This paper relates to Agenda Item 24





Title/Subject: Housing Contribution Statement

Meeting: Integration Joint Board

Date: 3 June 2016

Submitted By: Director of Corporate and Housing Services

Action: For Decision

1. PURPOSE OF THE REPORT

1.1 The purpose of the report is to provide an update to the Integration Joint Board (IJB) on the Housing Services contribution to the Strategic Plan through the Housing Contribution Statement (HCS). As Board members will be aware, housing has an important role to play in the delivery of co-ordinated, joined-up and person centred health and social care services. Housing Services colleagues are members of the Falkirk Strategic Planning Group.

2. RECOMMENDATIONS

The Integration Joint Board is asked to:

- 2.1 note the content of this report
- 2.2 agree the proposal to extend the remit of the Housing Contribution Statement (HCS) sub group to include representatives from NHS Forth Valley and those Registered Social Landlords (RSLs) providing specialist housing for older and or disabled people
- 2.3 agree the identified opportunities at section 6.4 are taken forward through the HCS sub group and that progress will be reported back to the IJB.

3. BACKGROUND

3.1 The IJB received a report on 4 December 2015. This noted the Housing Service contribution through the Housing Contribution Statement (HCS), as part of the Strategic Plan requirements. The HCS provides an essential link with the Strategic Plan and Local Housing Strategy and is attached at Appendix 1.

4. HOUSING CONTRIBUTION STATEMENT

- 4.1 The HCS identified areas for further work and identified proposals in relation to the following:
 - Commission research to identify need for Extra Care housing
 - Scope specialist advice services currently provided, identify if they are fit for purpose and train staff in making referrals
 - Explore how housing design (particularly in new build) could assist someone with dementia remain in the community for longer
 - Explore the role of specialist training for housing, health and social care workers to assist someone with dementia to remain at home for longer.
- 4.2 A HSC Subgroup was established with representation from Housing Services and Adult Social Work Services to take forward the HCS recommendations and bring forward a report to the IJB on two areas:
 - Collate existing evidence of previous research and analysis on the need for Older Peoples' Housing
 - Scope what advice services are currently available on housing and support for specialist groups.

4.3 Previous research to inform need for Extra Care Housing

- 4.3.1 Housing for older people is known locally as Housing with Care (HwC). Level 1 HwC equates to very sheltered, level 2 to sheltered and at its broadest sense level 3 to amenity housing. However this definition is not used by all providers indeed currently HwC 3 covers a range of property types, all of which do not meet the general standard for amenity housing. For the purpose of this report, Extra Care housing is defined as Very Sheltered plus or a type of accommodation between residential care and Very Sheltered housing. As identified in the HCS there is no such model locally however work is on-going to consider what may be required and how this could be achieved. An extended HCS sub group will enable an all tenure strategic discussion of such issues.
- 4.3.2 An exercise was carried out to draw together analysis and consultation to provide information on the need for Extra Care housing. More detailed information is provided in Appendix 2 and to date the need for Extra Care Housing is summarised below:
 - the delivery of care places for older people has changed both locally and nationally
 - identifying people who need support or Extra Care housing "cannot be done directly and proxies must be found"ii
 - one proxy is the number of people eligible for Attendance Allowance
 - the number of people aged 65 plus receiving Attendance Allowance has increased by 11% locally over the period 2002-2010 as compared to 8% nationally
 - there are 1,304 people with a diagnosis of dementia locally
 - there is no specialist housing for adults with particular needs (dementia, mental health issues, alcohol/substance misuse and challenging behaviour)

- the number of clients receiving hours of homecare in Falkirk Council properties does not relate to the level of HwC
- the majority of people who receive care and support services are infirm due to age or physical disability.
- 4.3.3 Housing Services are currently developing an Older Peoples' Housing Plan which will form part of the Local Housing Strategy which will report to Falkirk Council Executive Committee over the coming months. This has been informed by consultation carried out for Plan, which included focus groups, surveys with voluntary groups and the Citizens' Panel in which a total of 800 people took part. Consideration is currently being given to the following issues:
 - the preference for older people to remain in their own homes
 - housing options advice on specialist housing
 - awareness of housing options for older people
 - on-going low demand for the current model of HwC.
- 4.3.4 Analysis of current provision of HwC for the Older Peoples' Housing Plan indicated the following:
 - A range of specialist housing options (1,532 properties) are available
 - Low demand for most HwC, with 309 applicants for all Council levels (109 for levels 1 and 2)
 - Some RSLs are also indicating low demand for the current model of HwC
 - Provision of HwC varies geographically with no HwC 1 and 2 in Polmont Rural South (Braes) area:
 - No joint waiting list for HwC;
 - Previous comparisons between Council and RSL lists indicated that the same applicants are generally on all lists;
 - Most RSLs are putting proposals in place to move away from providing care and support.

4.4 Specialist Advice Services

- 4.4.1 An exercise was carried out to identify what services are available for older people locally. This information has been collated and will be made available on the Living It Up website covering issues such as disabled adaptations, property repairs, and services to assist an older person remain in their community. This is available as appendix 3 to this report.
- 4.4.2 Officers from Falkirk Council Housing Services can provide advice on available Council and RSL housing options and have on-going working relationships with NHS and Social Work. However it is important to note that there is no specialist all tenure housing advice locally for older and/or disabled people. This is significant as a substantial percentage of older and disabled people live in the private sector and wish to remain there. This requires advice on private sector options including financial advice and equity release which it is not appropriate for Council officers to provide and requires an independent advocate.

4.4.3 Consultation for the Older Peoples' Housing Plan indicated that both service users and stakeholders are not aware what is available. This demonstrates a need to improve publicity and consider procedures and processes for updating information, delivering and making referrals to current services. It is also important to ensure that up to date information is available in housing, Social Work and health settings and training is provided on how to access and make referrals.

