

# AGENDA ITEM

14

**Title/Subject:** Housing Contribution Statement  
**Meeting:** Integration Joint Board  
**Date:** 7 December 2018  
**Submitted By:** Head of Housing and Head of Social Work Adult Services  
**Action:** For Noting

## 1. INTRODUCTION

- 1.1. The purpose of this report is to update the Integration Joint Board on the ongoing work relating to the Housing Contribution Statement, appendix to the Strategic Plan 2016-2019 and the Falkirk Local Housing Strategy (2017-2022). The report also updates the Board on work to prepare the new Housing Contribution Statement 2019-2022 by identifying new and ongoing priorities.

## 2. RECOMMENDATION

The Board is asked to:

- 2.1. note progress relating to the Housing Contribution Statement (HCS) 2016-2019
- 2.2. note the Housing Contribution Statement Steering Group will continue to take account of demand for wheelchair accessible housing, disabled adaptations and advice services along with Scottish Government priorities in relation to homelessness
- 2.3. note the requirement for local authorities and Health and Social Care Partnerships to work collaboratively to develop, implement and resource Rapid Rehousing Transition Plans
- 2.4. note the remit and membership of the Housing Contribution Statement Steering Group will be reviewed to take account of Rapid Rehousing Transition Plans including Housing First
- 2.5. note a further report on Rapid Rehousing Transition Plans/ Housing First will be submitted to the Board for approval in 2019 as part of the Housing Contribution Statement to the new Strategic Plan.

## 3. BACKGROUND

- 3.1. The draft Housing Contribution Statement 2016-2019 was agreed by the Board on 4 December 2015 focusing on older people. The Board received an update on the Housing Contribution Statement on 3 June 2016 including:

- Progressing the Adapting for Change project
- Progressing advice to support older and disabled people
- Exploring Extra Care housing
- Reviewing existing housing for older people.

#### **4. REVIEW OF THE HOUSING CONTRIBUTION STATEMENT 2016-2019**

##### **4.1. Adapting for Change**

The HCS proposed progressing the Adapting for Change (AfC) project to streamline the process for disabled adaptations via the AfC Steering Group. This project received Integrated Care Funding with progress reported to the Strategic Planning Group. As part of this process, an all tenure Disabled Adaptations service is currently being explored including:

- widening the pool of assessors for Disabled Adaptations
- separating the assessment of need for Disabled Adaptations from the technical overview on the delivery of Adaptations
- front line staff continuing to have housing solutions conversations with people as early as possible when their home is unsuitable and is likely to impact on their future health and independence.

##### **4.2. Disabled Adaptation funding**

The funding for Disabled Adaptations in Council properties comes from the Housing Revenue Account to the Board and is fixed at £1.2 million per annum. Funding for private sector adaptations comes from Scottish Government to Falkirk Council Housing Services to the Board. Between 2014/15 to 2017/18 spend on private sector adaptations fell by 29%. However in 2018/19 improvements in management and operation of the referral process, allied with an increase in eligible referrals at critical and substantive level resulted in an immediate impact on increased referrals and adaptations.

##### **4.3. Advice and information for older and disabled people**

One of the tools used for Housing Solutions conversations relates to the Falkirk Moving Assistance project with Outside the Box and the Making It Happen Forum. The project developed a set of “hints and tips” brochures with older people for older people. This work was recommended as good practice and awarded the Age Concern Jess Barrow award. Healthcare Improvement Scotland drew on this work when developing the training for front line staff to have housing solutions conversations with older people as part of the Adapting for Change project.

- 4.3.1. The Moving Assistance project also led to the Peer Advice project where Outside the Box trained older volunteers to use the “hints and tips” brochures to have conversations with older people. This project is currently ongoing between Outside the Box and Citizens Advice Bureau and involves volunteers visiting hospital locations monthly.

4.3.2. The Council specialist housing team carry out assessments for both Council housing for older people and where someone has highlighted that they should have a medical priority for rehousing. Additionally this can, when requested by Social Work Adult Services or Health, involve giving housing advice to someone in hospital and assisting them complete a Council housing application form. This financial year to date there have been an average of 70 visits carried out each month, an increase on last year's monthly average of 52 visits.

