

**Report To:** Health and Social Care Committee    **Date:** 10 January 2019

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**Subject:** Review of Housing Support Services within Sheltered Housing

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## **1.0 PURPOSE**

- 1.1 The purpose of the report is to provide an update on the review of housing support services within sheltered housing.
- 1.2 The review has been carried out in consultation with sheltered housing providers which are River Clyde Homes, Cloch Housing, Blackwood Care, Abbeyfield Society, Little Sisters of the Poor and Trust Housing Association.

## **2.0 SUMMARY**

- 2.1 The purpose of the review is to create a new model of service delivery for housing support within sheltered housing. The aim is to develop a modernised, transformational, sustainable and equitable service model which reflects the needs of the individuals who reside in sheltered housing.
- 2.2 Engagement with tenants has been facilitated by Your Voice who met with 120 people. This highlighted that the service is very much valued and the feedback will inform the service specification due to commence in April 2019. The review recognises the importance of the current service provided in enabling tenants with complex needs to live independently within the community and as an alternative to moving to a care home.
- 2.3 The new contact arrangements will clearly define the housing support tasks to facilitate governance and monitoring. The intention is that negotiated contracts will be in place for 2 years. During this period, market analysis will be undertaken by the HSCP to assess the local position in respect of potential housing support providers within sheltered housing.
- 2.4 The implementation of the review recommendations will facilitate a change in culture within the housing support service supporting people to optimise their own assets, target resources to those with greatest need and to build capacity amongst residents to organise and lead activities. The redesign will encourage involvement within the wider community recognising people's strengths and contribution.
- 2.5 There is a wide range of TEC equipment available on the market to keep people safe at home which is a key element within sheltered housing. As the Scottish Government continues to invest in technology enabled care through local authorities and other

organisations, the HSCP is committed to continuing to work in partnership with RSLs in sharing skills and knowledge as well as contributing to future planning arrangements.

- 2.6 The importance of maintaining housing support has been underlined throughout the review linking with the Scottish Government Health and Social Care Delivery Plan which highlights shifting the balance of care. The HSCP will continue to support the existing housing support staff team to deliver a high quality housing support service tailored to meet individual outcomes.

### **3.0 RECOMMENDATIONS**

- 3.1 The Committee is asked to note the positive work undertaken in relation to changes in the housing support service model within sheltered housing.
- 3.2 The Committee is asked to note that negotiated contracts will be awarded to providers for a period of 2 years from April 2019.

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**Inverclyde HSCP**

## 4.0 BACKGROUND

4.1 In 2003, the supporting people grant was introduced for Local Authorities in Scotland to fund a housing support provision. As part of this initiative, most Local Authorities implemented housing support within sheltered housing using the 21 tasks agreed nationally. This funding remained in place, ring fenced, until March 2008. In April 2008 supporting people ceased to exist as a funding stream, however housing support continued to be delivered across Inverclyde and throughout Scotland under mainstream funding.

Over the past few years, housing providers have independently remodelled and redesigned provision, including reductions to the level of warden cover and the removal of overnight support. In April 2013, Bield Housing commenced the process of de-registering their housing support provision, moving to a retirement housing model across Scotland, which impacted on Armadale Court, Carwood Court and Crosshill Gardens. In July 2017 Bield further made the decision to change their very sheltered housing provision to retirement housing with options, which includes meal provision. This affected two complexes in the Inverclyde area, Jamaica Court and Rowan Gardens.

### 4.2 Contractual Position

All five providers are contracted for a housing support service until 31<sup>st</sup> March 2019. Many of these agreements have been in place for a number of years and are very outdated.

Notice has been served on all providers to terminate their current contract in preparation for the commencement of the new agreement starting on 1<sup>st</sup> April 2019.

## 5.0 CURRENT POSITION

### 5.1 Current Provision

Housing support is provided to individual tenants according to need and personal outcomes and recorded in a support plan. All tenants within sheltered housing are eligible for housing support and the provider has a responsibility to assess, review and plan the care. Sheltered housing providers or Registered Social Landlords (RSLs) employ wardens who provide both housing management and housing support services. For most RSLs the housing support service is embedded as part of the tenancy agreement which has led to varying levels of housing support provided and undefined boundaries between support and housing management tasks. Wardens work closely with care at home, primary care services and other wider community resources.

At present within Inverclyde, there are 5 sheltered housing providers with a total of 14 complexes, offering 369 Sheltered Housing Tenancies. The five providers are:-

- Abbeyfield Society
- Cloch Housing (Warden Service provided by Blackwood Care)
- Little Sisters of the Poor
- River Clyde Homes
- Trust Housing Association

The review recognises the importance of the current service provided enabling tenants with significant needs to live independently within the community and as an alternative to moving to a care home. The review group also considered the need to maintain services while identifying and planning future tasks and priorities.