5. **ADAPTING FOR CHANGE**

- 5.1 Falkirk was selected by the Scottish Government to be one of the 5 pilot sites across Scotland to provide advice on the implementation of the National Adaptations Working Group recommendations. Locally this is progressed through the Adapting for Change project which emerged from the Change Fund project and has representation from NHS Forth Valley, Social Work Adult Services, Housing Services, Registered Social Landlords and nationally the ihub health and social care.
- 5.2 As reported in the HCS there is a demand for disabled adaptations. A project has been on-going between NHS Forth Valley, Falkirk Council Housing and Adult Services Social Work to streamline processes for adaptations. The initial project developed the following:
 - Mapped pathways to adaptations
 - Developed definitions for adaptations (minor, moderate, major and major complex).
- 5.3 As part of the Adapting for Change project work is on-going to finalise:
 - Rolling out the complex cases panel to make decisions on major complex adaptations across all tenure. This has been developed and to date piloted on private sector disabled adaptations
 - Finish testing the adaptations' assessment tool based on a model developed with ihub health and social care (formally the Joint Improvement Team)
 - Training in relation to carrying out disabled assessments based on the above
 - Performance outcomes for monitoring disabled adaptations taking account of national work across all pilots through ihub health and social care.

6 LOCAL HOUSING STRATEGY

6.1 It is a statutory responsibility to produce a Local Housing Strategy (LHS) which outlines future priorities and plans. This must be supported by a Housing Need and Demand Assessment (HNDA) which sets out future housing requirements for all tenures and types (mainstream and specialist housing). This will inform housing supply targets in the Local Housing Strategy and housing land requirements in the Local Development Plan (LDP). Proposals for new

- affordable housing are set out in the Strategic Housing Investment Plan (SHIP).
- 6.2 To further strengthen the connections between these Housing Plans and the HSC Strategic Plan, it is proposed that Housing and Development Services explore and report to the HCS sub group how future developer contributions towards affordable housing and Health Care can be aligned with Strategic Plan priorities set out in supplementary Housing guidance.
- 6.3 There have been discussions with Registered Social Landlords (RSLs) with specialist housing for older and disabled people in order to strengthen links between housing providers and the Strategic Plan and to inform this report.
- 6.4 These discussions have identified opportunities as follows:
 - to share knowledge on the potential for specialist housing to meet the needs of older and disabled people with mobility issues
 - agree housing opinions advice that has a role to ensure early intervention when someone's house was impacting on their independence and wellbeing
 - identify demand for specialist housing
 - ensure better information sharing and explore a joint register for specialist housing for older and disabled people
 - co-ordinated discussion with RSL's on any planned shift from delivering sheltered housing with support provided on site by a designated officer as these discussions have previously taken place on an ad hoc basis.
- 6.5 These above suggestions from meeting with RSLs would enable more detailed information on the supply and demand for specialist housing. This would enable a discussion between Housing (Council and RSLs), Adult Services Social Work and Health Services on the potential for redesign and remodelling of specialist housing as an asset to meet future housing and support needs for older and disabled people in their communities, this would ensure alignment with the future needs as set out in the LHS, HNDS and Strategic Plan.

7. ICF FUNDING

7.1 The Moving Assistance project was funded through the Change Fund. Through this project the Make It Happen group for people over 50 years and the social enterprise organisation Outside the Box explored ways in which an older person could explore their future housing options if their current home was no longer suitable. As part of this project evidence was collated and experience gained on how to remove barriers which were perceived to be preventing an older person moving from their current home to one more suitable to their needs. As a result of the consultation a series of advice guides were created for older people to assist them or stakeholders giving advice. These are now in circulation and available in online format. This project won the Age Concern Jess Barrow Award.

7.2 It is suggested that this work be built upon by the Make It Happen Forum with a report developed for the HCS sub group on how older people can provide peer advice to their contemporaries on the guides they developed and on the information on the Living It Up portal. This would provide older people with information and empower them to take action on their health, social care and housing needs. This will be developed into a costed proposal for consideration through the ICF process, as outlined in a separate agenda report.

8. PLANNING REQUIREMENTS

8.1 In order to progress the recommendations outlined in of this report a draft action plan has been scoped for the revised HCS sub group based on the issues reported. It is further suggested that the group will report back to the IJB on progression in the following areas:

Property

- Current specialist housing explore technical assessments being carried out on current HwC developments across all tenures in order to explore their potential to meet the needs of an aging population including those with mobility difficulties
- Explore how dementia friendly design can be incorporated into new build affordable housing proposed in the Strategic Housing Investment Plan

Housing options

- Explore funding for older people to use the tools they have developed through the Making It Happen project to empower them to assist each other address their housing, health and social care needs
- Explore how formal procedures could be put in place to strengthen and build on existing working arrangements to ensure older and disabled people can access housing advice in a hospital setting
- Explore options to provide all tenure housing advice particularly for those who wish to remain in the private sector and are looking for financial advice

Need for specialist housing

 Housing providers explore a joint register for those looking to access for specialist housing

Strategic Links

- Explore a future all tenure model for specialist housing including HwC
 - Explore the potential to provide Extra Care housing within existing HwC developments
 - Housing and Development Services explore how future developer contributions towards affordable housing (Local Development Plan Supplementary Guidance 12) and Health Care (LDPSG 11) can be aligned with Strategic Plan priorities.

9. **CONCLUSIONS**

9.1 In conclusion, to develop further the housing contribution to the Strategic Plan it is proposed widening the Housing Contribution Statement sub group to include representation from Health and RSLs. It is also proposed progressing the HCS draft action plan to explore how current and planned housing options can better meet the needs of older and disabled people to remain in their communities and empower stakeholders and older people to provide assistance to each other.

Resource Implications

It is anticipated a proposal for ICF Funding will be finalised and presented for consideration to support the work noted in the report.

Impact on IJB Outcomes and Priorities

The HSC provides a link with the Strategic Plan vision, outcomes and priorities.

Legal and Risk Implications

There are no implications arising from this report.

Consultation

There is no consultation required as a result of this report.

Equalities Assessment

There are no implications arising from this report.

