

Report of Director of Environment and Housing

Report to Housing Advisory Board

Date: 28 February 2017

Subject: Review of Support Models for Older Housing Leeds Tenants

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for Call-In?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Summary of main issues

1. Leeds City Council manages approximately 4000 Category 2 Sheltered Housing properties which are purpose built homes for older people with additional support provided by a Sheltered Support Officer. There are also a further 235 Category 1 sheltered properties and 9883 people over 65 years of age living within general need properties, with 4,700 being over the age of 75.
2. There is clear evidence of an ageing population both citywide and nationally. It is projected that the number of Leeds residents age 75 and over will increase by 57% between 2011 and 2031.
3. The current Housing Leeds sheltered support model is a standard model across all 4,000 sheltered properties with no flexibility to support older tenants in the wider community outside of sheltered housing schemes. There is a need for Housing Leeds to develop a longer term strategy that ensures best use of existing housing stock to meet the needs of older people.
4. This report outlines Housing Leeds plans to develop its strategic approach for supporting its older residents to maintain independence and to ensure best use of housing stock. This includes proposals to implement three varied support models that offer older people living within Housing Leeds homes greater choice and flexibility.
5. The marketing of these support models is crucial to changing perceptions and attitudes towards sheltered housing. In implementing the new support models we will strengthen the marketing of different retirement living options and promote these as a more attractive housing option to older general needs tenants.

Recommendations

It is recommended that the Housing Advisory Board supports:

- The development of the three support models and proposals to roll out pilots.
- The rebranding of 'Sheltered Housing' as 'Retirement Living' and proposed marketing campaign linked to older persons housing.
- A further update to HAB on progress in autumn 2017.

1 Purpose of this report

- 1.1 To outline how Housing Leeds plans to enhance the way that it supports its older residents to remain independent, in support of the "Councils Breakthrough Project" - To Make Leeds the Best City to Grow Old In.
- 1.2 To outline proposals of three support models that offer older tenants living in Housing Leeds properties greater choice and flexibility, to ensure that we meet the changing needs of an ageing population and ensure the best use of housing stock.
- 1.3 To outline plans to modernise the marketing of housing options of older people by promoting a "Retirement Living" concept and changing perceptions and attitudes of retirement living of older people, families, carers and professionals.

2 Background information

- 2.1 Housing Leeds manages 4,000 Category 2 Sheltered Housing properties which are purpose built homes for older people with support provided by a Sheltered Support Officer.
- 2.2 Housing Leeds has a further 235 properties that are defined as Category 1 Sheltered Housing, where support can be available via the Telecare Service. Category 1 and 2 sheltered homes are let to people aged 60 and over, or younger people where they have a medically assessed need.
- 2.3 In addition there are a further 9,900 tenants over the age of 65 living across general needs housing, with 4,700 of these being over the age of 75 years. The existing Sheltered Housing Support Service does not currently have flexibility or resources to extend support outside of the Sheltered Housing schemes.
- 2.4 There is clear evidence of an ageing population, both citywide and nationally. It is projected that the number of Leeds residents age 75 and over will increase by 57% between 2011 and 2031. Also, the percentage of Council tenants aged 55 and over is projected to increase from 39% to 68% (and tenants aged 85 and over will increase from 4% to 18%) over the next 15 to 20 years (Renew Research, 2014). Leeds City Council has recognised that this demographic shift will require a change in how services for older people are delivered. As older people aspire to be independent for longer there is an emphasis on choice and control and services that are more responsive to individual need.
- 2.5 Research shows that older people wish to remain in their own homes for as long as possible, with flexible support and care provided to facilitate this. People who live in homes and environments that do not suit their needs can find it harder to get out and about so are more likely to risk physical inactivity, isolation and depression. (The 2015 Government Office report – Future of ageing adapting homes and neighbourhoods.)

