

IMPACT ASSESSMENT

Impact Assessment	Reduction in SP funding of sheltered housing and implementation of a service charge
Andy Loxton – Lead Commissioner Older People	3.8.12

- 1 **What is the budget reduction proposal being assessed?** Southwark Council Sheltered Housing services receive £802 K from the SP program for its sheltered housing service (including £6,848) for 3 step down flats. The service has also been provided with housing management and additional security funded via the Housing Revenue Account (Repairs and Maintenance Co-ordinator post, in addition to extra funding for SMART (Southwark Monitoring & Alarm Response Team)). As a result of the comprehensive spending review, the council is required to deliver £33 m savings in 2011-12.
- 2 **What is being proposed?**
 - Withdrawal of £802 K SP funding for council sheltered housing
 - Introduction of a service charge to fund:
 - of a scheme based warden service is re-introduced in all of the schemes, from 8am to 4 pm each day
 - a dedicated handyperson service is introduced to carry out minor repair jobs for residents in the council’s sheltered housing schemes
 - a night time security visiting service is introduced to improve security at the sheltered housing schemes
 - That the changes are funded through the introduction of a service charge, based on an enhanced housing management

model, which will be eligible for housing benefit

- That current residents who are not in receipt of full housing benefit have their service charge paid through a transitional protection scheme, funded through savings on Supporting People budgets
- That the proposed changes are brought forward and introduced from January 2013 (Please note there are risks associated with the timescale for implementation - Jan 2013 (restructure/recruitment/with CRB requirements)).
- Introduction of transitional protection for tenants who are not eligible for Housing Benefit. Costs estimated as being :

Projected cost of 5 years of transitional protection

2013/14	2014/15	2015/16	2016/17	2017/18
£158,782	£151,793	£144,204	£136,993	£92,271

- 3 **Source data:** The Impact assessment considered data obtained from a survey undertaken of council (and RSL) sheltered tenants support needs in 2011, Joint Strategy Needs Analysis and population projections.
- 4 **Legislative/policy context:** The Impact assessment considered the 8 strands of the council's equality duty, and this assessment looked at each of the equality strands outlined in the Equality Act 2010 as well as considering the implications of the Public Sector Equality Duty (PSED) also contained in the Act.
- 5 **Age:** The impact assessment noted that the overwhelming majority of tenants were over 60 years old, and as such are by nature are a distinct characteristic group under the equalities legislation.
- 6 The comparative age break down with comparison to RSL tenants is set out below. These figures show that the age range between council and RSL sheltered tenants is broadly comparable, although council tenants are slightly younger than RSL tenants (primarily due to gender distinctions and longer life expectancy of women, outlined below).

Age profile

Provider	<64	%	65-74	%	75-84	%	85-94	%	95+	%	Grand Total
Southwark Council	65	12%	184	33%	187	34%	105	19%	9	2%	550
RSL Total	62	15%	127	30%	124	29%	98	23%	10	2%	421
Grand Total	127	13%	311	32%	311	32%	203	21%	19	2%	971

- 7 According to the Office for National Statistics 2008 (ONS) sub national population projections Out of an overall Southwark resident population of 292,200, there are 24,800 people aged over 65, amounting to 8.5% of the total population. This is a lower proportion than the overall proportion for London, 11.4% but similar to many other inner London boroughs – outer London boroughs tend to have larger proportions of older people.
- 8 The proposal will directly impact upon the older people as opposed to working age adults. However any negative impact of these proposals will be mitigated by the implementation of the warden service funded through the introduction of HB eligible service charges. 79 tenants are not eligible for housing benefit to cover these costs. However the introduction of transitional protection scheme will militate against any negative impact for these tenants. For future tenants who may not be eligible for HB, but only relatively modest pensions, there will be an opportunity to be supported to apply for RSL sheltered schemes(to which the council receives nomination rights) and where the service charges are lower. Alternatively they can be provided access to alternative means of obtaining housing related support, through other council funded services such as SEASONS, or for adaptations /assistive technology.
- 9 As a result it is not believed to be any significant disproportionate impact for older people as a result of the council making these decisions.
- 10 **Race**, The most accurate information on the ethnicity of our older population is obtained from the 2001 census, which indicated
- Of all 65 to 75 year olds: 81% are of white ethnicity
 - 14% of all older people between 65 and 75 are Black Caribbean
 - 5% are other BME and mixed heritage.

