

**ANGUS COUNCIL**

**SOCIAL WORK AND HEALTH COMMITTEE – 12 JANUARY 2016  
COMMUNITIES COMMITTEE – 19 JANUARY 2016**

**REVIEW OF HOUSING FOR OLDER PEOPLE**

**JOINT REPORT BY MARGO WILLIAMSON, STRATEGIC DIRECTOR – PEOPLE, AND  
ALAN MCKEOWN, STRATEGIC DIRECTOR - COMMUNITIES**

**ABSTRACT**

This report sets out the findings of a review of housing for older people.

**1. RECOMMENDATIONS**

It is recommended that Social Work and Health Committee consider recommendations (ii) and (iii) and:

It is recommended that Communities Committee consider recommendations (i), (iv), (v) and (vi) and:

- (i) Agree the adoption of a sheltered and retirement model of housing for older people on the basis set out in section 5.1.
- (ii) Note that the current model of support by Tenancy Support Officers (TSOs) is not suitable for the Self-Directed Support (SDS) environment.
- (iii) Agree that the future model of provision in place of current arrangements be explored further in the context of a potential social enterprise option with Voluntary Action Angus, so that services can be accessed by tenants in line with new arrangements for self- directed support.
- (iv) Agree that a tailored investment in communal facilities is undertaken, based on discussions with tenants at individual schemes.
- (v) Agree an expansion of housing management and maintenance services in order to increase the focus of housing management in sheltered and retirement housing across Angus.
- (vi) Agree that a further report is brought before members on the hardwiring of telecare in Sheltered and Retirement complexes augmenting the Council's successful programme of re-ablement and enablement.

**2. ALIGNMENT TO THE ANGUS COMMUNITY PLAN/SINGLE OUTCOME AGREEMENT/COPORATE PLAN**

This report contributes to the following local outcomes contained within the Angus Community Plan and Single outcome Agreement 2013-2016.

- Angus is a good place to live in, work in and visit.
- Our Communities are safe, secure and vibrant.
- We have improved the health and wellbeing of our people and inequalities are reduced.
- Individuals are supported in their own communities with good quality services.
- Individuals and their families are involved in decisions which affect them.
- Our Communities are developed in a sustainable manner.

### **3. BACKGROUND**

**3.1** For some time the demographics of Angus and Scotland has been changing. People are not only healthier and living to an older age, they are also increasingly supported to live in their own homes for longer, meaning that a move to sheltered accommodation becomes less likely. At the same time, Angus has a higher proportion of sheltered housing provision relative to the Scottish average. Both of these factors have contributed to reduced demand for sheltered housing and a difficulty in letting properties in some areas when changes of tenancy occur. There has also been a legislative change with the introduction of Self Directed Support (SDS) which is intended to provide better choice and individually tailored care and support plans. As a result, Angus Council facilitated a Rapid Improvement Event attended by Elected Members, stakeholders and tenant representatives in April 2015, to consider the future of housing for older people. The purpose of the review was to examine how existing housing provision in Angus meets the current and future needs of older people.

**3.2** The event emphasised the need to consider housing for older people and in particular noted that:

- Angus currently has more sheltered housing provision than most other places in Scotland.
- Demand for sheltered housing in its current format is generally reducing.
- That positive interventions and support is enabling more people to stay in their own homes for longer.
- Housing for older people has not kept pace with moves towards independent living and enablement and it is timely to now review services with a focus on independent and safe environments.
- That there is a need to reduce house moves for people as they grow older as this can affect how long people live.
- Plans for new housing developments should enable end of life care to be provided at home.
- Sheltered and retirement housing can help combat loneliness experienced by some older people.
- There is a need to consult with people about future models of housing and care.

**3.3** At the same time, following the introduction of SDS in April 2014, legal services have reviewed our current position within SDS legislation and confirm that the care and support element of the Tenancy Support Officer (TSO) service is open to choice; tenants are not obliged to purchase this service from the local authority in the current way. Our current model of provision is therefore open to legal challenge.

### **4. CONSULTATION FINDINGS**

**4.1** Following the rapid improvement event, extensive consultation has been carried out with the tenants of sheltered housing. The purpose of the consultation was to better understand the key priorities for Angus Council sheltered housing and housing related services. The consultation included a survey sent to all tenants and a consultation event held at each sheltered housing complex. In total, 397 surveys were returned and over 400 tenants, family members and support workers attended consultation events. This means that at least two thirds of all tenants took part in the consultation.

**4.2** The consultation indicated that the sheltered housing provision in Angus is valued and that the provision of communal facilities is a key priority for tenants. These facilities can help reduce social isolation and help tenants build and maintain friendships. Tenants also reported that having a safe and secure environment is a key priority which included the availability of a community alarm service. The provision of a Tenancy Support Officer (TSO) service is also a key priority for many tenants. A summary of the consultation findings is provided in [Appendix 1](#). During the consultation events, tenants also highlighted a range of suggested improvements to the fabric of buildings which could enhance the amenity of some complexes. The feedback has helped us finalise our proposals which are designed to help make our housing stock for older people more attractive, as well as design care and support provision that is both modern and deliverable.

