

MAYOR AND CABINET			
Report Title	The Council's Extra Care Service at Kenton Court and Somerville		
Key Decision	Yes	Item No.	
Ward	Borough Wide		
Contributors	Executive Director for Customer Services Executive Director for Community Services		
Class	Part 1	Date:	25 June 2014

1 Report summary

- 1.1 In December 2013 Mayor and Cabinet agreed to commence consultation with the tenants of the Council's two extra care schemes at Kenton Court, Bellingham, and Somerville, Telegraph Hill. The consultation was to establish the care and housing needs of the tenants of the two schemes, which do not meet modern standards for extra care and which can not be converted to meet modern standards in a cost effective manner or whilst the schemes are occupied by the current tenants.
- 1.2 This report updates Mayor and Cabinet on the findings of that exercise. This process has established that the current accommodation in both schemes is unsuitable, and the care and housing needs of all of the tenants can be reasonably met at alternative provision in Lewisham. This report recommends that officers now undertake formal consultation under Section 105 of the Housing Act 1985 over the proposed closure of both schemes and in accordance with requirements for proper consultation in respect of proposed service alterations
- 1.3 In addition the report recommends that officers commence feasibility studies on both sites to establish how they might be used to deliver new homes of a modern standards, and that further Section105 consultation will be carried out on these proposals in due course.
- 1.4 If the Mayor agrees to these recommendations a further report, which will include the views of tenants and staff as well as possible alternative uses for each site, will be provided in the autumn of 2014 to enable the Mayor to make a final decision regarding the future of each scheme.
- 1.5 The report is structured as follows:
 - Section 1** Report Summary
 - Section 2** Sets out the Recommendations
 - Section 3** Provides the policy context
 - Section 4** Background to the Council's extra care service
 - Section 5** Details consultation with tenants and their families

Section 6	Provides additional analysis of costs
Section 7	Sets out next steps
Section 8	Financial implications
Section 9	Legal implications
Section 10	Crime and disorder implications
Section 11	Equalities implications
Section 12	Environmental implications

2 Recommendations

The Mayor is recommended to;

- 2.1 Note the consultation which has taken place so far in line with the recommendation from the 4th December Housing Matters report.
- 2.2 Note that individual social care assessments have been carried out for all tenants at both Kenton Court and Somerville extra care schemes, and the outcomes of these assessments.
- 2.3 Note that there is a range of alternative high quality housing, care and support available in the borough, that there are additional extra care schemes being developed and that five out of 31 tenants at Kenton Court and Somerville have taken up these alternative offers voluntarily already.
- 2.4 Agree that officers may now formally consult with the tenants at Kenton Court and Somerville about the proposed transfer of the Council's directly managed extra care service to Notting Hill Housing Group at Conrad Court.
- 2.5 Note that should recommendation 2.4 be agreed officers will commence TUPE consultation with affected staff in the extra care service.
- 2.6 Agree that officers should commence initial statutory section 105 consultation on the proposals to close the service provided at Kenton Court and Somerville and potentially close the buildings.
- 2.7 Agree that officers should commence feasibility studies on both sites to develop proposals for alternative uses which meet housing need in the borough, and that any further necessary consultation should be undertaken with existing tenants to enable the Mayor to make a further decision on the future of the buildings in Autumn 2014.
- 2.8 Agree that officers continue to facilitate voluntary decants of tenants who wish to move to other services

3 Policy Context

- 3.1 The Care Act 2014 "Caring for Our Future: reforming care and support" (DH, 2012) sets out the Government's vision for the future integration of health and social care. This builds on the earlier government consultation and engagement work on this matter in 2011. The draft Bill highlights five key outcomes as building blocks to deliver reform of the care system. This

report relates in main part to “the maintenance of independence for as long as possible” outcome.

- 3.2 The National Collaboration “Integrated Care and Support: Our Shared Commitment” (DH, 2013) highlights the challenges and pressures to the health and care system brought about by people living longer lives. The ministerial foreword emphasises the drive for integration of both systems to meet this pressure and replace it with a seamless service focussed on the individual in their own home.
- 3.3 In recognition of these pressures, the Council has supported capital bids for three new Extra Care schemes, the first of which is Conrad Court, Marine Wharf, a new development built to high mobility standards. Mayor and Cabinet agreed January 15th 2014 that Notting Hill Housing Group would provide the Extra Care service there. The other two schemes at Campshill and Hazelhurst are in the early design and tender stages. A full description of the three developments was included in the 4th December 2013 report. These are in addition to the Council’s own directly managed scheme at Kenton Court and Somerville, and commissioned services for 80 places with Housing 21.
- 3.4 This report relates to Lewisham’s Sustainable Community Strategy priorities ‘Empowered and Responsible’ and ‘Healthy Active and Enjoyable’, and the Council’s Corporate priorities of ‘Decent Homes for All’, ‘Caring for Adults and Older People’, ‘Active Healthy Citizens’ and ‘Inspiring Efficiency, Effectiveness and Equity’.