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Author: Karen Strang, Strategy and Development Coordinator and Suzanne

Thomson, Programme Manager

Date: 4 April 2016

List of Background Papers:

IJB Report on 4 December 2015: Strategic Plan including Housing Contribution Statement

ⁱCroucher K et al (2008) Review of Sheltered Housing in Scotland

[&]quot;Bale, G (2009), The Impact of the Population Ageing

Fenton, A Markkanen, S (2009) Older people; modelling housing need and demand

ⁱHousing Contribution Statement – final draft 6th November 2015

1.) Briefly articulate the role of the local housing sector in the governance arrangements for the integration of health and social care (Note 1)

Outcomes relevant to the housing contribution

In relation to strategic planning, the Local Housing Strategy (LHS) is the sole housing strategic document for the local area. The LHS 2011-16 highlighted 5 key areas in relation to older people and those with disabilities;

- There needs to be a co-ordinated approach between housing, social care and health to enable older people to live in the community for longer
- There is a need for accommodation for older people with particular needs
- The current model of housing with care does not meet current aspirations
- There is an increasing demand for aids, adaptations, support and advice
- There have been in technology to enable people live in their own home which should be utilised

Investment in specialist housing, housing improvements, care & repair services, adaptations & equipment and housing support services has significant potential to bring about positive health and quality of life outcomes for older people and their carers.

These services are delivered by Housing Services working in partnership with housing associations (Registered Social Landlords or RSLs), Scottish Government and other council services.

Falkirk Council's Head of Housing and representatives from RSLs are represented on the Strategic Planning Group of the Integration Joint Board.

2. Provide a brief overview of the shared evidence base and key issues identified in relation to housing needs and the link with health & social care needs (*Note 2*)

Older people

Summary of evidence

<u>Population</u>

The number of people over retirement age is projected to increase by 72% between 2012 and 2037 and by 175% for those aged over 85. (Census 2011 and National Record Scotland 2014 based household projections).

The majority of older people live in social rented or owned properties; however, there are an increasing numbers of older people living in private rented sector housing¹.

Information from the Scottish House Condition survey highlighted that significant numbers of older people live in housing with disrepair².

Dementia

Locally there are 1304 people with a diagnosis of dementia (Information Services Divisions Quality and Outcomes Framework). Research suggests that dementia is more prevalent

¹ Scottish House Condition Survey (SHCS) 2013: http://www.gov.scot/Topics/Statistics/SHCS

² Scottish House Condition Survey (SHCS) 2013: http://www.gov.scot/Topics/Statistics/SHCS

with ageing and estimates nationally 96% of those with a diagnosis are over 65 (Scotland's National Dementia Strategy 2013-16)³.

Across Scotland the number of people with dementia is projected to double from 2011 to 2031. The % change locally is anticipated to be similar to the national estimate as the projected population increases are similar locally and nationally (Scotland's National Dementia Strategy 2013-16).

Most people with dementia live in the community⁴, initially with the help of relatives and friends, and latterly with support from health and social care services. As a result, people with dementia live in all types of housing. The design of their home will mean that many people with dementia will struggle. If housing is designed well, it can extend the amount of time a person with dementia can remain at home. It can also reduce the sort of adverse incidents that lead to hospital admissions, which in themselves often result in a move to residential care. This is a progression that most people want to avoid, or at least delay as long as possible. In addition to improving housing design, housing providers can now equip their staff to support people who live at home with dementia. The Dementia Services Development Centre also provides best practice on how workers can support people with dementia to live at home with dementia.

Specialist accommodation

There continues to be low demand locally for the 1560 housing with care (HwC)/specialist housing properties with 309 people registered for this accommodation (Falkirk Council (2015) Draft Older Peoples' Housing Plan). In addition some properties are not suitable for HwC 3 as they are upper flats and/ or have external stairs (Falkirk Council (2015) Draft Older Peoples' Housing Plan).

Information supplied by Social Work Adult Services over the last 4 months in relation to delayed discharge for housing reasons indicates on average there are 3 cases (June – October 2015). This can be due to their current home no longer being suitable or awaiting disabled adaptations to their existing home.

There is an increasing demand for disabled adaptations (see section on physical disabilities) for older people due to the correlation between old age and physical disability⁵.

Care at Home

In relation to Home Care, the local figures deviate from the national average over the period 2000-14. The numbers of people receiving home care are increasing locally whereas nationally they are decreasing. There are also a higher percentage of younger people receiving home care locally which increased 2000-14, whereas nationally this decreased (Scottish Government Health and Community Care datasets)⁶.

³ Scotland's National Dementia Strategy 2013-16: http://www.gov.scot/Resource/0042/00423472.pdf

⁴ The Dementia Services Development Centre (2013) Improving the design of housing to assist people with Dementia University of Stirling

⁵ Scottish Government (2011) National Strategy for Housing for Older People, Scottish Government, Edinburgh

⁶ Scottish Government, Social Care Services 2014: http://www.gov.scot/Publications/2014/11/1085/downloads

Locally the numbers of clients and hours of homecare received in Council HwC varies by development and not solely by level of HwC (Falkirk Council (2015) Performance and Information Strategic Support Unit Children's Services).

Identifying people who may need support or housing with care "cannot be done directly consequently proxies must be found" ⁷. One proxy is the number of people eligible for Attendance Allowance (AA)⁸. There has been an increase locally of 15% in AA over 2002-10. This is above the national figure of 13% (Department of Work and Pensions and National Records Scotland Mid-Year Estimates).

Housing Issues

Housing aspirations are changing and there is a move to support people to remain in a homely setting rather than in hospitals/ care homes⁹.

Increasing numbers of older people live in private housing therefore it is important to access advice/ assistance organising repairs, providing housing options advice, assistance with financial advice etc.

People with dementia live in a range of house types therefore the design of homes can impact on how long someone can live there.

There is a need to both explore how design for new build housing and how training for housing, health and social care workers could assist someone with dementia remain at home.

There is no specialist housing advice locally for older households and/ or formal procedures in place with providers.

There is a potential need for Extra Care housing locally.

There is a need to revise the existing model of housing with care for older people locally.

There is a need to streamline procedures for disabled adaptations (see section on physical disabilities and question 3).