## 5. PROPOSALS

Members are therefore asked to consider a number of recommendations which are outlined in more detail below, but these are essentially:

- The adoption of a revised model of housing for older people in Angus - a combination of sheltered and retirement housing.
- A modernised preventative care service.
- That further work is undertaken to identify how the proportion of the unmet saving PAS-S-25 will be met. The exact amount of the outstanding figure arrived at will be influenced by the model of service delivery identified and implemented and any related changes.
- Retention and improvement of communal facilities, including lounges, guest rooms and laundries.
- An expansion of housing management and maintenance services.
- A programme of tailored capital investment based on discussions with tenants at individual schemes that will be built into the fabric of the complexes and funded from the Housing Revenue Account including telecare and enablement investment.

### 5.1 Sheltered and Retirement Housing

The Council manages 24 sheltered housing schemes which provide around 626 individual properties. Allocations are made on the basis of an assessment of medical and support needs which can be met by a move to sheltered housing. Sheltered housing provides individual accommodation to tenants in a safe and secure environment, with communal, laundry and guest facilities provided at most complexes. Rents range from £47.10 to £68.93 per week and service charges range from £9.04 and £20.20 per week. These costs are eligible for Housing Benefit. The range reflects the services available at complexes and the number of bedrooms in a property.

We have seen a reduced demand for sheltered housing as aspirations change and we continue to 'shift the balance of care' by supporting people to live independently in their own homes for longer. Void rates in sheltered housing have been increasing for a number of years. In 2011/12 the total void losses for sheltered housing were £91,178 increasing to £216,753 in 2014/15. This lost income does not represent best value or best use of valuable housing stock and has a direct impact on housing development across Angus. A reduction in income means reduced numbers of upgrades to existing housing stock and the development of new houses for rent. A more flexible use of the stock would enable us to help more customers, and help with the prevention agenda emerging through the integration of health and social care.

To address reducing demand for sheltered housing, there is a need to make housing for older people more accessible to more people and a number of members have enquired about this in recent months. It is therefore proposed that around 210 of the 626 existing sheltered housing units are designated as retirement housing, with the remaining 416 retained as sheltered housing. These units have been identified because of a range of factors, including; demand, location, physical suitability, and level of provision in locality. An outline of the proposed schemes to be allocated as retirement housing in the future is provided in [Appendix 2](#).

The sheltered and retirement model will see the allocation policy revised for some of our existing sheltered housing; this will allow access to retirement housing for a wider number of people over 60 who wish to choose a move to housing more suitable for their needs but do not have a current medical or support needs, allowing older people to better prepare for their future needs by introducing greater choice. This will help older people to plan better for their future and have the added benefit of increasing demand in our own and our partners housing stock for older people. Allocations for sheltered and retirement housing would be made on the following principle:

- Sheltered Housing: Adults of any age who have a medical / support need to live in a sheltered environment, as identified through a single shared assessment for community care or a housing option assessment.
- Retirement Housing: all adults over the age of 60 will be considered. Allocations will be made under the Common Housing Allocation Policy.

It is proposed that the change of model is phased in by making the transition at change of tenancy, so that the impact on existing tenants is minimised and the new model applies to new tenants. No current tenants will be required to move as a result of the proposed changes. At tenancy turnover the revised allocation policy would be applied.

There is potential for this new flexible approach to be developed further in future years to respond to the changing needs of older people across all tenures of the housing sector and if the model proves successful the demand for new retirement housing can be explored.

## **5.2 Preventative Care Service**

Angus Council currently provides a tenancy support officer (TSO) service in sheltered housing complexes. There are currently 36 TSO's and three team leaders employed to provide this support with an overall cost of £780,600. The TSO service operates between the hours of 9am to 5pm from Monday to Friday. Outwith these times the support is transferred to Community Alarm. There is currently a service charge for this service of £32.00 per week. The charge of £4.50 per week for community alarm is waived for tenants paying for TSO. The former is both means tested and heavily subsidised by Angus Council.

Currently, the TSO service is aligned to tenancy arrangements for sheltered housing i.e. it is compulsory within the letting arrangement regardless of an individual's assessed need or preference. Following the introduction of Self Directed Support (SDS) in April 2014, older people have greater choice about how their care and support is provided and by whom, and this also applies to our tenants. It is inherent in the philosophy behind SDS, and in the legislation that enforces it, that people can exercise choice in the way that their care and support is provided and how they pay for this. It is therefore no longer acceptable to insist that an individual receives a particular service because all other residents within a sheltered housing complex do so. In the future, tenants will choose different providers of their social care and support and new tenants may enter sheltered or retirement housing with services they had in their previous accommodation.

In reviewing the current TSO service a number of options have been considered including no change to the service. However, there is a legal issue that cannot be overcome with the introduction of Self Directed Support. Angus Council would be open to legal challenge by any individual who did not wish his or her service to be provided under the current model.

