

<p style="text-align: center;">London Borough of Hammersmith & Fulham</p> <p style="text-align: center;">ECONOMIC REGENERATION HOUSING AND THE ARTS POLICY & ACCOUNTABILITY COMMITTEE</p> <p style="text-align: center;">6 SEPTEMBER 2016</p>	
<p>SHELTERED HOUSING SERVICE</p>	
<p>Report of the Director of Housing Services, Nilavra Mukerji</p>	
<p>Open Report</p>	
<p>Classification - For Policy & Advisory Review & Comment</p>	
<p>Key Decision: No</p>	
<p>Wards Affected: All</p>	
<p>Accountable Director: Nilavra Mukerji, Director of Housing Services</p>	
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1. EXECUTIVE SUMMARY

- 1.1. This report provides information on the sheltered housing service, recent achievements and future challenges and gives PAC the opportunity to comment.

2. RECOMMENDATIONS

- 2.1. The committee is invited to review and comment on the report. We would specifically like the committee to note the improvements to the sheltered housing service over the last 12 months, including closer working between housing and Adult Social Care (ASC), the findings from the welfare needs assessments and future improvements planned. We would also like the committee to contribute ideas to the development of community hubs.

3. INTRODUCTION AND BACKGROUND

Introduction

- 3.1. Sheltered Housing in H&F has changed significantly over the last year. A comprehensive improvement plan has been implemented with positive outcomes for the service which include a review of the staffing structure and permanent staff recruited to all key posts.
- 3.2. However, there are challenges in relation to meeting future needs and ensuring the service is affordable, primarily around bringing efficiencies by working with ASC and Health to provide care and support services that meet needs.

Current provision – stock

- 3.3. The Council has 971 sheltered units in 22 schemes, there are 950 1-bed flats and 21 bedsits. Schemes are concentrated in the centre and south of the borough (see Appendix 1).
- 3.4. The stock does not lend itself well to the needs of older and disabled people when assessed against the accessible housing register (AHR). Below are definitions and a breakdown.

	Definition of properties
A	Fully wheelchair accessible
B	Wheelchair accessible to essential rooms
C	Classified as Lifetime Homes
D	Easy access (ie minimum of one lift if property is not ground floor)
E	Level access but with narrow doors and corridors
E+	Up to four steps to front door or within property
F	e.g. no lift and no ground floor access, narrow staircase
G	Only suitable for general needs e.g. multiple steps to or within property

Council Sheltered Properties by Sheltered Schemes and AHR Category										
Sheltered Scheme	AHR Cat	B	C	D	E	E+	F	G	Updated	Total
50 Vereker Road			10		16					26
Askham Court					15		41			56
Barclay Road			8	1	11		12	1		33
Cedar Lodge			5		25			1		31
Edward Woods Estate					17	2		7		26
Malvern Court and Landor Walk			1		46		9	6		62
Munden Street			12	4			13	1		30
Peterborough Road and Philpot Square			7			15	6			28
Plantree Court					31			5		36
Rosewood Square		1			11		14	2		28
Stanford Court					1	8		15		24
Swanbank Court			3		24			8		35
Underwood House					5		21	7		33
Waterhouse Close			10		4		14	13	1	42
Wentworth Court			3		13	2	20	2		40
		1	59	5	219	27	150	68	1	530
Banim Street					15		19	1		35
Manor Court			12		5	24	17			58
Meadowbank Close			12		14	7	22	5		60
Michael Stewart House			12		49			43		104
Riverside Gardens					6	11	19	9		45
Rowberry Close							5	26		31
Seagrave Road			11		5	1	31	1		49
Stanford Court			12		2		16			30
Viking Court			7		14			8		29
			66		110	43	129	93		441
		1	125	5	329	70	279	161	1	971

3.5. However, most properties do have wet rooms, these were converted as part of the Decent Homes programme. Those that do not have wet rooms are because either the design of the bathroom is unsuitable for conversion or the tenant does not want the disruption of having the work done.

Management

3.6. Tenants receive an enhanced housing management service with a dedicated officer at each scheme for an average of 15 hours a week during office hours. They also receive a 24/7 emergency and warden replacement service, provided in-house by Careline.

