health and social care on a regional basis, encompassing a broad spectrum ranging from some housing management activities to elements of healthcare. Aspects of Housing Benefit will be devolved to local level from 2019/20, amounting to £2.12bn, predominantly to fund these activities. This fund will be ring-fenced and set on the basis of current projections of future need.

2.2 It is clear that over recent years, both locally and nationally new ways of shaping and funding sheltered housing are already emerging in response to the changing need and funding streams available. The transitional arrangements must take place in tandem with withdrawal of the Council's contribution to these services to avoid duplication.

2.3 In order to deliver cost efficient services to the residents of Kent, which are fit for purpose, it must be ensured that all revenue is spent appropriately, targeting resources at priority and vulnerable groups, promoting independent living, facilitating social inclusion and keeping people safe and secure.

2.4 At present, the activities delivered within sheltered housing and community alarm services overlap with a number of other community services, designed to help older people remain independent.

2.5 The level of support provided through these services often exceeds what is required through the housing related support contract.

2.6 The demographic within sheltered housing is changing; many residents require no support, and ceasing to contribute will not affect those individuals. For residents who have identified support needs, these needs can be readily mitigated with alternative means of more person-centred alternative provisions that are already available within the community.

2.7 Where a resident of sheltered housing has additional needs that require enhanced housing management, which is not personal care or general social care, the landlord or an agent on its behalf can deliver additional support if required. This can be provided through intensive housing management activities eligible under housing benefit. Households not in receipt of housing benefit will be unaffected. Individuals with apparent social care needs will be offered an assessment as a routine.

3. KCC's Strategic Statement and Policy Framework

3.1 The proposed decision aligns with the Council's policy framework, in its Strategic Statement 2015 – 2020 'Increasing Opportunities, Improving Outcomes' which sets out the Council's vision for improving lives by ensuring every pound spent in Kent is delivering better outcomes for Kent's residents, communities and businesses.

3.2 The proposed decision supports the Council's strategic outcome for older and vulnerable residents to be safe and supported with choices to live independently.

3.3 The Council's strategic direction clearly dictates a move towards ending generalised support in favour of needs-based, person-centred services. For a number of reasons, including duplication of service, through the same provision being offered elsewhere, and lack of assessed need, the service approach currently offered is outdated, and therefore no longer offers best value.

4. Options Considered

4.1 **Option 1** - Do nothing, i.e. continue with existing contracts for housing related support and community alarms. The main risks of this approach are;

- The County Council, Kent residents and contracted providers will be disadvantaged when the new national funding arrangements for supported housing comes into effect in 2019/20.
- Procurement rules require re-tendering of contracts, after April 2018.
- Overlap with a number of other community services
- Universally available generic services and not needs-led
- Due to the changing demographic within sheltered housing, many residents require no support
- The support provided is eligible under Housing Benefit and can be funded via intensive housing management costs

4.2 **Option 2** – Rationalise all services by a uniform percentage, thereby maintaining a level of housing related support and community alarms to all, regardless of need. The main risks of this approach are:

- All the risks identified above, plus
- There is no rationale to continue to provide a service that is not needs led.
- There is no rationale to fund services that are potentially duplicated, not needed or should be appropriately funded via alternative funding sources, at the detriment of the Council, targeting funding away from statutory services for the most vulnerable individuals and families in Kent.

4.3 **Option 3** – Undertake an assessment of each organisation and their readiness to transition across to the new Housing Benefit funding of these services. Subsequently to this to then:

- Enhance Housing Benefit entitlements through provision of intensive housing management services.
- Withdraw the Council's contribution to housing related support and community alarms by end of March 2018.
- Undertake close liaison and extensive stakeholder engagement, to mitigate potential impact to residents and disruption to service provision.

4.4 Option 3 is the recommended option as it aligns with the government's proposal on welfare reform and devolved funding. The transition of appropriate costs to Housing Benefit is the only way to ensure that the devolved funding is considered appropriately and that future funding of supported housing in Kent continues to be sustainable.

5. Financial Implications

5.1 The 2017/18 annual value of sheltered housing and community alarm contracts is currently £2.78m. It is expected that this commitment will be brought to an end by September 2018.

5.2 The implementation of this decision will help to deliver the Council's Medium Term Financial Plan 2017-20.

6. Legal Implications

6.1 There are no legal implications of the suggested action, subject to the standard termination clauses within the specified contracts.

6.2 The Council will continue to meet its obligations under the Care Act, namely to ensure that every resident over the age of 18 can have a social care assessment and that any assessed, eligible need will be met.

7. Equality Implications

7.1 An Equalities Impact Assessment has been undertaken and is attached as Appendix 1. The impact on groups affected will be minimal, and will be carefully managed and mitigated.

8. Conclusion

8.1 The way that sheltered housing is used and provided is changing nationally. At the same time, new national arrangements for the funding of all supported housing, including sheltered housing, is imminent.

8.2 A provider market briefing will have been held on 19 July, facilitated by an independent consultancy organisation. This will inform, engage and support providers to prepare for the transitional arrangements via housing benefit..

8.3 It is essential that the Council continues to works collaboratively with providers to ensure a smooth transition from housing related support to the new arrangements via housing benefit. This will maximise this new opportunity and ensure that people's needs are met in the best possible way. This will also ensure funding for supported housing can continue on a secure footing.

8.4 Separately, the County Council will continue to meet its Care Act obligations to the residents of sheltered housing and this will be unaffected by the changes.