The potential to shift the staff costs from care into housing with the intention of people paying for the cost of the service was also explored. However we are concerned about the affordability of this for tenants as it would add £27.65 per week for people to pay on top of current rents and service charges. Some tenants would be able to claim some housing benefit to cover costs, but not all tenants are eligible. The other factor mitigating against this option, is the current low demand for some of our sheltered housing. We anticipate that this higher cost would result in even less people choosing this option of housing which would invariably lead to more voids with a resulting loss of income for reinvestment. It is also anticipated that further cuts in public services are likely to impact on welfare and housing benefit will not be excluded from this. Also, housing benefit is not designed to pay for care and the housing regulator would likely have concerns were we to try to do this.

The review also considered removing the TSO service completely. However there is strong support for this service, with around one third of people responding to the survey stating that they directly use the service, with the majority of people valuing the reassurance it provides. Given that a high proportion of tenants are over 80 years of age, it is considered that the value of sheltered housing lies in preventing people moving to more costly residential or hospital based care. Having listened to service users it is clear there is a strong desire to retain the type of service provided by TSOs.

Our recent consultation with tenants has demonstrated that people value the TSO service and in particular the reassurance it provides. We therefore need to find a solution which addresses the legal requirements of SDS and provides tenants with the support they want in a way which is affordable and sustainable for both tenants and the Council. There are different ways of potentially achieving this but officers see significant potential in redesigning the service around a social enterprise model.

It is therefore proposed that before Angus Council reaches a final model of future provision discussions take place with Voluntary Action Angus regarding the development of a social enterprise model for this area of service. They have recently helped to establish the new social enterprise organisation 'Care About Angus' and it is believed that a social enterprise can be developed which offers a range of preventative services building on the success of "Care About Angus". People would then be able to choose to use any new service emerging (in line with SDS). Many of the Council's former home help staff are now working in 'Care About Angus' and there is an intention to join this up in due course with a volunteer driver and volunteer befriending service. Any of these services can be accessed by people living in any tenure, as well as by tenants of sheltered and retirement housing, as these sheltered housing units are their home. The benefit of social enterprise is that costs are kept to a minimum as there is no profit element and that the provision is very much community owned and driven.

Discussions have also been held with Angus Alive regarding the provision of mobility programmes which have proven to be very successful in maintaining individual mobility, prevention of slips trips and falls and social isolation. This model is already used in conjunction with NHS colleagues and as well as being preventative, re-enabling and enabling in origins it will form part of an active and stimulating social programme across all complexes.

Shifting the emphasis of how care is provided and by whom is essential to meet the anticipated growth in demand for services due to the fact we are all living longer. By making changes now, we will be well placed to meet this growing demand in a modern and inclusive way while at the same time responding to what people have said about feeling safe and secure in their sheltered housing environment.

Based on the above, members are being asked to note that the current model of support by TSOs is not suitable for the SDS environment. Members are also being asked to agree that the future model of provision in place of current arrangements by explored further in the context of a potential social enterprise option. On this basis no changes to the TSO service would be made until a further report comes before members recommending a future model of provision. That further report will be brought forward as soon as possible.

### **5.3 Retention and Improvement of Communal Facilities**

The consultation with tenants clearly showed that communal facilities are important. Consequently, it is recommended that all sheltered and retirement housing complexes will retain their communal facilities where these are currently provided. This would mean that:

- All existing communal lounges in complexes are retained
- All existing guest rooms in complexes are retained
- All existing laundries in complexes are retained

### **5.4 Expansion of Housing Management and Maintenance Services**

The housing service is responsible for managing and maintaining these facilities in line with the wider Housing Revenue Account (HRA) asset base. This currently includes the provision of caretakers. It is proposed that this service be expanded for all tenants by providing Community Housing Assistants who will take on additional duties and include regular visits to each complex.

These duties would primarily focus on the fabric of the buildings and its curtilage, but would also cover system checks, for example smoke detector and entry door checks, prevention of slips trips and falls, home safety checks, as well as helping tenants with minor repairs such as light bulb changes. The costs associated with this would be sourced from the rent restructure being implemented across the wider HRA base and not added to individual weekly service charges, as the Community Housing Assistants will also have wider housing management duties. It is proposed to increase the current establishment by eight, working in each of the three Community Housing Teams and working across the four localities in Angus.

The Council is committed to ensuring that older people living in sheltered and retirement housing have access to a range of social activities which can help to maintain wellbeing and reduce social isolation. The Council will undertake a programme of development activity with residents to explore how social activities can be supported and expanded to include surrounding residents. This will begin in April 2016, including opportunities for active fitness sessions to be offered to tenants, led by colleagues in Angus Alive, and potentially linked to the proposed investment in communal facilities below in terms of the opportunities for digital inclusion and web enabled technology.

## **5.5 Capital Investment Programme**

As part of the consultation many tenants highlighted improvements that could be made to their environment, therefore the Council will also work with tenants to identify a four year capital investment programme to improve on the current communal facilities at each complex, and also to enhance the safety, accessibility and amenity of the area. This is likely to include measures such as improving communal lounges, installing soft closing doors, upgrading paths and boundaries, and enhancing telecare and digital inclusion opportunities, making all lounges connected with wifi and the ability to deliver services digitally. A separate report will detail the findings from this further consultation exercise and set out associated financial details.

