

**Report
To the Housing Management Sub Committee
meeting on 12th October 2011
For approval**

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1.0 Subject

Outcome of consultation on draft reviewed Sheltered Housing Policy.

2.0 Summary

The purpose of this report is to analyse responses to the consultation exercise on the above policy and to seek formal approval for the policy document.

The Housing Scotland Act 2001 requires specific consultation to be carried out on policy documents when being reviewed and in particular to highlight any significant changes to those policies.

A letter, questionnaire, copy of the policy document and a table showing the key changes made to the policy were issued to tenant panel members and the members of 4 Registered Tenants Organisations of the Co-operative. Appendix One is a copy of the questionnaire issued to members. Appendix Two is the copy of the table showing the key changes made to the draft policy.

3.0 Link to Business Plan

Consultation with members supports the following objectives in the Co-operatives Business Plan:

2) As a fully mutual Co-operative, to maximise the involvement of members and promote co-operative benefits and principles

4.0 The Results of the Consultation

Due to an administrative error when issuing the questionnaires, both the tenant panel and RTO members received the same questionnaire. So, this is a composite figure:

Consultation packs issued	84
Returned	13
% response	15%

From the feedback received the following key conclusions are drawn:-

- All respondents agreed with the aims and key principles of the policy.
- In terms of understanding, all respondents found the policy clearly set out, easy to read, easy to understand and free from jargon.

Comments on feedback questionnaires:

There was only one that had additional comments on them as follows:

- ✎ That the policy should be reviewed every 5 years. A reasonable suggestion, but given the volatile nature of the funding and contract issues, 3 years would keep the policy in the forefront.

I have written to this member answering their point.

The final draft of the policy

The final draft of the policy for approval is attached at Appendix 3.

5.0 Impact on Financial Viability - Medium

Not being the warden service provider in our own sheltered housing would not insulate us from risk and provide issues for financial liability. So the **likelihood** of these services not paying for themselves is **medium (6/10)**.

The **impact** of not being the warden service provider would be very high for those who receive the service. But there would still be unfunded costs if we were not the provider, so the financial viability risk will not reduce greatly or may even increase to the co-operative overall - **medium (score 6/10)**.

In summary, either continuing to be the wardens service provider or not carries a **MEDIUM** financial risk to the Co-operative (**score 36/100**)

6.0 Risk Assessment

By carrying out consultation on policy documents the Co-operative adheres to its statutory duties and its legal obligations. It also fulfils the strategic and operational aims of its Business Plan to involve members in policy formulation.

7.0 Sustainability

Having a robust decant policy in place will assist the Co-operative to manage situations where decants are required, which by their very nature are either an emergency requirement or as part of a large scale capital contract.

8.0 Staffing Issues

Following approval of the policy document staff training will be required.

9.0 Equal Opportunities

A statement on the above has been included in the policy document.

10.0 Recommendations

It is recommended that the members of the Housing Management Sub Committee agree the following:-

- To approve the contents of this report
- That the draft Decant Policy at Appendix Three is approved
- That the results of the consultation exercise are made available to all members via the Your Voice newsletter and the Co-operative's Website.

Appendix 1

Tenants First Housing Co-operative

Registered Tenant Organisation Member Consultation on the Draft 2011 Sheltered Housing Policy.

Responses due by Thursday 30th June 2011.

Please answer the questions below after reading the Policy.

This is review of an existing policy. Apart from updating agency names, parts 9 upwards remain unchanged.

1. Do you agree with **all** aspects of the aims of the Policy on Page 2?
YES/NO

(if NO, please provide an explanation at no 6 below)

2. We have identified the central elements of the Policy as follows.
Please indicate whether you agree with the inclusion of each element below.

(if you answer NO to any question, please provide an explanation at no 6 below)

POLICY ELEMENT		
3.0 Sheltered Housing	Yes	No
Do you agree with the definitions as set out?		
Do you agree with the Co-operative's definition of sheltered housing?		
8.The Commissioning of Housing Support	Yes	No
Is the process clear?		
Is it clear that the Co-operative is a contractor to the Council?		

3. Do you think there is anything we could add to this list? **YES/NO**

If YES, please state what these are.

.....
.....

4. Do you agree that the Policy should be reviewed every 3 years
YES/NO

If NO, please state why

.....
.....