Gaps/ Proposals

Older People's Housing Plan 2016-18

A number of recommendations are included in the draft Older People's Housing Plan which once approved should be progressed, including

 Jointly develop a single housing, social care and health support/ accommodation assessment tool (National Outcomes 3, 4, 9 Local

 $^{^{7}}$ Bale, G (2010), The impact of population ageing on housing in Scotland, Scottish Government, Edinburgh

⁸ Fenton, A, Markhanen, S, (2009), Older people: modelling housing need and demand and supply of potentially suitable housing, care and support services, Centre for Housing and Planning Research, University of Cambridge (unpublished)

⁹ Scottish Government (2011) National Strategy for Housing for Older People, Scottish Government, Edinburgh

- Outcomes 3, 4)
- Review existing bedsit accommodation and consider options for redesign (National Outcomes 3, 4, 9 Local Outcomes -2,3,4)
- Look at core and cluster models of housing (National Outcomes 3, 4, 9 Local Outcomes -3,4, 5)
- Develop housing option advice specifically for older people's housing ((National Outcomes 3, 4, 9 Local Outcomes 1,2,4,5)
- Increase awareness of services such as energy advice and handyperson/small repair scheme (National Outcomes 3, 4, 9 Local Outcomes 1, 2, 3, 4, 5).

Extra Care Housing

It is suggested that the Integration Joint Board commission research to identify if there is a need for Extra Care housing. If so it will be necessary to quantify the number of properties and the cost of Extra Care housing which will be required. Any additional funding would have to be agreed. (*National Outcomes 2, 3, 4, 9 Local Outcomes 4, 5*).

Specialist Advice Services

It is suggested the Integration Board commission work to do the following:

- Scope what specialist advice services are available (National Outcomes 1, 2, 3, 4,5,6, 8,9 Local Outcomes 2, 4,5);
- Identify if they are fit for purpose (National Outcomes 1, 2, 3, 4,5,6, 8,9 Local Outcomes 2, 4,5);
- Train staff across Health, Social Work Adult Services and Housing in making referrals to specialist advice agencies (National Outcomes 8,9 Local Outcomes 1, 4,5);
- Formalise referral procedures (National Outcomes 3, 6, 8,9 Local Outcomes 1, 4,5);
- Report outcomes on referrals made (National Outcomes 3, 6, 8,9 Local Outcomes 1, 4,5)
- Exploring how housing design (particularly for new build)could assist someone with dementia remain in the community for longer (National Outcomes 1,2, 3, 6, 8,9 Local Outcomes 2, 3,4,5);
- Exploring how training for housing, health and social care workers could assist someone with dementia remain at home for longer (National Outcomes 3, 6, 8,9 Local Outcomes 2, 3, 4,5).

Adapting for Change

It is proposed that the disabled adaptations Adapting for Change project is progressed (see section below on physical disabilities). This is being carried out in conjunction with the Joint Improvement Team (National Outcomes 1,2,3,4,5,7,9 Local Outcomes 3, 4, 5).

Physically Disabled people

Summary of evidence

Disabled people are significantly over-represented in the social rented sector (56%). They are also more likely to be pensioners (54%). In Falkirk this is slightly below the Scottish figures at around 45% of disabled people who are social sector tenants and 45% are pensioners.

Within the Council area it is estimated that 2% of properties require adaptations (SHCS 2013).

There are around 300 people with medical priority who may require rehousing (Falkirk Council 2015 Integration Housing Management System).

Research¹⁰ undertaken for Horizon Scotland and Chartered Institute of Housing (CIH) estimated a total number of 119,800 wheelchair users in Scotland, of whom 17,000 had unmet housing needs. According to the national 2009 Scottish House Condition Survey 3% of households in Scotland reside in the Falkirk area. It can therefore be reasonable to estimate that 3% of the 17,000 wheelchair users with an unmet housing need in Scotland can be found in Falkirk. This gives a total of 510 all tenure units needed locally. This figure compared to the local figure is more robust as it covers all tenures.

Based on above research and analysis it is estimated that there is an all tenure need for 510 wheelchair units¹¹.

All ground floor new build Council properties in new build have been fully adapted and allocated to those requiring the adaptation.

Housing issues

Issues for people with disabilities accessing suitable housing in the social rented sector include:

- Identifying suitable housing in the areas they want to live;
- Property design may not meet specific needs of individual, particularly wheelchair users:
- There is no Common Housing Register locally and applicants have to apply directly to all Registered Social Landlords (RSLs) with stock if they require such housing.

There is no specialist housing advice locally for households with physical disabilities.

There is a need to streamline procedures for disabled adaptations with partners on the Adapting for Change project (see question 3).

Gaps/ Proposals

Specialist Advice Services

It is suggested that the Integration Joint Board commission work to do the following:

- Scope what specialist advice services are available (National Outcomes 1,2,3,4,5,6,8,9 Local Outcomes 2, 4,5);
- Identify if they are fit for purpose (National Outcomes 1,2,3,4,5,6,8,9 Local

¹⁰ Watson L et all (2012) Mind the Step: an estimate of housing need among wheelchair users in Scotland (Horizon Housing and CIH Scotland) p31

¹¹ Watson L et all (2012) Mind the Step: an estimate of housing need among wheelchair users in Scotland (Horizon Housing and CIH Scotland) p31

Outcomes 2, 4,5);

- Train staff across Health, Social Work Adult Services and Housing in making referrals to specialist advice agencies (National Outcomes 8,9 Local Outcomes 1, 4,5);
- Formalise referral procedures (National Outcomes 3,6,8,9 Local Outcomes 1, 4,5);
- Report outcomes on referrals made (National Outcomes 3,6,8,9 Local Outcomes 1, 4,5);

Housing supply targets

The need for additional accessible and wheelchair housing will be highlighted in the new Housing Need and Demand Assessment and inform housing supply targets set in the new Local Housing Strategy (National Outcomes 1,2, 4,5, 7, 9 Local Outcomes 2,3,5).

Disabled adaptations

To progress Adapting for Change with the project Steering Group (see question 3).

Homeless

Summary of evidence

Recent trends show homeless presentations and households in temporary accommodation have fallen over the period 2010-15 (Scottish Government Homelessness statistics).

A contributing factor to the overall decline is "housing options" initiatives. Also locally another reason for the decline is prevention work by Falkirk Council i.e. support services and money advice.

Over the period 2009/10-2014/15, the highest % group assessed as homeless are single people (63%) this is below the national average (67%). The next largest group being single parents (26%) which is above the national average (21%) (Scottish Government Homelessness statistics).