## **6. FINANCIAL IMPLICATIONS**

**6.1** The proposals in this report which are about housing provision and management of housing services are relevant to the Housing Capital and Revenue Budgets and the remit of Communities Committee. The proposals for preventative care services are relevant to the General Fund Revenue and Capital Budgets and in particular those within the People Directorate and remit of the Social Work & Health Committee.

### Sheltered & Retirement Housing

**6.2** There are no immediate capital budget implications from the proposals in this report on sheltered and retirement housing. As stated in paragraph 5.5 any additional investment will be planned for and funded through the housing capital programme agreed by members in future years. The proposals are expected to have a positive financial effect on the Housing Revenue Budget for rental income (through lower voids) and therefore increase the resources available for investment in housing in Angus.

### Preventative Care Services

**6.3** The recommendation in this report seeks authority to further explore the future service model for care services with a social enterprise model being one possible outcome from that work (paragraph 5.2 refers). Since no changes would be made until members consider the outcome from that further work there are no changes to costs or funding arrangements meantime. This does however have implications for the Council's budget strategy for 2016/17 as that further work won't be concluded prior to the setting of the 2016/17 budget.

**6.4** Members will be aware that a revenue budget saving of £781,000 for financial year 2016/17 is planned to be achieved from a review of housing support and sheltered housing {Saving PAS-S-25 (OP) on page 34 of Report 60/15 refers}. The original means of achieving that saving is no longer achievable due to SDS and other developments since it was originally proposed so other options need to be explored to avoid a significant shortfall arising in the Council's planned budget savings strategy.

**6.5** Officers have identified a number of alternative savings options which can achieve the £781,000 saving value required in 2016/17 thereby giving more time for the social enterprise model to be fully explored without undermining the Council's overall budget strategy. These alternative options include savings from reviewing high cost care packages and savings from the Help to Live at Home service redesign work. Full details of those alternative savings options will be put before members for consideration as part of the 2016/17 budget setting meetings in February 2016.

### Retention and Improvement of Communal Facilities

**6.6** Improvements to communal facilities would be part of the capital investment programme which is to be prepared as outlined in paragraph 5.5. The costs and funding for that programme will be subject

to further reports as part of the budget setting process in future years. No additional financial implications for the Housing Revenue Budget are anticipated from these proposals.

Expansion of Housing Management and Maintenance Services

- 6.7** It is proposed to expand existing provision and employ additional staff (Community Housing Assistants) to deliver these proposals. This is estimated to cost £164,000. These additional costs would not be added to individual weekly service charges but would instead be funded as part of the overall Housing Revenue Budget for future years which will include changes from the planned rent restructure across the wider HRA base. This is a legitimate approach as the Community Housing Assistants will also have wider housing management duties.

**NOTE:** No background papers, as defined by Section 50D of the Local Government (Scotland) Act 1973 (other than any containing confidential or exempt information) which were relied on to any material extent in preparing the above report.

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List of Appendices:

Appendix 1 – Sheltered Housing Consultation

Appendix 2 – Proposed Sheltered and Retirement designation for each scheme.

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## Appendix 1

### SHELTERED HOUSING CONSULTATION SUMMARY

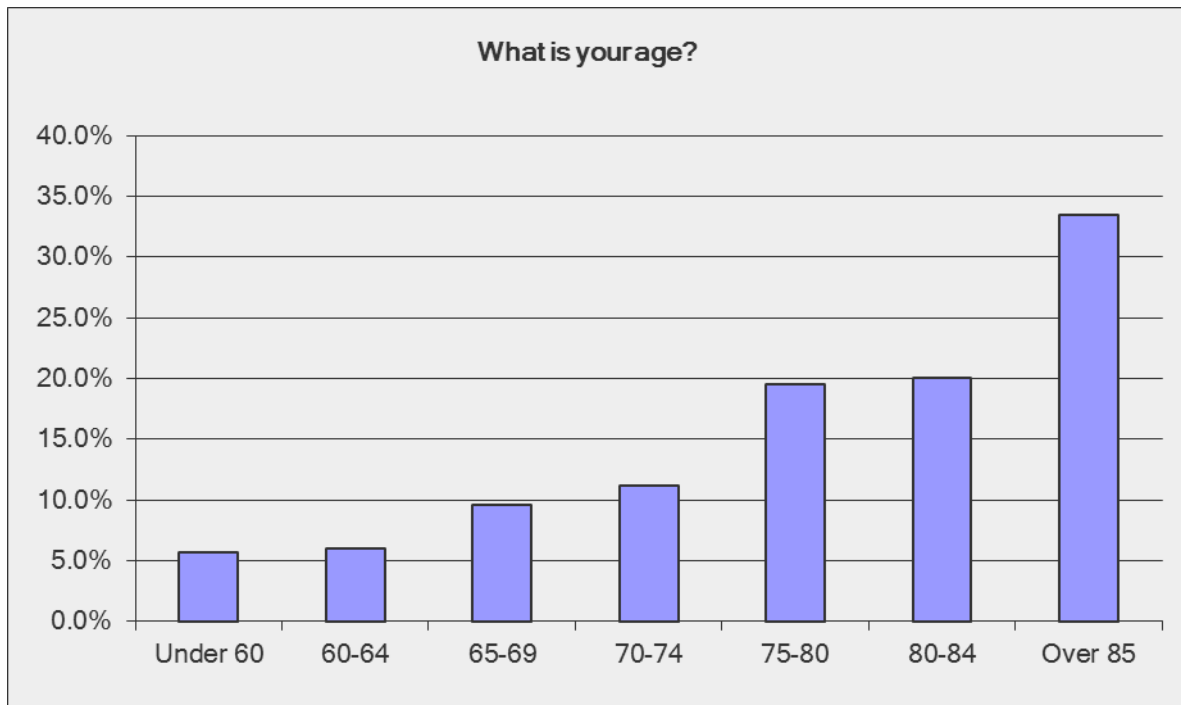
On 10 September 2015, a letter was sent to all sheltered housing tenants seeking views on their key priorities for housing and housing related services. Tenants were given four weeks to respond to the survey either online or returning the paper copy.