4 Background to the Council’s Directly Managed Extra Care Service

- 4.1 The Council’s directly managed Extra Care service is provided at Kenton Court, Sydenham and Somerville, New Cross. The buildings are part of the Council’s housing stock. Housing management services are provided by Lewisham Homes and care and support services are managed by the Community Services Directorate.
- 4.2 The two schemes have a capacity of 55 tenancies across both premises which have been under occupied for a number of years. When officers reported on the schemes at the December 2013 Mayor and Cabinet meeting as part of the “Housing Matters Programme Update”, there were 31 tenancies filled. Tenants were aged between 55 and 94 and receiving a support package averaging just under 6 hours a week (ranging from 0 to 11.75 hours per tenant). This represents under occupancy of 44% and a unit cost which is significantly higher than we currently pay to other providers for similar services.
- 4.3 Kenton Court and Somerville were remodelled from what were already hard-to-let sheltered housing schemes: Somerville was remodelled in 1995 and Kenton Court in 1999. The schemes consist of small bedsits or studio flats around 28m square. There are shared bathroom facilities. Significantly, neither scheme meets the proposed new standard for modern Extra Care. The units are too small and they do not enable wheelchair access. Shared bathroom facilities are not appropriate for tenants with additional care and support needs. These factors combine to

mean that the levels of care that can be provided to current and potential tenants are unacceptably restricted by the physical fabric of the building.

- 4.4 At the Mayor and Cabinet meeting on 4th December 2013, officers reported that detailed stock condition surveys had confirmed that both buildings were unsuitable for continued use for Extra Care in their current form. Consideration had been given to remodelling the buildings to be more appropriate, by conversion to self contained one-bed flats. However, delivering this would require significant capital investment of over £1million with a resultant loss of 26 units, which would in turn increase the unit cost of the service delivery. It would also require existing tenants effectively to live on a building site, or alternatively be temporarily moved for an extended time period, to allow the required building works.
- 4.5 Consequently, Mayor and Cabinet agreed that officers should commence consultation with tenants of the Extra Care service at both Kenton and Somerville to establish what housing options and care requirements would be appropriate to their care needs.

5 Consultation with Tenants and their families

Chronology of consultation

- 5.1 Prior to the December 2013 Mayor and Cabinet, the 31 tenants of Kenton Court and Somerville were advised by individual letters (attachment 1) of the report to Mayor and Cabinet. That letter was verbally explained to each tenant by an extra care service manager known to them.
- 5.2 Following the Mayor and Cabinet agreement to consult with Kenton and Somerville tenants to establish their housing and care needs, the extra care service management team, and officers from the Council's Housing Team, arranged two open meetings in December 2013 (one in each location) to allow for a general question and answer session. A briefing note for officers attending these meetings was prepared, to ensure that a consistent message was given to tenants (Attachment 2). Tenants and their families were invited to those meetings, 12 of 16 tenants attended at Somerville and 11 of 14 tenants attended at Kenton Court. A summary of the points raised at both was circulated to all tenants and their families whether they attended the meeting or not (Attachment 3).
- 5.3 Housing Officers also attended informal 'afternoon teas' at each of the two premises, providing a further opportunity for individual concerns to be raised and for tenants to meet officers who would be contacting them for housing assessments. A comments book was also placed at each location so that tenants and their families could independently record any 'ad hoc' comments, queries or concerns that they might want to raise.
- 5.4 Following these consultation events, service management and social work staff also wrote individually to all tenants (Attachments 4 and 5) and subsequently made arrangements to meet formally with them and their family or advocate to undertake a care review. Reviews were undertaken between February and April 2014. Tenants were sent a copy of their

individual reviews and the outcomes of the reviews are collectively summarised in Table 1 below.

- 5.5 Tenants were given information about other Extra Care and Sheltered schemes in the borough and were advised of the new Extra Care schemes being developed in the borough, and in particular the first of these at Conrad Court available from July. Opportunities were given for supported visits to existing extra care services and further visits to these and other options, will continue to be offered.
- 5.6 Housing officers have now visited 10 tenants in Kenton Court (out of 14) and 7 tenants in Somerville (out of 17). Referrals to Housing have taken place where there has been an interest expressed in a move to alternative extra care provision or mainstream sheltered housing, and where the tenant has been willing to discuss alternative housing options available in the borough. Where tenants have been assessed as requiring Registered Residential Care, the option to meet with a housing officer has not been considered to be appropriate at this time. Similarly, where tenants have not expressed an interest in moving as part of this early consultation. Therefore, no housing visit has been planned.
- 5.7 During the visits, which are carried out by two officers, there is an opportunity for residents to discuss how they feel about a proposed move to alternative accommodation. During this process, some people are already choosing to move voluntarily, and the various schemes available in line with their assessed social care needs are discussed. Tenants are also informed that there is support available to help with removals, should they choose to move, and of the discretionary payment available to help with their costs.
- 5.8 Tenants have been individually written to and the letter explains that a recommendation to formally consult on transferring the Council's extra care service, and to move to close and redevelop Kenton Court and Somerville is being made to Mayor and Cabinet in this report. This letter has also been explained verbally by an extra care manager to all tenants. Additionally, a copy of the report has been placed on the notice board at both locations.

