



REPORT TO: HEALTH AND SOCIAL CARE INTEGRATION JOINT BOARD –
29 AUGUST 2017

REPORT ON: PROPOSED CHANGES TO HOUSING SUPPORT PROVISION

REPORT BY: CHIEF OFFICER

REPORT NO: DIJB32-2017

1.0 PURPOSE OF REPORT

The purpose of this report is to advise the Integration Joint Board of the proposed changes to the way housing support for older people is delivered in Dundee.

2.0 RECOMMENDATIONS

It is recommended that the Integration Joint Board (IJB):

- 2.1 Notes the content of this report including the future model of housing support services and risk assessment;
- 2.2 Agrees to reinvest resources released from the service remodelling in the Social Care Response and HOPE (Helping Older People Engage) services (paragraphs 4.6.3 & 4.6.5);
- 2.3 Instructs the Chief Finance Officer to bring a further report outlining detailed reinvestment proposals in relation to the Social Care Response and HOPE services.

3.0 FINANCIAL IMPLICATIONS

- 3.1 The 2017/18 delegated gross budget for the Housing Support Services highlighted in this report is £224k with associated income received for Housing Support charges from tenants of £90k resulting in a net budget position of £134k. Work will progress to assess the appropriate level of investment required to support the services outlined in 4.6.1 and this will be brought back to the IJB once complete.
- 3.2 It should be noted that the IJB previously agreed a financial saving as part of its budget setting process of £90k to reflect the planned withdrawal of housing support services by Abertay and Caledonia Housing Associations during 2017/18. The budget position noted above is net of this budget reduction.

4.0 MAIN TEXT

- 4.1 There are a number of contributing factors which has made it necessary to review the support provided by Housing Associations in sheltered housing in Dundee. These can be summarised as follows:

4.2.1 The Model of Service is Outdated

- 4.2.2 In recent years Dundee City Council Social Work Department has worked in partnership with housing associations to use appropriate complexes to develop sheltered housing sites to Very Sheltered Housing (sheltered housing with meal provision on site) and Housing with Care (Very Sheltered Housing with onsite care staff from 7.30am to 10pm).

- 4.2.3 The sheltered model involves the support service being made available to everyone within the complex whether they need this service or not. The service is chargeable, in line with Dundee City Council's Charging Policy for Non-Residential Services, which may mean people being charged for a service they may choose not to use. The current number of sheltered tenancies is provided below in table 1:

Table 1 Sheltered Housing Services in Dundee at 31 March 2017

Housing Association	Number of Sheltered Developments	Number of Sheltered Units
Abertay	7	278
Caledonia	5 (excludes Muirlands)	225
Hillcrest	1	32
Home Scotland	4	122
Sanctuary Scotland	2	60
Total	19	717

- 4.2.4 The main guiding principle within the Social Care (Self-Directed Support) (Scotland) Act 2013 is to give people who require social care and support much more choice and control over how their care and support needs are met. The aim is to improve outcomes for people, by providing choice, control and independence, through safe, sustainable and economically viable responses to support planning, with the Act giving people four choices for the delivery of support to meet their assessed need: Option 1 - direct payment; Option 2 - the person directs the available support; Option 3 - the local authority arranges the support; and Option 4 - a mix of the above.
- 4.2.5 People living within sheltered housing who have had their support needs assessed by someone appointed by the Dundee Health and Social Care Partnership should also be given as much choice and control as they want, and is able to be offered, in line with Self Directed Support (SDS) legislation around their support needs. These individuals will already be able to make choices around the service that is arranged to meet their assessed care needs. This can include the choice of who will provide the service and the personalised way in which it is delivered.
- 4.2.6 To summarise, the general principles of SDS and the four choices for the delivery of support should apply to all individuals in sheltered housing who wish to exercise more control around how their Housing Support Service is provided.