9. Recommendation(s)

9.1 Recommendation(s): The Cabinet Member for Adult Social Care is asked to:
a) **AGREE** for work to be undertaken in collaboration with current providers to explore and secure alternative funding models, enabling the gradual withdrawal or reduction of the Council's contribution towards housing related support and community alarms in sheltered housing by end of March 2018 and;
b) **DELEGATE** authority to the Corporate Director of Adult Social Care and Health, or other nominated officer, to undertake the necessary actions to implement the decision.

10. Background Documents

Budget Book 2017/18
http://www.kent.gov.uk/__data/assets/pdf_file/0006/66534/budget-book-2017-18.pdf

Kent Social Care Accommodation Strategy, Better Homes: Greater Choices
http://www.kent.gov.uk/__data/assets/pdf_file/0018/14634/Kent-social-care-Accommodation-Strategy.pdf

Social Care, Health and Wellbeing Community Support Market Position 2016
http://www.kent.gov.uk/__data/assets/pdf_file/0004/60475/The-Social-Care,-Health-and-Wellbeing-Community-Support-Market-Position-Statement-FULL-statement.pdf

Strategic Statement 2015-2020, 'Increasing Opportunities Improving Outcomes'
http://www.kent.gov.uk/about-the-council/strategies-and-policies/corporate-policies/increasing-opportunities-improving-outcomes

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KENT COUNTY COUNCIL
EQUALITY ANALYSIS / IMPACT ASSESSMENT (EqIA)

Directorate: Social Care, Health and Wellbeing - KCC

Name of policy, procedure, project or service
Community Alarms and Housing related support in Sheltered Accommodation for Older Persons

What is being assessed?
Plans to reduce and end Community Alarms and Housing related support in Sheltered Accommodation for Older Persons by April 2018

Responsible Owner/ Senior Officer
Mark Lobban, Director of Commissioning

Date of Initial Screening:
June 2016

Date of Full EqIA :

Update each revised version below and in the saved document name.

Version	Author	Date	Comment
1	Sholeh Soleimanifar	25 October 2016	First draft
2	Sholeh Soleimanifar Paul Stephen	24 November 2016	Second draft
3	A Agyepong	28 November 2016	AA Review
4	Sholeh Soleimanifar Paul Stephen	07 December 2016	V4
5	Sholeh Soleimanifar	15 December 2016	V5
6	A Agyepong	16 December 2016	AA Comment and review
7	Paul Stephen	23 December 2017	V7
8	Sholeh Soleimanifar	07 March 2017	V8
9	Sholeh Soleimanifar	08 May 2017	V9

Characteristic	Could this policy, procedure, project or service, or any proposed changes to it, affect this group less favourably than others in Kent? YES/NO If yes how?	Assessment of potential impact MEDIUM		Provide details: a) Is internal action required? If yes what? b) Is further assessment required? If yes, why?	Could this policy, procedure, project or service promote equal opportunities for this group? YES/NO - Explain how good practice can promote equal opportunities
		Positive	Negative	Internal action must be included in Action Plan	If yes you must provide detail
Age	Yes - the project could lead to the removal of funding for housing related support in sheltered housing for older people, though mitigating actions will ensure that those who have an assessed need for support will have access to it through other pathways.	Medium	Medium	a) Yes – KCC Social Care Health and Wellbeing will need to take mitigating action to quantify and reduce the impact; this includes continuing a dialogue with providers and stakeholders, such as the districts and borough housing authorities, to identify those who have an assessed need for eligible support. b) Yes there is a need to collect data from the providers about the needs of those currently receiving the service. We are planning a number of 'deep dives' to a random selection of providers of varying sizes and locations (Large, Medium, Small and one where the HRS is provided by a district or borough Council). The move to rationalise funding will eradicate duplication and end blanket funding of housing related support to those who do not need it.	Yes – the project could lead to greater equality in access to resources for older people. Currently, housing related support is concentrated on delivery to people on the basis of where they live. The proposed changes will introduce choice for those individuals who live in sheltered housing on whether or not to have the service if they do not wish it or more importantly need it. Currently the service is provided regardless of need. As the profile of the way sheltered housing is used has changed, as have aspiration and demographics of people over 55 living in them. .(See Accommodation Strategy)

Disability	Yes - there are some people who are living in sheltered housing on the basis of disability rather than age. Those people will be affected by any changes precipitated by the project, though mitigating actions will ensure that those who have an assessed need for this type of support will receive it.	Medium	Medium	a) Yes – KCC Social Care Health and Wellbeing will need to take mitigating action to quantify and reduce the impact; this includes continue a dialogue with providers and stakeholders, such as the districts and borough housing authorities, to identify those who have an assessed need for eligible support. b) Yes there is a need to collect data from the providers about the needs of those currently receiving the service. We are planning a number of 'deep dives' to a random selection of providers of varying sizes and locations (Large, Medium, Small and one where the HRS is provided by a district or borough Council). The move to rationalise funding will eradicate duplication and end blanket funding of housing related support to those who do not want, need or value it.	Yes – the project could lead to greater equality in access to resources for people with disabilities. Currently, housing related support is concentrated on delivery to people on the basis of where they live. The proposed changes will introduce choice for those individuals who live in sheltered housing on whether or not to have the service if they do not wish it or more importantly need it. Currently the service is provided regardless of need. As the profile of the way sheltered housing is used has changed, as have aspiration and demographics of people over 55 living in them. .(See Accommodation Strategy)