5. What do you think of the way we have written the Policy?

	Yes	No
Is it clearly set out?		
Did you find it easy to read?		
Did you find it easy to understand?		
Is it free from "jargon" or technical terms?		

If NO, please state why

.....
.....

6. Do you wish to make any other comments about the Policy?

.....
.....
.....
.....
.....
.....

Name:.....

Address:.....

Thank you for taking the time to participate in the Draft 2011 Sheltered Housing Policy consultation and complete and return this questionnaire.

If you prefer to respond verbally to this questionnaire please telephone Graeme Watson, Housing Support Manager on 01224 628 400.

Appendix 2

Changes to the Draft Policy following consultation.

None.

Appendix 3
Tenants First Housing Co-operative Limited
Sheltered Housing Policy

DRAFT

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Date Approved: draft June 2011

Review Date

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1. Policy Aims

- 1.1 The aim of this policy is to provide structure for the provision of warden services in the Co-operative's sheltered housing stock to meet

the needs and expectation of members and satisfy the requirements of regulators and commissioners.

- 1.2 This policy updates the 2009 Sheltered Housing Policy.

2. Policy Objectives

- 2.1 The objective of the Sheltered Housing Policy is to ensure that the Co-operative adheres to all statutory, regulatory and contractual requirements in the provision of warden services. And complies with best practice and with the wishes of Members.
- 2.2 Reference is made to the Co-operative's Business Plan. In particular to strategic objective iv,

"To manage and develop the business in an innovative way providing high standards and maintaining financial viability."

3. Sheltered Housing

- 3.1 Sheltered housing represents a fusion of the traditional health, social work and housing professions.
- 3.2 The Elderly Accommodation Council (EAC) defines sheltered housing as *"a group of flats or bungalows where all residents are older people (usually over 55). With a few exceptions, all developments (or 'schemes') provide independent, self-contained homes with their own front doors. There are usually some common facilities that all residents can use - such as a residents' lounge, a guest suite, a garden and often a laundry.*
- Many schemes also have their own 'manager' or 'warden', either living on-site or nearby, whose job is to manage the scheme and help arrange any services residents need. Properties are usually also linked to a careline service (also called emergency alarm or community alarm service) so that residents can call help if needed."*
- 3.3 The Scottish Government technically defines sheltered housing as properties where design is based on the standards for general needs housing with the addition of the following features:
- 🏠 The housing should be provided at ground or first floor level, or in blocks over 2 storey served by at least one lift;
 - 🏠 Space standards should be the same as for one or two person general needs houses;
 - 🏠 Handrails should be provided on both sides of all common access stairs, and on at least one side of all common access areas and passages;
 - 🏠 Bathroom doors should be either sliding or capable of opening outwards, and fitted with locks operable from the outside;
 - 🏠 Bathroom floors should have a non-slip finish;
 - 🏠 Handrails should be fitted beside the WC and bath/shower;
 - 🏠 A space heating system must be provided which is capable of maintaining a temperature of 21C when the outside temperature is -1C

in the following parts of the house: living area, sleeping area, kitchen, bathroom, hallway;

- 🏠 Light switches arranged to line horizontally with door handles;
- 🏠 Socket outlets fixed at a height of at least 500mm above the floor;
- 🏠 A warden service should be provided in an emergency.

3.4 However, since in the introduction of age discrimination legislation and the practice of housing younger clients with needs that can be best met via sheltered housing, all reference to age must now be removed.

3.5 Therefore, the Co-operative defines sheltered housing as "*housing for persons who require the support of an on-site warden service to remain independent*".

4. Support

4.1 There are various types of support that a person may require to remain independent.

4.2 These include:

Medical Care – via a GP or more specialised health care professionals for both physical and mental health management and well being.

Social Work Support – via appointed Social Workers, Care Managers, etc.

Social Care – through Support Workers assisting with various aspects.

Home Care – assistance with domestic services.

Personal Care – usually medicating and providing intimate personal care.

Day Care – the provision of centralised social activities.

Social Support – carers, volunteers and friends who provide access to social activities and networking

Family Support – often providing other forms of support in lieu of professional involvement.

Housing Support – services including warden call systems, warden support and organising social activities.

4.3 Members in sheltered housing will receive housing support from the Co-operative and may also receive any permutation of other support services.

5. Housing Support

5.1 This policy, and the service managed via this policy, satisfies the requirements of the Co-operative's Housing Support Policy.

