

Cheltenham Borough Council
Cabinet – 15th July 2014

**Older Peoples' housing support service provision under
Cheltenham Borough Homes**

Accountable member	Cllr Peter Jeffries, Cabinet Member Housing
Accountable officer	Pat Pratley, Deputy Chief Executive
Ward(s) affected	All
Key Decision	Yes
Executive summary	<p>Gloucestershire County Council's Supporting People Team (SP) commission Cheltenham Borough Council (CBC) to provide housing-related support services to older people living in sheltered housing. This service is delivered by Cheltenham Borough Homes (CBH), as our managing agent, through our management agreement.</p> <p>In October 2013 CBC entered into an agreement with Gloucestershire County Council to commence a 12 month 'consultation and development' process with a view to deciding which one of the following level of service options to provide:</p> <p>Option 1: Develop and deliver an integrated housing management and related support service model.</p> <p>This service model would involve CBC (via CBH) providing a low-level housing-related support service for our residents in sheltered housing. It would mean assessing need and signposting tenants in order for their support needs to be met elsewhere. Where there are services and activities currently being delivered from sheltered housing schemes, these could also be made available to the neighbouring community.</p> <p>Option 2: Develop and deliver a Community Asset service model</p> <p>Under this service model, CBC (via CBH) would provide a more comprehensive, flexible housing-related support service to older people, both within the sheltered housing schemes and in the community at large, whilst also providing a number of community hubs. These hubs would deliver services and activities that benefit both residents of the sheltered housing schemes, as well as those living within the surrounding neighbourhood.</p> <p>Following a consultation event with tenants and with residents from the wider community, and taking into account the successful pilot of a community hub in one of our sheltered housing schemes in the south of Cheltenham (Wallace House), it is proposed that CBC agrees to develop</p>

(and deliver) the Community Asset Model until October 2015.

Recommendations

To agree to develop and deliver Option 2, the Community Asset Model, and to authorise the Deputy Chief Executive to enter into either a new contractual arrangement from October 2014 or to vary the existing contract as appropriate with Gloucestershire County Council in consultation with the s151 Officer and on terms approved by the Borough Solicitor.

To agree to a further report being brought to cabinet to seek approval for the development and delivery of the Community Asset Model from October 2015.

Financial implications

CBC currently receives approximately £110,000 in funding from SP (of which £90,000 is to provide housing related support and £20,000 is for alarm services). SP alarm service funding will cease from October 2014. This reduction in funding from SP was anticipated, and provision has been accounted for within the HRA budgets from 14/15 onwards.

The hardwired alarm systems within our sheltered housing schemes require replacement. In view of SP's decision to no longer finance the alarm service, we will no longer proceed with this replacement. Instead we will explore the use of more flexible options for tenants, such as the use of a dispersed alarm service (or similar). Related costs will be included in future budget proposals for the transitional service delivery.

From October 2014 to October 2015 we will explore with CBH whether any other potential funding streams can and should be utilised to reduce the amount of HRA subsidy going into this service. For more information please see Section 3.2.4 of this report.

Contact officer: Des Knight

des.knight@cheltenham.gov.uk, 01242 264124

Legal implications	<p>CBC has delegated the delivery of Supporting People services to CBH under the current Management Agreement. In October 2013 CBC and CBH agreed that it was appropriate for CBC to enter into a contract with Gloucestershire County Council relating to the supply of Older People Housing Related Support Services. This contract includes the initial 12 month consultation and development period and the ability to proceed with either Option 1 or Option 2. Clarification is being sought from the County Council as to whether they wish to continue under this contract or a new contractual arrangement.</p> <p>It should be noted that although the contract is between CBC and the County Council, a provision is included in the contract to acknowledge the fact that CBH is delivering the services on behalf of CBC. This means that CBC is principally liable for any breach of the contract but risks associated with this arrangement may be mitigated by the monitoring arrangements set up with CBH</p> <p>Contact officer: Shirin Wotherspoon, Shirin.wotherspoon@teWKesbury.gov.uk, 01684 272017</p>
HR implications (including learning and organisational development)	<p>None as a direct result of this report.</p> <p>Contact officer: Richard Hall, Richard.hall@cheltenham.gov.uk, 01594 812634</p>
Key risks	<p>As set out in the risk register</p>
Corporate and community plan Implications	<p>This decision will support our corporate objectives: strengthening our communities and supporting independent living.</p>
Environmental and climate change implications	<p>None</p>
Property/Asset Implications	<p>None</p> <p>Contact officer: David Roberts@cheltenham.gov.uk</p>

1. Background

- 1.1** Supporting People have made clear within their Strategy (Supporting People Strategy 2011-15) their intention to create more flexible support services. The focus is away from financing services based on the number of units of sheltered housing stock, and towards financing support based on the number of hours of support required, with an emphasis on providing short term interventions which will enable older people to regain their independence.
- 1.2** It is believed this more client-focussed approach will not only lead to better outcomes for older people in need of support, it will also drive better value for money in the delivery of housing-related support services. (SP's funding from central government is reducing significantly from £20 million to £13 million over a 5 year period).
- 1.3** Last year CBC agreed to enter into an agreement which included an initial 12 month 'consultative and development' period with SP (from October 2013), with a view to deciding which one of the following level of service options to provide:

1.3.1 Option 1: An Integrated housing management and related support service model

This is a low-level intervention service, delivered as part of the general housing management function. The landlord, through the routine delivery of housing management services, would be required to identify any emerging needs and signpost residents into the most appropriate 'intervention' to address those needs. The service would also require that any communal facilities and activities being delivered from sheltered housing schemes are made available to people living in the neighbourhood.

