

Cheltenham Borough Council

Social and Community

Overview and Scrutiny Committee – 12th January 2004

Review of Older Peoples' Housing Services in Cheltenham

Report of the Assistant Director Community Services

1. Summary

- 1.1. Housing services for older people in Cheltenham have undergone a major funding change with the introduction of the government's Supporting People programme.
- 1.2. There has also been an increase in Cheltenham's population of over 65's and particularly over 80's – within Gloucestershire Cheltenham recorded the largest number of over 75's and 85+ in Census 2001. At the same time sheltered housing as an option has declined in popularity and the buoyant house price market, introduction of National Care Standards for Residential Homes and changes to revenue funding for housing related support services have culminated in the loss of over 400 residential care beds in Cheltenham's private sector.
- 1.3. Associated agendas directed by central government will also impact on the demand for accommodation based services for Older People. Social Services Departments are to face financial penalties for cases of people blocking beds in hospital once they are medically fit for discharge. This often occurs because people cannot be discharged into accommodation with appropriate levels of support to meet an interim or long term health or social welfare need.
- 1.4. It was felt timely for Social and Community Overview and Scrutiny Committee to review older persons housing services in Cheltenham in light of the changing funding structure for support services and the demand and aspirations for the delivery of accommodation based services. This report introduces issues which have impacted on the delivery of housing services for Older People. Appendix 1 contains background information for detailing context of supply and demand for consideration when presentations from external speakers are made to Committee during the meeting.
- 1.5. Alistair Shute, Commissioning Manager, Supporting People Team will give a presentation on the changes to revenue funding of housing related support services and their impact on Housing Services for Older People across the

County. Mary Aston, Development Director of Rooftop Housing Group will be giving a presentation on the principles of Older Persons' Care Villages.

1.6. **Recommendation**

The Committee is asked to consider this report and the presentations and determine how they may wish to move this agenda forward

2. **Background to Supporting People Funding**

2.1. A process that began with the Lawes and Ealing judgements requiring the segregation of personal care costs from housing benefit – with specific reference to sheltered accommodation warden services – led to a complete review of the funding of tenancy support services and the amalgamation of a number of funding streams, including Social Housing Management Grant, into the single pot known as Supporting People.

2.2. At its simplest the concept to be achieved is that –

- Personal rent subsidy should be paid through Housing Benefit
- Tenancy support services are paid through Supporting People
- Personal support services through care packages, personal allowances and tax credits.

2.3. The Supporting People Programme was implemented nationally by the Office of the Deputy Prime Minister (“ODPM”), through 150 Lead Authorities known as Administering Authorities, using a national project management methodology. Gloucestershire County Council is designated as an Administering Authority.

2.4. Supporting People is a partnership between the County Council, the six district housing authorities, Probation service and the three Primary Health Care Trusts and the Partnership NHS Trust. These organisations populate the decision making group within Supporting People known as the Commissioning Body.

2.5. The Administering Authority is responsible for the financial management of the programme and is therefore accountable for all over/under spends within the programme. If the Commissioning Body fails to heed the Administering Authority’s advice, the Administering Authority has the right to veto any financial decision made by the Commissioning Body and inform the ODPM that it has taken such an action.

2.6. The Administering Authority has been responsible for paying the Supporting People Grant to service providers since 1st April 2003, in accordance with the interim contracts. These grants will be paid in 12 equal instalments.

3. **Profile of the 60+ Population in Gloucestershire and Cheltenham**

3.1. **County Profile**

3.1.1 Older people are the largest group with support needs in the County. In total there are 185,000 over 60's living within Gloucestershire with 8.38% of these

over 75 and 2.14% over 85. It is expected the number of residents over 75 is likely to increase by 10.3% over the next 10 years.