#### 4.4. **Extra Care Housing**

A sub group explored high end care, support and accommodation models for older people. Consideration was given to the model of Extra Care housing provided by Hanover Housing Association's developments in Moray for the following reasons:

- provided a Scottish model of high end care, support and housing
- developed in partnership with Moray IJB and the local authority
- new build provision designed in conjunction with the dementia centre at Stirling University
- capital funding provided through Scottish Government Affordable Housing Supply programme grant via the Moray Council Strategic Housing Investment Plan
- Varis Court Elgin included an augmented care unit operated by NHS Grampian containing flats as an alternative to hospital admission or a bridge when a patient is able to leave hospital but a care package is not in place
- Linkwood View Elgin was recognised as providing "the best accommodation for residents with long-term conditions including dementia" (Appendix 1).

Hanover acknowledges challenges to the model including capital finance. The model used grant along with Hanover's private finance. Further consideration of this model of care including financial costs will be undertaken by the Housing Contribution Statement Steering Group in February 2019.

#### 4.5. **Overview on current provision**

One of the actions in the Housing Contribution Statement is to review current housing for older people. Reports to the Housing Contribution Statement Steering Group in appendix 1, considered supply, need and demand for current provision. There are currently four Council housing with care developments; three are in Central locality and one in West locality. In relation to nursing/ residential care most bed spaces are in Central locality (42%) followed by East locality (31%) and West Locality (27%). It is estimated that there are around 300 to 400 people who require specialist housing for older people.

#### 4.6. **Review of current housing for older people – Housing Association provision**

Front line staff (including Social Workers and Occupational Therapists) along with housing strategy staff visited current housing developments for older people, as reported in appendix 1. The purpose of the visits being to:

- explore the potential for current older peoples' developments to provide low level support for residents and the wider community

- review housing support funding (currently only paid to Link for their sheltered and amenity housing)
  - explore existing Housing Association developments to consider potential to provide Housing with Care or Extra Care housing.
- 4.6.1. The visits established a wide range of physical assets and facilities such as communal lounge(s), communal kitchen(s), guest bedrooms/ suites, laundries, wet rooms/ assisted bathrooms and empty warden's flats. Also a wide range of social activities are provided and in some instances the wider community are involved. There are examples of inter generational working through links with nurseries, schools and out of school clubs. There are also examples of work with Age Concern and Alzheimer's Scotland.
- 4.6.2. Feedback from Housing Associations advises that generally older people are less interested in living in older peoples' housing developments with communal facilities. This is the case particularly for developments and individual properties with internal stairs and bedsits.
- 4.6.3. One of the requirements of housing support is that the Housing Association registers with the Care Inspectorate with administrative and cost implications. In addition, pressure on local government budgets has in some local authority areas led to cuts for housing support. Housing Associations with housing for older people operate nationally. These factors have led Housing Associations to remodel their provision. Locally this means that Hanover, Cairn and Bield Housing Association have remodelled their provision locally and no longer receive housing support.
- 4.6.4. The above means that staffing provision in Housing Association older peoples' housing developments is generally work days part or full time. Currently housing support is only provided to Link. The report to the HCS Steering Group recommended that further consideration be given to the use of housing support, particularly its use in East Locality where there is no Council housing with care. The newest Housing Association development (built by Link circa 2005) was recognised as having:
- best internal and external access for wheelchair users;
  - good access to local services such as the health centre;
  - a wide range of communal facilities.
- 4.6.5. With this in mind, it was recognised that from initial consideration, Link's development presented the best example of existing accommodation which could provide housing with care or extra care housing. This is the newest development with best internal and external access for wheelchair users.
- 4.6.6. It was also established that there was a vacant warden's flat in Link's Castings Housing Falkirk. This will receive grant funding to be reconfigured to provide an additional 2 properties.

#### **4.7. Council accommodation for older people**

A report will be presented to Council Executive in early 2019 as part of the annual Local Housing Strategy Update. This will consider the reports from the Housing Contribution Statement sub group on Council housing for older people.

4.7.1. Housing with care was provided in Salmon Court Bo'ness by on site care staff however the number of users assessed as requiring care fell year on year and in 2016 on site care staff were withdrawn. Tenants requiring care currently receive this service from home care.

4.7.2. The report to Council Executive will explore how to come to a common understanding of terms used for older peoples' housing by all providers. The outcome will be targeting housing towards those in most need of it.