## 5.2 Care and Support at Home Services

People living in sheltered housing have a varied level of need which may reflect admission criteria/allocation policies across RSLs. It can be argued that some complexes have a tenant group with a higher level of need and therefore require increased support and resources. The issue of targeting housing support appropriately has been raised and consideration is being given to flexibility within the funding to enable providers to respond to need as required.

## 5.3 Technology Enabled Care

The review allowed the opportunity to look at the kinds of technology being used across sheltered housing and for what purposes, with a view to trying to maximise its use more innovatively and standardise how the HSCP supports housing in the future.

It is acknowledged that there are a variety of call systems being used within sheltered housing and most of these are responded to by wardens, mainly during office hours, and are then transferred to a call handling provider such as Bield (BR24) or Hanover. Where tenants have been assessed by the HSCP as requiring assistance during out-of-hours periods, or a physical response from the HSCP mobile response team, then in many cases a second alarm has been installed which is responded to via the HSCP's call handler. While this may cover the tenants' needs, it is a duplication in service as well as equipment, and is a dual cost to both the HSCP and housing providers who currently bill tenants through their service charge. Inverclyde HSCP introduced a charge for their community alarm service of £2.50 per week in July 2018. This has not been passed on to tenants within Sheltered Housing at present as it could be viewed as double charging.

There is a wide range of equipment available on the market to keep tenants safe and independent for longer at home. As the Scottish Government continues to invest in further developments and technology-enabled care through local authorities and other organisations, the HSCP is committed to continuing to work in partnership with RSLs in sharing skills and knowledge as well as contributing to future planning arrangements.

## 5.4 Consultation

Engagement with tenants was facilitated by Your Voice which produced posters and fliers for a number of sessions within complexes throughout July and August, with 120 tenants taking part in the consultation. There was also the opportunity for people to have a conversation on a one-to-one basis if preferred.

From the feedback, it is apparent that the community element and social activities were important for tenants. Tenants highlighted the importance of feeling included, having access to an alarm system and the morning check, all of which assisted in tenants feeling safe and secure and in turn enhancing their wellbeing. It is clear that the housing support service is valued by people living in sheltered housing.

## 5.5 CAPA (Care About Physical Activity)

Inverclyde has been involved in the CAPA programme which has been successful in working with care at home, housing support and day services for older people to equip staff to promote physical activity and scope resources required to be developed.

There are many benefits from being involved in this innovative programme. The participating services gained a greater understanding and obtained skills to encourage increasing levels of physical activity with those they are working with. It has supported an improvement in overall care, quality of life and wellbeing for those using services and has potentially reduced hospital admissions. Staff reported improved knowledge and skills in enabling those they care for to move more often; resources and tools, including improvement methodology have helped to embed CAPA techniques into

their practice. Services have also been keen to build networks locally across health and social care to support the sustainability of the improved care.

## 5.6 Risks

There is a risk to the smaller RSLs from the proposed funding model. One provider has indicated they will commence consultation with tenants regarding a number of options, one of which is to cease providing housing support and move to a retirement housing model rather than the current sheltered model.

Due to demographic pressure and increasing frailty within the community, there is a likelihood of increasing demand for sheltered accommodation which enables people to live in the community and reduce unscheduled care. From the review, we are aware there is a high unmet demand for sheltered housing within the town centre area. If there is future development within sheltered housing this may cause a budget pressure in terms of providing an appropriate level of housing support.

The proposal to transfer the supply of alarm equipment to providers is reliant on stage 3 grant funding from the Scottish Government which requires an assessment for each individual which has resource implications for both the HSCP and RSLs.

## 6.0 CONCLUSION

6.1 The importance of maintaining housing support has been underlined throughout the review linking with the Scottish Government Health and Social Care Delivery Plan which highlights shifting the balance of care.

Throughout the review there has been joint agreement from Providers and the HSCP that future services should improve the lives of tenants, meet their needs and deliver on individual outcomes. Service should be flexible and responsive to changing need. RSLs and the HSCP recognise tenants' feedback that having a warden within complexes increases their safety and security which is very much valued by tenants. It is recommended that the use of technology is developed as it is important that the service keeps a pace with advances in technology. The future housing support service should focus mainly on activities and preventing social isolation for tenants.

The recommendations of the review support people who live within sheltered housing to optimise their own assets to live as independently as possible, target the resources to those within this community with greatest needs and to build capacity amongst residents to influence organise and lead, where appropriate, activities within their complex and wider community. The HSCP will continue to support the existing housing support staff team to deliver a high quality housing support service tailored to meet individual outcomes.

## 6.2 Budget

The 25% efficiency will be achieved by a combination of the implementation of the new service specification and Bield's internal redesign of their service. The service specification, due to commence in April 2019, will focus on the priority tasks required for future provision taking account of service user consultation.