Gender	Yes - we know that there are more older women than men in Kent and that could mean that more women are affected	Medium	Medium	a) Yes – KCC Social Care Health and Wellbeing will need to take mitigating action to quantify and reduce the impact; this includes continuing a dialogue with providers and stakeholders, such as the districts and borough housing authorities, to identify those who have an assessed need for eligible support. b) Yes there is a need to collect data from the providers about the needs of those currently receiving the service. We are planning a number of 'deep dives' to a random selection of providers of varying sizes and locations (Large, Medium, Small and one where the HRS is provided by a district or borough Council). The move to rationalise funding will eradicate duplication and end blanket funding of housing related support to those who do not want, need or value it.	Yes – the project could lead to greater equality in access to resources for people with disabilities. Currently, housing related support is concentrated on delivery to people on the basis of where they live. The proposed changes will introduce choice for those individuals who live in sheltered housing on whether or not to have the service if they do not wish it or more importantly need it. Currently the service is provided regardless of need. As the profile of the way sheltered housing is used has changed, as have aspiration and demographics of people over 55 living in them. .(See Accommodation Strategy)
Gender identity	Unknown	None	None	a) There is no qualitative or quantitative data to suggest that the project will have an adverse effect on the customer base on account of their gender identity.	
Race	Unknown	None	None	a) There is no qualitative or quantitative data to suggest that the project will have an effect on the customer base on account of their race.	

Religion or belief	No	None	None	a) There is no qualitative or quantitative data to suggest that the project will have an effect on the customer base on account of their religion or belief.	
Sexual orientation	Unknown	None	None	a) There is no qualitative or quantitative data to suggest that the project will have an effect on the customer base on account of their sexual orientation.	
Pregnancy and maternity	No	None	None	a) There is no qualitative or quantitative data to suggest that the project will have an effect on the customer base on account of their pregnancy and maternity.	
Marriage and Civil Partnerships	No	None	None	a) There is no qualitative or quantitative data to suggest that the project will have an effect on the customer base on account of their marriage or civil partner status.	
Carer's responsibilities	Yes - we know that many older people have caring responsibilities in Kent and that could mean that more carers are affected.	Medium	Medium	a) Yes – KCC Social Care Health and Wellbeing will need to take mitigating action to quantify and reduce the impact; this includes continuing a dialogue with providers and stakeholders, such as the districts and borough housing authorities, to identify those who have an assessed need for eligible support. b) Yes there is a need to collect data from the providers about the needs of those currently receiving the service. We are planning a number of 'deep dives' to a random selection of providers of varying sizes and locations (Large, Medium, Small and one where the HRS is provided by a district or borough Council). The move to rationalise funding will eradicate duplication and end blanket funding of housing related support to those who do not want, need or value it.	Yes – the project could lead to greater equality in access to resources for carers. Currently, housing related support is concentrated on delivery to people on the basis of where they live. The proposed changes will introduce choice for those individuals who live in sheltered housing on whether or not to have the service if they do not wish it or more importantly need it. Currently the service is provided regardless of need. As the profile of the way sheltered housing is used has changed, as have aspiration and demographics of people over 55 living in them. .(See Accommodation Strategy)

INITIAL SCREENING

Proportionality - Based on the answers in the above screening grid what RISK weighting would you ascribe to this function – see Risk Matrix

Low (1-7)	**Medium** (8-15)	**High** (16-25)
Low relevance or Insufficient information/evidence to make a judgement.	Medium relevance or Insufficient information/evidence to make a Judgement.	High relevance to equality, /likely to have adverse impact on protected groups

The risk rating for the initial screening is LOW.

1. Introduction

This Equality Impact Assessment covers the proposed reduction and withdrawal of the council's contribution towards Housing related support (HRS) services and community alarms in sheltered housing for older persons.

This phased withdrawal of funding is in response to the government's impending proposed devolution of funding for supported housing based on integration of health and social care on a regional basis. The government's consultation on 'Funding for supported housing' ended in February 2017.

All HRS services in sheltered accommodation for Older Persons will be affected countywide, with the exception of Extra Care housing and Home Improvement Agencies.

2. Background

Kent County Council (KCC) provides housing related support funding to a number of sheltered housing schemes across the county. Sheltered housing schemes usually consist of houses, flats or bungalows grouped together. Residents have their own front door and living space, which may have adaptations to make life easier and safer, and there are normally communal areas such as lounges, gardens and laundry rooms for socialising. The majority of schemes have a scheme manager on site, for a set number of hours per week, overseeing the scheme and ensuring the safety of residents. However, they do not provide personal care or help with medication.

KCC also funds a community alarm service, most of which is hardwired within sheletered housing schemes. The alarms allow users to call for help in an emergency.

It is proposed that KCC funding for HRS in sheltered accommodation and all hard-wired community alarms is ended by April 2018.

3. Current Situation / Context

KCC needs to continue to deliver cost efficient services to the residents of Kent, which are fit for purpose, and must ensure that all revenue is spent appropriately, targeting resources at priority and vulnerable groups, through commissioning of services which promote independent living, facilitate social inclusion and keep people safe and secure.

Traditionally, many sheltered schemes have had resident caretakers, providing a scheme

manager function; this is no longer the case, with very few, if any, remaining. Most scheme managers are now responsible for a number of schemes, splitting their time between those facilities. Kent County Council contributes to funding of the scheme manager positions, to provide Housing related support to those in receipt of Housing Benefit.

4. Rationale for change and suggested approach

Government's consultation on 'Funding for supported housing' ended in February 2017. This consultation is the first step towards creation of a new funding mechanism for supported housing based on integration of health and social care on a regional basis, encompassing a broad spectrum ranging from some housing management activities to elements of healthcare. Aspects of Housing Benefit will be devolved to local level from 2019/20, amounting to £2.12bn, predominantly to fund these activities. This fund will be ring-fenced and set on the basis of current projections of future need.