Between 24 September and 13 October 2015 facilitated discussion sessions were held at each sheltered housing complex to gather further views on key priorities for housing and housing related services. Evening drop-in sessions were held in principal towns.

#### Summary of Survey Results

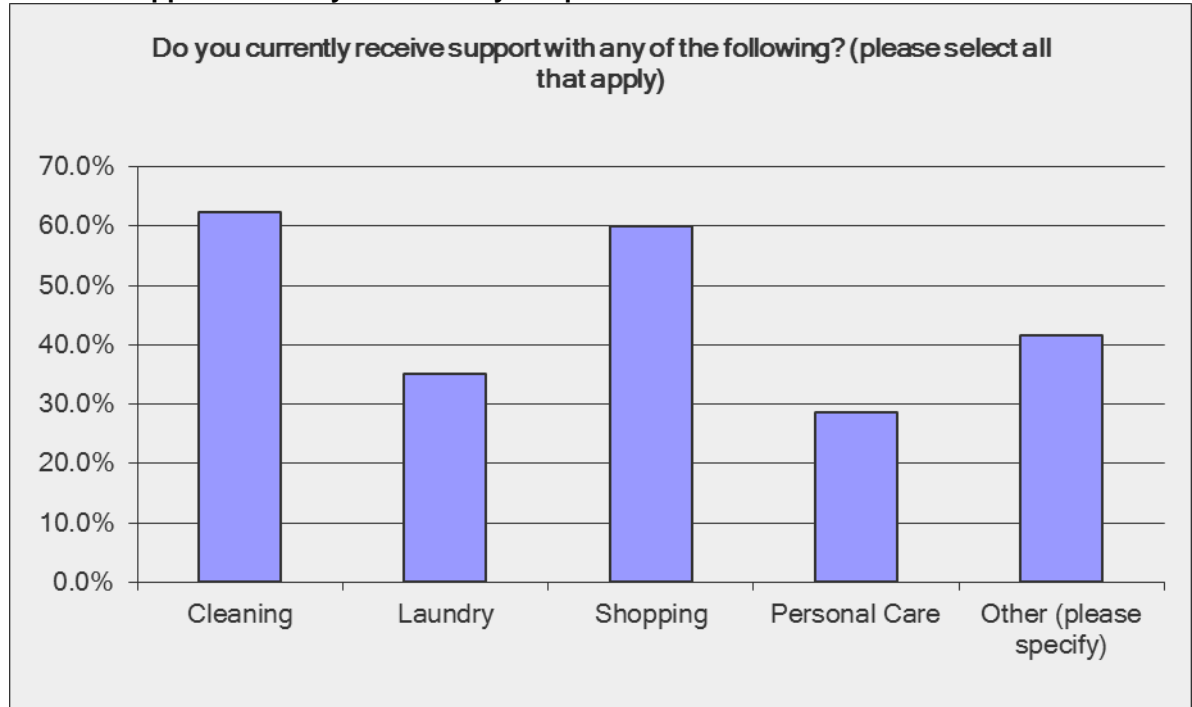
A total of 397 surveys were received, representing over 60% of tenants. Response rates by complex varied between 44% and 92%. The majority of respondents were aged over 80 (54%), with only 12% of respondents under 65.