4.3.1 The Service People Receive has Changed

- 4.3.2 When Supporting People was introduced in 2003, Housing Associations indicated the proportion of time their staff spent delivering support in comparison with housing management and other tasks. Funding was allocated to each Association on this basis depending on the breakdown of this information.
- 4.3.3 As the operating costs for Housing Associations have increased over this period, this has resulted in a deficit position for a number of Associations in terms of the funding received and the cost of service provision. Associations have attempted to reconcile the gap by making efficiencies wherever possible, including reviewing the model of service and the service delivery arrangements. This involved changes to the hours of service and associated staffing provision and the linking of support across more than one complex. As a result there is a requirement for Dundee Health and Social Care Partnership Social Care Response Service (SCRS) to support sheltered housing tenants for longer periods.

4.4.1 Strategic Direction of Housing Associations

- 4.4.2 Separate to this Service Review, Housing Associations have been looking at whether they wish to continue to provide Housing Support within their sheltered housing schemes or whether they want to make a strategic shift away from this traditional model.

- 4.4.3 This has led some Housing Associations to moving, or making plans to move, to a Retirement or Amenity Housing model, as has been implemented by Bield Housing Association and Cairn Housing Association respectively. These models involve the Association providing suitably adapted housing that meets the needs of older people but not the provision of a Housing Support Service. The Association would retain a staffing presence at the schemes for core periods of the day and undertake housing management duties whilst continuing to operate responsibly as a Registered Social Landlord. Other Housing Associations are considering whether they continue to provide support to people in sheltered housing but give tenants who do not want this service an opportunity to opt out.
- 4.4.4 This change in housing tenure more accurately reflects the variable needs of the current sheltered housing tenants, enabling older people to access suitable accommodation which would meet their longer term needs, while targeting the accommodation with support at those with higher needs. There are two further advantages to the change, firstly this mixed tenure and need helps promote community capacity between the tenants within a complex. Secondly, as the developing model of housing with support is linked to the individual and not to a pre-designated house, tenants are not required to move house when their needs progress, as the service will reach out to them. Being able to remain in familiar surroundings increases the opportunities for older people to remain at home.
- 4.4.5 On 1 April 2017 Abertay Housing Association, the largest provider of sheltered housing in Dundee, ceased to provide this service to its seven sites. Prior to this date Abertay had worked closely with Dundee Health and Social Care Partnership, Care Inspectorate, tenants and families to ensure information and advice was given to those effected by the change. Additional support was offered to tenants by having access to Dundee Health and Social Care Partnership's Social Care Response Service (formerly Community Alarm) if they so choose. Tenants had the option to receive a morning call from Dial Op, which had previously been a safety call undertaken by their warden or scheme manager. No complaints or concerns have been reported by Abertay Housing Association to Dundee Health and Social Care Partnership following the withdrawal of housing support services.
- 4.4.6 Caledonia Housing Association have also begun to reduce their sheltered housing service to tenants. An offer has been made to tenants, in all five of their sites, to withdraw from receiving housing support. This has resulted in the onsite staff being withdrawn from some of the sites. Like Abertay, Caledonia Housing Association consulted with their tenants, prior to undertaking this change. There have been no reports of concerns or complaints since offering this change to tenants.
- 4.4.7 Home (Scotland) had previously changed its model of support to tenants in their four sites. Their model surrounded staffing being re-designated as Support Co-ordinators and Workers and they aimed to support tenants to be as independent as possible. Home (Scotland) are currently reviewing their service provision. Meetings with tenants and families have taken place in order to consult with them and to advise that housing support services may cease at their four site at the end of this financial year.
- 4.4.8 Discussions have taken place with Hillcrest and Sanctuary Scotland and future meeting dates arranged to ascertain what model they choose to adopt.

4.5.1 Development of Support Services

4.5.2 In order to support the change, two new services will be available to tenants. They are HOPE (Helping Older People Engage) and Dial-Op.

4.5.3 HOPE Service

4.5.4 Whilst older people who live in sheltered housing have access to Housing Support, the wider older people population do not have access to this service. The Integrated Care Fund has helped Housing Associations to develop the HOPE Service (Helping Older People Engage) which effectively enables community based support to be provided to all older people across Dundee irrespective of tenure.

