

Health, Social Care and Housing Committee

10.00 am, Tuesday, 1 April 2014

Tied Accommodation within Sheltered Housing

Item number	7.1
Report number	
Wards	All

Links

Coalition pledges	P43
Council outcomes	C10 , C11 , C13
Single Outcome Agreement	SO2

Mark Turley

Director of Services for Communities

Contact: Susan Bruce, Assessment, Homelessness and Support Manager

E-mail: susan.bruce@edinburgh.gov.uk | Tel: 0131 529 7334

Executive summary

Tied Accommodation within Sheltered Housing

Summary

This report provides a summary of the findings of an extended consultation programme across the Council's sheltered housing service and makes recommendations on what the future approach to service delivery should be, taking account of the conclusions and recommendations of the consultation report.

The report recommends continuing to provide a tied accommodation based service for the nine remaining sheltered housing schemes which have one, but that when resident wardens move on, they are replaced with a visiting support worker.

The current arrangements will continue until we move towards a more flexible and standardised service, which will build in improvements based on feedback from the consultation process, including proposals to increase staff resources within the visiting support team.

Recommendations

It is recommended that Health, Social Care and Housing Committee:

1. Notes the conclusions and recommendations of the sheltered housing consultation and the responses to the consultation findings.
2. Agrees to continue with current arrangements for tied accommodation in sheltered housing schemes until existing staff move on.
3. Agrees to continue with the incremental move away from a tied accommodation service model towards a visiting support model of service delivery for sheltered housing.
4. Notes the intention to increase visiting support staff numbers by three, funded from the Housing Revenue Account.

Measures of success

The measures of success include:

- Residents requiring support are identified and the most appropriate individual support provision is provided.
- Regular time is made available for sheltered housing support staff to provide ad hoc contact with residents, including providing a drop in service in community rooms or 'dropping in' to visit residents at home.
- An increase in social and community activities for residents to participate in across community rooms within sheltered housing schemes assisted by support staff and voluntary agencies.

- Residents continue to report high levels of satisfaction with the sheltered housing service.

Financial impact

The current annual cost to the Council of maintaining nine sheltered housing resident wardens in tied accommodation is approximately £52,500. Over time and incrementally, these costs will be saved when staff in tied accommodation move on.

It is proposed that the costs for three additional sheltered housing visiting support staff are met from Housing Revenue Account where the additional cost of £60,258 can be contained.

Equalities impact

There are no changes to the current service delivery arrangements being proposed. Additional visiting support staff will allow for a more equitable delivery of service across all sheltered housing schemes in response to the recommendations of the sheltered housing consultation.

Sustainability impact

The proposals in this report will help to achieve a sustainable Edinburgh, by helping to meet the diverse needs of sheltered housing residents and help promote personal wellbeing and social inclusion.

Consultation and engagement

Consultation with residents, across all sheltered housing schemes has been undertaken by The Knowledge Partnership and was concluded in January 2014.

Staff members have been kept updated on progress with the sheltered housing consultation process and on the options being considered for the future of the service.

Background reading / external references

[Sheltered Housing Consultation Report](#)

[Report to Health, Wellbeing and Housing Committee – Tied Accommodation within Sheltered Housing – Interim Report – 23 April 2013](#)

[Report to Executive of the Council 15 June 2004 – Development of Housing Support Services, Community Care Housing](#)

[Committee Minute: Executive of the Council – 15 June 2004](#)

[Committee Minute: Community Services Scrutiny Panel – 17 August 2004](#)

[National Care Standards & Care Inspectorate Information](#)