In preparation for the proposed changes, the necessary devolution of funding needs to be met. Many of the activities in sheltered housing can be funded in this way. The transitional funding arrangements must take place in tandem with withdrawal of KCC's contribution to these services to avoid duplication.

At present, both HRS and community alarm services duplicate a number of other community services, such as Home Care, Telecare and services commissioned from the voluntary and community sector, such as Information, Advice and Advocacy. The level of provision in these services exceed that provided through the housing related support contract, and can be accessed by anyone deemed eligible following a care needs assessment.

KCC's strategic direction clearly dictates a move towards ending generalised support in favour of needs-based, person-centred services. As it is currently configured, the support offer within sheltered housing is outdated, duplicated and therefore no longer offers best value. It is proposed that following close work with providers to ensure residents' needs are met, the contracts are allowed to end naturally at end of March 2017.

The withdrawal of council's contribution will be based on assessment of risk for each organisation and their readiness to transition across to funding of these services by enhancing their Housing Benefit entitlement through provision of intensive housing management services to people with additional needs. This requires close liaison and extensive stakeholder engagement, to mitigate potential risks to residents and disruption to service provision. This is the only way to ensure that the devolved funding is considered appropriately and that future funding of supported housing in Kent continues to be sustainable.

This proposal mirrors those already implemented in other similar peer authorities and is reflective of the changing role of sheltered housing nationally. Providers and district councils have been advised of the council's intentions regarding the extension and the need to deliver differently in future.

Moving Forward:
The council plans to work closely with providers and stakeholders regarding these proposals and will maintain comprehensive risk logs in order to ensure that risks are appropriately mitigated and managed. The council will also work with all providers to ensure a smooth transition period and transfer of undertakings to other support services, wherever necessary.

5. Aligning Principles

Government's consultation on *Funding for supported housing*, which sets out proposals for creation of a new funding mechanism for supported housing based on integration of health and social care on a regional basis, encompassing a broad spectrum ranging from some housing management activities to elements of healthcare.

The *Care Act 2014* sets out in one place, local authorities' duties in relation to assessing people's needs and their eligibility for publicly funded care and support. Under the Care Act, local authorities must carry out an assessment of anyone who appears to require care and support, regardless of their likely eligibility for state-funded care. The focus of that assessment is on the person's individual needs and how they impact on their wellbeing, and the outcomes they want to achieve. The individual is involved in the assessment, as is someone they nominate, such as carer, and they also have access to an independent advocate to support their involvement, if required.

KCC's *Strategic Statement 2015-2020, Improving Outcomes*, stated a focus on improving lives by ensuring that every pound spent in Kent is delivering better outcomes for Kent's residents, communities and businesses. One of KCC's strategic aims within the statement is to ensure that 'older and vulnerable residents are safe and supported with choices to live independently', with a supported outcome being that 'residents have greater choice and control over the health and social care services they receive'. The approach to achieving these outcomes points to a need to 'maximise the value of the Kent tax pound', and to 'recognise that no one size fits all'; it stresses the importance of 'tailoring solutions to need'.

Within the *Kent Social Care Accommodation Strategy, Better Homes: Greater Choices 2014*, it was acknowledged that in order 'to meet the objectives of this Accommodation Strategy and to support the vision of KCC in terms of social care provision, the approach to access and delivery of housing and care support services has to radically change'. It stated that the role of commissioning services for all adult social care clients is 'to respond to the increasing demand upon all services not only as a result of an ageing population but due to the multiple or complex needs of clients' and to 'manage reducing budgets as a result of a reduction in central government funding'. Once again, within this role description is the need to 'achieve best value'.

The strategy points towards the personalisation agenda as one of the most significant shifts in the transformation of social care and support, with the core principles of providing services based upon the needs of an individual, for services to be of a high standard and with recognition that the levels and types of services will vary significantly between individuals within defined adult social care client groups.

The strategy states that 'KCC commissioners and providers will have to consider the impact of the personalisation agenda upon their business models with increased choice and control over purchasing by individuals. This means that people will be able to choose who delivers their services and whether, particularly for extra care housing and supported accommodation, they will buy in to the services offered on site'.

In conclusion, the strategy states that KCC wants to see 'responsible, flexible and integrated commissioning of services to respond to current and future need' and 'more people residing in accommodation that meets their individual accommodation and care and support needs, evidenced by cross agency needs assessments'.

The *Social Care, Health and Wellbeing Community Support Market Position 2016*, stated that 'good commissioning is person-centred and focuses on the outcomes that people say matter

most to them. It empowers people to have choice and control in their lives and over their care and support'. The 'key messages to the market' states that 'demographic change will significantly increase demand for care and support over the coming years but will not be matched by increases in public funding'; it pledged an increased investment in information and advice, preventative services, assistive technologies to support independent living, and a move away from time and task home care, but instead developing more person-centred models of support that are outcome focussed.

Within the *County Council Autumn Budget Statement 2016*, reference is made towards how major savings within the medium term plan are based upon the Adults Transformation programmes, with the council expecting to see further savings coming through from phases two and three. In addition to this, the statement notes how other key savings are based upon 'more targeted and efficient commissioning in areas such as Housing related support'.

With all this in mind, an end to the funding for generalised support offered by scheme managers in sheltered housing schemes clearly aligns with KCC's strategic direction and necessary efficiency savings needs. For a number of reasons, including duplication of service, through the same provision being offered elsewhere, and lack of assessed need, the service approach currently offered is outdated, and therefore no longer offers best value. Also, many of these services will be included in a 'core offer' for older people, which is currently in development.