Support

3.7 ASC commissions Notting Hill Housing Trust (NHHT) to provide housing support to older residents in sheltered housing and the wider community. Notting Hill provides a range of practical support for individuals including helping a person to manage their home, such as understanding utility bills; filling in forms; getting repairs sorted out; accessing other services; making and keeping their home safe.

3.8 In addition to targeted one to one support, NHHT currently provides a weekly surgery in eight of our sheltered housing schemes (see Appendix 1 for locations), these surgeries are also held in housing association schemes and open to any sheltered tenant in the borough. They provide general assistance with correspondence, welfare benefits and referrals to other services etc. Home visits can be arranged if a tenant requires support and is

not able to attend a surgery due to ill-health or mobility issues. It should be noted that attendance at these surgeries has fallen recently.

Allocations

- 3.9. Sheltered housing is popular and there are 100 people on the waiting list and a waiting period of around 13 months for an offer to be made.
- 3.10. The only criteria to apply for sheltered housing is that you live in the borough, have a housing need and are over 60 years old. Currently owner occupiers cannot apply.

Sheltered Housing Budget

3.11. Income & expenditure statement

3.12. The 2016/17 sheltered housing budget is set out below:

	31st March 2017
	£000s
Income	
Dwelling rents	4,791
Sheltered charge	1,132
Tenants' service charge	287
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	6,210
Expenditure	
Cost of basic housing service	(725)
Additional cost of sheltered housing service	(1,432)
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Sheltered housing team costs	(2,155)
Safer neighbourhood team	(46)
estate services	(715)
Repairs and maintenance	(1,464)
Interest payable	(771)
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	(5,151)
Net contribution to planned repairs	1,059
Planned repairs	(4,880)
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Net surplus / (cost) of sheltered housing service¹	(3,821)

¹ Deducting the contribution from the temporary earmarked reserve which is being used to fund additional housing management support brings this down to £3.4m. This reserve will be used up by 30th September 2017.

3.12 The rent charged to new sheltered housing tenants is calculated as:

Target rent for the flat under the old rent restructuring guidance +
sheltered charge

The sheltered charge covers the cost of the more intensive housing management support received by the tenants. The cost of the additional support compared to the income received per week per flat is set out below:

Sheltered charge element of the rent	£
Weekly cost per home of additional sheltered housing service	28.26
Current weekly sheltered housing charge per home (Income)	<u>22.29</u>
<u>Cost per flat per week after income from tenants, currently funded by an earmarked reserve until 30th September 2017</u>	5.97

KEY CHALLENGES AND ACHIEVEMENTS

4. ACHIEVEMENTS

Satisfaction

4.1. As part of the stock transfer surveys, sheltered tenants were asked if they were happy with their scheme and 97.4% of those interviewed said they were happy.

Benchmarking

4.2. A benchmarking exercise was carried out across 6 inner and outer London boroughs, 4 of which have a similar number of sheltered units as H&F and 2 have fewer numbers of units. Initial unqualified figures indicate:

- our void rate is the lowest
- our sheltered properties have the fewest bedsits
- our supply of sheltered units generally reflects demand
- the average time on the waiting list for our sheltered schemes is the lowest.

4.3. Further work will be carried out to compare rent and service charges when this data is provided by the other London boroughs.

Needs Assessment

4.4. A needs assessment was carried out between October 2015 and May 2016 for all tenants choosing to participate. Most of the data has been uploaded

onto our computer system, to allow us to analyse and report on it. This data will be key in identifying needs and planning services for the future.