### **5. RAPID REHOUSING TRANSITION PLANS**

5.1. As part of the drive to tackle homelessness, the Scottish Government has advised through guidance that local authorities, health and social care partnerships and housing providers should work collaboratively to develop, implement and resource Rapid Rehousing Transition Plans (RRTP) including how to develop a Housing First model. The latter also relates to the Secure Housing on Release for Everyone (SHORE) standards. Falkirk Council is the only local authority who has signed up to the SHORE standards which are supported by Scottish Government and were developed by Scottish Prison Service, housing and local government stakeholders.

5.2. The Scottish Government have recognised the importance of rapid rehousing and wrap around support for homeless households and are committing resources for health and social care services that help households live independently in their own homes in community settings. Where this is not possible it is necessary to consider what specialist services are required from broader health and social care responses. This includes access to support from mental health and addictions services. It is important the Housing Contribution Statement sets out the level and type of support services required for a range of client groups, including homeless people and others needing specialist housing provision.

5.3. The first draft of the RRTP requires to be submitted to Scottish Government by the end of December 2018. There will be ongoing discussions between Falkirk Council Housing Services and the Falkirk Health and Social Care Partnership between January and April 2019 to develop the final version of the RRTP and Housing First model. The final version of the RRTP will be approved by Council Executive as part of the Local Housing Strategy (LHS) Update and a further report will be submitted to the Board for approval as part of the Housing Contribution Statement to the new Strategic Plan.

## **6. NEW HOUSING CONTRIBUTION STATEMENT**

6.1. Locally, the Falkirk Local Housing Strategy and nationally Scottish Government in their consultation paper Housing Beyond 2021 recognise that future housing challenges include:

- the ageing population with continuing need for suitable housing and services to continue living in a homely environment
- tackling and preventing homelessness – this has led to recommendations to end rough sleeping, homelessness and transform temporary accommodation.

6.1.1. In cognisance of both local and national requirements the remit of the HCS Steering Group will be reviewed to ensure representation from all relevant stakeholders.

## **7. CONCLUSIONS**

7.1. In conclusion, areas of work identified and progressed through the Housing Contribution Statement include Disabled Adaptations and reviewing housing for older people. The national direction in relation to homelessness and continued priority for wheelchair accessible housing will require a review of the Housing Contribution Statement Steering Group remit, membership and priorities in the new Falkirk Housing Contribution Statement Group for the new Strategic Plan.

### **Resource Implications**

There are no resource implications from this report

### **Impact on IJB Outcomes and Priorities**

The Housing Contribution Statement provides an essential link with the HSCP Strategic Plan and the Local Housing Strategy. It supports the delivery of the Strategic Plan vision, outcomes and priorities.

### **Legal & Risk Implications**

There are no legal or risk implications arising from this report.

### **Consultation**

The report and its appendix summarises the consultation and involvement of stakeholders in various areas of work.

### **Equalities Assessment**

An equalities assessment is not required for this report.

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Date: 27 November 2018

**List of Background Papers: The papers that may be referred to within the report or previous papers on the same or related subjects.**

Appendix 1 – Report to the Housing Contribution Statement Steering Group - Housing, Care & Support for Older People

## **APPENDIX 1 - HOUSING, CARE & SUPPORT FOR OLDER PEOPLE**

### **1. Purpose of Report**

- 1.1 The purpose of this report is to give an overview of local options to provide housing, care and support to older people.

### **2. Recommendations**

- 2.1 It is recommended that:

- A sub group is set up to explore the need for Extra Care housing;
- A sub group is set up to explore the use of facilities, social activities and housing support available in older people's housing developments and make recommendation on future use;
- Council Housing with Care 3 is designated as amenity housing;
- Falkirk Health and Social Care Partnership identify representatives to feed into the Strategic Housing Investment Plan to advise on future use of unused warden accommodation;
- A report is prepared on Council accommodation at Salmon Court, Bo'ness.

### **3. Background**

- 3.1 The role of housing in Health and Social Care Integration is progressed through the Housing Contribution Statement Group. This group is chaired by the Head of Housing and includes the Head of Social Work Adult Services, Service Managers from Falkirk Health and Social Care Partnership, and Registered Social Landlords who provide housing for older people.
- 3.2 This report is in line with the sole strategic housing document, the Local Housing Strategy and the Housing Contribution Statement.