Tied Accommodation within Sheltered Housing

1. Background

- 1.1 A report was presented to the Health, Wellbeing and Housing Committee on 23 April 2013 asking members to agree to an extended consultation programme on proposals to change existing sheltered housing services.
- 1.2 The Committee heard a deputation from Laichfield Sheltered Housing Community Association on the proposed changes.
- 1.3 Having heard the deputation and considered the report, Committee agreed to endorse the revised consultation process and the extended timeframe for consulting on the proposed changes to existing sheltered housing services.
- 1.4 Across all sheltered housing providers, there has been a move away from the traditional model of sheltered housing provision with resident support, to a model of visiting support, with individual housing support provided, based on an assessment of need, alongside wider social inclusion activity for residents.
- 1.5 Over the years, through technological advances and the regulation of care and support, the service has changed incrementally in Edinburgh.
- 1.6 Sheltered housing support staff, including resident wardens, are not required to provide support services out with normal working hours. When resident wardens or visiting support workers are off site or off duty, service requests (both ad hoc and emergency) are responded to by the Community Alarm Telecare Service (CATS) which is available 24/7.
- 1.7 As resident wardens have not been required to be on call out with normal working hours since September 2011, this has altered the justification for having tied accommodation. Over the past few years, when resident wardens move on, either through job transfer or retirement, they have been replaced with visiting support staff.
- 1.8 Currently, there are 968 tenants living in 30 Council sheltered housing schemes across Edinburgh. The total staff complement providing housing support services to them is 23.
- 1.9 A total of 298 tenants on nine sheltered housing schemes receive services from nine resident wardens living in tied accommodation. This is a reduction of three resident wardens since the last report to Committee in April 2013 as two have retired and one requested a move to the visiting support service.
- 1.10 A total of 670 tenants on the remaining 21 sheltered housing schemes receive visiting support from 14 visiting support workers. Some resident wardens provide housing support to other tenants on a visiting support basis.

- 1.11 All residents have received an individual support needs assessment and, following this, some residents receive individual planned housing support on a weekly basis to support them to continue to live independently in the community.
- 1.12 Other residents receive flexible ad hoc support when required, to assist them to live independently within the community.
- 1.13 On the nine schemes where there is a resident warden, all residents receive a weekly visit, which is not linked to an assessment of their level of independence. Resident wardens also spend more time providing a “friendly neighbour” role.
- 1.14 Residents in all 30 sheltered housing schemes, receive a visit every eight weeks to check their alarm service.
- 1.15 There are community rooms where community activity can take place on 12 sheltered housing schemes (four on schemes with resident wardens and eight on schemes with visiting support staff). The extent of each programme of activity and attendance level by residents is variable. Some examples of activities which currently take place include: lunch clubs, bingo, aromatherapy, exercise and arts & crafts.
- 1.16 There are a further 500 dispersed alarm properties. These are small clusters of properties connected to the CATS where individual planned support can be provided by the sheltered housing support service following an assessment of need.

2. Main report

- 2.1 This report provides a summary of the findings of the consultation on the Council's sheltered housing service and makes recommendations on what the future approach to service delivery should be.
- 2.2 An external consultant, The Knowledge Partnership, was appointed to carry out the consultation programme which began in May 2013 and was concluded in January 2014. A link to the full consultation report is included in the background papers to this report.
- 2.3 A checkpoint group was established and chaired by Edinburgh Voluntary Organisation Council (EVOG). Membership included representation from Edinburgh Tenants Federation, residents and their representatives from sheltered housing and an older person representative supported by Council staff.
- 2.4 There were three phases to the consultation:
 - Face to face interviews with a selection of residents across all schemes.
 - A postal questionnaire was sent to all residents.
 - A series of focus groups for residents, families and other stakeholders was held.

- 2.5 Sheltered housing residents were kept informed of the process through letters and leaflets and sheltered housing staff were also briefed about the progress of the consultation.
- 2.6 The checkpoint group met at each key point throughout the consultation process to agree the tender document, the content of letters, leaflets and questionnaires, the structure of focus group discussions and to comment on the final report prepared by the Knowledge Partnership.
- 2.7 The involvement of the checkpoint group members in terms of time and commitment was invaluable in terms of shaping and understanding the consultation process.
- 2.8 The conclusions and key recommendations from the consultation were accepted by the checkpoint group at a meeting on 24 January 2014.
- 2.9 The consultation concluded that sheltered housing residents, whether living on schemes with resident wardens or visiting support, are satisfied with the overall service they receive and the quality of the work done by their support service.
- 2.10 While all residents are generally satisfied overall, there is some variation in levels of satisfaction, particularly in relation to staff accessibility issues and community and social activities. Residents in schemes with resident wardens had higher levels of satisfaction for these areas.
- 2.11 There was also clear feedback that the majority of residents on schemes with resident wardens would be extremely unhappy if there was a move to change these arrangements.
- 2.12 Taking these conclusions on board it has been recognised that, while ending tied accommodation would allow for the earliest delivery of a more standardised service across all sheltered housing, continuing with the current pace of change would cause less distress to residents in sheltered housing schemes with resident wardens.
- 2.13 It is therefore proposed that there is no acceleration in the move from warden based schemes to visiting support, rather that the change continues to happen incrementally and that, when a resident warden moves on either through job transfer or retirement, their replacement is through a visiting support service. This has worked well across a number of schemes over the last few years.
- 2.14 To respond to the variation in levels of satisfaction from residents living in schemes with visiting support it is proposed to increase the numbers of visiting support workers by recruiting three additional members of staff at a total cost of £60,258 per year. These costs can be met from the existing Housing Revenue Account budget.
- 2.15 This will provide extra staff time to deliver ad hoc contact with residents, additional social and community activities and time to develop a befriending or friendly neighbour role across all sheltered housing schemes. This could be