**Table 1: Age Profile of Respondents**

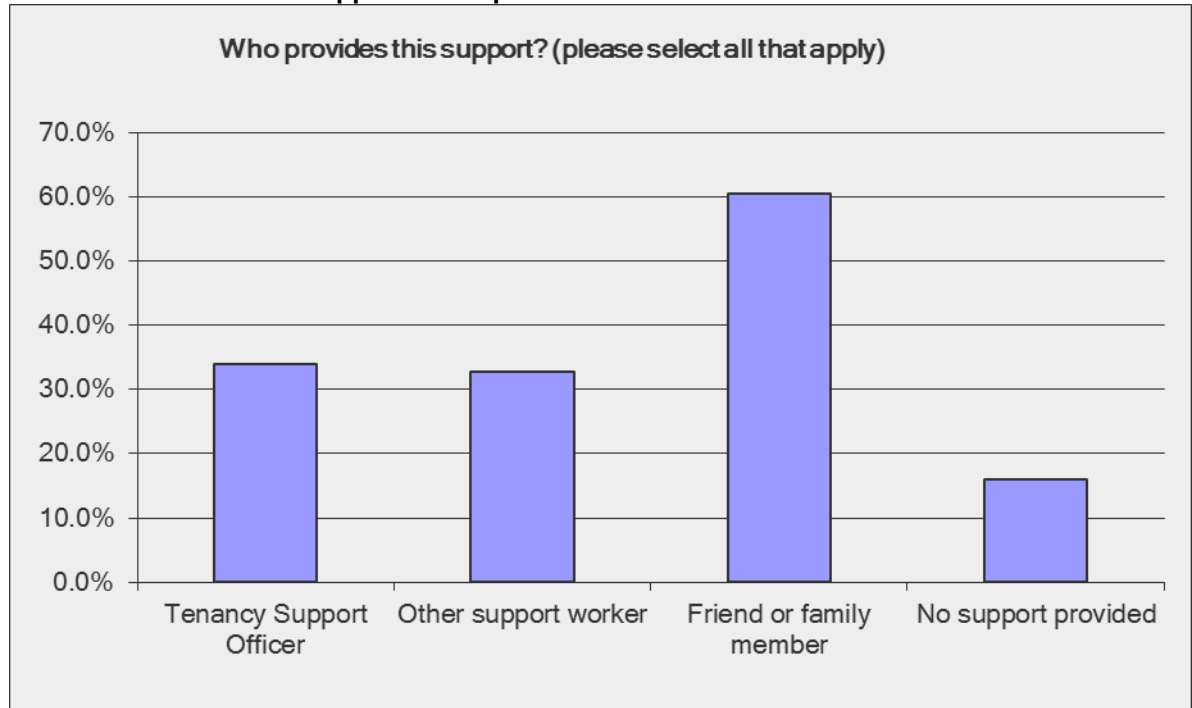


Tenants were asked if they currently receive support (Table 2), with 62% of those that answered the question receiving support, the majority receiving support with cleaning (62%) and shopping (60%). Tenants were also asked who provides support (Table 3) with 60% receiving the support from family or friends, 34% from a Tenancy Support Officer and 33% from an 'other' support worker. 70% of respondents reported a mobility impairment, 39% a hearing impairment and 31% a visual impairment.

**Table 2: Support Currently Received by Respondents**



**Table 3: Who Provides Support to Respondents**



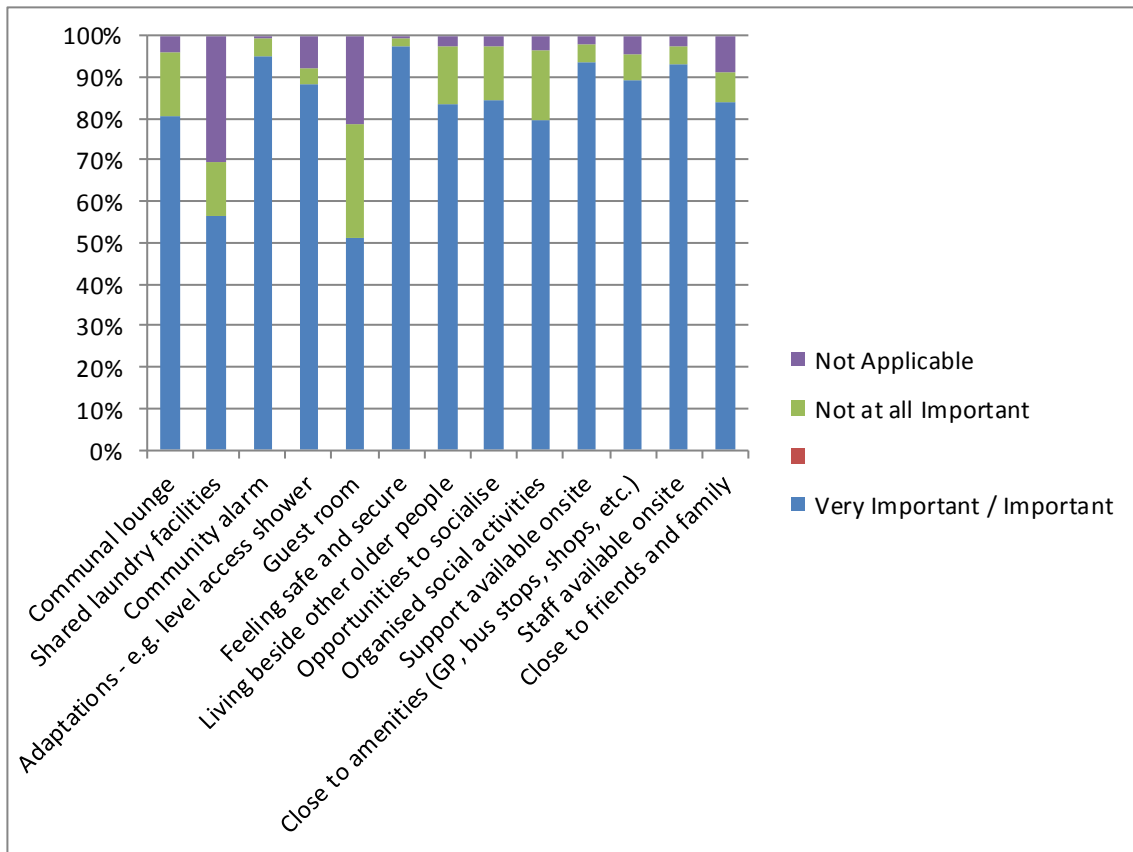
The survey asked tenants to rate the importance of a range of features and amenities (Table 4). Tenants identified the following features and amenities as important or very important:

- Feeling safe and secure (98% of respondents rated as important or very important)
- Community Alarm (95% of respondents rated as important or very important)
- Support available onsite (94% of respondents rated as important or very important)
- Staff available onsite (93% of respondents rated as important or very important)

Only three features and amenities were rated as important or very important by less than 80% of respondents, these are:

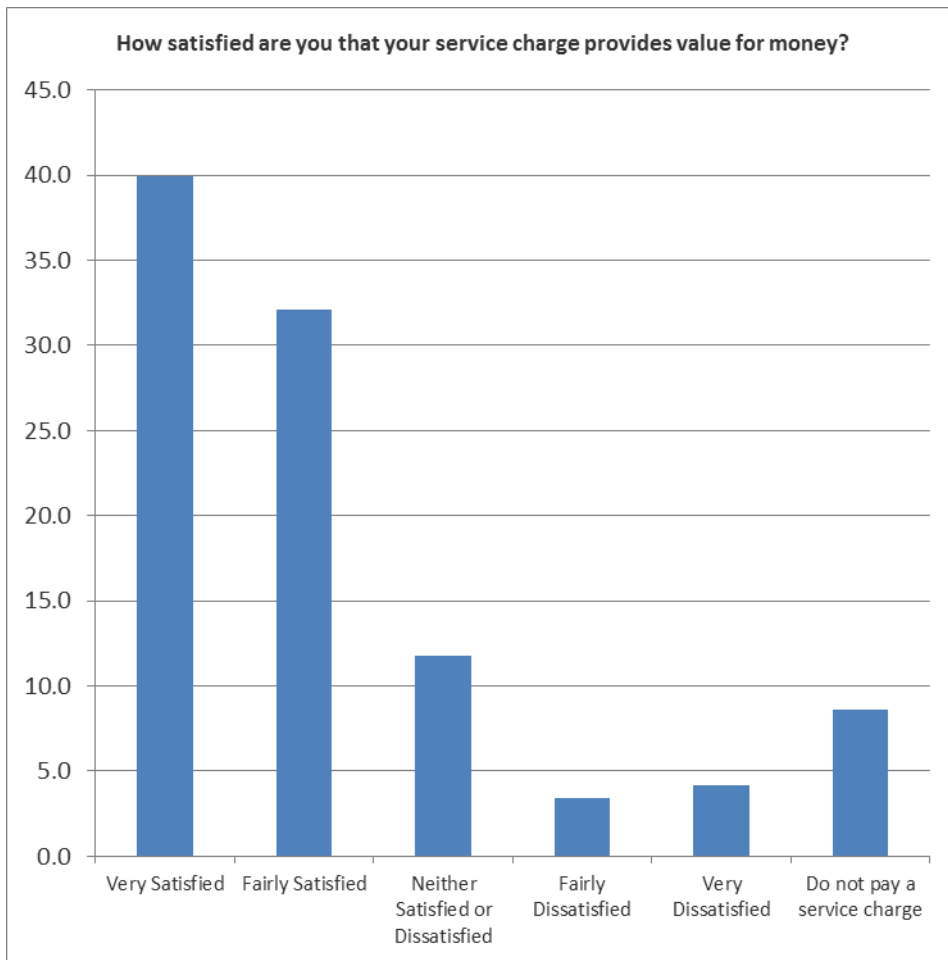
- Organised social events (79% of respondents rated as important or very important)
- Laundry (56% of respondents)
- Guest room (51% of respondents)

**Table 4: Importance Rating of Features and Amenities**



The survey demonstrated that the vast majority of tenants considered sheltered housing represented value for money with 72% of respondents stating they are very satisfied or fairly satisfied with the service charges (Table 5).