Population Projection for 2003:

Table 1:

	Total Pop.	65 - 74	75-84	85+	% of 65+ in Pop	% of 75+ in Pop
England & Wales	53,096,915	4,369,103	2,965,205	1,017,832	16	8
Gloucestershire	571,270	50,645	36,660	12,587	17	9
Cheltenham	109,046	8,702	7,143	2,762	17	9
Cotswold	85,979	8,036	6,282	2,158	19	10
Forest of Dean	75,067	7,645	5,072	1,494	19	9
Gloucester	111,695	8,765	5,972	1,737	15	7
Stroud	109,190	10,266	7,043	2,550	18	9
Tewkesbury	80,293	7,231	5,148	1,886	18	9

Provision:

Table 2:

Accommodation based support services	Units
Sheltered	4331
Very Sheltered	236
Residential Care	4277
Total	8844

Table 3:

Floating Support (where support is not tied to a specific dwelling but follows the individual client)	Units
Home Improvement Agency (Care and Repair)	1583
Community Alarm	4463
Floating Support	4314
Total	10460

4. Overview of issues identified through review

- 4.1. Reviews of levels of demand and service provision were carried out during 2001 & 2002 for the purposes of developing both the Supporting People Interim Strategy and the Homelessness Strategy. The results of these reviews, relevant to Older Persons' Housing Services, can be seen in Appendix 1. From these reviews and resultant strategies, the following conclusions can be determined:
 - 4.1.1 Proportionately funding for older people's tenancy support services has fared comparatively well from the transition to Supporting People funding.
 - 4.1.2 The aim is to enable people to remain in their own home for as long as they choose. To this end the council actively promotes the extension of lifetime homes standard to new homes in general and those in regeneration areas in particular. This together with additional resources to extend adaptations, lifeline alarms, falls prevention and similar initiatives is a top priority.

- 4.1.3 Overall the spread of provision is fairly uniform across Gloucestershire in terms of sheltered housing, each district council has a Home Improvement Agency and a Community Alarm Service. However the supply of Extra-Care housing is concentrated in two of the six districts and the number of support units falls well below the central government profile.
- 4.1.4 A Supporting People Programme key aim for the county is to shift investment from provisions such as sheltered housing to more intensive and targeted accommodation support services. This for long term needs could be effectively delivered in the form of Extra Sheltered housing and intermediate care support units, and a more equitable balance between older people living in rented accommodation and home owners.
- 4.2. An emerging form of accommodation provision for the elderly during the 1990s was the concept of "care villages" which bring together a range of services for older people to meet their individual needs ranging from extra care services for the frail elderly to lower support services for those able to support a level of independent living. The development of such a scheme is a complex set of arrangements involving several partners to provide housing, residential care, home care and support through coherent packages for users that are funded from a range of sources. The dwellings are built to lifetimes homes standards so that people may receive increased levels of support should their health or welfare deteriorate, without having to move accommodation. The village schemes also provide personal and community services and facilities on site, including shops; hairdressing salons; computer resources for example.
- 4.3. Local priorities for Older Person's Housing services, resulting from the aforementioned reviews and strategies and coupled with the analysis of the Housing Needs Survey and local Older Persons' Housing Strategy are:
- to complete the refurbishment and conversion of existing sheltered housing to provide more extra sheltered housing or intermediate care solutions, and
 - there is a need for more resources to respond to the fact that a high proportion of older people over 60 are home owners and unless their level of needs entitles them to Home Care services, provided for by Social Services, they are left without the low level community based support services. The priority is to support them in their own home.
 - there is a shortage of low level floating support services and a growing need to provide support for older people particularly those experiencing dementia.
 - respite care and planning for live-in and older carers.