- 4.5. So far, based on 951 households, we have made contact with 949 householders (99.7%), (some households have more than 1 person over 60) completed 835 needs assessments (87.8%). 114 householders (12%) have declined to take part. There are a handful of assessments to do but we have been unable to meet the tenants because they are either in a nursing home; hospital, or on long term holiday. Any discrepancy in numbers are due to the fact that on average 2-3% of properties are empty awaiting letting at any one time and some households have more than 1 person over 60.
- 4.6. Attached to this report in Appendix 2 are some initial findings. This information will help shape the service in the future. Already we know from the completed assessments:
- Work: 38 tenants are working but many of those that refused to have a survey done cited the fact that they worked full time and didn't need one.
 - Support: 129 receive support from ASC, which includes dial a ride; day centre; homecare; and the occupational therapy service. 411 receive support from friends and family and 260 tenants require no support
 - Social interaction: 171 tenants are lonely or feel isolated and 87 of these want to access a befriending service, a further 43 already use the service, 188 tenants are happy with activities in their scheme but 205 tenants are not, a further 308 had no opinion. 185 tenants said they were not able to participate in activities in their scheme.
 - Buying & eating habits: 754 tenants (of which 166 need support) shop for themselves and 663 tenants (of which 30 need support) cook for themselves.
 - Financial: 606 tenants do not have a will, 667 tenants do not have contents insurance and 125 tenants said they cannot afford basic necessities, these tenants are concentrated in Seagrave/Viking Court and Michael Stewart House. These figures need to be validated, as a cursory look at a number of these tenants' benefits do not indicate they are receiving less than other tenants.
 - Health: 764 tenants answered yes to having health problems or age related frailty issues. The main issues are arthritis and general mobility problems. Schemes with the highest proportion of problems are Manor Court, Michael Stewart House, Seagrave/Viking and Barclay Road. These are all are larger schemes bar Barclay Road.
 - Refusals: The majority of tenants that refused to have a survey considered that they had no support needs and considered it would be pointless, some were working full time and others had support from family and did not wish to participate.
- 4.8. Looking at some of the figures in more detail we found that:
- 4.8.1. Of the 171 tenants that said they were lonely or felt isolated, the majority were in Edward Woods, Michael Stewart and Riverside Gardens schemes,

the number of men and women was very similar except Edward Woods where twice as many were men.

- 4.9. Tenants receiving home and day care from ASC were concentrated in Malvern & Landor, Michael Stewart and Seagrave/Viking schemes. Because the data from the needs assessments is self-reported, we compared it to recent client figures (June 2016) received from ASC and found:
- ASC report more tenants receiving homecare support 106 compared to our self-reported figures of 44. For our tenants, 23 say they receive day care against ASC figures of 17.
 - Their clients are concentrated in the following schemes Michael Stewart 14 (our largest scheme), Malvern & Landor 11, Vereker 10, (including Cheeseman Terrace and Orchard Square), with Banim, Edward Woods and Manor Court all with a similar figure of 9 ASC clients in each.
- 4.10. We will be producing a delivery plan to address the needs identified from the assessments, which will be presented to the Sheltered Housing Forum (SHF).

Joint Working with ASC

- 4.11. A number of joint working initiatives with ASC developed through the Older Persons Housing Project Board (OPHPB) have produced some tangible benefits for older people.
- 4.12. We know that many older people feel isolated and lonely and as a consequence, by aligning budgets with the needs and priorities of our older residents, ASC commissioned Bishop Creighton House (BCH) to deliver a pilot service - H&F Connect to tackle the problem.
- 4.13. Working mainly in sheltered housing schemes, events are put on to give older people opportunities to try new activities as a group, for example there have been nutrition classes using health trainers as well as enabling crafts and games. Since the project has started 188 individual older people have attended these events.
- 4.14. BCH is providing a new befriending service offering face to face and telephone befriending for isolated older residents; around 43 sheltered tenants are benefitting from this service and a further 49 have indicated they would like this service. The pilot has proved successful and ASC are taking a report to their contracts board on 8th August 2016 to extend the scheme.
- 4.15. Support surgeries are being remodelled as a direct result of feedback from older people, to make them more accessible and more widely used.
- 4.16. As part of the Older Peoples' Strategy a new pathway offer is being developed to allow older people to consider sheltered housing before they

become vulnerable and require costly services from ASC or the health service.

- 4.17. We will be working with ASC and consult the SHF, to pilot new models of support.
- 4.18. From a joint workshop on tenants with complex needs, a panel has just been set up across a number of services including housing management, housing options, ASC, children's services, the income team and mental health services. They consider specific complex cases in both general needs and sheltered housing to ensure that appropriate decisions are made to support the tenants to remain in their homes.
- 4.19. ASC and housing have made a number of joint presentations to the SHF on changes to support being considered and this consultation will continue for any new initiatives.