**Table 5: Reported Satisfaction with Value for Money**

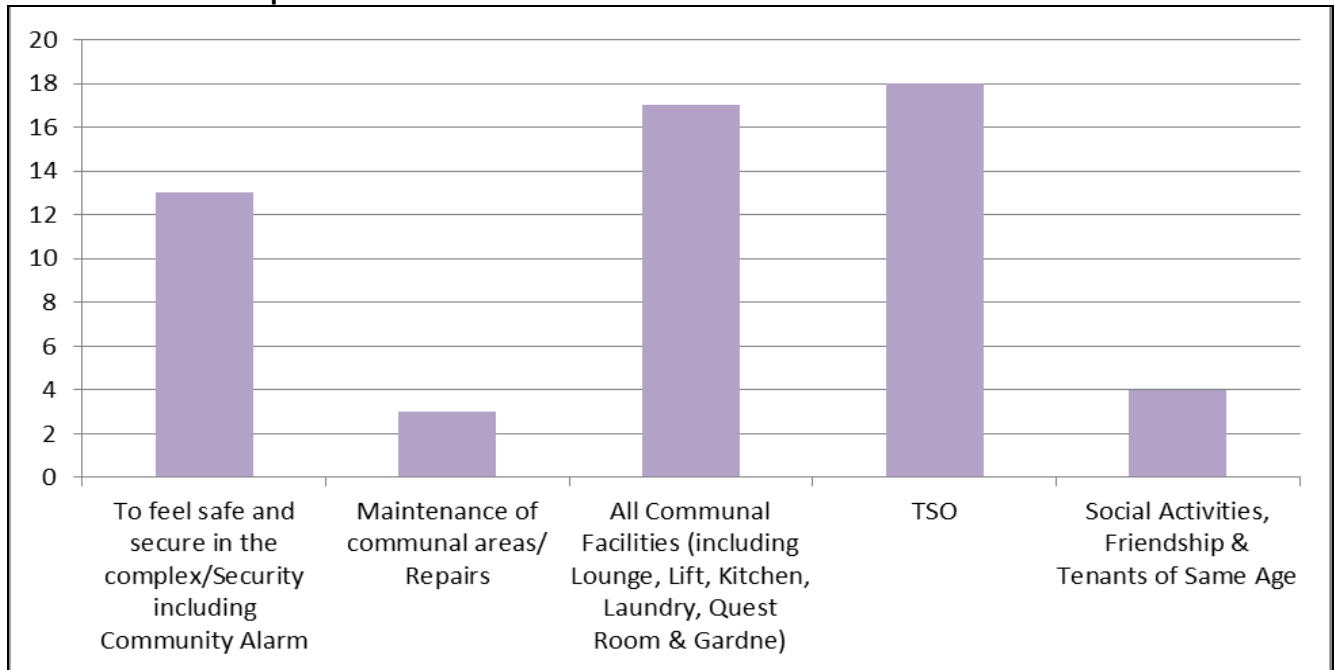


## Summary of Consultation Event Views

Over 400 tenants, family members and support workers attended events. Events took the format of an open question and answer session and facilitated discussion session to identify the top three features or amenities of sheltered housing which are important to tenants.

Five distinct themes emerged from these discussions with the Tenancy Support Service and communal facilities (including communal lounges, laundries and kitchens) appearing in the top three 18 and 17 times respectively. Feeling safe and secure (including community alarm) was mentioned 13 times, friendship and social cohesion was mentioned four times and maintenance and repairs three times.

**Table 6: Priorities Expressed at Consultation Events**



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## Appendix 2

### Proposed Sheltered and Retirement Units by Complex

Town	Complex	Number of units	Sheltered	Retirement
Arbroath	Adam Cargill Court	25	25	
Arbroath	Andy Stewart Court	39	30	9
Arbroath	Ponderlaw Lane and Wes	12	12	
Arbroath	Wesley Gardens	22		22
Brechin	Airlie Street and Gardens	27	27	
Brechin	Newington Gardens	21	21	
Carnoustie	Lousen Park	29	29	
Carnoustie	Kinloch Court	28	28	
Edzell	Inglis Court	24		24
Ferryden	Southesk Court	23		23
Forfar	Brander Ha	29	29	
Forfar	Andrew Smyth Gardens	24	24	
Forfar	Springfield	27	27	
Forfar	Toll Crescent	31		31
Kirriemuir	Glebe Court	26	26	
Kirriemuir	Lyell Court	23	23	
Letham	Jubilee Court	24	24	
Lunanhead	Lunanhead	31		31
Monifieth	Brook Street / High Street / Well Street	28		28
Montrose	Balmain Court	17	17	
Montrose	Blackfriars Court	23		23
Montrose	Caledonian Station	49	30	19
Montrose	Murray Court	21	21	
Montrose	Rowan Court	23	23	
<b>Total</b>		<b>626</b>	<b>416</b>	<b>210</b>

### Proposed Sheltered and Retirement Units by Town

Town	Proposed Number Sheltered Units	Proportion of stock sheltered (%)	Proposed Number Retirement Units	Proportion of stock retirement (%)	Total
Arbroath	67	68.4	31	31.6	98
Carnoustie/ Monifieth	57	67.1	28	32.9	85
Brechin/ Montrose and surrounding	139	61.0	89	39.0	228
Forfar/ Kirriemuir and surrounding	153	71.2	62	28.8	215
<b>Grand Total</b>	<b>416</b>	<b>66.5</b>	<b>210</b>	<b>33.5</b>	<b>626</b>

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