5. Implications

5.1 Financial	None as a direct result of this report
5.2 Legal	None as a direct result of this report
5.3 Personnel	None as a direct result of this report

5.4 Equal opportunities, social justice and anti-poverty	The housing services being delivered contribute to the council's equal opportunities and social justice agendas.
5.5 Environmental	None as a direct result of this report

Background papers

Contact officers

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Background Papers

Supporting People Report to Housing Committee –
23/01/2001
Cabinet Reports – 12/08/02 and 15/10/02
Supporting People Interim Strategy – Supporting
People Team
A Housing Strategy for Older People in Cheltenham
2001-2003

Accountability

Cllr. Clive Lloyd
Cabinet Member with responsibility for Neighbourhood
and Community

Scrutiny Function

Social and Community Overview and Scrutiny
Committee

Supporting Information

Older People's housing Services in Cheltenham

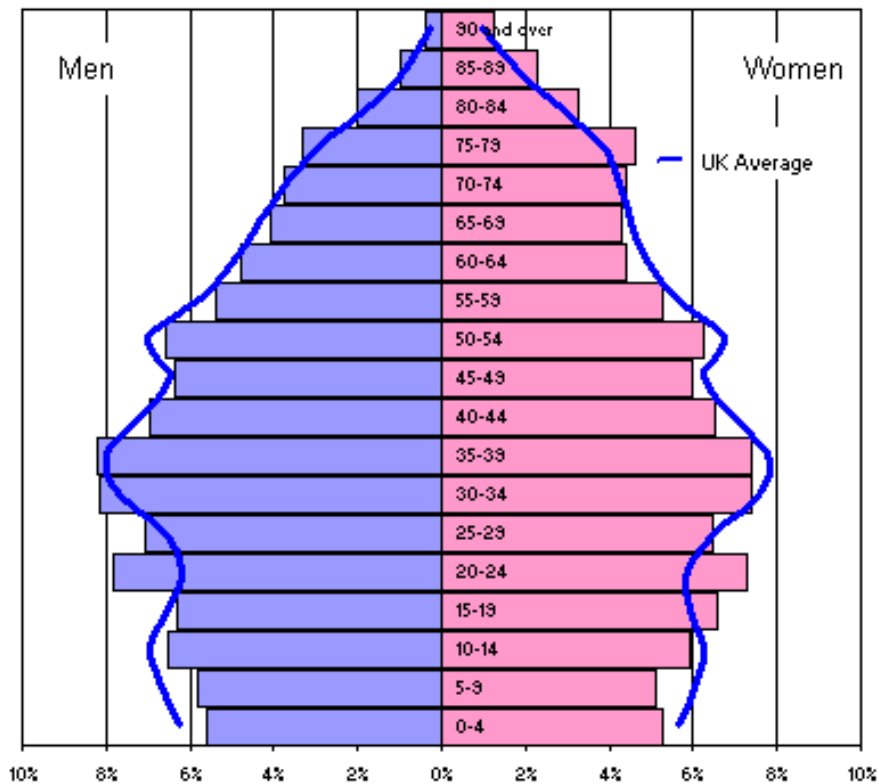
The attached information is the combined outcomes of reviews undertaken for the purposes of developing the Supporting People Interim Strategy and the Homelessness Review April 2003.

Cheltenham

Profile

At mid 1997 there were 19,000 people living in Cheltenham aged 65 or over. This was nearly one fifth of the population and higher than the national average. By census 2001 this had risen to 24,128 or 22% of the population. Of the six district councils in Gloucestershire Cheltenham has the highest concentration of older people.

Census 2001 shows that in Cheltenham -



Age Range	Total	Males	Females
0 - 4	5966	2982	2984
5 - 9	6000	3096	2904
10 - 14	6859	3491	3368
15 - 19	7063	3351	3712
20 - 24	8309	4183	4126
25 - 29	7457	3785	3672
30 - 34	8551	4350	4201

35 - 39	8577	4380	4197
40 - 44	7398	3718	3680
45 - 49	6799	3405	3394
50 - 54	7043	3500	3543
55 - 59	5863	2880	2983
60 - 64	5023	2540	2483
65 - 69	4594	2171	2423
70 - 74	4509	2005	2504
75 - 79	4366	1761	2605
80 - 84	2929	1070	1859
85 - 89	1798	513	1285
90 and over	909	198	711
Totals	110013	53379	56634