- 2.6 A Strategic Option Appraisal was carried out in 2013 to consider the sustainability of current Housing Leeds Sheltered Housing schemes in providing modern accessible housing to meet future need. This highlighted that whilst most schemes were highly sustainable, that there are a number of issues impacting on the sustainability of some sheltered housing schemes, including bedsit accommodation, shared bathing and upper floors without lift access. The outcome of the Option Appraisal has informed an investment programme for improving and remodelling sheltered housing schemes and properties.
- 2.7 Following the harmonisation of the Sheltered Service under Housing Leeds in October 2013 a big focus has been on harmonising working practices across different areas of the city, strengthening management arrangements and supporting the refurbishment of the worst quality sheltered housing schemes in the city. There has also been an increase in activities arranged at schemes to promote the social benefits of living within a retirement community, and these have proven successful in reducing social isolation and promoting health and wellbeing.
- 2.8 There has been one standard Housing Leeds Sheltered Housing support model since the harmonisation as a citywide service in 2014. Tenants who live in sheltered housing tenancies are supported through a dedicated sheltered housing support team, with regular visits or contact to maintain independence. It is important that if Housing Leeds are to meet the support needs of an aging population, that more flexible support options are available, to ensure that older tenants are able to live independently for longer, but also to ensure best use of housing stock.
- 2.9 During 2016 Housing Leeds undertook a review of its support models available to older tenants. The review has involved extensive research of good practice in both the private and social sectors, consultation with Adult Social Care and Public Health, and customer engagement.

3 Main issues

- 3.1 Following the Support Model Review Housing Leeds has identified three Support Model Options that offer greater flexibility and choice to older tenants. The three models aim to enhance the current sheltered support service as well as looking to offer intensive housing management support to older people living in general need properties across Leeds City Council tenancies.
- 3.2 The three support models are outlined below. As part of all support models Telecare services are available to provide emergency support when needed.

Support Model 1 – Extra Care Housing

- 3.3 Extra Care housing schemes are purpose built schemes made up of self-contained accommodation, but with the availability of high levels of accessibility and assisted living technology, and communal facilities which provide tenants the opportunity to socialise and access services all under one roof.

Care and support is tailored to each individual, with the peace of mind that emergency on-site support is available 24 hours a day. The support and care is offered as an alternative option to people having to move into residential care.

- 3.4 **Support Model 2 – Retirement Living With Support (currently known as Sheltered Housing Category 2)**

It is proposed that current sheltered housing schemes are rebranded as 'Retirement Living with Support' to focus on the positive aspects of living within a retirement living environment. Support will continue to be made available via a Sheltered Support Officer, with support provided up to 5 days per week, via contact or visits to monitor health and wellbeing and access additional services where needed. Support will be flexibly provided in accordance with a person centred support plan, which is reviewed regularly to meet any changing needs of tenants.

It is proposed that there will be two different types of 'Retirement Living Schemes with Support':

3.5 Retirement Living With Support In a Complex

Property Type: Current sheltered housing schemes which have internal communal corridors and communal facilities such as lounge, kitchen and laundry within the main building complex.

Support Offer: In addition to the support provided via regular contact or visits by a Sheltered Support Officer as outlined above, staff will be available at the scheme for a set number of hours per day Monday to Friday, to offer additional advice and support, respond to issues and to facilitate social activities to help dispel loneliness and isolation. Sheltered complex schemes have a higher proportion of older tenants with greater support needs and this enhanced support offer will help to provide greater support and reassurance to these residents.

Resourcing the Support Model – the enhanced support to complexes will be provided within existing staffing resources.

3.6 Retirement Living With Support In a Dispersed Setting

Property Type: Current sheltered housing schemes which are made up of dispersed properties, often situated in clusters, without communal corridors. Some dispersed schemes include communal facilities such as a lounge, kitchen or laundry adjoining the scheme.

Support Offer: As with the Retirement Living in a Complex all tenants will be supported via regular contact and visits by a Sheltered Support Officer. Where there are communal facilities, staff will support communal activities on the scheme. Where there are no communal facilities the focus will instead be on supporting tenants to access nearby social activities, agencies and networks. There will not be the same level of regular staff presence on dispersed schemes during the working day other than to undertake visits and co-ordinate the provision of activities where there are communal facilities.

Resourcing the Support Model – there are no enhancements to this support model.

Eligibility criteria: - It is proposed that the eligibility criteria for the Retirement Living with Support Model remains largely in accordance with the current Lettings Policy, that is a minimum age of 60 years or under 60 with a medical housing recommendation. However, it is proposed that the policy is made clearer to specify that Retirement Complexes will not normally be considered suitable for applicants under the age of 60 years, due to complexes having a greater focus on supporting older tenants with higher levels of need linked to age related frailty.