Over the period 2009/10 to 2015/15, the main age group presenting as homeless are the 26-59 age group (circa 58%) followed by the 18-25 age groups (circa 30%). Applicants aged 16-17 (circa 7%) and 60 plus (circa 2%) have consistently been the two age groups with the lowest representation.

Many homeless people have complex housing needs and require an individually assessed package of housing support to help them sustain their tenancies. There is a pilot scheme for the Castings hostel and for single males over 25. The assessment period is initially for 56 days but will move someone on quickly to temporary accommodation if they display signs of being able to sustain a tenancy prior to that.

Supported accommodation is provided by Y-People and Garry Place (young people), Inchyra (mental health), and Loretto block at Kingseat Ave. These all take in both males and females. Accommodation with support is provided at Kingseat Avenue which also accepts families.

Housing support is provided and other referrals are made if other services are appropriate. Support assessments are carried out at point of homeless presentation if a support need is identified.

Applicants are offered a support assessment which is now a legal requirement. Falkirk Council Housing Services Access to Housing team provides generic housing supported accommodation therefore any specific need out this remit is a Social Work function, for example people with learning disability.

In addition Falkirk Council provides supported accommodation for adult males at the Castings Project and Reach Out support within temporary and permanent accommodation.

Housing Issues

There continues to be a shortfall of affordable housing (see below). This relates to increasing household numbers, the downturn in the market, difficulties accessing mortgage finance and low wage increases/ zero hours contracts. This all puts pressure on affordable housing options.

In relation to temporary and supported accommodation, there is a pilot scheme currently on-going.

There is also a review of all temporary accommodation (see sections on learning disability and mental health).

Gaps/ Proposals

Work is on-going to produce the new Housing Need and Demand Assessment. Based on work to date, it is estimated that there will be a shortfall of around 200 affordable housing units. This work will inform housing supply targets which will be set in the new Local Housing Strategy and actions in the LHS to increase the supply of affordable housing (Local Outcomes 5).

The temporary and supported accommodation review outcomes will inform future delivery and priorities set in the new Local Housing Strategy (Local Outcomes 5).

Other relevant groups

Summary of evidence

Learning disabilities

There has been an increase of 21% in the people with learning disabilities known to the local authority over 2011-14. Around 20% of those are aged over 60¹². The majority are aged between 31 and 59 (43%).

The majority of people with a learning disability receiving services locally live in mainstream accommodation $(58\%)^{13}$ and research suggests that the majority wish to remain in mainstream housing¹⁴.

¹² Falkirk Council (2015) Performance and Information Strategic Support Unit Children's Services

Housing Issues

It is important that people with LD can access:

- *housing options advice;
- *housing adaptations
- * accessible or mainstream housing as required
- *housing support and care services

Inchyra Place is used as accommodation for people with mental health and complex needs (this can include learning difficulties) whilst being assessed as homeless. As part of this, consideration is given to identifying support needs and appropriate accommodation. The latter can be either mainstream accommodation or specialist accommodation. Specialist accommodation is accessed through Social Work Adult Services following a Community Care Assessment.

Gaps/ Proposals

Specialist Advice Services

It is suggested that the Integration Joint Board commission work to do the following:

- Scope what specialist advice services are available (National Outcomes 1, 2, 3, 4,5,6, 7, 8,9 Local Outcomes 2, 4,5);
- Identify if they are fit for purpose (National Outcomes 1,2,3,4,5,6,8,9 Local Outcomes 2, 4,5);
- Train staff across Health, Social Work Adult Services and Housing in making referrals to specialist advice agencies (National Outcomes 8,9 Local Outcomes 1, 4,5);
- Formalise referral procedures (National Outcomes 3,6,8,9 Local Outcomes 1, 4,5);
- Report outcomes on referrals made (National Outcomes 3,6,8,9 Local Outcomes 1, 4,5);

Mental health issues Summary of evidence

The majority of people with mental health issues locally who are receiving services live in mainstream accommodation (68% - Social Care Survey 2014).

Around 10% of households applying as homeless cite mental health issues which is below the national average of 16% (Scottish Government annual homeless statistics 2010/11-2014/15).

Housing Issues

Inchyra Place is used as accommodation for people with mental health and complex needs (this can include LD) whilst being assessed as homeless. As part of this, consideration is given to identifying support needs and appropriate accommodation. The latter can be either mainstream accommodation or specialist accommodation. The latter is accessed through Social Work Adult Services following a Community Care Assessment. Scottish Government national research found least stress amongst home owners and most

¹³ Social Care Survey (2014)

¹⁴ Scottish Government (2013) The Key to Life: Improving Quality of Life for people with Learning Disabilities

amongst renters¹⁵.

The above research also highlights a link between house conditions and poor mental health.

Gaps/ Proposals

Specialist Advice Services

It is suggested that the Integration Joint Board commission work to do the following:

- Scope what specialist advice services are available (National Outcomes 1,2,3,4,5,6,8,9 Local Outcomes 2, 4,5);
- Identify if they are fit for purpose (National Outcomes 1,2,3,4,5,6,8,9 Local Outcomes 2, 4,5);
- Train staff across Health, Social Work Adult Services and Housing in making referrals to specialist advice agencies (National Outcomes 8,9 Local Outcomes 1, 4,5);
- Formalise referral procedures (National Outcomes 3,6,8,9 Local Outcomes 1, 4,5);
- Report outcomes on referrals made (National Outcomes 3,6,8,9 Local Outcomes 1, 4,5);

Offenders

Summary of evidence

Falkirk has marginally more homeless applicants citing prison discharge compared to the national average (Falkirk Council Annual report 2011/12-2014/15).

Housing Issues

Information from Falkirk Council Outreach Assessments indicates the importance of housing options advice and housing benefits advice. Outreach is also important in relation to identifying accommodation for an offender prior to release from prison. This enables GP and associated services such as pharmacy to be identified so offenders can access quickly necessary medication on release. It also enables advance claims to be made to the Department of Work and Pensions. Such outreach work is beneficial to prevent reoffending on release from prison.

Protocols have been agreed between Falkirk Council and RSLs in relation to information sharing on high risk offenders. These are currently being implemented.

