

REPORT TO: HOUSING COMMITTEE – 9 JUNE 2014
REPORT ON: SHELTERED HOUSING REVIEW
REPORT BY: DIRECTOR OF HOUSING AND DIRECTOR OF SOCIAL WORK
REPORT NO: 261-2014

1. **PURPOSE OF REPORT**

To report progress on the Sheltered Housing Review, specifically in relation to the type of service delivery models needed to ensure that the sheltered service is fit for purpose for the future needs of older people living in Dundee.

The paper provides an overview of the proposed direction of travel for the Sheltered Housing Service.

2. **RECOMMENDATIONS**

It is recommended that the proposed model for future service delivery for the sheltered service as detailed in this report is approved. Further, it is recommended that the following key steps in the implementation of the reshaped Sheltered Housing Service be agreed:

- 2.1. Development of a Consultation Strategy for engagement with all stakeholders, including Trades Unions;
- 2.2. Creation of a relief pool of five wardens to provide cover and support for the city wide service;
- 2.3. Establishment of a new post of Activities Co-ordinator and the development of a Volunteer Bank to assist in the delivery of social activities;
- 2.4. A need assessment of all existing sheltered tenants be carried out within 6 months of approval of this report;
- 2.5. On completion of 2.4. a further report, detailing the support needs of the sheltered tenants and how these will be met, be prepared;
- 2.6. Introduction of alternative warden arrangements for continuing to deliver sheltered services at the complexes at Kirk Street, Whorterbank, Watson Street and Happyhillock to more accurately reflect the demand from the remaining sheltered tenants in these complexes.

3. **FINANCIAL IMPLICATIONS**

The proposed developments detailed within 2.1 - 2.3 of this report will be delivered from within the existing budget.

A support needs re-assessment of all the existing sheltered tenants, as detailed within 2.4, will require resource up to a maximum of £43,080 to be met from existing resources. This will allow the re-assessment to take place within a realistic timescale.

4. **BACKGROUND/CONTEXT**

Based on 2011 estimates by the National Records Office of Scotland approximately 23% of Dundee's population (approximately 33,000) are over the age of 60.

There is clear evidence that Dundee residents are living longer (average female life expectancy is now 79.2 years and male life expectancy is 73.9 years).

Approximately 70% of Dundee's older population either own their own home or live in private rented accommodation and it is predicted that as these people get older they will require additional support to help them maintain an independent lifestyle. Living independently, for many older people, is comforting and familiar. However, it can also lead to social isolation particularly as a result of life changing events.

Critical to successful independent living by this group of residents is the ability to access suitable support services at an appropriate time and level so that their independent living can be maintained and the need for institutional care reduced.

Housing Support Services (as funded by the Supporting People budget) play a key role in assisting older people to continue to live independently where possible.

Successive national policies - Shifting the Balance of Care 2003, Reshaping Care for Older People 2012, Personalisation and Self Directed Support 2013 - emphasise the intention to support people to remain in their existing accommodation, as far as is practicable, while making informed choices about how they receive any necessary support services.

Within the older people population in Dundee approximately 3,700 people live in Sheltered or Very Sheltered Housing (66% provided by Dundee City Council, 31% by Registered Social Landlords and 3% by the private sector).

Historically, since 2003, Supporting People funding has financed all Housing Support Services.

In relation to Dundee City Council's direct provision of Sheltered Housing the Council decided to transfer the management of the service from Social Work to Housing in 2006. At this time a significant saving in Supporting People funding was realised with an associated shift from Sheltered Wardens providing "support" services (as part of SWD) to "enhanced housing management" services funded by a service charge/ housing benefit entitlement.

The current Sheltered Housing Service is 95% funded in this manner, with the service focussing on housing management rather than "support" services, which are predominantly delivered by Social Work staff. The service has a modest 5% funding contribution from Supporting People, illustrating the emphasis on the enhanced housing management functions.

Enhanced housing management relates to advice and assistance for tenants to help them to manage and maintain their sheltered tenancy.

This review has considered the current service in some detail and is now ready to report.

The remit of the current Sheltered Housing Review was twofold:

- (i) An analysis of supply and demand across the City and across the local social housing sector.

This analysis and associated debate led to the introduction of a new type of housing for older people within Council housing stock - Amenity Housing - available to those over 50 years of age. Amenity Housing is, in essence, older people's housing (with the physical attributes of current sheltered housing) and has no warden service or service charge.