Of all over 75 year olds:

- 92% are White
- 5% Black Caribbean

- 3% other BME or mixed heritage

2001 Census is now out of date, therefore it would be better to only include survey findings in points 11/12 below. Since 2001 work had been done with BME groups and the estimated population currently in sheltered is over 35% BME, which is not reflected in census results.

- 11 The survey of the ethnicity of all sheltered tenants was undertaken by the council in 2011. The details of which are set out below. The table showed that white British made up the majority of council sheltered tenants but was, slightly lower than the proportion of RSL sheltered tenants (which again is probably accounted for by the fact that the age profile of RSL tenants is slightly older)

Classification	RSL total	Southwark Council	Total
White British	283	341	624
Asian or Asian British	5	11	16
White Other	38	37	75
Chinese/Other S E Asian	15	5	20
Black or Black British	18	51	69
African	27	46	73
Caribbean	29	47	76
Other	16	10	26
Total	431	548	979

- 12 31% (170 of the 548) council tenants who responded to the needs survey were BME /other which is higher than the overall population and of RSL sheltered tenants.
- 13 The proposals being considered will however continue to retain a service for BME residents of sheltered housing through a warden service, and any culturally specific support currently provided is envisaged to continue. ie supporting older residents to access appropriate places of worship etc. (Note: Service charge eligible task would be carried out by the new sheltered team (although signposting will be incorporated into the new roles).
- 14 Therefore any differential impact in relation to race is likely to be mitigated by the continued provision of support being made available via a residual support service and the housing benefit service charge proposal.
- 15 **Gender** As a result of longer life expectancy, more women than men tend to use adult social care services. Overall, this tends to be the case in Southwark. The Greater London Assembly Round Population Projections in 2007, estimated that the 65 + female to male ratio in the borough was 57% / 43%
- 16 The gender breakdown of sheltered tenants recorded in the 2011 need survey is set out below. The council tends to have a higher proportion of male tenants than RSL schemes and the general population averages. This in part may be due to the slightly younger profile of council sheltered tenants, and that men may apply to the council earlier.

Provider	Female	%	Male	%	Grand Total
RSL Total	260	63%	154	37%	414
Southwark Council	238	46%	279	54%	517
Grand Total	498	53%	433	47%	931

- 17 The proposals will not reduce access to sheltered tenancies moving forward, and therefore older men will still retain access to the specialist accommodation should they require it. The proposals also make provision for continued support to those who need it via a warden service. Therefore any differential impact in relation to gender will be mitigated.
- 18 **Disability**, Given the age profile of the sheltered tenants it would be expected that there are high levels of need in relation to physical and mental poor health, by comparison to a younger age group
- 19 The needs survey undertaken in 2011, found that there significant levels of need in relation to a range of presenting issues and how well these were being met. A summary of the headlines are set out in the tables below. Again the figures for the RSL sheltered survey are included for comparative purposes.

Mental health issues

Provider	Never		Very occasionally (2-3 times a year)		Sometimes (monthly)		All the time (weekly)		Total
RSL Total	370	87%	21	5%	18	4%	17	4%	426
Southwark Council	428	82%	35	7%	28	5%	33	6%	524
Total	798	84%	56	6%	46	5%	50	5%	950

Is this need being met?				
No		Yes		Total
10	11%	81	89%	
9	7%	113	93%	122
19	9%	194	91%	213

Physical health problems

Provider	Never		Very occasionally (2-3 times a year)		Sometimes (monthly)		All the time (weekly)		Total
RSL Total	149	36%	54	13%	111	27%	103	25%	417
Southwark Council	120	23%	80	15%	127	24%	200	38%	527
Total	269	28%	134	14%	238	25%	303	32%	944

Is this need being met?				
No		Yes		Total
6	2%	247	98%	
15	4%	357	96%	372
21	3%	604	97%	625