1.3.2 Option 2: A Community Asset Model Approach

This involves the provision of a comprehensive housing-related support service to residents both within our sheltered housing schemes and those in the wider community. It also involves the development of community based activities, delivered either within the sheltered housing scheme itself, or in other appropriate neighbourhood resources.

1.3.3 Option 3: Terminate the Contract.

A third option is to terminate any future contractual relations with SP, but this would mean the HRA subsidising all of the older peoples' housing-related support services it delivers, when it could still attract funding from SP.

2. The Preferred Option – A Community Asset Model Approach

- 2.1** Following a consultation event with tenants and residents from the wider community, and taking into account the successful pilot of a community hub in one of our sheltered housing schemes in the south of Cheltenham (Wallace House), it is proposed that CBC develops Option 2; the Community Asset Model.
- 2.2** The Council has had a direct contractual relationship with the County for the delivery of older people's sheltered housing services since Supporting People Funding was established more than 10 years ago. This contract will continue to remain with the Council as the service to be delivered under the new Community Asset Model will benefit those who are Council tenants and non-Council tenants alike.
- 2.3** At present, the proposals around the Community Asset Model are still at the developmental stage (these are outlined in Section 3 below) and will be further worked on by CBC and CBH during the course of the period to October 2015, ahead of potentially agreeing a further 12 month contract with SP from October 2015.

3. Development of the Community Asset Model

- 3.1** CBH currently deliver a traditional, high quality, high tenant satisfaction, housing-related support service to older people in sheltered housing, and we are committed to ensuring these standards are maintained, and indeed built upon through the development of the Community Asset Model.
- 3.2** As part of the current 'consultative and development' contract with SP, a Housing Support Transformation Project Group was set up by CBH, and is made of up officers from CBC and CBH, a tenant representative and representative from SP. This group meets on a bimonthly basis and is well placed to oversee the delivery of 4 key work streams outlined below:
- 3.2.1 The identification of two sheltered housing based community 'hubs'**. One will be identified in the northern half of Cheltenham, while the other will be at Wallace House, Hatherley, which has already been running successfully as a pilot hub for the past 12 months.
- 3.2.2 The remodelling of sheltered housing community facilities to ensure that services and activities delivered from these hubs are fit for purpose.** This will ensure that the services and activities being delivered from these hubs provide real benefits both for our tenants and for those accessing the hubs from the surrounding neighbourhood.
- 3.2.3 The development of a flexible menu of services for older people.** This will be available for residents in our sheltered housing schemes, tenants in our general needs accommodation as well as those living in the neighbouring communities. This work stream will also include the development of a replacement solution to our hard wired alarm system in our sheltered housing and the potential implementation of a more flexible dispersed alarm system (or similar), which residents can take up as and when they need it.
- 3.2.4 A consideration of potential alternative funding streams.** This will include:
- A review of Service Charges to better understand whether some of the costs previously financed by SP would be Housing Benefit eligible.
 - Considering a community development health prevention offer and new community based partnerships with local health services, which may have the potential to draw in funding from health and social care and potentially other Registered Providers where these services benefit their tenants.
- 3.3** We are still at a developmental stage of the Model, and this work will continue into the new contract arrangements with SP. This means that any key decisions arising from these work streams will be brought back to Cabinet for approval at the relevant time.

4. Reasons for recommendations

- 4.1** The Community Asset Model fits in with CBC's strengths-based approach to community development. It supports community resilience and promotes independent living. It also fits in with what is important to our tenants and the community at large (following consultation by CBH). Most importantly, our tenants within our sheltered housing services will continue to receive the same high quality services as they do currently. This new model of service will simply seek to build on this excellence.

5. Alternative options considered

- 5.1** See Section 1 above.

6. Consultation and feedback

- 6.1** CBH have recently completed a major consultation programme with tenants, and with residents living within the community at large. The results of this consultation will be used to inform the menu of services to be delivered under the package of housing-related support, and will help influence the range of activities and services to be delivered from the 2 community hubs. Senior

Community Voice, a representative group of older people (mixed tenure) have been fully involved in the service transition and proposals have also been considered by CBH's tenant scrutiny panel (TSIP).

7. Performance management –monitoring and review

7.1 Progress of service development will be measured during the bimonthly meetings of the Housing Support Transformation Project Group as detailed in Section 3.2 above. This Group will also be the mechanism by which the Council will monitor the delivery of the service under the contract, with any exception reporting picked up via CBC-CBH's Liaison Group.

Report author	Contact officer: Martin Stacy, martin.stacy@cheltenham.gov.uk, 01242 775214
Appendices	<ol style="list-style-type: none">1. Risk Assessment2. Community Impact Assessment Form
Background information	

The risk				Original risk score (impact x likelihood)			Managing risk				
Risk ref.	Risk description	Risk Owner	Date raised	Impact 1-5	Likelihood 1-6	Score	Control	Action	Deadline	Responsible officer	Transferred to risk register
	If we fail to agree to a new contractual arrangement with SP, then the council will not receive funding for the delivery of housing-related support services for older people in sheltered housing (although this could be financed from the HRA).	Pat Pratley	13.3.13	1	6	6	reduce	Agree to the new contract	15.7.13	Martin Stacy	
<p>Explanatory notes</p> <p>Impact – an assessment of the impact if the risk occurs on a scale of 1-5 (1 being least impact and 5 being major or critical)</p> <p>Likelihood – how likely is it that the risk will occur on a scale of 1-6 (1 being almost impossible, 2 is very low, 3 is low, 4 significant, 5 high and 6 a very high probability)</p> <p>Control - Either: Reduce / Accept / Transfer to 3rd party / Close</p>											