5.2 In such terms, this policy is secondary to the Housing Support Policy.

6. The Regulation & Inspection of Housing Support Services

6.1 The regulation and inspection of housing support services is carried out by the Social Care and Social Work Improvement Scotland (SCSWIS) by enforcement of the National Care Standards for Housing Support Services.

6.2 As a Registered Social Landlord (RSL), the Co-operative's inspections are due to be carried out on average once every three years. Due to

the previous grading award in 2008, the Co-operative has a low engagement requirement with the SCSWIS.

- 6.3 The Co-operative will provide the warden service in keeping with the National Care Standards for Housing Support Services.
- 6.4 The Co-operative will publish SCSWIS' reports and provide information on how to access these reports to members and potential members.

7. The Regulation & Inspection of Housing Support Staff

- 7.1 The regulation and inspection of housing support staff is carried out by the Scottish Social Services Council (SSSC).
- 7.2 Employers, including the Co-operative, must abide by their Code of Conduct for Social Service Employers.
- 7.3 Staff must abide by the terms of the Code of Conduct for Social Service Workers.
- 7.4 Staff must also register with the SSSC as required.
- 7.5 The Co-operative has a programme in place to support and fund all staff to achieve the required qualifications.
- 7.6 The Co-operative will co-operate with regulation and investigations by the SSSC.

8. The Commissioning and Funding of Housing Support

- 8.1 Housing Support funding is provided by the Scottish Government via the annual block grant to local authorities.
- 8.2 The Co-operative recognises that Local Authorities, as the commissioners of housing support services, have the right to decide the criteria used to commission and assess housing support services in their area.
- 8.3 The Co-operative will work to influence the local authorities to ensure that the views of members are taken into account in awarding their services in relation to sheltered housing.
- 8.4 Importantly, the Co-operative recognises that it is only the contractor for its own housing support services. The Co-operative is not the owner of these services.
- 8.5 The Co-operative recognises the risks involved in being a contractor. Local Authorities can change their contracting criteria. This could result in the Co-operative losing a contract through no fault of its own.
- 8.6 The Co-operative has assessed the risks involved and has worked to minimise the risks via controls in a Risk Assessment Plan.
- 8.7 Local Authorities contracts will require providers to comply with contractual obligations perhaps in addition to the regulation and inspection regime of the SCSWIS and SSSC.
- 8.8 Local Authorities pay providers the cost of the service. The local authority then approves all service users and recharges then for their share of the service costs, unless the service user is entitled to an exemption from all or part of the charge.
- 8.9 The Co-operative will actively participate in the contracting process to ensure that:

- 🏠 Contracts provide the level of funded support required by Members.
- 🏠 The terms of the contract are fairly negotiated and are not overly burdensome on Co-operative resources.

9. Warden Services

- 1.1 At present, the Co-operative provides warden services to @ 280 individual Members in 223 sheltered properties.
- 1.2 The Co-operative owns and provides warden services at six sheltered housing developments:

Development	Units	Local Authority
Aboyne Terrace	31	Aberdeen City
Bressay Brae	94	Aberdeen City
Burnside Court	30	Aberdeenshire Council
Caledonia Court	20	Aberdeenshire Council
Park Street	26	Aberdeen City
Roanheads	22	Aberdeenshire Council
Total	223	

- 1.3 Warden Services are provided every day of the year including weekends and public holidays as follows:

Development	Hours
Aboyne Terrace	9am to 1pm
Bressay Brae	8am to 12 noon & 1pm to 4pm
Burnside Court	9am to 1pm (2pm Monday & Friday)
Caledonia Court	9am to 1pm (2pm Monday & Friday)
Park Street	9am to 1pm
Roanheads	9am to 1pm (2pm Monday & Friday)

- 1.4 The Co-operative will work with partners and commissioners to develop existing and new services.
- 1.5 Sheltered Housing Wardens are primarily employed to;
 - 🏠 Monitor and record daily contact with residents;
 - 🏠 Carry out an assessment of the support needs of residents;
 - 🏠 Agree and review Housing Support Plans with residents;
 - 🏠 Promote independence, dignity, choice, security, equal opportunities, privacy, confidentiality, rights and well being of residents.
 - 🏠 Respond to alarm calls;
 - 🏠 Liaise with internal and external contacts to deliver additional support to residents;
 - 🏠 Encourage and facilitate social activities;
 - 🏠 Promote the Co-operative's ethos; and
 - 🏠 Carry out cleaning duties within the common room building.