The majority of older people resident in Cheltenham are owner occupiers without a mortgage:

Table 4:

Tenure	60 - 74 (%)	75+ (%)
Owner Occupiers	85	80
Social rented	10	16
Private rented	5	4

Demand:

Table 5:

Requirement	60 - 73	74+
Need to move in next 5 years	8%	10.6%
<i>Main reasons:</i> Underoccupancy Better local location Harassment		
To sheltered	6%	1%
Major Repair	20.6%	16%
Adaptation	5%	7.8%
<i>Main requirement:</i> Downstairs WC Grab rails (ext. and int.) Specialist bathing facilities Lever taps		
Single level accommodation	14.6%	
Lifeline Alarm	8.3%	18%

Supply

There are 45 schemes providing a total of 1393 homes in sheltered housing with a range of providers including the local authority, housing associations, independent providers and almshouses. Some of the sheltered housing is available for owner

occupation including leaseholder retirement flats which are often available to people aged 55 and over - and one scheme which is shared equity.

A survey of the independent sector in July 2000 indicates that in Cheltenham there are 15 registered nursing homes with a total of 526 bedspaces. All offer intensive support. There are also 32 residential care homes providing a total of 689 bed spaces. There are 5 schemes which offer both nursing and residential care services and have a further 285 bed spaces; 33 of the bedspaces are in residential homes for people with dementia and 45 are nursing homes for people with mental health difficulties.

Soaring residential house prices have seen the closure of 27 homes, with a loss of over 400 bed spaces, a trend which is predicted to continue.

Cheltenham Lifeline Service:

Currently there are 223 council tenant and 655 private customers of the Lifeline service. An additional 16 users are piloting falls detectors.

Home Improvement Agency (Care and Repair Service):

The combined grant from Cheltenham Borough Council and central government in 2001/2 was £93,300 which should enable around 800 job completions. Care and Repair becomes part of the strategy for Supporting People in April 2003.

Care Direct:

Gloucestershire was one of six counties in the first wave roll-out of Care Direct. It saw calls increase from 35 - 145 per week over ten months. Calls related to:

- Requests for aids and adaptations - 70%
- Money/Benefits/Finance - 4%
- Social Care - 3%
- Other - 23%

The county has two main web access advice services:

- Doris - a database of local facilities and services for older people
- Guide - has a listing of over 4,000 local and national services and organisations providing health, social care and disability information and an inter active advice service.

Supported Supply Assessment

Service Provider	Service name/type	Primary Client Group
Residential		
Abbeyfield (Cheltenham) Society Limited	Heathercroft	Older people with support needs
Abbeyfield Prestbury & District Society Limited	Abbeyfield House	Older people with support needs
Anchor Trust	St Ives Court	Older people with support needs
Associated Nursing Services	Cheltenham Dalecare Nursing	Older people with support needs

	Centre	
Astley House Partnership	Astley House Partnership	Older people with support needs
Bucklehaven Trust	Alms houses	Older people with support needs
Bromford Carinthia Housing Group	Royal Court	Frail Elderly
	Elmfield Sheltered	Older people with support needs
	Godwin Close	Older people with support needs
Care Village Group	Bay Tree Court	Older people with support needs
Cedar Trust Care Homes Limited	Winstonian House	Older people with support needs
	Bredon View	
Cheltenham Borough Council	11 Sheltered schemes	Older people with support needs
	James Donovan Court	Older people with support needs
Cheltenham Family Welfare Association	Jesse Mary Chambers Almshouses	Older people with support needs
	Sunset Home	
Cheltenham Old Peoples Housing Society Limited	Lilian Faithfull Homes	Older people with support needs
Cleeve Hill Healthcare Limited	Cleeve Hill Nursing Home	Older people with support needs
Coronation Old Peoples Housing Society Limited	Dowty House	Older people with support needs
Coverage Care (Gloucestershire) Limited	Ellerslie	Frail Elderly
	Grevill House	
	Arle House	
Curtis Homes Limited	Hampton House	Older people with support needs
Dowsett Jill	Park Grange	Older people with support needs
English Churches Housing Group	Springfield House	Older people with support needs
	Regent House	
Ferguson Hugh	Barrington Lodge Nursing Home	Older people with support needs
Guardian Retirement Housing	Guardian Court	Older people with support needs
	Welland Court	
	Home Farm Court	
	Rushey Mews	
	Regency Gardens	
Guinness Trust	Iveagh House	Older people with support needs
Hanover Housing Association	Hanover Court Cheltenham	Older people with support needs
Hanover Property Management Limited	Glebe Farm Court	Older people with support needs