Gaps/ Proposals

The above outreach work is important to assist with reducing reoffending rates. Joint working with housing, health and social care is essential (Local Outcome 3, 4, 5).

Alcohol and Drug dependency

Summary of evidence

The latest prevalence data shows that 1.6% of the population within the 16-65 age groups have problematic drug use and that 5.1% of the population perceive drug misuse being problematic in their neighbourhood and 9% see alcohol as being problematic (Falkirk Community Planning Partnership 2015) Falkirk Alcohol & Drug Partnership Delivery Plan

 $^{^{15}}$ Scottish Government (2010) A review of literature on the relationship between housing and health

2015-18).

Anecdotal evidence from the Falkirk Council Access to Housing team highlights that a number of single people, particularly single males who present as homeless have multiple needs including mental health and/ or alcohol/ substance misuse.

Housing issues

Many homeless people have complex housing needs and require an individually assessed package of housing support to help them sustain their tenancies. There is a pilot scheme for the Castings hostel and for single males over 25.

There are links in place to Social Work Adult Services and the NHS to ensure homeless people with drug and alcohol issues can be referred to other appropriate services as required.

Gaps/Proposals

It is important to continue having signposting arrangements in place as and when a need is identified for the appropriate referrals to be made.

Training to be delivered to Falkirk Council Housing staff by August 2015 with a follow up evaluation by November 2015. (Falkirk Community Planning Partnership 2015) Falkirk Alcohol & Drug Partnership Delivery Plan 2015-18) (National Outcomes 1,5,8,9 Local Outcome 3, 4, 5).

3. Set out the shared outcomes and service priorities linking the Strategic Commissioning Plan and Local Housing Strategy. (Note 3)

Outcomes and service priorities identified in Strategic Commissioning Plan¹⁶ and Local Housing. Strategy

- i. We will agree, both a model of specialist housing and adaptations procedures (for older people, those with physical and learning disabilities also those with mental health issues) which will enable them to live in homely settings in supportive environments (where possible) in order to avoid unnecessary admissions to care homes or hospitals (National outcomeⁱⁱ 2, *Local Outcomes 1, 3,4,5*);
- ii. Information is clear, concise, Integration and delivered on the "first stop" principle which allows the above groups to maintain control and make informed choices (National outcomes 1,2,3,4,6,9, Local Outcomes 1,2,4,5);
- iii. Communities are able to contribute to the design of preventative and anticipatory supports to help the above groups stay well and independent (National outcomes 1, 2, 6,9, Local Outcomes 1,2,3,4,5);
- iv. Older people, those with physical and learning disabilities also those with mental health issues are aware of housing options and equipment and adaptations are provided promptly following assessment of need (National outcomes 1,2,3,4,5,9):
- v. Hospital discharge processes will encourage the above groups to return to their own homes and there will be no discharge directly to a long term care home placement (National outcome 1, 2, 3, 4, 7, 9, Local Outcomes 3, 4, 5).

How the housing

Older People's Housing Plan

¹⁶ The outcomes relate to the first housing contribution statement have been amended to include other care groups and not just older people

sector is going to contribute to the meeting outcomes/ service priorities in the SCP (which should reflect the contribution to the nine national health and well-being outcomes) (Note 3)

An Older Peoples' Housing Plan is a priority in the Corporate and Housing Service Plan by the end of 2015. A draft plan has been widely consulted on and includes options for revising Council housing with care and will go to Council Executive by the end of 2015.

Disabled Adaptations

This will be progressed via the Adapting for Change Steering Group. The national independent adaptations working group reported in December 2012 to Scottish Government recommending fundamental changes to the existing tenure based systems. The Scottish Government is committed to take forward the Group's recommendations for a more personalised and tenure neutral approach.

The national working group recommended piloting its suggested approach to test the viability of the proposals. This work is now underway in five demonstration sites one of which is the Falkirk Adapting for Change Project.

Locally this had its origins in the Change Fund project for mainstreaming adaptations. The Change Fund bid was written and led in its early stages by Housing. This is because the demand for disabled adaptations was highlighted in Local Housing Strategy 2011-16 consultations¹⁷. The local Steering Group for the Adapting for Change Project has involvement from the national Joint Improvement Team, Falkirk Council Housing Services, Social Work Adult Services, NHS Forth Valley and RSLs. To date the following have been achieved – the pathways to adaptations have been mapped, definitions for adaptations have been agreed by practioners across the statutory agencies (minor, moderate, major and major complex), a specification tool has been developed to streamline the assessment process for adaptations and it has been agreed to set up a complex cases panel to make decisions on major complex adaptations. Proposals have been developed to realign Occupational Therapists (OTs) within Social Work Adult Services and the NHS also to train a range of staff across health, Social Work and NHS to carry out assessments for minor adaptations so OTs can concentrate on more complex cases.

The Adapting for Change project has plans to streamline assessment for adaptations through the specifications tool. It is also necessary to do the following:

- It is necessary to ensure procedures are in place to identify at an early stage if housing adaptations are not appropriate
- ii). It is necessary that procedures are put in place to make the necessary referrals for housing advice if adaptations are not appropriate
- iii). The Adapting for Change project needs to develop procedures for referring people for housing advice and to the Link Help to Adapt project
- iv). The Adapting for Change Steering Group needs to develop performance indicators to establish if adaptations have been streamlined.

Housing Options Directory

A housing options directory has been consulted on and will be circulated as part of the Older Peoples' Housing Plan.

Moving Assistance

A Change fund project – Moving Assistance is being led by housing and taken forward by voluntary group/social enterprise Outside the Box and Making It Happen. The latter is a

 $^{^{17}}$ Falkirk Council (2012) Local Housing Strategy 2011-16 Appendix 5 Consultation

social campaigning group for people over 50 in Falkirk. This project is being progressed in consultation with older people who discussed what can assist people to move if their current home is unsuitable. They devised and tested guides to give advice and information also made links to local groups.