The suggested future funding model for housing support in sheltered housing is as follows:-

Fewer than 10 flats	=	10 hours of service per week
10 to 30 flats	=	20 hours of service per week
More than 30 flats	=	30 hours of service per week

The rate will be paid at £16.54 per hour which is the supported living indicative rate.

Housing Support is a chargeable service, however at present the HSCP does not invoice the tenants for any part of the cost. Generally providers charge for the housing management part of the warden service and the alarm system; some also include the housing support element. If the HSCP were to charge for Housing Support this would be perceived as double charging. 40% of tenants currently receive home care service and therefore already receive a charge; this proportion of tenants is likely to increase in the future. The cost of implementing a charge to the HSCP is likely to outweigh any income. Also the Housing Support service is not calculated as time spent with individual service users rather as a group which makes it difficult to calculate an appropriate individual charge.

### 6.3 Tec Recommendations

It is proposed that all community alarms and call systems are provided solely by sheltered housing providers and the HSCP withdraw from providing additional alarm equipment. Where it is considered there is an assessed need for a tenant to be able to call for a physical response by the HSCP mobile response team out of hours, this will be provided by the HSCP. Where it is assessed that an individual tenant requires additional sensors or peripherals to keep them safe at home, the RSL should look at funding options and consult with HSCP.

Through steering group meetings it has been identified that there is funding available to RSLs in the form of a Stage 3 Grant which can be applied for to purchase alarm equipment. The only side issue around this is that the application would have to be completed for each individual flat supported by an OT assessment which the HSCP would be required to provide.

As part of the review, there has been discussion around the potential use of technology to ensure tenants' welfare on a daily basis instead of the current practice of wardens physically calling on tenants. Concerns have been raised regarding the prevention of social isolation and loneliness as contact with the warden is valued by tenants; this will be highlighted within the new service specification. The new service specification very much focuses on promoting independence, facilitating activity and encouraging a community environment. It will also be taken into account where tenants receive support from other agencies and informal carers.

### 6.4 Future Commissioning

The new contact arrangements will clearly define the housing support tasks to facilitate governance and monitoring. The intention is that negotiated contracts will be in place for 2 years, commencing 1st April 2019. During this period, market analysis will be undertaken by the HSCP to assess the local position in respect of potential housing support providers within sheltered housing. Market analysis will require input from partners and providers and this will shape the procurement strategy moving forward.

### 6.5 Recommendations

The final recommendations of the review are as follows:-

1. That a change of culture be facilitated within housing support services to maximise opportunities in promoting tenants independence.
2. That the HSCP remain committed to supporting sheltered housing within a redesigned service specification.
3. That a negotiated contract be awarded to providers for a period of 2 years from April 2019.
4. That CAPA techniques and technology be used to support tenants' wellbeing on a daily basis.

5. That responsibility for the supply of the alarm call system and additional sensors transfer to RSLs. Where there is an individual assessed need, the HSCP will provide a response service through the community alarm team on an out- of-hours basis.
6. That a short life working group be established in conjunction with RSLs to look at how the HSCP assessment information could inform allocation procedures.
7. That the revised funding model be implemented, taking account of the agreed efficiency within a negotiated contract.
8. That the HSCP housing OT continue liaison with RSLs to consider future demand and requirements for Sheltered Housing, linking with the Housing Partnership Group.
9. That consideration be given to calculating an appropriate charge for housing support, applied by the RSLs through tenancy agreements, as part of the HSCP Charging Policy review.
10. That the HSCP continue to work in partnership with RSLs in line with the Contract Management Framework for providers.

## 7.0 IMPLICATIONS

### FINANCE

#### 7.1 Financial Implications:

Total saving of £93,000 of which £71,000 has been achieved in 2018/19 an over achievement of £36k. All redesign has allowed service to reshape and contract will achieve the additional £22,000 for 2019/20.

One off Costs

Cost Centre	Budget Heading	Budget Years	Proposed Spend this Report £000	Virement From	Other Comments

Annually Recurring Costs/ (Savings)

Cost Centre	Budget Heading	With Effect from	Annual Net Impact £000	Virement From (If Applicable)	Other Comments
Housing Support	Payments to other bodies	2018/19	71		Saving Achieved
Housing Support	Payments to other bodies	2019/20	22		Saving achieved through new contract

## **LEGAL**

7.2 There are no legal issues within this report.

## **HUMAN RESOURCES**

7.3 There are no human resources issues within this report.

## **EQUALITIES**

7.4 There are no equality issues within this report.

Has an Equality Impact Assessment been carried out?

	YES (see attached appendix)
√	NO – This report does not introduce a new policy, function or strategy or recommend a change to an existing policy, function or strategy. Therefore, no Equality Impact Assessment is required.

## **REPOPULATION**

7.5 There are no repopulation issues within this report.

## **8.0 CONSULTATION**

8.1 None.

## **9.0 LIST OF BACKGROUND PAPERS**

9.1 None.