

TITLE OF REPORT: Sheltered and Extra Care Housing - Helping
people to stay at home safely

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SUMMARY

Care, Health & Wellbeing Overview and Scrutiny Committee have agreed that the focus of its review in 2018-19 will be "helping people to stay at home safely".

At the Overview and Scrutiny Committee on the 18th June 2018, Committee agreed that the review will consider how health, social care and voluntary services support people's confidence and independence to live safely in their own home. The review will centre on the 6 core themes of

- Assistive technology and digital information;
- Enablement services;
- Housing options to support independent living;
- Commissioning for enablement outcomes;
- Emergency and community services;
- Personalisation and choice.

The Committee will consider the range and extent of current activity in these areas, with a view to agreeing a set of recommendations.

This report will focus upon two areas:

1. Sheltered Housing
 2. Extra Care Housing
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1. SHELTERED HOUSING

Older Persons Accommodation in Gateshead

1.1 People's aspirations and needs can vary enormously over time, which can affect their sense of safety and wellbeing in their living environment. How, and where people choose to live depends on personal preference, support networks, age, income, health, and care requirements.

1.2 The Strategic Housing Market Assessment for Newcastle and Gateshead (SHMA) identifies 2,619 specialist older person housing units (SHMA, para 6.90). The Gateshead Housing Company total council-owned older persons housing stock is 3,623.

Sheltered Housing in Gateshead

1.3 There are 2,050 bungalows appointed for older persons in Gateshead, distributed amongst the general housing stock, and managed by the local housing office teams.

1.4 Additionally, 1,573 properties are managed by the TGHC Older Persons Team. These include 315 flats, 219 sheltered flats and 1,039 bungalows that are grouped in recognised Sheltered schemes.

1.5 Sheltered schemes offer customers an independent living environment with small, easy managed self-contained services. Access to support and advice with health and housing care needs is available on site.

1.6 Customers tell us that sheltered housing schemes can feel more secure than living alone. It can be reassuring to know that other people are around to talk to. Officers from TGHCs sheltered housing team can be contacted during the day, and there are also lots of opportunities to socialise with other people of a similar age. Our schemes have a community feel, with shared spaces and residents are encouraged to join in organised activities.

1.7 Work is ongoing with Gateshead Council to protect this offer of choice and independence for older people. In 2017 the Neighbourhood Services team was refocused into four neighbourhood housing teams, but a specialist Older Persons housing team was retained to deliver a borough wide tenancy and estate management service. Following the Sheltered Scheme Officer Service transferring to TGHC in April 2016, work has been undertaken to restructure the service, delivering more efficient ways of working and giving a more customer focused service. We have introduced four Older Persons Housing Officer's (OPHO) who deal with tenancy and estate management issues. Through keeping patch sizes to approx. 400 properties, they can offer more intensive support to customers who invariably have higher support needs. In addition, each OPHO provides line management and supervision to the onsite Sheltered Scheme Officers and Mobile Scheme Officers. The increased level of supervision provided to the frontline team has been positively welcomed by the frontline officers, who feel empowered to focus on their delivering services to customers in a supportive environment, with ideas being encouraged.

Support Planning

1.8 More people in Gateshead aged over 65 are living with selected conditions and or care and support needs. The Sheltered Scheme Officer ensures that customers living in sheltered housing feel safe and secure in their homes. They are responsible for monitoring and managing the support planning process. The Support Plan sets out how the support and care needs of customers living in sheltered housing will be met and determine if they are eligible for a care package or extra support. They help sustain a good quality living experience, maximised independence, and assured security. Throughout 2018/19, Scheme Officers carried out 1058 Support Plan reviews— an average of 27.1 per scheme. During the year, a total of 10,694 calls were made to customers. This is an average of 2738.3 calls annually per scheme.

Risk management and compliance

1.9 The sheltered team gives priority to needs and risk assessment, delivered in a way that suits the needs of the individuals living in the scheme. Monthly visual inspections are done to identify issues such as repairs, cleanliness, and tripping hazards. Officers also provide customers with support on personal safety around their home and ensure that buildings are secure. 100% of these inspections went ahead for the year and feedback from customers is extremely positive with residents feeling reassured that the environment is safe and secure.