### **4. Considerations**

#### **4.1 Supply of Housing, Care & Support**

There is a range of provision locally for older people such as Nursing and Residential Care Homes, Council housing with care 1 and 2 with on-site care staff, RSL sheltered housing and retirement accommodation and Council housing with care 3. However, there is little clarity on definitions and an uneven geographic spread.

Most nursing and residential care homes, Council housing with care 1 and 2, very/ sheltered accommodation are in Central locality. There is currently no Council housing with care 1 or 2 in East locality since onsite carers were withdrawn from Salmon Court, Bo'ness as Social Work Adult Services identified tenants did not require this service.

A range of definitions are used by providers in relation to housing for older people. This can relate to on-site staff providing care and support, receipt of housing support and registration with the Care Commission.

There are a number of Council properties which are let to older people and referred to as housing with care 3. This relates to a Scottish Office project in the 1980 where central heating was financed for older people's accommodation. However, there is no care attached to these properties and no special facilities. Indeed some of these properties are upper flats or properties with stairs to the entrance. The Tenant Scrutiny Panel visits such property and recommended that the Council review this definition. There are 130 current housing with care 3 properties which do not meet the LHS definition and have been visited by technical inspectors who agreed such properties are not suitable.

#### 4.2 Need for Housing, Care and Support

Whilst housing guidance sets out a model to estimate numbers requiring housing, it does not set out how to estimate numbers requiring housing, care and support for older people. It is, therefore, necessary to use a range of data sources, triangulate and also to use proxies.

The range of data sources considers demographic information, dementia prevalence rates, care home occupancy rates, housing waiting lists, along with proxies such as receipt of welfare benefits.

In summary, although there are numerically greater numbers of older people in East Locality, this relates to there being an uneven spread of population by locality. East locality is significantly larger than Central or West.

Care Home occupancy rates are recommended by Scottish Government as a data source to consider when assessing need for Residential and Nursing Care in housing strategic documents. However, there are concerns expressed locally around reporting of information and ownership of this data. Indeed the data considers one week within the year and this varies from year to year.

The Housing Need and Demand Assessment (Falkirk Council 2016) estimated between 300 to 400 older people who want specialist accommodation options such as sheltered or amenity housing. There is no common housing register locally and applicants may be on multiple waiting lists (Council and Housing Associations). Anecdotal information from visits highlighted that stakeholders are not fully aware of what is available locally and certain property types for example bedsits and properties with stairs were less popular.

#### 4.3 Findings from Visits to Housing Association Developments

##### 4.3.1 Physical Facilities

Visits took place in April and May 2018 by officers from Falkirk Council Housing Services, Falkirk Health and Social Care Partnership and Register Social Landlord Managers to RSL developments for older people. These visits considered communal facilities, housing support and social activities. In summary, all developments visited had at least one communal lounge, kitchen,

laundry, guest bedroom (s)/ suite (s) and most had an assisted bathroom. RSLs advised that there was mixed use of such facilities.

It was established that one development (Castings House Falkirk) has a warden's flat which is currently not used and could be made into two additional properties. Although Salmon Court was not visited, it has been established that there is an unused four bedroom flat which was previously a warden's flat then used for on-site care staff. With the withdrawal of on-site care staff this is unused.

RSLs highlighted that they were not averse to exploring with the Falkirk Health and Social Care Partnership use of their facilities.

#### 4.3.2 Formal and Informal Social Activities

Day Care is also provided at two developments. Bield, Thornhill Court, Falkirk provides day care six days a week and Link's Morar Court provides community care. Thornhill Court also provides a meals service seven days a week.

All developments have social activities to some extent with activities including keep-fit, bingo, coffee mornings, evening teas, quiz nights, church services and Christmas dinners. However, some developments have more social events than others.

Hanover has employed a Volunteer Co-ordinator who will work across their developments and has a role to arrange activities, apply for grants etc.

There was a discussion on older people from the local community being involved in social activities and although RSLs were not adverse to this, they would require consulting with current tenants. The Local Housing Strategy includes an action to explore local older people using development facilities or attending social events.

There are examples of community involvement and intergeneration links particularly in the Bo'ness area, for example Hanover's Craigview and Bield's Dean Court. These developments have links to local schools and nursery. Cairn at Adam Grossart Court also had links with a local out of school group and Bield's Robertson Court has links to Age Concern.