support workers 'dropping in' to visit residents at home or by being available at the office or community room for a drop in service.

- 2.16 The sheltered housing support service is working with EVOC in relation to 'Local Opportunities for Older People' (LOOP). Current uptake of activities across all community rooms is low and all sheltered housing support workers will be encouraged to work with LOOP, residents and their relatives to develop improved programmes of community activity within community rooms.
- 2.17 The sheltered housing service is registered with the Care Inspectorate and works to the Scottish Social Services Council (SSSC) guidelines, adhering to the principles of the National Care Standards.
- 2.18 A communication strategy will be put in place following this report to ensure that all residents, relatives and other stakeholders have a clearer idea about the future direction of the service. The delivery of a comprehensive communication strategy and action plan will ensure that the information needs of each group are met.
- 2.19 Taking account of the consultation, the key elements of the Sheltered Housing Service are:
- A team of 26 housing support staff delivering services to 30 sheltered housing schemes. It is proposed that nine of these staff will continue to deliver housing support from tied accommodation. As they move on over time, the service will continue to move towards visiting support service provision.
 - Service provision regulated by the Care Inspectorate and working to the SSSC guidelines and the principles of the National Care Standards.
 - A named housing support worker for each sheltered housing scheme to provide continuity and a build up of trust between residents and their housing support worker.
 - Regular time each week on every sheltered housing scheme for the housing support worker to meet with residents on an ad hoc or drop in basis.
 - Improved programme of community activities and social events on each scheme in response to tenants' views.
 - Individual housing support needs met through support plans and delivering agreed hours of individual direct housing support as part of a wider care and support programme.
 - Responsive CATS service.
 - Focus on promoting independent living and preventing unplanned hospital admissions.
 - Ongoing engagement with residents and their relatives to develop the service.

- 2.20 Since September 2011, resident wardens have not been required to be on call and because of this the justification for tied accommodation has reduced. As resident wardens move on over time, properties being used as tied accommodation on sheltered housing schemes will be released.
- 2.21 Where tied accommodation is freed up, Services for Communities will work with colleagues in Health and Social Care (H&SC) to use the accommodation in ways which will assist them.
- 2.22 Over the past few years, when a purpose built resident warden's house has become vacant, the property has been let to the H&SC adult learning disability team. Currently, four properties are used in this way, supporting up to 12 individuals to live within the community. These residents also have the opportunity to engage with community activities on the sheltered housing schemes.
- 2.23 Staff members have been regularly briefed and updated in relation to the findings of the consultation, in particular the high levels of satisfaction expressed by all residents of sheltered housing for the quality of the service they provide.

3. Recommendations

- 3.1 It is recommended that Health, Social Care and Housing Committee:
1. Notes the conclusions and recommendations of the sheltered housing consultation and the responses to the consultation findings.
 2. Agrees to continue with current arrangements for tied accommodation in sheltered housing schemes until existing staff move on.
 3. Agrees to continue with the incremental move away from a tied accommodation service model towards a visiting support model of service delivery for sheltered housing.
 4. Notes the intention to increase visiting support staff numbers by three, funded from the Housing Revenue Account.

Mark Turley

Director of Services for Communities

Links

Coalition pledges	P43. Invest in healthy living and fitness advice for those most in need.
Council outcomes	C10. Improved health and reduced inequalities. C11. Preventative and personalised support in place. C13. People are supported to live at home.
Single Outcome Agreement	SO2. Edinburgh's Citizens experience improved health and wellbeing, with reduced inequalities in health.
Appendices	None.