4. Provide an overview of the housing- related challenges going forward and improvements required. (Note 4)

Challenges

There are several challenges identified in the housing system;

- 1. Most people live in the private sector and wish to remain so including a number who live in properties which are in disrepair;
- 2. There is low demand for the current model of Housing with Care to such an extent that RSLs are moving away from providing specialist housing with support for older people;
- 3. There is no specialist advice for older people or those with disabilities or referral procedures in place to specialist advice groups;
- 4. There is no Extra Care housing options provided locally which are suitable for older people with particular needs.

Improvements required

Specialist Advice Services

There is a need for the Integration Board to commission work to do the following:

- Scope what specialist advice services are available (*National Outcomes* 1,2,3,4,5,6,8,9 Local Outcomes 2, 4,5);
- Identify if they are fit for purpose (National Outcomes 1,2,3,4,5,6,8,9 Local Outcomes 2, 4,5);
- Train staff across Health, Social Work Adult Services and Housing in making referrals to specialist advice agencies (National Outcomes 8,9 Local Outcomes 1, 4,5);
- Formalise referral procedures (National Outcomes 3,6,8,9 Local Outcomes 1, 4,5);
- Report outcomes on referrals made (National Outcomes 3,6,8,9 Local Outcomes 1, 4,5);

Extra Care housing

Joint working with the NHS, Social Work Adult Services, Housing services and RSLs to identify if Extra Care housing could help older people remain in the community rather than be admitted to hospital or care homes

If Extra Care housing is required, to explore resources streams with the NHS, Social Work Adult Services and Scottish Government. The latter through the Strategic Housing Investment Plan (*National Outcomes 2, 3, 4, 9 Local Outcomes 4, 5*).

Review the current housing with care provision. (*National Outcomes 2, 3, 4, 9 Local Outcomes 4, 5*).

5. Set out the current and future resource and investment required to meet these shared outcomes and priorities. Identify where these will be funded from the Integration Authority's Integration budget and where they will be funded by other (housing) resources. (Note 5)

Disabled Adaptations

- i) Council disabled adaptations
- ii) Private sector adaptations
- iii) Garden aid

Note RSL disabled adaptations are not included within health and social care integration

6. Additional Statement by Integration Authorities. (Note 6)

Housing Services have been involved in a number of projects which assist older people to remain in their communities:

- 1. Project to mainstream adaptations is regarded as good practice by the Joint Improvement Team and other areas are replicating the work done in Falkirk Council area:
- 2. Small Repair Handy Persons Scheme options are currently being explored by the housing service to continue this project but ensure it is more cost effective;
- 3. Older Peoples' Housing Plan wide spread consultation has taken place to identify what older people locally require particularly in relation to Council housing with care and what advice options would assist them to remain in their own communities;
- 4. Moving Assistance intense consultation has taken place with older people and voluntary organisations to identify what would assist an older person to move if their home was unsuitable. Guides have been devised in conjunction with older people on information they need to know when moving home.

Potential Performance Indicators (make links to work of Adapting for Change Steering group- initial suggestions)

- 5. All tenure waiting times for disabled adaptations;
- 6. Numbers and costs of disabled adaptations by definition (minor, moderate, major, major complex);
- 7. Numbers, costs and decisions of major complex adaptations discussed by the Major Complex Adaptations Panel;
- 8. Satisfaction levels as to whether adaptations improve quality of life.

Also

- 9. Number of people delayed in hospital for housing reasons;
- 10. Number of people delayed in hospital where a housing solution has been explored;
- 11. Number of people delayed in hospital referred for advice on their housing options.
- 12. Report outcomes of referrals made to specialist advice services.

Note 1: Integration Authorities are required to set out the involvement and role of the Local Authority Housing Service, Housing Associations and other housing providers and interests in the governance arrangements for the Health & Social Care Partnership. This should be set out clearly taking into account the various levels of potential involvement in relevant structures such as the Integration Authority, Strategic Planning and Locality Planning. It could also include reference to wider consultation or partnership structures with the housing sector.

Note 2: This should briefly highlight the connection between evidence assembled through the Joint Strategic Needs Assessment and the Housing Needs and Demand Assessment (and any associated local housing evidence). It should identify the main housing-related issues for various groups that require a housing contribution to improve health and well-being. For example older people,

homeless, disabled people, mental health or other relevant groups. It should also outline any gaps in the joint evidence base and proposals for addressing these.

Note 3: This section should highlight the direct link between the outcomes and service priorities identified in the Strategic Commissioning Plan and the Local Housing Strategy. It should be clear how the housing sector is going to contribute to meeting the outcomes and service priorities in the SCP (which in turn should reflect the contribution to the nine national health and well-being outcomes). Consideration of potential changes to housing services and provision should be part of this. Note 4: This should set out any challenges identified in the housing system and among providers in improving the housing contribution to health and well-being. Proposals for addressing these challenges should be clearly articulated.

Note 5: This should outline the impact on resources and investment required to deliver the HCS element of the SCP. Consideration should be given to both services and the bricks and mortar element of housing both currently and in the future (at least over the 3 years of the SCP). It should clearly identify key housing resource and investment areas required to implement the SCP and deliver associated shared outcomes and priorities. Examples would include activities associated with adaptations, homelessness and housing support as well as any planned new housing provision to meet particular needs.

Note 6: This section is for Integration Authorities to provide any other additional information that in their view is relevant for their Housing Contribution Statement.

ⁱ Falkirk Integrated Strategic Plan 2016-19 p21-23, Local Outcomes – (1) Self- Management, (2) Autonomy and Decision Making, (3) Safe, (4) Experience, (5) Community based support.