Outcome of consultation and reviews

- 5.9 The majority of tenants (25 out of 31) were assessed as continuing to need Extra Care Housing and Support services. The assessments also highlighted that some people's social care needs had changed in terms of both improved (2 out of 31) and decreased (4 out of 31) independence.

Table 1 – Review outcomes and expressed preferences

N(clients)	Assessed Needs	Current position
25	Extra Care	13 expressed preference for existing extra care schemes, 5 of whom have moved already and 2 with planned moves 10 have expressed an interest in Conrad Court but are waiting for an opportunity to

		view 2 do not wish to engage in discussion regarding preference at this time
4	Registered Residential	2 can be referred to residential care or assessed as suitable for the 'high needs' support at Conrad Court 2 have expressed a preference for a Shared Lives tenancy and are in the process of being matched with individual carers
2	Mainstream Sheltered	2 referred to Housing Team & option appraisal for Sheltered Housing in progress
Total 31		

- 5.10 Some tenants (5) have moved voluntarily to some of the services they have been shown as places have become available, with two more in the process of actively moving. Others (10) have expressed an interest in the new development at Conrad Court but have not as yet been able to visit the location which remains an official building site. Visits will be possible from early July.
- 5.11 With regard to the four tenants whose assessments suggest they need residential, rather than extra care two would prefer moving to a small homely type service and are thus considering the Council's Shared Lives service as an appropriate and preferred alternative. Residential care options are being considered for the other two people, but they will also be referred for assessment to the new Extra Care scheme at Conrad Court as the "high needs" service category combined with the "independence by design" aspect of the building itself may provide an alternative to residential care for these specific people. Housing officers are working with the two people assessed as needing residential, and who are interested in, moving to Sheltered Housing.
- 5.12 Housing officers have found that tenants have already had a thorough understanding of the consultation at Somerville and Kenton Court at the point they have arranged their visits. Tenants have expressed some concerns about the process of moving to alternative provision, however, those tenants who have moved have found the process to be easy. Other concerns raised with housing officers relate to the provision of care services and the general upheaval which they associate with moving. A couple of households have also raised concerns about rent levels in the new schemes, and this is being discussed on a case by case basis, according to people's individual circumstances. Notwithstanding any concerns raised, none of the tenants who have had a Housing visit have said that they are unwilling to consider a move.
- 5.13 In summary, the process of informal consultation and the social care reviews have identified that the majority of people continue to have needs that can be met by extra care services currently available or in development in the borough. Some people have chosen to move through this period of informal consultation, and most have been open to

discussion about what preferred alternatives to Kenton Court and Somerville might be. Officers are confident that all tenants who have expressed a desire to move to existing provision (n 13), or whose assessed needs have changed (n 6) will continue to move on from the service in line with expressed preference and/ or assessed need over the next few months. Where tenants have expressed an interest in Conrad Court they will be able to visit this scheme from early July to confirm their preference. The remaining two tenants who are unwilling to engage in a discussion about alternative housing options at this stage will have further opportunities to do so over the next period of formal consultation proposed within this report.

6 Additional analysis of service costs

- 6.1 Further to the information previously provided, additional analysis has been undertaken which demonstrates the high cost to the Council of directly providing extra care and support services at Somerville and Kenton Court. The hourly rate for the original 31 tenants represents almost 3 times the cost of commissioned services, and is rising as other tenants move. The quality of the buildings, and the historical low referral rate by social care to the service is expected to continue particularly given the competition from the new extra care schemes in development.
- 6.2 The poor quality of the housing stock at Kenton Court and Somerville, the evidenced availability of existing and new extra care services, and the increasing cost of directly managing a service at Kenton Court and Somerville leads officers to the view that this is an appropriate time to transfer the Council's direct management responsibility for extra care to another agency and location. Officers would suggest that this is best transferred to a new provision, Conrad Court managed by Notting Hill Housing Group. As a new provision, there is capacity to nominate flats sufficient for the number of people remaining at Kenton Court and Somerville. In respect of the TUPE transfer of the relevant staff in the extra care service, there would be sufficient time for the Council to comply with its obligations to consult in accordance with the TUPE Regulations.
- 6.3 This report notes that there is sufficient evidence that the housing care and support needs of the existing tenants of both Kenton and Somerville can be better met in other provision in the borough. On this basis, officers are requesting permission to begin a formal 3 month consultation with the remaining tenants on the proposals that the Council transfer the delivery of extra care services from its own direct management to Notting Hill Housing Group at Conrad Court, Marine Wharf.
- 6.4 The number of hours delivered to the existing tenants given the net controllable costs results in a very high (£44) hourly rate which is significantly in excess of the hourly rate of existing commissioned extra care services. That hourly rate will have already increased as a result of the 5 people who have already moved and if 19 tenants move voluntarily as suggested in this report then there is potential for the hourly rate to significantly increase further and potentially to £78 an hour.