- 4.5.5 The HOPE Service is an example of personalised support that can be provided to individuals, e.g. when there are life transitions such as bereavement/ill health, to reduce social isolation by connecting them with other local services, or the provision of general support and advice.
- 4.5.6 Information regarding the HOPE service has been given to all Abertay and Caledonia tenants. In addition HOPE workers have contacted the majority of Abertay tenants following the cessation of the sheltered housing service on 1 April 2017.
- 4.5.7 Dial Op
- 4.5.8 Dial Op is an advice and support service provided by older people for older people. The service is supported through Dundee Voluntary Action and has recently extended its service to provide a morning call to individuals who may require a safety or security check.

4.6.1 Proposed Re-provisioning of Housing Support

- 4.6.2 Taking into consideration the strategic direction of Abertay, Caledonia and Home (Scotland) Housing Associations and the principles of personalisation, the recommendation of the review of housing support services is the re-provisioning of funding to provide a housing support service to both older people living within sheltered housing and those living in other tenancies
- 4.6.3 HOPE is an established floating housing support service which is currently available to any older person including the tenants of Bield, Cairn, Caledonia and Abertay. HOPE is currently funded through the Integrated Care Fund and it is proposed that funding is made available to support this service through the re-allocation of housing support funds.
- 4.6.4 Dial-Op is a morning call service, which some tenants of Abertay and Caledonia have chosen to use. It should be noted that the majority of tenants had previously chosen to opt out of this service from their current service provider.
- 4.6.5 It is also proposed that the re-provisioning of resources includes additional staff being recruited to the Social Care Response Service. This would allow the service to respond to any increase in calls following the withdrawal of staff at some of the complexes.
- 4.6.6 It is recommended there be no change in the complexes designated Very Sheltered Housing (sheltered housing with meals) or Housing with Care (very sheltered housing with care staff on site from 7.30am to 10pm).

5.0 POLICY IMPLICATIONS

This report has been screened for any policy implications in respect of Equality Impact Assessment. There are no major issues.

6.0 RISK ASSESSMENT

- 6.1 Although Bield, Abertay and Caledonia housing associations have made provision to continue to have staff on site following the withdrawal of housing support, Home (Scotland) and Sanctuary are unlikely to follow this model. This constitutes an element of risk as their tenants are used to having a staff member available in the mornings on weekdays. Home (Scotland) have provided information that the majority of the support provided to tenants has been regarding landlord issues and this will be provided by their housing management team.
- 6.2 As previously stated, the element of risk is largely mitigated by the HOPE and Dial-Op services which will be able to provide the same housing support service as the wardens or scheme managers. HOPE workers will provide an onsite support when the service changes to assist with the transition.
- 6.3 In a bid to mitigate the risk further, any tenant who wishes to have a dispersed community alarm installed in their home will be offered this opportunity. Many of the housing associations are currently supported by Social Care Response Service when the warden is off site so tenants are used to being assisted by this team. This service was offered to Abertay tenants when their service changed on 1 April 2017. This offered reassurance to tenants and their families.

6.1.5 Previous withdrawal of housing support services by large providers Bield and Abertay did not result in negative outcomes for tenants. The Housing Associations did not report any concerns from tenants or families and no complaints were received by Dundee City Council.

6.1.6 Risk Description – Tenants miss support previously provided by onsite staff.

Inherent Risk = 2 x 2 (Minor x Unlikely) = 4

Current Risk = 2 x 2 (Minor x Unlikely) = 4

Planned Risk = 2 x 2 (Minor x Unlikely) = 4

*Risk scoring (impact x likelihood)

Note: We use a risk level scoring of 1 – 25
(1 being the lowest score and 25 being the highest).

Given the low level of risk, this risk is deemed to be manageable.

7.0 CONSULTATIONS

The Chief Finance Officer and the Clerk were consulted in the preparation of this report.

8.0 BACKGROUND PAPERS

None.

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DATE: 31 July 2017

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