3.7 Support Model 3 – In Your Own Home – Overview of the model

The key aim of the introduction of Support Model 3 is to ensure that tenants living in Housing Leeds general needs properties are supported to live independently in their own home and that tenants are informed of other housing choices available to them to support positive planned moves into more suitable housing where appropriate. No elements of Support Model 3 are currently in place. There are three main elements proposed to this support model:

3.8 Annual Home and Health Check (for over 75s)

Property Type: - All tenants living in general needs properties (including Retirement Living Without Support outlined later in this report) who are over the age of 75.

Eligibility Criteria:- All tenants over 75 years of age and living in general needs tenancies (4,700 current tenants), and under 75s where the Housing Officer identifies there may be a support need.

Support Offer: As part of the Annual Home Visit, five additional questions will be asked of tenants over 75 to identify issues with social isolation / support, household tasks, personal care and access to services. Where a tenant needs additional support, then referrals will be made as appropriate for additional support. Such support may include adaptations, rehousing advice and support, support to access local services and community activities or making arrangements for more regular support or care in the home.

By identifying support needs at an early opportunity and making referrals this can assist individuals in accessing support and services and minimising emergency intervention. Most people aged 75 years or older have 1 or more health conditions; however 50% of them do not consider themselves to have life limiting conditions. 1 in 10 people over 65 years of age are frail rising to 1 in 4 for those aged 85+. (Age UK report).

Resourcing the Support Model: The Annual Home and Health Check will be undertaken as part of the AHV by the Housing Officer. No additional staffing resources are required to implement this model, as it formalises best practice already in place by some Housing Officers.

3.9 Flexible At Home Support Service

Property Type: General needs properties, including Retirement Living Without Support (outlined later in this report).

Eligibility: Tenants aged 60 years and over or under 60 with a medical recommendation who have been identified through the Annual Home Visit or other tenancy contact as needing the additional support of a Sheltered Support Officer.

Support Offer: Intensive housing management support would be made available via a Sheltered Support Officer via contact or visits to monitor health and wellbeing and access additional services where needed. Support would be flexibly provided in accordance with a person centred support plan, which is reviewed regularly to meet any changing needs of tenants.

Resourcing the Support Model: Proposals are currently being developed for this model which will consider how the scheme will be resourced.

3.9 Retirement Living Without Support.

Property Type: There are two main property types which are suitable for this model:

- Multi Storey Flats which are identified through the High Rise Strategy as suitable for use as retirement communities (currently have an over 55s local lettings policy);
- Flats adjoining sheltered housing schemes which have a lower level of accessibility and so are not suitable for use as sheltered housing, e.g. first floor flats without lift access and currently have an over 55s local lettings policy.

Eligibility criteria: Preference will be given to applicants aged 55 and over, in accordance with current age local lettings policies for such properties.

Support Offer: This scheme type will provide general needs housing within a retirement community (either a Multi Storey Flat or Sheltered Housing Scheme), where tenants will benefit from living with people of a similar age with the availability of social activities which help to dispel loneliness and isolation in retirement years. Support will not be offered as part of the core service, but can be made available through the 'Flexible at Home Support Service'. Additional enhancements to security have been agreed to MSFs as part of this model, through the High Rise Strategy.

Resourcing the Support Model: This support model will be delivered using existing resources. The enhanced security to MSFs will be funded as part of the High Rise Strategy.

3.8 **Implementation Plan for the three support models**

Proposals for the implementation of the three support models are outlined below.

Support Model 1 - Extra Care

Housing Leeds opened its first 45 bed extra care scheme at Wharfedale View, Yeadon in December 2016 which provides a mixture of units for affordable rent and shared ownership.

The Council remains committed to supporting the delivery of additional extra care homes across the city and proposals are being developed to use Housing Revenue Account resources from the Council Housing Growth Programme to fund the development of approximately 200 extra care units in mixed tenure developments.

Support Model 2 - Retirement Living With Support

Analysis has already been undertaken of all current Category 2 sheltered schemes to determine which schemes are suitable for use as complexes or dispersed schemes. 36 schemes have been identified as appropriate for use as a complex scheme and the remaining 89 schemes will be classified as dispersed schemes.

Sheltered schemes are currently managed by Sheltered Support Officers working in a cluster arrangement – where a small team of officers work as a team to support a cluster or more than one sheltered scheme. This management model was implemented citywide in 2014 and has been effective in ensuring consistent levels of service. Each cluster arrangement will be reviewed to facilitate a formalised on site presence on complex schemes under the revised models.