- 6.5 The voids levels resulting from under referral to both Kenton and Somerville also has a financial impact on the Housing Revenue Account with Somerville and Kenton Court being the worst performing assets (with the highest void loss) within the Housing Revenue Account.

7 Next steps

- 7.1 Should the recommendations in this report be agreed, it is proposed that both statutory Social Care Consultation and initial statutory Section 105 consultation is undertaken with tenants on both the proposals to transfer the extra care service and the possibility of closing the buildings.
- 7.2 It is also proposed that feasibility studies are carried out on both sites to bring forward proposals for alternative housing uses at both Somerville and Kenton Court. Further section 105 consultation should be carried out on these proposals to enable a further decision to be taken by the Mayor in Autumn 2014 on the future of the buildings.
- 7.3 The process to be followed is as follows:

Tenant consultation

July – September	3 month Adult Social Care Consultation on proposals to close the extra care service at Somerville and Kenton Court
July	28 day Section 105 consultation with tenants on the proposals to close the service at Somerville and Kenton Court, and potentially close the buildings.
August – September	28 day Section 105 consultation with tenants on proposals for future alternative housing uses for the Somerville and Kenton Court sites

- 7.4 While the formal social care consultation with tenants will be with regard to the transfer of the Council's extra care service, tenants will continue to be offered opportunities to view other housing and support services in the borough and supported to move on a voluntary basis to alternative preferred accommodation in line with their assessed needs. The nature of the Conrad Court development, along with the new Extra Care model of 'a third low to no, a third medium, and a third high support needs, means that if necessary, all of the remaining tenants at both Kenton and Somerville, except possibly two, could be appropriately accommodated and supported there if required.
- 7.5 Officers propose that they develop feasibility studies for the future use of the buildings/ sites at Somerville and Kenton Court as part of the "Housing Matters" programme in order to undertake a further section 105 consultation with tenants on these proposals. The results of all consultation will be brought back to October Mayor and Cabinet for consideration.

- 7.6 All tenants affected by any future decision to demolish or reconfigure the buildings Somerville and Kenton Court would be entitled to home loss and disturbance payments in accordance with the Land Compensation Act 1973 and the Council's policy. In the meantime, as agreed in the 4th December Housing Matters Update, tenants who move on a voluntary basis now are being offered a discretionary payment which is equivalent in value to the home loss and disturbance payments to which they would be entitled under a statutory decant process.

8. Financial Implications

- 8.1 This report recommends consulting on proposals to close Kenton Court and Somerville, the Council's directly managed Extra Care Service. The current cost of this service, met from the Community Services budget, is £419K.

	Projected cost 2013/14 (£000)
Directly employed staff	202
Agency staff	253
Purchased domiciliary care service	81
Premises	43
Supplies & services	17
Gross cost	596
Service user charges	(177)
Net controllable cost	419

- 8.2 Should the Council transfer its extra care management responsibility for services currently delivered at Kenton Court and Somerville, then the budget currently allocated to that service will be used to fund extra care services at Conrad Court. The full financial implications of that contract were set out in the award of contract report to Mayor and Cabinet (Contracts) on 15 January 2014.
- 8.3 The 15 January 2014 report identified a potential full year saving of £354K but noted that this could be reduced. This report advises that TUPE may apply to the closure of Kenton and Somerville. The financial implications of TUPE will not be fully known until the end of Notting Hill Housing Group's (as the receiving organisation) due diligence process.
- 8.4 Any home loss compensation payments for which tenants at Kenton Court and Somerville may be eligible for have been previously agreed by Mayor and Cabinet to be met from the Housing Revenue Account.
- 8.5 The service at Conrad Court is available from August 2014, 4 months prior to the proposed transfer of the Council's extra care service. The care and voids contract lead in time is planned to be phased over 6 months between August 14 and January 15. There are a number of tenants who have been referred to the scheme who are in receipt of packages either in registered residential or receiving packages at home who will be prioritised as the first

intake for that scheme. The costs of these packages are higher than the provision at Conrad Court; savings from the transfer will offset the initial start up costs of Conrad Court.