- 1.6 The Co-operative will employ sufficient wardens to provide the service noted above.
- 1.7 The Housing Support Manager is employed to manage the service.
- 1.8 Warden staff work a fortnightly rota that provides adequate staffing resources to meet the service hours after training, absences and illnesses are taken into consideration.
- 1.9 Additional service hours are available for staff to carry out housing support plans, reviews and out of hours call outs if necessary.
- 1.10 The Co-operative recognises that sheltered housing wardens are lone workers in isolated locations. So, additional precautions and procedures are required to ensure the health and safety of wardens.
- 1.11 Housing Support staff will receive training to meet the requirements of the SSSC and any additional mandatory training required via local authority contracts.

10. Equal Opportunities

- 10.1 The Co-operative will ensure that in implementing this Policy it will not unfairly discriminate against any individual, household or group on the grounds of gender, gender identity or marital status, on race grounds, or on the grounds of disability, age, sexual orientation, language or social origin, other personal attributes, including beliefs or opinions such as religious beliefs or political opinions.

11. Monitoring and Reporting

11.1 Measuring the Effectiveness of Living in Sheltered Housing.

- 11.1.1 Evidence of the effectiveness of living in sheltered housing can be difficult to measure. For example, some residents like the reassurance offered by the warden service, whilst others identify the social aspects.
- 11.1.2 Abundant anecdotal evidence is available, but quantifying this into measureable outcomes is more problematic.
- 11.1.3 So, the Co-operative's housing support plan will include a scored needs assessment that will look to measure the differences in unmet need for sheltered housing residents before they move into sheltered housing and again at each subsequent review of their plan.
- 11.1.4 This is known as a distance travelled model.
- 11.1.5 The needs assessment includes scored questions, on a scale of 1-5, on housing, physical and mental health and personal issues.
- 11.1.6 Cumulatively, these scores will quantify the individual's current view of their support needs.

For example, before someone moves into sheltered housing the needs assessment should display a measurable amount of unmet need. So, if

that person moves into sheltered housing all, or at least the majority, of those need should be met. That should lead to a reduction in their overall score. So, the benefit of that person living in sheltered housing can be measured by the reduction in the overall score.

Then, as someone perhaps has an increase in need the effectiveness of living in sheltered housing can also be measured by the rise and then subsequent reduction in score as additional services are brought into that person.

Finally, an ever increasing score will indicate that someone perhaps needs more services than can be delivered in sheltered housing. Signalling that perhaps a move on from sheltered housing to a more structured care environment should be considered.

11.1.7 The Co-operative recognises that a needs assessment scoring is not just a number, but represents the needs of an individual member.

11.2 Key Performance Indicators.

11.2.1 The Co-operative will develop key performance indicators (KPIs) to monitor and report on the performance of the warden service.

11.2.2 KPIs will be developed in consultation with Members in sheltered housing to ensure that Members views as paramount.

11.3 Committee Reporting.

11.3.1 A report on the performance against Key Performance Indicators will be presented to the Housing Management Sub Committee on an annual basis.

11.3.2 The outcome of and SCSWIS inspections and Local Authority contract reports will also be reported to the Housing Management Sub Committee.

11.4 External Monitoring of Service.

11.4.1 The sheltered housing service is monitored externally by both SCSWIS, and the funding Local Authority who carry out an annual review.

12. Review

12.1 This policy will be reviewed every 3 years or sooner if required by a change in legislation or best practice.

13. Legal Framework

The Housing (Scotland) Act 2001

The Regulation of Care (Scotland) Act 2001

Scottish Secure Tenancy Agreement

Data Protection Act 1998

Race Relations Act 1976

Sex Discrimination Act 1975

Disability Discrimination Act 1965
Human Rights Act 1998

14. Reference

Scottish Secure Tenancy Agreement for Members in Sheltered Housing.
National Care Standards for Housing Support Services
Code of Conduct for Housing Support Employees and Employers
Raising Standards in Housing – Chapter 10

15. Related Policies.

Allocation Policy
Housing Support Policy
Tenant Participation Strategy.
Disclosure Policy

16. Related Procedures.

The Co-operative has an online warden service handbook containing all
related procedures