It is proposed that a pilot is implemented from April 2017 to deliver revised support models to three sheltered team clusters, to assess the benefits and impacts, before

rolling out the proposed model to the rest of the city during late 2017/18. The three proposed trial Retirement Living with support teams are:-

- 1) **Bramley Team** – All Retirement Living schemes are within a 1 mile radius of Ashlea Court which has an onsite area team office base. Bramley team has a total of 131 sheltered property units - the team will be staffed with 3 FTE staff to trial the model.
- 2) **Kirkstall Team**- All Retirement living Schemes are within a 1.1 mile radius of St Matthias Court which has an onsite area team office base. Kirkstall team has a total of 119 sheltered property units - the team will be staffed with 3 FTE staff to trial the model.
- 3) **Queensview – Seacroft Team** – Queensview is a main office HUB for 2 area teams Whinmoor and Seacroft. The trial will only look to incorporate Queensview and Thorner in the first interim trial. Queensview and Thorner has 143 units in total - the team will be staffed by 3 FTE staff.

Housing Leeds also manages a number of Category 1 sheltered housing properties where support can be available via the Telecare service. A separate review of these properties is underway to consider the long term future of these properties under the new Retirement Living support models.

3.9 Support Model 3 :- In Your Own Home

Annual Home and Health Check – for over 75's

The Annual Home and Health check for over 75s will be rolled out for all AHVs for general needs tenants undertaken from April 2017. Additional questions have been produced and added to the new form with guidance and a toolkit to support staff in identifying support needs and appropriate routes for accessing support. Training and information will be rolled out to officers alongside the implementation of the changes to the AHV form.

We will monitor outcomes of the visits during 2017/18 to evaluate impacts – monitoring levels of need, resourcing impacts of undertaking follow up actions and meeting support needs identified against the value for money benefits of identifying support needs at an early stage. This evaluation will be used to inform any further changes to the support model.

Retirement Living Without Support

This support model will be piloted from April 2017 at three blocks of Multi Storey Flats identified as suitable for Retirement Living Without Support, in accordance with the High Rise Strategy – Brecon Court and Brecon Rise, Gipton and Barncroft Towers, Seacroft. The Plans are currently being developed and implemented to support the delivery of the retirement model in these blocks.

Based on the outcome of the pilot, further properties which currently have an over 55s local lettings policy will be considered for their suitability for this management model.

Flexible at Home Support

Proposals are currently being developed for the 'Flexible at Home Support' model, including how the scheme will be resourced. It is proposed that the service would be

chargeable to tenants; a charge that would be housing benefit eligible. These proposals will be consulted on separately at a later date.

It is proposed that once the support offer is developed, the model would be piloted for 6 months and evaluated before any decision is made to roll out more widely across the service. Consideration is being given to piloting the support at the three MSFs which are to be piloted for the Retirement Living Without Support model. While most tenants living in these blocks are independent and active and do not need additional support, there are a number of older residents currently living within these blocks that would benefit from a wraparound intensive housing management service to support them to remain independent within a retirement living environment.

3.10 Communication and Marketing

A marketing plan has been produced through joint work with Leeds Communication and Marketing team. The key focus of this plan is around changing the perceptions of housing and support options available for older residents.

The Housing Leeds webpages and other marketing material will be developed during 2017 to promote the retirement living brand, modernise marketing material and improve the quality of information available on line in order to help older people, their families, carers and other professional partners make informed, planned and positive choices about services to support independence.

Key messages will focus on how the support models enable tenants to live at home longer, reducing early admissions into nursing and residential care, along with supporting tenants to access social activities to promote community integration and reduce social isolation.

4 Corporate Considerations

4.1 Consultation and Engagement

In reviewing the support models, extensive consultation has taken place with tenants, staff, partners and stakeholders such as:

- Sheltered tenants and representatives of older people in Leeds have provided input into the models via VOLT (Voice of Older Leeds Tenants) and 6 citywide forums held in April 2016.
- The support model review was presented to VITAL in July 2016 and followed up with a smaller focus group to allow in depth involvement and consultation. The group's involvement and feedback has been incorporated into the final model proposals.
- Partnership working with Health and Housing Occupational Therapists, in particular to support the development of the toolkit for the Annual Home and Health Checks for over 75s.
- Partnership working with Adult Social Care who fully support the development of the models in supporting the corporate breakthrough project of making Leeds the Best City To Grow Old In.