- (ii) To consider how the current Sheltered Housing Service should adapt to best deliver services to older people in the City, both existing and future tenants, in light of a range of factors.

The current service faces a number of significant challenges summarised as follows:

4.1 **Demand**

Dundee City Council has 1,950 sheltered housing units spread across the City. Provision equates to approximately 15% of the total Council housing stock. A proportion of the current provision is in the form of converted mainstream flats some of which are largely unsuitable for the needs of older

people. This has resulted in a mixed level of demand for Council sheltered housing from very high demand to zero demand.

The provision of housing for older people by other Registered Social Landlords within the City has also impacted on the demand for Council sheltered housing and has led to some areas having a high level of provision from a range of providers.

4.2 **Registration**

As already detailed, a small element of the current service provision is classed as support and as such is funded from the Council's Supporting People budget and is regulated by the Care Inspectorate. The vast majority of responsibilities within the service are related to housing management and therefore, are not inspected by the Care Inspectorate.

As a registered housing support service, all workers delivering this service must be registered with the Scottish Social Services Council (SSSC). This means that for Warden staff to continue to deliver the sheltered service they will require SSSC registration by 2017.

The Department, however, will no longer be able to provide the warden staff with the necessary route to SSSC registration due to recently introduced changes to the qualifications required by the Care Inspectorate.

As a result, confirmation of the role of Sheltered Housing Wardens as focussing on housing management activities is essential with any support aspects being delivered by appropriately qualified staff.

Discussions with colleagues in Social Work and other relevant providers is ongoing to ensure that future provision of support services is consistent with the strategic aims for older people in Dundee. These discussions will continue to be aware of the relevance of the healthcare and social care integration agenda as it relates to support services.

4.3 **Access to Sheltered Housing**

In considering who should be eligible for sheltered housing, access routes, e.g. entry criteria based solely on age, medical and/or social needs assessment require to be considered. Almost all RSLs in Dundee use age as an eligibility criteria at present. This is problematic as it leads to services being provided to those who do not need them and depriving those who do need them.

4.4 **Current Role of the Sheltered Housing Wardens**

The services provided by existing sheltered housing wardens are highly valued by sheltered tenants and satisfaction levels are high. In many ways this reflects the high level of personal interaction between staff and tenants. By way of illustration, here are a selection of the many comments received by sheltered tenants and their carers about the service:

- "Yes, I feel safe in my wee house knowing that the wardens are around at certain times and that I have the pull cord when they are not."
- "Very happy. No complaints regarding the support and service that I receive."
- " I have been in my complex for coming up 4 years and I love it."
- " Caring, friendly, approachable staff and taking their time to get to know you and they never talk at you and this means a lot to me."

The funding of the current service provision (95% Housing Revenue Account; 5% Supporting People) indicates that the vast majority of the duties of sheltered warden staff should be housing management related.

The challenge is to ensure that staff and tenants are clear as to the sheltered warden's role and responsibilities while ensuring that there are suitable mechanisms in place to deliver additional services that tenants require or choose to have.

5. **PROPOSED MODEL FOR FUTURE SERVICE DELIVERY**

Just as the needs of older people in the City are changing so are the strategies of service providers. A number of Registered Social Landlords (RSL'S) have moved to a housing management-type service for older people with housing support provided if required funded through the Supporting People budget.

The revised service delivery model for Council Sheltered Housing Service meets the challenges outlined earlier in this report and is consistent with the direction of travel of other providers of housing for older people and the Dundee Joint Strategic and Commissioning Statement for Older People (January 2013).

5.1. **Demand**

It is proposed that alternative warden arrangements be introduced to reflect changes in demand in the four complexes identified below. By tailoring the staffing resources to the changing demands of the service it is possible not only to continue to deliver a sheltered service to these tenants, but also to enable the creation of a warden relief pool and the establishment of an Activities Co-ordinator for the service as a whole, all within existing resources.

<u>Location</u>	<u>No of Units</u>	<u>No of wardens</u>
Kirk St	19	2
Whorterbank	20	1.5
Watson Street	21	1.5
Happyhillock	29	1.5

Tenants in these four complexes will continue to receive the full sheltered service. They will receive daily sensor checks and an intercom call, if they wish one. They will continue to have access to all the facilities in the sheltered lounge e.g. laundry, and will be able to enjoy all the social activities that they always have.

They will continue to receive welfare visits at a frequency agreed by them, if they wish and if they activate their warden call system in an emergency they will receive a response.