1.10 To record this activity a database has been developed to capture compliance information. This database allows for the creation of regular performance reports so that the team can ensure that the necessary checks are complete

Fire safety checks

1.11 Residents with care and support needs are a higher risk in terms of fire safety. We continue to work in partnership with Tyne and Wear Fire and Rescue Service to achieve its vision of 'creating the safest community'. Annual home safety visits help reduce the risk of fire in domestic premises in sheltered housing.

1.12 Home safety checks are conducted within every sheltered home annually and consider generic factors such as the potential for them to respond to a fire alarm, an explanation on the fire safety policy for the building, and ability for the person to escape. In some cases, referrals will be made to the fire service and instructions of specific controls are put in place for example safer ash trays, fire retardant bedding and introduction of specific controls to alert to a fire like visual alarms.

1.13 Every sheltered scheme has a fire risk assessment and a building specific fire management plan. Both of which are reviewed annually. This includes a 'stay put' policy for flat occupants and safety plans with the Fire service which identifies those with mental / physical issues.

1.14 Any risks identified through the FRA's will inform investment works or procedural changes to mitigate risks of fire. For this client group with high levels of health needs and mobility issues, fire safety and smoke and heat detection are a vital service we provide to ensure safety of individuals. In addition to audible alarms, we have in place monitoring arrangements through a Service Level Agreement (SLA) with Carecall to ensure any alarm activations are responded to, including out of hours.

1.15 Sheltered teams have continued to carry out Fire Alarm and Emergency Lighting tests in the schemes in conjunction with the Council's Facility Management Team. The team has achieved 98.81% completion for 2017/18.

Falls

1.16 Our service plays a vital role in helping older people to stay healthy, reducing hospital admissions and delayed transfers of care, thereby generating savings to health and social care budgets.

1.17 An ageing population means that a greater number of people are likely to be living with long term conditions and becoming frail in the years ahead. As people develop more long-term conditions, their resilience reduces so that they become increasingly frail which can result in falls as well as social isolation and loneliness.

1.18 Nationally each year, 1 in 3 people over 65 and almost 1 in 2 people over 85 experiences one or more falls, many of which are preventable. A fall at home that leads to a hip fracture costs the state £28,665 on average. Short and long-term outlooks for patients are generally poor following a hip fracture and are a major cause of people moving from their own home to long-term residential or nursing care.

1.19 Home safety visits look at ways to help reduce having a fall, including making simple changes to the home and doing exercises to improve strength and balance. The older persons team work in close partnership with Adult Social Care and local GPs to report concerns about people who are not managing independently at home.

1.20 Many of our communal lounges offer the opportunity for moderate exercise such as gardening, chair-based exercise and arts and crafts. We also work in partnership with community groups and centres such as Age UK, The Gateshead Older People's assembly and Go Gateshead to offer exercise programmes for over 50s.

Tackling social isolation – safe and cohesive communities

1.21 In Gateshead in 2011, there is a total of 12,138 (34.4%) people 65 years of age or older living alone. Older people spend more time on their homes and immediate neighbourhoods than any other age group. Sheltered Housing helps address this by providing a range of social activities and support networks. One example of this includes The Hen Power project, run by North East Charity Equal Arts sees older people keeping hens to reduce depression, loneliness and improve well-being. In 2013, the project at Wood Green attracted press and television coverage from all round the world. Film crews from Japan to Sweden have visited the scheme to speak to the residents about the difference keeping chickens has made to their lives and that of the community in Bill Quay. Just last week ITV were at the scheme filming a documentary.

Intergenerational work – safe and cohesive communities

1.22 The Older Persons Housing team are working in partnership with Gateshead Council to develop intergenerational get-together sessions with local schools. The sessions aim to promote a greater understanding and respect between generations and contribute to a more cohesive community encouraging the use of local services such as the library for borrowing story books.

1.23 McErlane Square recently brought together 10 residents and 16 children from St Alban's School and Nursery at Pelaw. The first session took place on Friday 26 January 2018 with a Gruffalo storytelling theme at St Alban's School. For the second session, children from the nursery came to the sheltered scheme with their musical instruments for a music and movement class.