4.2 Equality and Diversity / Cohesion and Integration

4.2.1 It is identified that there is an ageing population both nationally and in Leeds. The three proposed support models aim to offer flexibility and choice to people who wish to remain in their own homes with support for as long as possible.

- 4.2.2 It is also reported that reducing social isolation for older people can have a positive impact on their physical and mental well-being. A key focus of the support model is to broaden networks with other key agencies and to link older people into social groups and activities in the wider community.
- 4.2.3 Nationally older people have identified tackling loneliness and social isolation as a priority. This supports a key priority for Housing Leeds in which we are committed to working with our most vulnerable tenants and statutory and community partners to build cohesive communities and improve social inclusion.

4.3 Council policies and City Priorities

- 4.3.1 The details in the support model review will contribute to the following “Leeds Best City outcomes”.
- Be Safe and feel safe
 - Enjoy happy, healthy and active lives
 - Live with dignity and stay independent for as long as possible
 - Live in decent, affordable homes within clean and cared for places
- 4.3.2 Modernising the service will help to deliver the Best Council objective ‘Delivery of Better Lives Programme – helping local people with care and support needs to enjoy better lives.’
- 4.3.3 This also links with “Leeds Best Council Plan 2015-2020” and Making Leeds the Best City to Grow Old In – “7” on the seven “Breakthrough project”.
- Better lives through housing care and support
 - 15% of older people can be described as lonely or isolated
 - By 2021 it is estimated the number of people in Leeds aged 50 or over will increase by 25,000 to 257,000.

4.4 Resources and value for money

- 4.4.1 The value for money of early intervention is well documented. In 2012 an Older People’s Preventative Needs Assessment Review was carried out as a joint strategic approach by Bolton NHS and Bolton Council within their future planning for older people and they have projected that preventative support can have significant savings as set out in the table below.

Prevention service	Average Saving
Postponing entry to residential care	£28,080 per person per year
Hospital discharge services (speed up patient release)	At least £120 a day
Housing adaptations	£1,200 - £29,000 a year (reduced cost of homecare)
Falls prevention (avoiding hip fracture)	£28,665

- 4.4.1 As the largest landlord in the city, Housing Leeds has an important role in supporting the identification and delivery of early preventative support to older residents in order to minimise the high costs of urgent, reactive social and health care.
- 4.4.2 Whilst the delivery of extra care housing will require significant resources, most other changes planned through the Support Model Review can be delivered using existing resources and by changing the way that we work.

4.5 Legal Implications, Access to Information and Call In

4.5.1 There are no legal implications and the report is not eligible for Call In.

4.6 Risk Management

4.6.1 There are a number of identified risks linked to the delivery of the revised support models. Firstly, there is a risk that the models fail to maximise the opportunity to support older Housing Leeds tenants to maintain independence. Secondly, there is a risk that the need for additional support will be greater than current availability of services. Both of these risks will be managed by closely monitoring the outcomes of pilots, and using these outcomes to identify service improvements. This ongoing evaluation will be undertaken working closely with Adult Social Care.

4.6.2 There are a number of risks linked to the delivery of more extra care housing in Leeds, particularly linked to the availability of suitable sites, high development costs and proposed changes to the local housing allowance for supported housing. These risks are being actively managed via the Council Housing Growth Programme.

5 Conclusions

5.1 The aim of the three proposed support models is that Housing Leeds will offer older people living within its properties better choice and flexibility in how they access support and information to maintain their independence.

5.2 This report outlines how Housing Leeds plans to enhance the way that it supports its older residents to remain independent in support of the "Councils Breakthrough project" to make the Leeds the best city to grow old in, along with meeting the future changing needs of an ageing population.

5.3 Marketing is critical to the success of the new support models. Plans are being developed to modernise marketing material and promote a "Retirement Living" concept which aims to change perceptions and attitudes of retirement living options available to older people, families, carers and professionals.

6 Recommendations

6.1 It is recommended that the Housing Advisory Board supports

- The development of the three support models and proposals to roll out pilots.
- The rebranding of 'Sheltered Housing' as 'Retirement Living' and proposed marketing campaign linked to older persons housing.
- A further update to HAB on progress in Autumn 2017.

7 Background documents¹

7.1 None.

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.