- 8.6 As it becomes feasible to do so, the service costs at Kenton and Somerville relating to those tenants who voluntarily move will also be redirected to meet the costs of the Conrad Court contract. Additionally, officers have secured a contractual commitment from Notting Hill that hours available above the needs of extra care tenants in residence at Conrad Road will be made available to the Council to meet the care and support needs of non resident social care clients for whom the Council is funding packages elsewhere which will also offset the start up costs. This may also include tenants at Kenton Court and Somerville whose needs are currently met through agency staff, the costs for whom are included in the total cost for Kenton and Somerville set out in paragraph 7.1 above.
- 8.7 The financial risk as/ should people continue to move voluntarily from the service to other existing extra care schemes is mitigated by those people moving to vacancies that are already block contracted to the Council. The cost of residential care which is the assessed need of 4 existing tenants would be additional costs to the Council even if there were no change to the service at Kenton and Somerville.

9. Legal Implications

- 9.1 Section 105 of the Housing Act 1985 provides that the Council must consult with all secure tenants who are likely to be substantially affected by a matter of housing management to which the section applies. The section specifies that a matter of housing management is one which relates to the management, maintenance, improvement or demolition of dwelling houses let by the authority under secure tenancies and that such consultation must inform secure tenants of the proposals and provide them with an opportunity to make their views known to the Council within a specified period. The section further specifies that before making any decisions on this matter, the Council must consider representations from secure tenants arising from the consultation. Such consultation must therefore be up to date and relate to the proposals in question. This report sets out the formal consultation that it is intended to carry out with residents in the schemes.
- 9.2 The National Assistance Act 1948 places both duties and powers upon local authorities to assess the needs of, and provide services to support such needs including residential accommodation, people aged 18 years and over who because of their disability are in need of care and attention not otherwise available to them. Section 5 of this report summarises the outcomes of the social care consultation and review process for the services delivered at Kenton Court and Somerville.
- 9.3 In changing or altering services provided under Social Care legislation, each individual's needs for services must be individually reassessed before changing the services or the manner of delivery. In addition, in making proposals for service changes overall, there must be a proper and meaningful consultation with service users, their families and any other

stakeholders to enable and facilitate clear understanding of the proposals and enable all stakeholders to express their views effectively.

- 9.4 The decision relating to the options for future service delivery, including whether any service should be externalised, where the value of the service is at least £500,000 per annum, is reserved for members in accordance with the Mayoral Scheme of Delegation.
- 9.5 In the event that the Mayor subsequently agree to transfer the direct management of extra care services from Kenton Court and Somerville, the Council will transfer its service responsibility to Conrad Court managed by the Notting Hill Housing Group. In that eventuality TUPE is likely to apply to the relevant Council employees. Appropriate consultation with staff and their trade unions will take place in line with the Council's TUPE transfer guidance and statutory requirements.
- 9.6 Since 2007, local authorities in England have been required by a direction made by the Secretary of State for Communities and Local Government to include provision for pension protection in outsourcing agreements. Notting Hill Housing Group would be required to provide to the transferring employees a pension scheme which is the same as, or counts as being broadly comparable to or better than those the employee has, or had a right to acquire, as an employee of the Council. Or seek Admitted Body status to the Council's scheme.
- 9.7 The Equality Act 2010 (the Act) introduced a new public sector equality duty (the equality duty or the duty). It covers the following nine protected characteristics: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

In summary, the Council must, in the exercise of its functions, have due regard to the need to:

- eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act.
 - advance equality of opportunity between people who share a protected characteristic and those who do not.
 - foster good relations between people who share a protected characteristic and those who do not.
- 9.8 The duty continues to be a "have regard duty", and the weight to be attached to it is a matter for the Mayor, bearing in mind the issues of relevance and proportionality. It is not an absolute requirement to eliminate unlawful discrimination, advance equality of opportunity or foster good relations.
- 9.9 The Equality and Human Rights Commission has recently issued Technical Guidance on the Public Sector Equality Duty and statutory guidance entitled "Equality Act 2010 Services, Public Functions & Associations Statutory Code of Practice". The Council must have regard to the statutory code in so far as it relates to the duty and attention is drawn to Chapter 11 which deals particularly with the equality duty. The

Technical Guidance also covers what public authorities should do to meet the duty. This includes steps that are legally required, as well as recommended actions. The guidance does not have statutory force but nonetheless regard should be had to it, as failure to do so without compelling reason would be of evidential value. The statutory code and the technical guidance can be found at: <http://www.equalityhumanrights.com/legal-and-policy/equality-act/equality-act-codes-of-practice-and-technical-guidance/>

9.10 The Equality and Human Rights Commission (EHRC) has previously issued five guides for public authorities in England giving advice on the equality duty:

1. The essential guide to the public sector equality duty
2. Meeting the equality duty in policy and decision-making
3. Engagement and the equality duty
4. Equality objectives and the equality duty
5. Equality information and the equality duty

The essential guide provides an overview of the equality duty requirements including the general equality duty, the specific duties and who they apply to. It covers what public authorities should do to meet the duty including steps that are legally required, as well as recommended actions. The other four documents provide more detailed guidance on key areas and advice on good practice. Further information and resources are available at: <http://www.equalityhumanrights.com/advice-and-guidance/public-sector-equality-duty/guidance-on-the-equality-duty/>

10. Crime and disorder implications

There are no specific crime and disorder implications arising from this report.