6. Alternative services

Due to the changing demographic within sheltered housing, some residents require no support, so these proposed changes will not affect those individuals. For residents who have identified support needs, any risk related to these proposals can be readily mitigated with alternative means of help. Dependant on the specifics of the assessed need, alternative provisions, which are more person-centred, can be utilised, that are already available within the community.

Where a tenant has additional needs that require enhanced housing management, which cannot be defined as personal care or general social care, then the landlord or an agent on its behalf can provide and fund the enhanced support using Intensive Housing Management of Housing Benefit, unless the tenant is self-funding, in which case the Housing related support service does not apply. Those older individuals who are believed to require extra care should be offered a Care Needs assessment, if it is thought they may have a need that meets social care eligibility criteria.

Home Care services seek to support people and thereby avoid, prevent or delay entry into social care and or health services, as outlined in the Care Act 2014. The support offered includes social opportunities, befriending, voluntary transport schemes, falls prevention, bathing, meal delivery services, care navigation, information and advice, and advocacy. This level of care goes far beyond what is provided through the housing related support contract, and can be accessed by anyone deemed eligible following a care needs assessment.

KCC is responsible for providing community prevention and early intervention, as well as statutory services for mental health. Preventative services are universal and help prevent entry into formal social care and health systems, reduce suicide and prevent negative health outcomes associated with poor mental health. Earlier this year, KCC ended a range of differing contracts and grants to develop a new *Community Mental Health and Wellbeing Service*. This new service is outcome focussed and designed to reduce stigma, promote good mental health and wellbeing, preventing issues escalating and enabling people to find the right support at the right time. Throughout the commissioning process it was

acknowledged that ensuring a good range of housing options and services are developed, that support people to find housing and/or maintain their tenure, is critically important. As the new service embeds it will be looking for opportunities to work more closely with housing providers to create opportunities for a mixture of supported housing options that promote independence and reduce reliance on care home placements.

Your Life, Your Home is a key Adult Social Care transformation project, which aims to increase the options for independent living available to adults with learning disabilities and reduce the number of residential placements. In Kent, there are currently over 1200 adults with a learning disability living in residential care. Many people's support needs can be met in alternative settings, other than residential care, which will allow them to lead more independent lives. The project team are involved in ensuring sufficient alternative accommodation is made available for people that choose to move on from residential care, and that a range of community based services that continue to support their independence are in place. Community based services for adults with a learning disability are provided through both an internal provision and commissioned services.

The *Integrated Community Equipment Service* plays a crucial role in helping the most vulnerable people in Kent remain in their own home. Through the provision of equipment, people are enabled to carry out everyday activities, maximise their independence, or to be supported to be cared for at home. Equipment can reduce the likelihood of hospital admission and can assist in timely discharge from hospital. The service is available for citizens of Kent, of all ages, with health needs, physical and sensory impairments.

7. Demographics Profile

Kent has an ageing population with people generally living longer and remaining healthy, fit and active for longer than previous generations. This increasing trend is and will continue to place demands upon housing and care and the support services available.

The number of people aged over 55 is set to increase dramatically over the next twenty years - an estimated population increase of nearly 50% from 490,000 in 2008 to 720,000 by 2031. There has been a huge rise in the number of over 55's who are owner occupiers and this number is set to grow, with three out of four people aged over 55 being a homeowner by 2031. The majority of people aged over 55 in Kent are likely to be in generally good health, economically active and in some form of paid employment.

In line with the general population, the demographic of people using sheltered housing has changed; there are a greater proportion of people using sheltered housing who are of working age, many have no support needs and do not want or need the support on offer.

8. Deep Dives

A deep dive questionnaire was circulated in December 2016 to a select group of small, medium and large sheltered housing providers to gather more insight into the type and level of support provided at each site, in order to inform discussions around the current nature of their services. This questionnaire focused on the specifics of the service currently being provided as part of the HRS contract in sheltered accommodation and hard-wired alarms, compared to what is offered to all residents at the same schemes.

Face-to-face meetings then took place with those providers, where the current service practices and use were discussed, as well as what the future of their services would be. The narrative of these discussions differed by provider; some stated that regardless of the future

of funding, the current service would remain, others stated that client numbers had decreased, as they had plans to use the units for other means, while others stated that the current service would not remain without continued funding. Providers stated that they have been expecting funding levels for these services to be reviewed, and most likely decrease, for some time. All narratives involved an acknowledgement of there being a housing problem, not a care/support problem.

Following feedback and analysis of findings, the questionnaire is being revised to be circulated to all remaining providers, to gather further information about the current offer to people in sheltered accommodation, and a profile of who is receiving them.

The eligibility criteria for most sheltered housing means that any decisions made will have a disproportionate impact on older people, as they must be, in most instances, 55+ to be placed there. Older people are more likely to have limited mobility and disability due to frailty; therefore, those with a disability are more likely to be impacted by these proposals also. We also know that many older people in Kent have caring responsibilities, which could mean that more carers are affected also.

Although we information regarding those currently accommodated, based on the eligibility criteria. More information about these individuals is needed in order to fully realise the potential impact on other protected characteristics. Further information from all providers will be requested.

9. Engagement with Stakeholders

The public consultation, 'KCC Draft Budget proposals 2017/18', was open from 13 October 2016 until 27 November 2016. The high-level draft budget for 2017/18 proposes considerable budget savings for Adults and Older People's Services, which includes the savings associated with housing related support for sheltered housing and hard-wired community alarms.