[&]quot;National Outcomes -Outcome 1: People are able to look after and improve their own health and wellbeing and live in good health for longer, Outcome 2: People, including those with disabilities or long term conditions, or who are frail, are able to live, as far as reasonably practicable, independently and at home or in a homely setting in their community, Outcome 3. People who use health and social care services have positive experiences of those services, and have their dignity respected, Outcome 4. Health and social care services are centred on helping to maintain or improve the quality of life of people who use those services, Outcome 5. Health and social care services contribute to reducing health inequalities, Outcome 6. People who provide unpaid care are supported to look after their own health and wellbeing, including to reduce any negative impact of their caring role on their own health and well-being, Outcome 7. People using health and social care services are safe from harm, Outcome 8. People who work in health and social care services feel engaged with the work they do and are supported to continuously improve the information, support, care and treatment they provide, Outcome 9. Resources are used effectively and efficiently in the provision of health and social care services

Extra Care Housing

1.1 Collate evidence of previous research and analysis on need for Older Peoples' Housing:

There is an ageing population with increasing numbers of smaller households:

- Ageing population 98% increase 2012-2023 over 75 plus (National Records Scotland 2012);
- Increasing numbers of smaller householders over the same period (32% increase single households and 29% increase couples- NRS 2012):

There are a range of specialist housing opinions locally but a lack of demand, sub area with no sheltered housing and confusion on definitions:

- 1,532 units of specialist housing for older people across all tenures of which 754 are sheltered or very sheltered (HNDA 2015);
- There is no sheltered/very sheltered housing in Polmont /Rural South (HNDA 2015);
- 309 people are on the Council waiting list for specialist housing of which 109 are requesting sheltered or very sheltered (HNDA 2015);
- Consultation has indicated that the Council definitions of housing with care are not used by RSL partners and are found confusing by older people and stakeholders (Draft Older Peoples' Housing Plan);
- There is no common register for those requesting older peoples' specialist housing (Draft Older Peoples' Housing Plan);
- Some RSLs have indicated they are also experiencing low demand for specialist housing (HNDA 2015);
- Most RSLs have or are exploring withdrawing from providing housing support on site and provide a housing management presence only for a limited number of office hours (HNDA 2015).

The delivery of care places for older people has changed both locally and nationally:

- There are 1130 registered care places in Falkirk Council area of which 86% are for older people, which is slightly below the national average of 90% (Social Care census 2013 accessed 20/10/15);
- There is high occupancy rates for care homes similar to the national average (source as above);
- Nationally there has been a decline in Local Authority/ National Health and voluntary sector places but an increase in private sector (source as above);
- Locally there has been a decline in in all places except the voluntary sector (source as above).

Identifying people who may need support or extra care housing "cannot be done directly and proxies must be found" (Bale 2010)

 One proxy is the number of people eligible for Attendance Allowance (Fenton, A, Markhanen, S, 2009);

- The number of people aged 65 plus receiving Attendance Allowance has increased by 11% locally over the period 2002-2010 as compared to 8% nationally (Source HNDA 2015);
- There are 1, 304 people with a diagnosis of dementia locally (ISD 2013/14). The numbers of clients receiving hours of homecare in Falkirk Council properties does not relate the level of housing with care:
 - The greatest number of service users are in Glenfuir (Falkirk Council Performance &Information Children's Services);
 - The most hours received are in Glenfuir (source as above);
 - The most intensive hours >20+ are in Tygetshaugh (source as above);
 - Most personal care hours are in Glenfuir (source as above);

The majority of people receiving services are infirm due to age or physically disabled

- There are 1312 clients receiving services re infirmity due to age, the highest percentage lives in supported accommodation (Social Care Survey 2014);
- There are 2949 people receiving services due to physical disability, the highest percentage live in supported accommodation (source as above).

Previous research carried out

Change Fund project into housing requirements of older people with particular needs

A very small research project was carried out in 2013 and highlighted the following:

- No agreed definition of what HwC is which makes it difficult for stakeholders to give advice to people on their options;
- HwC 2 is popular with current tenants but does not always address the requirements of older people with particular needs of those approaching end of life;
- Consider making better use of HwC facilities and resources;
- A new model of HwC needs to build on the positive aspects of existing models and builds in other factors giving cognisance to the requirements of people with particular needs;
- A lack of information on housing and older peoples' services in general for stakeholders and the general population;
- A lack of advertisement of services available to older people;
- A lack of information on the housing options available;
- Older people do not understand the term housing with care;
- Older people prefer face to face advice on housing and other available services to assist them remain in the community;
- Older people move to HwC for a range of reasons including; medical reasons, security, an inability to cope with stairs and the garden in their previous property, social interaction and social isolation;
- Choice, flexibility of services and time to let properties are issues for service providers.

Appendix 3 Services to assist an older person remain in their own community

An exercise was carried out to identify locally what services are available to assist an older person to access services to enable them remain in their community.

Information on disabled adaptations relate to funding

- If someone requires funding for a disabled adaptation they should contact their local Social Work office or the Sensory Services Team for an assessment (Falkirk Council web site);
- Falkirk Council may be able to carry out simple alterations such as handrails, outside lights however adaptations require an assessment by Adult Services (source as above);
- RSL may be able to carry out simple alterations however adaptations require an assessment by Adult Services. The RSL will apply for Government funding (source as above).
- If someone is considering making an adaptation independently they should contact the Scottish Government pilot project Help to Adapt delivered by Link (source Link Group).

Property repairs depend on the tenure

- Tenants in the social rented and private sector have legal rights for their landlord to carry out necessary repairs to their property;
- A small repair service is available to people over 65 or those who are disabled with no able bodied person living with them (Falkirk Council website);
- Care and Repair provides information on discretionary grants for private property in relation to repairing a property and grants for unsafe water supply (Falkirk Council website);
- Private owners could allow use the trustytrades website for information (trustytrades).

Housing Advice for specialist needs groups is provided nationally, locally there is information available on accessing mainstream housing and a Later Life Information Centre.

- Falkirk Council had trained staff in One Stop Shops and Neighbourhood
 Offices who can assist residents on their options to access housing (Falkirk Council web site):
- Housing Options Scotland can provide advice to help disabled people, veterans and older people to find the right house in the right place (Housing Options Scotland);
- The Glasgow Centre for inclusive living provides support to help disabled people in housing need by providing a range of information, advice and advocacy services (Glasgow Centre for Inclusive Living);
- The Moving Assistance project collated evidence and gained experience to remove barriers which were perceived to be preventing an older person moving from their current home to one more suitable to their needs. As a result of the consultation guidance were developed to assist an older people

- or stakeholders giving advice which a limited number have been issued in draft;
- A housing options for older people directory is being finalised which a limited number has been issued in draft;
- The Later Life Information Centre in Falkirk provides information on legal matters through to healthy eating and can signpost to specialist advice as appropriate. It is a joint venture between Solicitors for Older Peoples Scotland and Age Scotland (Later Life Information Centre).