11. Equalities Implications

11.1 The buildings at Kenton Court and Somerville owned by the Council and used for the delivery of its directly managed Extra Care service have been acknowledged as not meeting the standards required of modern housing for older people. This report recommends transferring the Council's directly managed extra care service to another provider at a different location while the Council considers alternative uses for the buildings and sites which could ultimately lead to the closure of the existing buildings.

11.2 The proposals to transfer the Council's directly managed extra care service to another provider at a different location is likely to have short term negative impact on the equalities groups which are represented at Somerville and Kenton Court, namely older people, people with disabilities and people from Black and Minority Ethnic backgrounds. Any negative impact which may arise to these groups would most likely be associated with the process of consultation on the proposal and re-housing. However, officers will plan all consultation activity around the specific identified needs of tenants in order to mitigate any potential negative impact.

- 11.3 Informal consultation with tenants has already resulted in some tenants moving to alternative services where they have chosen to do so. This consultation has been with the tenants affected, and where those tenants have not had capacity to fully understand the implications of that consultation, or where the tenant has so requested, there has been involvement of a family member or other independent person. Where moves have taken place, these moves have been to better quality provision which better meets the identified needs of the tenant.
- 11.4 The development of new and modern Extra Care services which support people remaining in their own homes for longer through reduced social isolation, increased use of assistive technology, ready access to care and support services and families staying together for longer means that the transfer of the Council's directly managed service and the potential closure of Kenton Court and Somerville will not be a detriment to older adults in the borough not yet requiring extra care. There is likely to be a longer term positive impact for older people resulting from the proposed changes, if they are implemented.
- 11.5 Furthermore, proposals to develop alternative housing provision at the Somerville and Kenton Court Sites will provide an opportunity for the Council to deliver housing to more people from the Council's waiting list and will have a long-term positive impact on the equalities groups represented within this population.
- 11.6 Seven staff are potentially affected by the transfer of the Council's directly managed extra care service. Staff contracts require that they work in any location in the borough. Any specific equalities implications will be addressed through the formal TUPE consultation process and in discussion with Notting Hill as part of their due diligence process.
- 11.7 An Equalities Analysis Assessment has been carried out to gather information about staff and tenants and to identify potential equalities implications. Throughout the consultation programme this will be refined as further information is obtained relating to the equalities categories.

12 Environmental Implications

There are no specific environmental implications arising out of this report.

BACKGROUND PAPERS

<http://councilmeetings.lewisham.gov.uk/documents/s25934/Housing%20Matters%20Programme%20Update.pdf>

If there are any queries on this report, please contact:

Heather Hughes, Joint Commissioner, on 020 8698 8134 or
Laura Harper, Housing Strategy Officer, on 0208 314 609

Attachment 1 December 2013 Letter to Tenants

Name of Tenant
Address

Genevieve Macklin (Housing)
and Joan Hutton (Adult Social Care)
Laurence House
Catford
London SE6 4RU

Direct line 020 8314 7404
Michele.Oliver@lewisham.gov.uk

Date 27/11/2013

Dear (Name of Tenant),

The Council has been looking at ways it can improve the quality of existing older people's housing and increasing the supply of housing for older people in the borough, especially extra care housing. We want to be able to provide a better range of options for older people in Lewisham, and we want people's homes to be:

- suitable for their changing needs
- attractive, spacious and well located
- safe and secure
- affordable
- warm in the winter, comfortable in the summer

A new standard for extra care accommodation has been developed and the Council and its partners are working to build new homes which meet these standards. The new standard extra care accommodation will be spacious and wheelchair accessible. It will be able to meet the needs of people with a wide range of care needs and will be community focused.

The Council has reviewed its existing extra care provision, including Somerville, and has identified that Somerville does not meet modern day standards and requirements.

In the light of these findings, it is being recommended to the Mayor on the 4th December that Council Officers come and discuss with you your current housing needs, your care needs and options that may be available to you to meet these needs in the future.

We will write to you again to let you know the decision and the next steps, but in the meantime, Council Officers from Housing and Adult Social Care will be available in your building on 5th December if you would like to discuss this letter further.

They will be in the Somerville dining room at 10.30am.

Yvette at Somerville has been given a copy of this letter so you can also talk to her about it.

Yours sincerely,



Genevieve Macklin
Head of Strategic Housing



Joan Hutton
Interim Head of Assessment and Care Management

**Sommerville & Kenton
Initial Meetings 05.12.13**

Brief Key Message

- The Council has been looking at the condition of homes across the borough for older residents and those with care needs.
- Homes in this block do not meet those modern standards and they can't be improved so that they do.
- This means we want to talk to about your current care and housing needs and your housing options.
- The process will start in the New Year with care assessments (carried out by social care & health) followed by discussions with the Council Officers about re-housing options.
- We want to work with residents and with family and / or carers that you have.
- There would be discretionary payments for moving – Home Loss & Disturbance.
- Opportunities for moving will depend on your level of care needed - includes new and existing homes across the borough.
- We want to offer you re-housing options that mean that your housing meets your care needs.