Horsleys	Westbourne House	Older people with support needs
Housing 21	Morris Court	Older people with support needs
James Butcher Housing Association	Waterford Court	Older people with support needs
	Selkirk Court	Older people with support needs
Joynes Mrs Gladys Irene May	Abbeydale	Older people with support needs
Kaliszewski Marina	Marina House	People with Mental Health Problems
Knightsbridge Lodge	Knightsbridge Lodge	Older people with support needs
Libertus House Residential Home		Libertus House Residential Home
Mary Joan Hawley Charity	Joan Hawley Mews	Older people with support needs
MEND Special Projects	Pineview	Older people with mental health problems/dementia
Miers Mr and Mrs	Avondale Nursing Home	Older people with support needs
Nazareth House	Nazareth House	Older people with support needs
Oakhaven Residential Care Home	Oakhaven Residential Care Home	People with Mental Health Problems
O'Connor Mr G	Darley Dale	Older people with support needs
Pates	Alms houses	Older people with support needs
Pegasus Retirement Homes	Pegasus Court	Older people with support needs
Peveler Management Services Limited	Homespa House Homespring House Suffolk Mews Morningside Courtyard	Older people with support needs
Raglan Housing Association	Rectory Court	Older people with support needs
Rainow Nursing Home	Rainow Nursing Home	Older people with support needs
Ramrial Mr M	Bafford House	Older people with support needs
Raynsford Cheltenham Limited	Manchester Court	Older people with support needs
Remus Management	Somerset House	Older people with support needs
Retirement Care	Marcian Court Park Gate Westbury House	Older people with support needs
Ryan George	Dalkeith Pinehurst Rest Home	Older people with support needs
Salvation Army Housing Association	Salvation Army Housing Support	Single Homeless with Support Needs
Saunders Mrs J E	Queensbridge House	Older people with support needs

Shaftsbury		
Shettar Mrs J L	Thornburns Residential Care Home	Older people with support needs
Sovereign Housing Association	The Bucklehaven Charitable Trust	Older people with support needs
St Georges Supported Living Services	St Georges Residential Home St Georges (The Waker Apartments) Windows	People with Learning Disabilities
Stonham Housing Association	Cheltenham Home Support Service (LD)	People with Learning Disabilities
The Shaftesbury Society	1 Halland Road Penrith Oakdene	People with Learning Disabilities Older people with support needs
Tapsell Peter	Clematis House	Older people with support needs
Tracs	Holly House and Oakfield	People with Mental Health Problems
Support		
Cheltenham Borough Council	Floating Support Service to Older Council Tenants	Older people with support needs
Dementia Care Trust	Dementia Care BME Service	Older people with mental health problems/dementia
Staying at Home		
Anchor Staying Put (Cotswolds)	Safer Bathing	Frail Elderly
Care and Repair	Home Improvement Agency	Older people with support needs
Care and Repair (Cheltenham)	CONTACT Drop-in Centre Handyman) Safer Bathing) Night Care) Fast Track)	Over 50's with support needs Older people with support needs
Care Direct	Phone advice service	
Cheltenham Borough Council	Lifeline Service	Public and private sector, older and vulnerable people
Community Nursing Service	First Time Fallers assessment process at A&E discharge	Older first time fallers