Issues concerning having a learning difficulty

Provider	Never		Very occasionally (2-3 times a year)		Sometimes (monthly)		All the time (weekly)		Total
RSL Total	396	93%	7	2%	9	2%	11	3%	424
Southwark Council	462	89%	9	2%	19	4%	29	6%	519
Total	858	91%	16	2%	28	3%	40	4%	943

Is this need being met?				
No		Yes		Total
11	18%	52	84%	62
9	10%	84	90%	93
20	13%	135	87%	155

Mobility (inside & outside home) using a stick or walking frame

Provider	Never		Very occasionally (2-3 times a year)		Sometimes (monthly)		All the time (weekly)		Total
RSL Total	214	51%	19	5%	35	8%	153	36%	421
Southwark Council	229	43%	32	6%	61	11%	210	39%	532
Total	443	46%	51	5%	96	10%	363	38%	953

Is this need being met?				
No		Yes		Total
7	4%	193	97%	200
9	3%	272	97%	281
16	3%	465	97%	481

Accessing health services

Provider	Never		Very occasionally (2-3 times a year)		Sometimes (monthly)		All the time (weekly)		Total
RSL Total	232	55%	62	15%	78	18%	50	12%	422
Southwark Council	164	31%	113	21%	163	31%	91	17%	531
Total	396	42%	175	18%	241	25%	141	15%	953

Is this need being met?				
No		Yes		Total
7	4%	186	96%	193
13	4%	315	96%	328
20	4%	501	96%	521

Medication compliance/side effect issues

Provider	Never		Very occasionally (2-3 times a year)		Sometimes (monthly)		All the time (weekly)		Total
RSL Total	279	66%	43	10%	45	11%	56	13%	423
Southwark Council	303	57%	87	16%	78	15%	61	12%	529
Total	582	61%	130	14%	123	13%	117	12%	952

Is this need being met?				
No		Yes		Total
8	5%	155	95%	163
10	4%	241	96%	251
18	4%	396	96%	414

- 20 The provision of a warden service, will address the housing needs of the tenants. It is not envisaged that the support currently provided will be impacted by a replacement warden service as tenants requiring specialist intervention will be signposted to other services. It is also noted that the consultation exercise undertaken with sheltered tenants in 2012, found that the most significant issue related to support around repairs and security.
- 21 The impact assessment also noted that the incumbent SP funded service did not provide personal care, and the cohort of tenants who meet Fair Access to Care Criteria will continue to receive appropriate support around their personal care needs.
- 22 An analysis of social care records undertaken in 2011, found that 25% (161) council sheltered tenants received a home care service. This figure included the 38 extra care tenants.
- 23 As a result the proposals will not have a detrimental impact upon sheltered tenants with a disability
- 24 **Sexual orientation-** There has been no indication of any specific issues in relation to sexuality identified through the consultation exercise or needs mapping surveys. Service users who experience discrimination will continue to have recourse to the council's remedies for all of its tenants.
- 25 Therefore there are not thought to be any differential impact in relation to sexuality.
- 26 **Gender identity,** There has been no indication of any specific issues in relation to gender identity identified through the consultation exercise or needs mapping surveys. Service users who experience discrimination will continue to have recourse to the council's remedies for all of its tenants.
- 27 Therefore there are not thought to be any differential impact in relation to sexuality.
- 28 **Religion and faith,** There has been no indication of any specific issues in relation to religion or faith identified through the consultation exercise or needs mapping surveys. Service users who experience discrimination will continue to have recourse to the council's remedies for all of its tenants
- 29 Therefore there are not thought to be any differential impact in relation to sexuality.
- 30 **Marriage,** There has been no indication of any specific issues in relation to religion or faith identified through the consultation exercise or needs mapping surveys. Service users who experience discrimination will continue to have recourse to the council's remedies for all of its tenants
- 31 Therefore there are not thought to be any differential impact in relation to sexuality.

- 32 **Pregnancy and child care responsibilities**, there has been no indication of any specific issues in relation to religion or faith identified through the consultation exercise or needs mapping surveys. Service users who experience discrimination will continue to have recourse to the council's remedies for all of its tenants
- 33 Therefore there are not thought to be any differential impact in relation to sexuality.