Information for us – to help if questions asked (From M&C Report 4th December)

Meaning of Extra care

- Extra care was originally developed as a concept in Lewisham in the mid-90s and was aimed to provide greater levels of care and support on-site to people in their own homes and there are currently 135 units in the borough

About the new standard – what is it, where it's come from

- In July 2012 Mayor and Cabinet decided that officers should review the Council's approach to housing for older people and bring the existing stock of specialised housing for older people up to the required standard. Since then officers have prioritised seeking funding for new high quality homes for older people, as well as setting out some broad principles to shape the delivery of housing to older people more generally, which are set out in the following paragraphs.
- The key priority is to ensure that the Council is able to offer a better range of housing options for older people in Lewisham whether they are: active and pre-retirement; retired, independent and active; more frail and in need of support.
- Officers have worked closely with specialists in the Adult Social Care and Health sectors in the borough and have consulted extensively, including with the Positive Ageing Council and Lewisham Pensioners Forum. As a result the following aspiration has been developed:
- Lewisham Council wants to help people to maintain their independence for as long as possible and we want people's homes to be:
 - suitable for their changing needs
 - attractive, spacious and well located
 - safe and secure
 - affordable
 - warm in the winter, comfortable in the summer
 - able to maintain and improve people's health and wellbeing

- In addition this process has set a standard for new accommodation to ensure that it meets the aspiration set out above and residents aspirations. That standard is that accommodation for older people should be:
 - spacious - at least 50m² for a 1-bed unit
 - wheelchair accessible – 10% to an enhanced standard
 - self contained homes, with full bathroom facilities
 - “Care ready”
 - community focused
 - mixed dependency

What are the problems with these blocks?

- Somerville is made up of 22 small bedsits (of 29m² each) and 4 one bed units (42m²). The bedsits do not have bathrooms. There are assisted bathrooms and shower rooms with toilets on each floor for shared use among tenants. Kenton Court is comprised of 28 bedsit studio flats (approx 27m² each), two one-bed units and a single large 2 storey maisonette flat (73m²) that is currently being used as offices. Again the bedsit units do not have bathroom facilities, with tenants sharing facilities instead.
- Neither scheme therefore meets the proposed new standard for modern extra care. The units are too small and they do not enable wheelchair access. Shared bathing facilities are not appropriate for tenants with additional care and support needs. These factors combine to mean that the levels of care that can be provided to the tenants are restricted by the physical fabric of the buildings.

About the viability study & stock condition surveys

- Detailed stock condition surveys of both buildings have been carried out. The results of these confirm that both buildings are not suitable for continued use as extra care in their current form. This review also assessed the possibility of remodelling both buildings in order to achieve the new standard set out above. This would have required the conversion of the bedsits into one-bed flats and the modernisation of the communal areas.
- The conclusion of this exercise was that significant investment of over £1million would be required to carry out this remodelling, in addition to on-going maintenance costs. The conversion of bedsits to one bed units would also reduce the number of units in both schemes by nearly half, from 55 to 29, with a loss of 26 units.
- External benchmarking of extra care schemes run by other local authorities and housing associations suggests that a minimum of 42 units is required to create a sustainable and viable extra care scheme. This number of units allows for the sharing of management costs across a sufficient number of tenanted properties, and also allows for larger communities with people with a range of care and support needs to live in the scheme. Smaller schemes are likely to need to focus more on people with greater care needs, which is not consistent with the ambition to create communities made up of people with a mix of support needs who can, in part, help to support each other, enabling residents to retain greater independence for longer.
- In addition any remodelling would require significant disruption to residents, including that most tenants would need to be decanted temporarily while the works were carried out.
- It is clear therefore that the existing buildings at Somerville and Kenton Court are not suitable for extra care at present and that it is not viable for them to be refurbished to meet the new standard set out above

Detail of alternatives

- Marine Wharf
- Housing 21 schemes

Basis of Re-housing – what if tenants don't want to be re-housed?

- All on a voluntary basis for the time being, we want to start discussions and always carry out initial re-housing schemes on a voluntary basis.

Attachment 3
Summary of Points Raised at Tenants' Meetings

Tenant Consultation 5 December 2013

10.30am Somerville attendees

Absent: 4 tenants

3.30pm Kenton Court attendees

Absent: 3 Tenants

The meeting was hosted by Michele Oliver, Service Manager who introduced representatives from Housing:

Rachel George, Sara Caton, Liz Oxley

Yvette Augustine attended the Somerville meeting & Stephen Haly the Kenton Court meeting.