Currently the sheltered service is delivered through a Core and Satellite model. This means that every complex is part of a bigger Core group of complexes. Each complex, therefore, has access to a larger pool of wardens within their Core to provide support, if needed.

Social activities currently being delivered will be maintained. In view of the small number of tenants still remaining in each of these complexes, and the relatively low levels of social activities currently being enjoyed, the impact on the existing warden resources within the Core group is regarded as manageable.

Also, in relation to social activities, as the Volunteer Bank increases resources to help with activities, these will also be more readily available. That said, tenants should still be given the opportunity to involve themselves in delivering activities within their own complexes.

During periods when the warden may not be on site, tenants will remain connected via the warden call system, so that in the event of an emergency assistance can be summoned.

Tenants in the four smaller complexes will be encouraged to continue to use their sheltered lounges. In keeping with the desire to promote independence, tenants in Watson Street and Happyhillock will either all be provided with a key to the lounge or designated keyholders will be identified. This will allow the tenants to take more direct control of their lounge and how it is used. These arrangements currently work well in a number of other complexes across the city. The sheltered tenants in Kirk Street and Whorterbank, however, already have access to their lounge through their fob so they can access their lounge when they need to. At the end of each day, the warden will carry out a final sensor check and ensure everything is as it should be before switching the warden call alarm over to Social Care Response for the out of hours service and setting the alarm for the complex.

5.2. **Access to Sheltered Housing**

An applicant's eligibility for sheltered housing will be based on a medical or social needs assessment by Tayside Medical Advisory Service (TMAS). Age alone is not an appropriate eligibility criteria. Any additional support needs will be determined by an assessment of the tenants personal support needs.

Amenity Housing may be a viable option for those not eligible for sheltered housing.

Sheltered applicants with children in their household should be considered on a case by case/needs basis and bearing in mind the needs of the older person(s).

5.3. **Assessing Support Needs & Delivering Support**

A re-examination of the way the support needs will be delivered will be required when it is no longer appropriate for warden staff to do this.

Included as part of this re-examination will be a re-assessment of the support needs of all existing Dundee City Council sheltered housing tenants. An in depth assessment will need to be made to ensure that all support needs have been identified.

This provides an opportunity to have the support needs assessed by specialist housing support staff who already meet SSSC registration requirements and are working in services currently regulated by the Care Inspectorate.

The current Dundee City Council Housing Department Housing Support Team is one such support provider. This Team has consistently delivered high quality support services to some of the most vulnerable tenants in the city over a number of years.

As a registered housing support service, the Team is subject to regular inspection by the Care Inspectorate. In the two most recent inspections, 30 January 2013 and 16 October 2013, the Housing Support Team was awarded Grade 5 Very Good against all assessed themes i.e.

- o Quality of Care & Support
- o Quality of Staffing
- o Quality of Management & Leadership

At the most recent inspection, the following strengths, amongst a number of others, were highlighted by the Care Inspectorate:

- o It is a high quality service which is effective in supporting people
- o The service is effective in carrying out support to vulnerable people
- o It is clear that the health and social wellbeing of service users is at the core of what the service does

One of the key benefits of using this Team is the fact that it is an in-house resource. This will ensure a responsive, focussed and tailored approach to the assessment process.

The priority is to ensure that the support needs of the existing sheltered tenants are fully assessed. Therefore, it is proposed that the Housing Support Team will carry out the needs re-assessment of the existing sheltered tenants, and develop Support Plans, where necessary, for those assessed as requiring support. It is suggested that they be assisted and supported by social work department staff and the local sheltered wardens.

To complete this task within a realistic timescale will require additional resources. Therefore, it is suggested that 3 additional Housing Support Officers be recruited for a period, up to a maximum of 6 months to complete this task. Including oncosts, the financial implications will be £43,080.

5.4. **Social Activities**

The provision of and access to social activities is regarded as crucial in seeking to improve both the physical and mental health and wellbeing of sheltered tenants. Activities delivered via the

sheltered complexes also provide opportunities for residents across the wider community to participate.

The wardens' role will be supplemented by volunteer resources. It is proposed to establish the post of Activities Co-ordinator, who will be responsible for establishing and subsequently co-ordinating a Volunteer Bank to deliver social activities across the service. The wardens' role would be to liaise with, and where appropriate, assist with the Activities Co-ordinator responsible for co-ordination of a Volunteer Bank.

Most care and support providers in Dundee use volunteers to widen the choice of social activities available to their tenants/service users. Volunteering has proved extremely successful over the years in enabling tenants and service users to become more involved and remain more active, more independent. Volunteers themselves also benefit from the experience.