Engagement with landlords, provider organisations and district/ borough councils will be ongoing until the end of March 2018. This engagement has been, and will be, in the form of formal and informal discussions, questionnaires, a workshop, face-to-face meetings and written communications.

10. Potential Impact

Overall, as the withdrawal of KCC's contribution will happen in tandem with the replacement of the devolved funding through the intensive housing management element of housing benefit, the potential impact for residents should be negligible.

For those affected, the impact will vary according to the circumstances of the individual. For those with an assessed need, the service can be replaced with a more person centred approach, in accordance with their assessed needs from statutory services, or other interventions and services available in the community.

In order to try to mitigate the impacts on these groups the following actions are proposed:

- Older People to be offered Care Needs assessment if it is thought they may have a need that meets social care eligibility criteria;
- For older people who do not meet the eligibility criteria for care or support service,

providers to signpost older people with low level support needs and disabilities to generic support services/networks in the community;

- People with enhanced housing related support needs to be supported using Intensive Housing Management services to intervene at times of crisis;
- Providers to identify where people have existing care packages and inform their care managers of changes to their former Supporting People services;
- Telecare service may replace some of the community alarm services that will be decommissioned for people who meet the eligibility criteria. Other people will be encouraged to seek alternative services, which will include self-funding their own alarm service.

There will be no impact on the level of service received by people living in Extra Care housing schemes.

It cannot be determined whether these proposals will have a disproportionate impact on people on the grounds of race, sexual orientation, gender reassignment, marital status or religion. This is due to data not being available and not having received any complaints comments or feedback from service users or providers about these characteristics. Collation of statistics regarding protected characteristics is now a requirement for all commissioned service.

Mitigation:
Where a tenant has additional needs that require enhanced housing management, which cannot be defined as personal care or general social care, then the landlord or an agent on its behalf can provide and fund the enhanced support using Intensive Housing Management of Housing Benefit, unless the tenant is self-funding, in which case the Housing Related Support service does not apply.

Enhanced housing management includes:

- Assistance to tenants to resolve or prevent housing debts that impinge on their ability to pay for their housing
- Assistance to claim and manage housing benefits
- Advice and assistance in relation to fulfilling tenancy conditions
- Advice and assistance to tenants on how to use equipment in their own home
- Advice and assistance to tenants in relation to their own personal safety and the safety and security of their accommodation
- Advice and assistance to tenants in relation to organising repairs or improvements to their home (property or contents)
- Mediation in tenants' neighbour disputes
- Issuing and enforcing occupancy agreements
- Collection of and accounting for rent
- Organising and repair of properties or their contents
- DIY services
- Monitoring the performance of any additional generals social care and personal care services provided by a third party provider care services

The council is planning a provider briefing/workshop in June, where the focus will be on explaining what elements of the current HRS service are eligible for funding through enhanced housing benefit, and how organisations can assist those they accommodate, who are eligible, to apply for this enhanced benefit. This has been successfully achieved in other local authority areas.

Positive Impact:

Identified benefits of change include the opportunity to refocus and to prioritise resources to areas that have the greatest impact in meeting greatest need.

The above will ensure that in the future services for older persons will:

a) Be responsive, personalised and flexible
b) Provide improved quality of service provision
c) Provide improved outcomes for older persons
d) Provide part of an older persons' pathway, effectively linking adult services with the voluntary sector services engaged in the older persons' wellbeing strategy

The proposal could lead to greater access to resources for older people and lead to equality in outcomes between those who do/do not live in sheltered housing e.g. in private rented accommodation/homeowners or other social housing. Currently, HRS is concentrated on delivery to people on the basis of where they live, rather than any assessed need. Reviewing this service would allow opportunity to introduce a needs-based service.

Greater monitoring of eligibility will allow the council to be more accountable with regards to spending and ensure Value for Money is achieved.

JUDGEMENT

Option 1 – Screening Sufficient YES

Following this initial screening our judgement is that no further action is required.

Justification:

The transition of appropriate costs to Housing Benefit is the only way to ensure that the devolved funding is considered appropriately and that future funding of supported housing in Kent continues to be sustainable.

Option 2 – Internal Action Required NO

There is potential for adverse impact on particular groups and we have found scope to improve the proposal

(Complete the Action Plan at the end of this document)

Option 3 – Full Impact Assessment NO

Monitoring and Review

This Assessment will be reviewed monthly during the period of implementation.

Sign Off

I have noted the content of the equality impact assessment and agree the actions to mitigate the adverse impact(s) that have been identified.

Senior Officer

Signed: Name: Mel Anthony

Date: 08/05/17 Job Title: Commissioning Manager

DMT Member

Signed: Name: Mark Lobban

Date: Job Title: Director of Commissioning

Please forward a final signed electronic copy to the Equality Team by emailing

diversityinfo@kent.gov.uk

The original signed hard copy and electronic copy should be kept with your team for audit purposes.