The main points raised at the meetings were:

- Tenants would be helped to move to a suitable home which best met their needs following a social care assessment and took into account their personal preference. However it was stressed that it depends what housing was available at the time. The new Marine Wharf (Conrad Court) scheme would be available to all tenants if they wanted to move there. This would be the best offer for tenants who wanted to move with friends/neighbours.
- A financial incentive would be made available to all tenants to move which would be £4,700 plus removal costs.
- **Would consideration will be made for mobility scooters?** Michele explained new and recent extra care schemes have buggy stores as an integral part of their design. This discussion will form part of an individual assessment.
- **Will the flats be cleaned when we move?** Michele explained housework would form part of a care package if it is assessed as something individuals need help with.
- **Will there be grab rails within the flats?**

Yes. If the property is suitable for older people, there will be grab rails around communal areas and an individual assessment will be arranged by an OT for each flat.

- **Will there be car parking at Marine Wharf?**

Yes. All new buildings allow a certain amount of visitor and tenant parking.

- **What if you don't want to move?**

Although no one is saying the buildings are closing, we know the buildings are not attracting new tenants due to the size of the flats and the closeness to facilities etc. and does not make it viable long term. We are hopeful everyone will find a suitable home they prefer to live in.

- **Can we make a suggestion about a particular property we are interested in moving to?**

Yes. Although we cannot guarantee the property will meet your requirements or there are vacancies. Officers from Housing will discuss this in more detail with you during the individual interviews.

- **Are Kenton Court and Somerville going to be knocked down?**

No decisions have been taken as yet about the future of the buildings although feasibility studies have been conducted on their future.

Sara and Liz from Housing will be coming into Somerville and Kenton Court over the coming weeks during afternoon tea to meet with tenants and to give the opportunity to discuss concerns.

Attachment 4
Letters re social work support to tenants

Name of Tenant
Address

Michele Oliver
Community Services
Supported Housing & Care
132 Adamsrill Road
Sydenham
London SE26 5AU
Direct Line 020 8314 7404

Michele.oliver@lewisham.gov.uk
Date 11 December 2013

Dear (Insert Name of Tenant)

I would like to tell you what we have done since I and colleagues from the Housing department attended (address) on 5 December 2013 to talk about future plans.

We have now set up a social care project team to support you with the changes relating to Kenton Court and Somerville. This team will be responsible for assessing and reviewing your care needs and will also be working closely with the housing team.

The team will be led by Linda Smith. Linda can be contacted directly on 07525 671 230 on Monday to Friday from 10am to 4pm. Social worker Sue Gardiner and support and review officer Maggie Caryl will also be working in the team. They will be sending you their contact details in due course.

You will soon be sent a letter of introduction and an invitation to meet with Maggie and Sue. Maggie and Sue would like to meet with you in your home to look at your care needs and undertake a care assessment. This is with a view to help you make a decision about your future housing and support.

We hope that you can meet with Maggie and Sue early in January 2014. We are starting to make the arrangements now in order to give you time to arrange for family or friends to attend the meeting with you if that is what you would like. If you need to change the date and time offered to you then the team will do that.

If you would like an advocate to attend and help you during these meetings, please let Maggie or Sue know and arrangements can be made for this also.

Please feel free to discuss any of the above with Linda, Stephen at Kenton Court, Yvette at Somerville or myself.

I have also included a copy of the queries raised at both tenant meetings last week which you may find useful.

Kind regards

Michele Oliver
Service Manager

CC; Linda Smith, Lead Operations Manager.

Attachment 5
Sample Follow Up letter from Social Worker

Sue Gardiner
Laurence House
Catford
London SE6 4RU

Direct line 020 8314 7404
Sue.gardner@lewisham.gov.uk

Insert Date

Dear (Insert Name of Tenant),

Following on from the meeting held with tenants and the subsequent letter sent to you in December 2013 regarding potential changes Somerville, I am writing to introduce myself.

My name is Sue Gardiner and I am a member of the Social Care Project Team which has been set up to help support tenants with any potential changes. This Team will be responsible for reviewing the care and support needs of everyone currently living at Somerville and will be working closely with colleagues within the Housing Department.

I would like to arrange to meet with you to discuss your care and support needs and undertake a review of the current care you receive. . This is to assist you with making a decision about your future housing and day to day support needs.

I would like to meet with you on at time. Please feel free to invite a relative or friend to the meeting if you would find this helpful. Alternatively if you would like to have an advocate to attend please let me know and arrangements can be made for this.

If this date and time is inconvenient please get in touch and we can make alternative arrangements.

We appreciate that this could be an unsettling time for you but I hope this meeting will prove useful and assist you to make appropriate future housing plans.

I look forward to meeting you.

Yours Sincerely

Sue Gardiner, Social Worker

CC Michele Oliver | Service Manager
Supported Housing & Care - *supporting you at home*

Linda Smith, Lead Operations Manager, Social Care Project Team.