By carrying out all necessary checks e.g. PVG checks etc, and by providing relevant training and support, the service will develop a high quality bank of volunteers to assist the sheltered tenants with activities.

Appendix 1 attached provides information on the current activities provided at Sheltered Housing complexes.

The Volunteer Bank will be the resource used to assist sheltered tenants, and wider community members, with the organisation and provision of social activities based around sheltered complexes. This would free up a significant amount of staff time while ensuring that social activities continue to be organised for service users.

5.5. **Core and Satellite Sheltered Housing Model**

The core and satellite model was originally introduced to ensure that the sheltered service would be responsive to the changing needs, demands and aspirations of current and prospective tenants. The future, reshaped sheltered housing service will continue to be responsive to the tenants needs so it is proposed to continue with the Core and Satellite model of sheltered housing.

5.6. **Implementation**

The future model being proposed acknowledges the need for the older population in the city to live as independently as possible, for as long as possible, and to continue to be able to make choices that affect them. The model also accepts that for some, to maintain this independence requires access to appropriate support services at the right times. This future model will ensure that for those sheltered tenants who are vulnerable and in need, appropriate support will be available for them. However, the model will also allow those wishing to maintain their independence to do so in a less rigid, less intrusive service.

There are a number of key steps in the implementation of the reshaped Sheltered Housing Service:

5.6.1. **Develop a Consultation Strategy:**

The reshaped Sheltered Housing Service will require a period of consultation before it can be implemented. In view of the various stakeholders involved, a consultation strategy will be developed, thus ensuring all those with a view about the service have the opportunity to be involved.

5.6.2. **Tailored Staffing Resource:**

As detailed in Section 5.1 of this report, by a more effective use of existing technology and by tailoring the staffing resources to the needs of sheltered tenants, particularly those in the smaller complexes this will enable the creation of a relief pool and the establishment of an Activities Co-ordinator.

5.6.3. Create Relief Pool of Wardens:

It is proposed that a relief pool of five wardens be created. The warden relief pool will provide cover and support to the city wide warden service during periods of staff absence due to sickness. This proposal was informed by discussions with wardens themselves during a series of engagement meetings that wardens had with the management of the service.

5.6.4. Establish an Activities Co-ordinator & Develop Volunteer Bank:

Social activities will remain an essential part of the sheltered service. Creating the post of Activities Co-ordinator will enable a bank of volunteers to be established, trained and deployed within complexes across the service.

Both this and the creation of the relief pool will positively impact on the existing warden resource.

5.6.5. Carry out a Needs Assessment of all Sheltered Tenants:

In order to accurately determine the support needs of the sheltered tenants and how these needs should be met, it will be necessary to carry out a formal housing support assessment. It is proposed that, all existing sheltered tenants will have had an updated assessment of their support needs carried out within 6 months. This will be done by specialist housing support staff, assisted, where necessary, by the social work department and local wardens.

To achieve the necessary outcome in the required timescale, additional resources will be necessary for up to a maximum of 6 months.

Those assessed through this process as requiring support will access the necessary service through another appropriate specialist provider

5.7. **The Reshaped Sheltered Housing Service – What’s not Changing**

- Every complex will continue to have locally based warden staff present.
- New tenants to the service will receive an assessment of their support needs.
- Sensor checks and intercom calls will continue to take place daily.
- Welfare visits will be carried out to agreed frequencies.
- Activities will continue.
- Wardens will be available to help with any housing/tenancy issue.

5.8. **The Reshaped Sheltered Housing Service – What is changing**

- The creation of a warden relief pool will provide support to wardens across the service during periods of warden absence.
- More flexible, efficient working arrangements will be introduced for smaller complexes identified in section 5.1 of this report. The tenants, however, will continue to receive the full sheltered housing service.
- Support with activities will gradually increase as the number of volunteers in the Volunteer Bank increases.
- Assistance with support plans will be provided by specialist support staff.

6. **POLICY IMPLICATIONS**

This report has been screened for any policy implications in respect of Sustainability, Strategic Environmental Assessment, Anti-Poverty, Equality Impact Assessment and Risk Management.

There are no major issues.

7. **CONSULTATIONS**

The Chief Executive, Director of Corporate Services and Head of Democratic and Legal Services, all other Chief Officers and Dundee Federation of Tenants' Associations have been consulted on the preparation of this report. No concerns were expressed.

8. **BACKGROUND PAPERS**

None.