Equality Impact Assessment Action Plan

Protected Characteris	Issues identified	Action to be taken	Expected outcomes	Owner	Timescale	Cost implications
Gender	There are older women than men in Kent and that could mean that more women are affected by the proposed change.	• KCC will work with providers to identify those who may be impacted • KCC will carry out needs assessment where required • KCC will host a workshop in Jan/ Feb to support providers during transition.	• Clearer picture of the protected characteristics of those affected by the proposal. • Clearer pathway to alternative provision where required. • Smooth transition to new arrangements. • Impact of proposal minimised. • All those who have an assessed need will receive	Mel Anthony	Jan – March 2018	
Age	Sheltered housing is for people who are 50 years and older (although there are a few under this age). Therefore the proposals will impact older people	• KCC will work with providers to identify those who may be impacted • KCC will carry out needs assessment where required • KCC will host a workshop in Jan/ Feb to support providers during transition.	• Clearer picture of the protected characteristics of those affected by the proposal. • Clearer pathway to alternative provision where required. • Smooth transition to new arrangements. • Impact of proposal minimised. • All those who have an assessed need will receive	Mel Anthony	Jan – March 2018	

Disability	Older people are more likely to have limited mobility and disability due to frailty. Therefore this characteristic is more likely to be impacted by the proposals.	• KCC will work with providers to identify those who may be impacted • KCC will carry out needs assessment where required • KCC will host a workshop in Jan/ Feb to support providers during transition.	• Clearer picture of the protected characteristics of those affected by the proposal. • Clearer pathway to alternative provision where required. • Smooth transition to new arrangements. • Impact of proposal minimised. • All those who have an assessed need will receive	Mel Anthony	Jan – March 2018	

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From:	Graham Gibbens, Cabinet Member for Adult Social Care Andrew Ireland, Corporate Director of Social Care, Health and Wellbeing
To:	Adult Social Care Cabinet Committee – 20 July 2017
Decision No:	**16/00137**
Subject:	**PROPOSED CHANGES TO FUNDING ARRANGEMENTS OF HOUSING RELATED SUPPORT AND COMMUNITY ALARMS IN SHELTERED HOUSING.**
Classification:	Unrestricted
Past Pathway of Paper:	Social Care, Health and Wellbeing DMT (28 September 2016 and 1 March 2017)
Future Pathway of Paper:	Cabinet Member decision
Electoral Division:	All

Summary: The government's consultation on 'Funding for supported housing' ended in February 2017. This consultation is the first step towards creation of a new funding mechanism for supported housing based on integration of health and social care on a regional basis, encompassing a broad spectrum ranging from some housing management activities to elements of healthcare. Aspects of Housing Benefit will be devolved to local level from 2019/20, amounting to £2.12bn, predominantly to fund these activities. This fund will be ring-fenced and set on the basis of current projections of future need.

In preparation for the proposed changes, during 2017/18 Kent County Council intends to work collaboratively with current providers to explore alternative funding models. In tandem, the County Council will gradually withdraw its contribution to these services by end of March 2018. This will ensure funding for supported housing can continue on a secure footing.

Separately, the County Council will continue to meet its Care Act obligations to the residents of sheltered housing and this will be unaffected by the changes.

Recommendation(s): The Adult Social Care Cabinet Committee is asked to **CONSIDER** and **ENDORSE** or make a **RECOMMENDATION** to the Cabinet Member on the proposed decision (attached as Appendix A) to:
a) **WORK** in collaboration with current providers to explore and secure alternative funding models, enabling the gradual withdrawal or reduction of the Council's contribution towards housing related support and community alarms in sheltered housing by the end of March 2018 and;

b) **DELEGATE** authority to the Corporate Director of Social Care, Health and Wellbeing or other nominated officer, to undertake the necessary actions to implement the decision.

1. Introduction

1.1 Kent County Council currently provides funding to a number of sheltered housing schemes across the county. The funding is a partial contribution towards the posts of scheme managers. The remainder is funded via rents and service charges, reflecting the housing management role of these managers. The Council's contribution does not provide personal care, or any form of health or social care.

1.2 A community alarm service is also funded, most of which are hardwired within sheltered housing schemes.

1.3 Both elements are universally available to those residents in receipt of Housing Benefit in the schemes, regardless of their needs. The Council's contributions towards these services are due to expire on 31 March 2018.

1.4 In light of the government's housing and welfare reform plans, the Council proposes to cease its contribution towards housing related support and community alarms in sheltered housing by April 2018.

1.5 A range of briefings and events is in place to discuss the proposed changes.

2. Rationale

2.1 The government's consultation on 'Funding for supported housing' ended in February 2017. This consultation is the first step towards creation of a new funding mechanism for supported housing based on integration of health and social care on a regional basis, encompassing a broad spectrum ranging from some housing management activities to elements of healthcare. Aspects of Housing Benefit will be devolved to local level from 2019/20, amounting to £2.12bn, predominantly to fund these activities. This fund will be ring-fenced and set on the basis of current projections of future need.

2.2 It is clear that over recent years, both locally and nationally new ways of shaping and funding sheltered housing are already emerging in response to the changing need and funding streams available. The transitional arrangements must take place in tandem with withdrawal of the Council's contribution to these services to avoid duplication.

2.3 In order to deliver cost efficient services to the residents of Kent, which are fit for purpose, it must be ensured that all revenue is spent appropriately, targeting resources at priority and vulnerable groups, promoting independent living, facilitating social inclusion and keeping people safe and secure.

2.4 At present, the activities delivered within sheltered housing and community alarm services overlap with a number of other community services, designed to help older people remain independent.

2.5 The level of support provided through these services often exceeds what is required through the housing related support contract.

2.6 The demographic within sheltered housing is changing; many residents require no support, and ceasing to contribute will not affect those individuals. For residents who have identified support needs, these needs can be readily mitigated with alternative means of more person-centred alternative provisions that are already available within the community.

2.7 Where a resident of sheltered housing has additional needs that require enhanced housing management, which is not personal care or general social care, the landlord or an agent on its behalf can deliver additional support if required. This can be provided through intensive housing management activities eligible under housing benefit. Households not in receipt of housing benefit will be unaffected. Individuals with apparent social care needs will be offered an assessment as a routine.