1.24 One of the sessions will discuss housing and pupils will have the opportunity to learn about the lives of residents living in sheltered accommodation. After these sessions the group will continue to spend time together with activities such as gardening and summer picnics. We intend to further develop links with schools to deliver joint work around technology, arts and crafts, gardening and performing arts.

Quality Neighbourhoods

1.25 Bensham Court is now part of the national Safe Places scheme. The scheme aims to support vulnerable people who find themselves scared or at risk while out and about in the local community. Difficulties could include feeling unwell, having an accident, becoming lost, being bullied or having something stolen. Bensham Court's lounge is now one of the Safe Places for individuals to come to if they need help. Here they will receive support from the Mobile Sheltered Scheme Officer and the residents to keep them safe until contact can be made with family members or support agencies.

1.26 The Gateshead Housing Company are also holding free courses to help customers avoid falling prey to scams, especially in the run up to Christmas. Moving Forward is the housing company's training programme that gives local residents the opportunity to learn new skills, meet new people and help to improve our services. It helps empower customers to develop their skills and knowledge and provides information and advice on wide ranging topics which can help support their day to day lives.

What's next

1.27 This year we will continue our close partnership with the Council and improve opportunities for involvement for older people by improving opportunities for social activities in communal lounges.

1.28 We are working with customers to improve outside communal spaces to make them more welcoming and secure with communal gardens and patio spaces. The overall SCF budget will increase to £150,000 for 2018/19 and the team will be allocated their own dedicated budget to develop further projects.

1.29 We will embed our health and safety checks and improve the system monitoring to make auditing and reporting more efficient.

2. SHELTERED HOUSING

Background

2.1 Extra Care Housing (ECH) for Older People is a self-evident tried and tested model throughout the UK. The principle of ECH is to allow someone to live independently with support on site 24 hour per day

2.2 Each ECH scheme normally has a mixture of 1 and 2-bedroom self-contained apartments with communal areas including; resident lounge(s), on-site restaurant, shops, hair salon, laundry room, buggy storage areas and specialist bathing rooms

2.3 To make an ECH scheme work, the needs of all the tenants has to be balanced to ensure there is a mixture of people with low, medium and high care needs

2.4 Equipment and technology play a vital role with ECH to both reduce the support needs of individuals and to prevent admissions into long term residential care

Extra Care Housing in Gateshead

2.5 ECH has been in Gateshead for nearly 20 years as the Council worked in partnership with Housing and Care 21 to support the development of 4 schemes across the borough

2.6 A further 2 schemes were built around 8 years later; Callendar Court which was a redevelopment and managed by Housing and Care 21, and Angel Court which was a new build owned and managed by the Council via the Housing Company

2.7 Overall there are 6 Extra Care schemes in Gateshead with a total capacity of 240 apartments:

2.8

SCHEME	Area	LANDORD	CARE PROVIDER
Angel Court	Harlow Green	Gateshead Housing Company	Gateshead Council
Callendar Court	Beacon Lough	Housing and Care 21	Gateshead Council
Fountain Court	Bensham	Housing and Care 21	Housing and Care 21
Marigold Court	Old Fold	Housing and Care 21	Housing and Care 21
Priory Court	Wardley	Housing and Care 21	Housing and Care 21
Winton Court	Winlaton	Housing and Care 21	Housing and Care 21

Across the UK the gender

der split for social care services is on average 70% female and 30% male. Within Gateshead the split is slightly off the average with 65% female and 35% male

2.9 The eligible age to access extra care schemes in Gateshead is 55 however there may be exceptions in special circumstances. The average age across all the schemes is 83 with females being slightly older at 84 compared to 81 for males

2.10 Just under a quarter (24%) of people living in ECH in Gateshead is aged 90+

2.11 The average planned hours of care and support per tenant per week is 10.53 which is slightly less than the average of a person receiving home care support at their own home (12.5)

2.12 The overall care and support needs can be categorised into four bands as

follows:

IDENTIFIED NEED	TENANTS	%
No Needs	21	8.97%
Low Need (1 to 7 hours)	85	36.32%
Medium Need (7 to 14 hours)	76	32.48%
High Need (14+ hours)	52	22.22%
Total =	234	100.00%

Resources

2.13 The gross expenditure per annum for the 6 ECH schemes is £2.4m

2.14 The cost to provide care and support within an ECH setting is significantly cheaper than residential care and for a package for someone living in their own home in the community

2.15 As you generally have 40 tenancies within a scheme, you achieve economies of scale along with minimising the requirement of travel time between planned care visits

2.16 Each scheme has emergency support available throughout the day as well as 2 workers overnight to be able to respond as and when required

2.17 The costs of proving the emergency and overnight services are shared equally between each tenancy with each tenant being allocated 4 hours per week for charging purposes

2.18 The hourly rate paid for ECH is £13.00 per hour of care and support. This includes all costs associated with delivering care including travel time, training, supervision, sickness, management costs and office costs

2.19 In comparison, the hourly rate we pay for Home Care is £14.52

2.20 The cost of residential care placement in Gateshead averages £32,000

2.21 The average cost per person in ECH is £9,800 per annum which is £1,150 less than a like for like package for Home Care services

New Delivery Models

2.22 Following a decision for the Council to no longer be the provider to deliver the care and support at both Angel and Callendar Court, a full review was carried out on the existing delivery model. The review included a full consultation programme with all tenants, their families and the staff who work within the ECH schemes

2.23 The review was carried out across all 6 ECH schemes over a 6-month period. The overall feedback was positive however there were areas to improve highlighted such as the lack of activities across some schemes, not enough staff to support people in communal areas and some schemes not having the right balance of tenants

2.24 Following the review recommendations have been agreed with a new model to be

delivered at both Angel and Callendar Court. The model will be based on an outcomes approach which will allow the contracted provider to move away from a time and task model and focus on the delivery of care and support in a more personalised and flexible way to meet the needs of each tenant

2.25 Following a tender exercise, the contract to take over for the Council at Angel and Callendar Court have been awarded to the Human Support Group Ltd (HSG). A transition period is underway with the transfer to take place on Monday 19th November 2018

2.26 The new model will be reviewed following the first 6 months of delivery before being rolled out across the other 4 ECH schemes in Gateshead

Future Supply and Demand

2.27 The demand for ECH in Gateshead have been increasing over the last few years and there is now a need for further schemes to be built over the next 5 years to meet both current and future demand

2.28 A Housing Solution Options Appraisal was completed in April 2018 and this identified the need for an additional 245 units:

AREA OF DEMAND	PEOPLE
Current Waiting List	20
Current Residential Placements	78
Domiciliary Care (High Packages)	49
Future Increase in Demand	99
Total =	245

2.29 A mixture of small specialist provision is required along with larger developments across the borough

2.30 Dementia is a significant challenge for Gateshead so the development of specialist dementia care units along with the investment of technology, will allow people to live independently for longer without the need to move into long term residential care

Potential Developments

2.31 Discussions are underway with several development opportunities in key areas to meet our current and future need

2.32 One of the developments which will have approximately 80 units is potentially having a planning application submitted in the coming weeks. If the planning application is successful it is expected to be built and open within 20 months

2.33 We also aim to get a further 4 sites developed over the following 4 years, ideally with 1 site opening each financial year to manage the required resources needed to manage the opening of each ECH scheme

2.34 An accommodation strategy is being development which will include:

- Demand
- Locations Required (may be as broad as Neighbourhoods or Wards)
- Size of Schemes
- Type of Schemes
- Tenure Mix

2.35 Following the completion of the strategy a plan will be in place to consider the building opportunities across the borough and to get developments lined up for the future 5 years

Recommendations

2.36 Members are asked to receive this report for information and consider:

- (i) whether the support given to people within Sheltered Accommodation and Extra Care Housing in Gateshead is supporting people to maintain living independently
- (ii) supporting the requirement for additional Extra Care Housing to be developed in the next 5 years to meet current and future need
- (iii) and asked to identify any areas they feel require more detail about or feel require further scrutiny

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