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APPENDIX 1

Complex	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
Alpin	Line Dancing Bingo (Evening)	Craft Class (All Day)	Keep Fit	Beautician Bingo (Evening)	Zumba		Lunch Club
Alva	Reminiscence Club	Bingo		Beautician Bingo Evening			
Balcarres	Tea and Chat, Bingo	Tea and Chat	Tea and Chat, Bingo	Tea and Chat	Tea and Chat	Tea and Chat	Tea and Chat
Baluniefield	Bingo	Film Show	Bingo	Armchair Exercises	Dominoes		
Brington	Bingo	Pie and Beans (Monthly)	Bacon Rolls Chippy Tea and bingo (Monthly)		Breakfast Club		Church Service and Cream Tea (Monthly)
Clement Pk	Monday Club	Bingo	Dominoes				
Cleington		WII Games, Bingo	Hairdresser (Fortnightly)	Card Making		Tea and Toast	Tea and Toast
Clyde	Beautician, Line Dancing	Bingo					Bingo
Corso	Social Afternoon	Lunch Club	Zumba Beautician	Lunch Club	Lunch Club Snooker	Bowling and Brunch	
Craigiebank	Bingo	Beautician	Bingo	Zumba and Gentle Exercise	Brunch		
Craigie St	Greylodge Bus Trip	Film Show Bingo	Film Show Dominoes	Film Show Dominoes	Aromatherapy Film Show	Film Show	Film Show
Craigowan	Tea and Chat Lunch Club	Tea and Chat Lunch Club	Tai Chi Tea and Chat Lunch Club	Tea and Chat Lunch Club	Tea and Chat Lunch Club		
Cullen	Lunch Club Dominoes	Bingo	Snack, Dominoes		Bingo	Tea, chat Film Show	Tea, chat Film Show
Dryburgh		Cards and Dominoes	Bingo	Cards and Dominoes			
Fleming		Line Dancing	Ladies Lunch and Chat	Keep Fit Bingo (Evening)		Tea and Chat	Snacks and Bingo
Forthill	Computer Class, Scrabble and Craft Class	Bowling Whist (Evening)	Computer Class, Line Dancing Exercise Class (Evening)	Chair Zumba, Bingo, Activities, Salsacise (Evenings)	Tai Chi, Art Class and Hairdresser		Church Service (3 rd Sunday)
Garry Pl		Zumba Concert Party (Monthly in evening)	Pool, Bingo			Pool	

Complex	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
Happyhillock		Lunch Club, Bingo			Lunch Club, Bingo		
Hill St	Bacon Rolls	Exercise Class	Bingo	Carpet Bowls	Beautician Fortnightly		
Kirk St		Bingo	Line Dancing	Gentle Exercise	Bingo		Sunday Brunch Bingo
Kirkton	Beautician, Bingo	Dominoes or Carpet Bowls	Bingo				
Lawton Rd	Breakfast Club Line Dancing	Breakfast Club Bingo	Breakfast Club Keep Fit Dominoes	Breakfast Club Bingo	Breakfast Club		
Logie	Bingo	Pool	Pie and Beans Lunch	Armchair Exercises			
Longhaugh	Zumba Lunch	Beautician	Bingo and Chat				
Mill O Mains	Tai Chi	Tea and Toast Bingo (Evening)	Beautician	Open Learning Highland Dancing (Evening)			
Moncur	Bingo	Bacon Rolls	Beautician				
Morven	Morning Tea, Bingo	Morning Tea, Craft Class	Morning Tea, Bingo	Morning Tea, Beautician	Morning Tea		Sunday Brunch
Powrie Pl	Carpet Bowls Lunch Club	Bingo Lunch Club	Reminisce Club Grey Lodge Outing	Lunch Club	Bingo Lunch Club		Brunch
St Columba		Bingo	Lunch Club				
Tullideph	Lunch (Tenants and guests bring their own) Bingo	Penny Bingo (Evening)	Tea and Chat Music Afternoon	Line Dancing (Evening)			Therapist (Monthly)
Watson St							
Wedderburn	Reminiscence Group	Gentle Exercise	Beautician	Zumba			Lunch and Fun Day
Wellgate	Tenants in Lounge from 11am	Tenants in Lounge from 11am	Bingo	Pie and Beans	Tenants in Lounge from 11am		
Whorterbank	Gentle Exercise		Beautician		Bingo		
Wolseley St	Beautician	Pancake Afternoon	Bingo				Bingo