3. KCC's Strategic Statement and Policy Framework

3.1 The proposed decision aligns with the Council's policy framework, in its Strategic Statement 2015 – 2020 'Increasing Opportunities, Improving Outcomes' which sets out the Council's vision for improving lives by ensuring every pound spent in Kent is delivering better outcomes for Kent's residents, communities and businesses.

3.2 The proposed decision supports the Council's strategic outcome for older and vulnerable residents to be safe and supported with choices to live independently.

3.3 The Council's strategic direction clearly dictates a move towards ending generalised support in favour of needs-based, person-centred services. For a number of reasons, including duplication of service, through the same provision being offered elsewhere, and lack of assessed need, the service approach currently offered is outdated, and therefore no longer offers best value.

4. Options Considered

4.1 **Option 1** - Do nothing, i.e. continue with existing contracts for housing related support and community alarms. The main risks of this approach are;

- The County Council, Kent residents and contracted providers will be disadvantaged when the new national funding arrangements for supported housing comes into effect in 2019/20.
- Procurement rules require re-tendering of contracts, after April 2018.
- Overlap with a number of other community services
- Universally available generic services and not needs-led

- Due to the changing demographic within sheltered housing, many residents require no support
- The support provided is eligible under Housing Benefit and can be funded via intensive housing management costs

4.2 **Option 2** – Rationalise all services by a uniform percentage, thereby maintaining a level of housing related support and community alarms to all, regardless of need. The main risks of this approach are:

- All the risks identified above, plus
- There is no rationale to continue to provide a service that is not needs led.
- There is no rationale to fund services that are potentially duplicated, not needed or should be appropriately funded via alternative funding sources, at the detriment of the Council, targeting funding away from statutory services for the most vulnerable individuals and families in Kent.

4.3 **Option 3** – Undertake an assessment of each organisation and their readiness to transition across to the new Housing Benefit funding of these services. Subsequently to this to then:

- Enhance Housing Benefit entitlements through provision of intensive housing management services.
- Withdraw the Council's contribution to housing related support and community alarms by end of March 2018.
- Undertake close liaison and extensive stakeholder engagement, to mitigate potential impact to residents and disruption to service provision.

4.4 Option 3 is the recommended option as it aligns with the government's proposal on welfare reform and devolved funding. The transition of appropriate costs to Housing Benefit is the only way to ensure that the devolved funding is considered appropriately and that future funding of supported housing in Kent continues to be sustainable.

5. Financial Implications

5.1 The financial impact associated with the proposed decision will be set out in detail in the recommendation report which supports the Executive Decision and this will be subject to the outcomes of a stakeholder engagement exercise.

5.2 The implementation of this decision will help to deliver the Council's Medium Term Financial Plan 2017-20.

6. Legal Implications

6.1 There are no legal implications of the suggested action, subject to the standard termination clauses within the specified contracts.

6.2 The Council will continue to meet its obligations under the Care Act, namely to ensure that every resident over the age of 18 can have a social care assessment and that any assessed, eligible need will be met.

7. Equality Implications

7.1 An Equalities Impact Assessment has been undertaken and is attached as Appendix 1. The impact on groups affected will be minimal, and will be carefully managed and mitigated.

8. Conclusion

8.1 The way that sheltered housing is used and provided is changing nationally. At the same time, new national arrangements for the funding of all supported housing, including sheltered housing, is imminent.

8.2 A provider market briefing will have been held on 19 July, facilitated by an independent consultancy organisation. This will inform, engage and support providers to prepare for the transitional arrangements via housing benefit..

8.3 It is essential that the Council continues to works collaboratively with providers to ensure a smooth transition from housing related support to the new arrangements via housing benefit. This will maximise this new opportunity and ensure that people's needs are met in the best possible way. This will also ensure funding for supported housing can continue on a secure footing.

8.4 Separately, the County Council will continue to meet its Care Act obligations to the residents of sheltered housing and this will be unaffected by the changes.

9. Recommendation(s)

9.1 Recommendation(s): The Adult Social Care Cabinet Committee is asked to **CONSIDER** and **ENDORSE** or make a **RECOMMENDATION** to the Cabinet Member on the proposed decision (attached as Appendix A) to:
a) **WORK** in collaboration with current providers to explore and secure alternative funding models, enabling the gradual withdrawal or reduction of the Council's contribution towards housing related support and community alarms in sheltered housing by end of March 2018 and;
b) **DELEGATE** authority to the Corporate Director of Social Care, Health and Wellbeing, or other nominated officer, to undertake the necessary actions to implement the decision.

10. Background Documents

Budget Book 2017/18
http://www.kent.gov.uk/__data/assets/pdf_file/0006/66534/budget-book-2017-18.pdf

Kent Social Care Accommodation Strategy, Better Homes: Greater Choices
http://www.kent.gov.uk/__data/assets/pdf_file/0018/14634/Kent-social-care-Accommodation-Strategy.pdf

Social Care, Health and Wellbeing Community Support Market Position 2016

http://www.kent.gov.uk/__data/assets/pdf_file/0004/60475/The-Social-Care,-Health-and-Wellbeing-Community-Support-Market-Position-Statement-FULL-statement.pdf

Strategic Statement 2015-2020, 'Increasing Opportunities Improving Outcomes'
http://www.kent.gov.uk/about-the-council/strategies-and-policies/corporate-policies/increasing-opportunities-improving-outcomes

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