Research<sup>1</sup> indicates that low level support services can facilitate independence generally and reduce and/or delay the need for hospital admission. Generally such services complement health and social care services. At the visits, RSL emphasised that they are keen to work with the Falkirk Health and Social Care Partnership.

#### 4.3 Housing Support

Link are the only Housing Association who receive housing support, £39,307.32 is received for sheltered and £5,595.85 for amenity housing developments. The Local Housing Strategy includes an action to review housing support. It has been agreed to do this over 2018/19.

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<sup>1</sup> Please N (2001) The Centre for Housing Policy - The Costs and Benefits of Preventative Support Services for Older People

## **5. Conclusions**

In conclusion, there are a range of specialist accommodation options locally, however definitions used can be misleading. Visits to Housing Association developments identify physical assets and social activities which can complement the work of the Falkirk Health and Social Care Partnership.

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**4 June 2018**

Table 1 Population by locality

	East	West	Central	Total	% of age band
0-15	11,668	9,141	7,469	28,278	18%
16-49	28,893	20,994	19,963	69,850	44%
Over 50	25,404	17,345	16,763	59,512	38%
Over 65	11,986	7,803	8,172	27,961	18%
Over 75	5,188	3,228	3,816	12,232	8%
Total	65,965	47,480	44,195	157,640	100%
% 75+ by locality	8%	7%	9%	8%	
% 75+ by Falkirk total	42%	26%	31%	100%	

Source: Falkirk Health and Social Care Partnership Locality Profiles

Table 2 Accommodation types by Health and Social Care locality

Accommodation Type	East	% of type	West	% of type	Central	% of type	Total
Nursing Care beds	214	28%	229	30%	315	42%	758
Residential beds	90	42%	31	15%	91	43%	212
Housing with Care 1&2 tenants receiving care	0	0%	35	27%	97	73%	132
RSL very/ sheltered properties	97	37%	35	13%	131	50%	263
RSL retired/amenity properties	126	47%	111	41%	32	12%	269
LHS definition -Housing with Care 3 properties	201	37%	220	41%	116	22%	537 <sup>2</sup>
Total	728		661		782		2171

### Overview on need Council housing with care 1 & 2

There are 4 Council housing with care developments providing accommodation and care to 132 tenants from on site care staff. Housing with care staff are on site from 7.30 am to 10 pm switching over to Mobile Emergency Care (MECs) during the night.

There are 22 applicants for Housing with Care 1 and 63 for Housing with Care 2 (Housing with Care list February 2018). Applicants for HwC 1 &2 receive a functional needs assessment from the specialist housing team. This considers need for housing, mobility and social factors such as isolation. Applicants are then assessed by a Social Work Housing with Care manager who uses the Indicator of Relative Need (ioRN) tool which provides a summary of a person's functional needs and/or their degree of dependence/ independence. Properties are then allocated on the basis of the ioRN score. HwC 1 and 2

properties are not advertised on Choice Based Letting and concerns have been voiced that there is a lack of awareness locally of provision.

Council housing with care 1 and 2 properties are not advertised on the Council Choice Based Letting. Housing with Care 3 is allocated to older people with medical priority or whose current home is not suitable. There are 263 people on the Council register aged 60+ who have highest level of medical priority.

There is duplication between housing registers for Council and RSL accommodation and the best estimate is from the Falkirk Housing Need and Demand Assessment on a need for specialist housing for older people from 300 people (Falkirk Housing Need and Demand Assessment 2016).

It is estimated that 2% of households (1, 380) require a medical adaptation (Falkirk Housing Need and Demand Assessment 2016).

It is estimated that there is a need for wheelchair accessible housing for between 300-510 people across tenures (Falkirk Housing Need and Demand Assessment 2016).

### Housing with Care 3

There are currently 667 individual Council properties classed as housing with care 3. However the term housing with care 3 is an historic term and a misnomer. Originally properties were classed as being for older people to link with a Scottish Office heating project in the 1980s.

The tenant scrutiny panel queried in 2018 the suitability of some properties advertised and let as housing with care 3. Concerns related to upper flats and properties with external stairs. The Local Housing Strategy (2017-2022) recommended that housing with care 3 properties are re-designated as amenity where they are bungalows or ground floor flats, close to amenities with less than 3 steps to the entrance. Technical Officers visited these properties in early 2018 and confirmed that 147 properties did not meet this criterion. Housing Services are progressing re -designating housing with care 3 properties as amenity housing where they meet the above definition.