Current Improvement Plan

- 4.20. Achievements from the current improvement plan, have been very positive:
 - The handyperson scheme has been reviewed and the service re-launched, efforts are now concentrated on identifying how to use the budget more effectively and developing an internal minor decorations programme in consultation with the SHF. The success of the scheme means we are looking at extending to other older and/or disabled council tenants.
 - Following consultation the guest room policy was reviewed and training carried out for staff and tenants alike. The Sheltered Forum will consider the outcomes after the first year of implementation.
 - Policy and procedures were reviewed, updated and related training rolled out to staff.
 - Improvements have been made to team meetings to share learning and a comprehensive training programme put in place.
 - The rotas were changed as a pilot with staff working at a single scheme for a whole day rather than two half days. Following consultation, tenants chose to retain the current arrangements.
 - Senior managers now have a greater presence on site to provide leadership and get better understanding of local issues.
 - Improvements have been made to the estate inspection process.

- The type and level of social activities provided at schemes has been changed and feedback from tenants is positive.
- A new communication strategy has been implemented with better information for tenants, new notice boards and improved access to staff.
- Improvements to the IT at schemes means some staff have tablets for mobile working and we plan to roll this out to all staff. Staff can also now scan documents at all schemes.
- There have been improvements in the management of keys, fobs and filing systems with scanning and archiving of old files.
- Consultation arrangements are more robust with annual election of members for the Sheltered Forum and greater levels of consultation.

5. CHALLENGES

- 5.1. There are a number of challenges identified from a benchmarking exercise and from tenants' feedback that include:
- a lack of digital inclusion or access to IT for tenants, although we are working to pilot a scheme to introduce broadband in the communal areas;
 - our accommodation is not suitable for elderly residents whose physical needs may change in the future;
 - the fact that council sheltered housing is not accessible to all tenures, for example we know there are some low income elderly council leaseholders who need sheltered housing so we are developing a pilot to target this group and free up some general needs accommodation.

Financial

- 5.2 Careline provides a 24/7 emergency service to our sheltered tenants. The charging policy for this service is being reviewed by ASC and preliminary discussions have taken place with our colleagues in ASC. We will be working closely with them to develop the new approach, which will be presented to Members in January 2017. Any changes that impact on service charges will be taken to Cabinet later in 2017 for introduction in 2018/2019.
- 5.3. ASC budgets are under pressure especially in relation to housing support for our tenants, this will pose a challenge in meeting future support needs.

Physical assets

- 5.4. While our schemes are fit for current purposes, an audit carried out in 2012 identified that our sheltered accommodation does not lend itself to the needs of older tenants with mobility issues or disabled people as many properties have steps up to the front door or within them.

- 5.5. For an increasing older population who are likely to have mobility issues, most of our schemes are unsuitable for redesign to provide wheelchair access or for extra care.
- 5.6. The current emergency telecare and entryphone systems are becoming increasingly expensive to maintain and need replacing, digital telecare options are currently being considered in discussion with ASC.

Future improvements

- 5.9 In addition to addressing the needs identified from the needs assessments we want to be aspirational and efficient in meeting the changing needs of our older population. This will mean:
 - Developing hubs in the community for learning and social events with digital inclusion at the forefront.
 - Replacing the outdated emergency pull cord system with digital telecare option.
 - At a strategic level, working with local providers to ensure better quality and fit for purpose sheltered homes are built to meet future needs.

5. CONSULTATION

- 5.1. No consultation has been carried out as part of this PAC report but consultation has been carried out for the Older Persons' Strategy.

6. EQUALITY IMPLICATIONS

- 6.1. There are no equalities issues in this report.

7. LEGAL IMPLICATIONS

- 7.1. There are no legal implications in this report.
- 7.2. Implications verified by Janette Mullins, Principal Solicitor Housing Litigation
Tel: 020 8753 2744

8. FINANCIAL IMPLICATIONS

- 8.1. Details of the current budget are set out in section 3.9 and 3.10 and there are no further financial implications in this report.
- 8.2. Verified by Kathleen Corbett, Executive Director of Housing and Regeneration
020 8753 3031.

9. IMPLICATIONS FOR BUSINESS

9.1. There is no impact on businesses in the Borough.

10. LIST OF APPENDICES:

Appendix 1 - Map showing location of sheltered schemes

Appendix 2 - Initial outcomes from needs assessment 2016