


<p>Non-Executive Report of the:</p> <p><b>Housing Scrutiny Sub-committee</b></p> <p>26 February 2019</p>	
<p><b>Report of:</b> Denise Radley, Corporate Director Health Adults and Communities</p>	<p><b>Classification:</b> Unrestricted</p>
<p><b>Sheltered Housing and the Tenant Activity Pot</b></p>	

## Executive Summary

- 1.1 This report advises the Housing Scrutiny Sub-Committee of the joint work being undertaken by the Ageing Well Commissioning Team with local Registered Providers of sheltered housing schemes to implement the recommendations of the Cabinet report approved in March 2018.
- 1.2 This report provides an update on the transition to an intensive housing management model of sheltered housing provision and how this model compares with that delivered in other boroughs. The report also provides an update on the implementation of the Tenant Activity Pot.
2. **Recommendations:**
  - 2.1 The Housing Sub- Committee is recommended to:
    - To note the contents of the report

### **3. DETAILS OF THE REPORT**

#### **Background**

- 3.1 Sheltered housing is designed to enable older people aged 55 and over with low or little need for support to live independently in their own flat, in a safe and secure environment. Tenants typically have access to a community alarm or telecare provision in an emergency; and access to staff and support at levels agreed on an individual basis.
- 3.2 As part of the commissioning process a review of all sheltered housing contracts took place in 2016 and a Cabinet paper (July 2016) set out a number of options for funding and delivering the support provision in sheltered housing.
- 3.3 Cabinet agreed, in principle, to move to a Floating Support Model and authorised the initiation of a tender process for the floating support service pending further consultation with tenants and support providers on the changes.
- 3.4 Through the consultation process with tenants, support providers and landlords, and as a result of wider changes in the market, it became evident that an alternative model – Intensive Housing Management Service (IHMS) - would be a viable option for providing support in sheltered housing while also creating substantial efficiencies for the council.
- 3.5 In March 2018 a further paper was brought back to Cabinet (appendix 1) recommending the move to an IHMS model of provision and the funding of a range of activities in sheltered schemes at a maximum value of £500 per resident per annum. This proposal reflected the priorities identified in the Ageing Well Strategy and the Mayor’s commitment to tackling loneliness and isolation and improving the wellbeing of elderly tenants living in sheltered housing.
- 3.6 This report provides an update on the transition to an IHMS model of provision and implementation of the Tenants Activity Pot (TAP).

#### **Intensive Housing Management Support (IHMS)**

- 3.7 Cabinet approved a six month transition phase to enable registered providers to move to an IHMS model. This work was completed in September 2018 and as of 1 October the TAP was launched.
- 3.8 Through this period all registered providers other than One Housing Group engaged in the transition process and development of the TAP. Whilst Southern Housing Group and Sanctuary Housing subsequently chose not to participate in the TAP, Mercers and Clarion Housing Group chose to enter the partnership despite having previously withdrawn from local authority funding.
- 3.9 The table below summarises the position of each provider who is engaging with the borough in implementing the TAP.

Provider / Landlord	Scheme	Number of units	Unit cost per week 2017-18	Current Unit Cost	Partnership Working	Providing all areas of IHMS	Hours Delivered	Access to Community Alarm
Gateway	Hugh Platt House	20	£14.33	£14.33	Yes	Yes	Hours reduced from 1 HR per person per week to an average of 18.65 HPW Per scheme. Level ranges from 15 - 35 HRS per scheme per week.	Yes
	John Tucker House	36						
	Lawrence Close	31						
	Mandela House	28						
	Rochester Court	34						
Vic Johnson House	17							
Gateway	Regency Court	30						
	Ruth Court	24						
	Ted Roberts House	30						
	Edith Ramsay House	43						
	William Cubitt Lodge	21						
Gateway	Mosque Tower	31						
Gateway	Bustaan Raada	16						
Genesis	Colin Winter House	34	£18.08	£19.95	Yes	Yes	Increased to 56.5 HPW	yes
Industrial Dwellings Society	Stepney Green Court	19	£16.63	£13.31	Yes	Yes	Increased by 1 HR to 20 HPW	Yes
PA Housing	Cavell Street	11	£17.82	Not Charging / under review	Yes	Subject to review	Reduced by 2 HR to 7 HPW - seeking to increase hours	Yes
L&Q	Phoenix Court	45	£22.54	£21.31	Yes	Yes	Reduced to FTW 35 HPW - reduction of 21 HPW - MGMT time removed	Yes
Clarion Housing Group	Pebble Centre & Gawthorne	56	Pulled April 2017	Not Charging	Yes	Yes	Reduced to FTW 37 HPW - MGMT time removed	Yes
Mercers	Lady Micos Almshouses	18	Pulled April 2017	Awaiting response	Yes	Awaiting response	Awaiting response	Yes
Southern Housing Group	Hogarth & Manchester Rd	58	£15.22	Withdrew	No	Not engaging		
Sanctuary	Shaftesbury Lodge	32	£10.26	Withdrew	No	Not engaging		
One Housing Group	John Sinclair Court	30	Pulled April 2017	No response	No	Not engaging		

3.10 All providers have confirmed that they transferred to an IHMS provision. Whilst the costs for the service have remained comparable to that funded by the authority, the model adopted has focused on front line staffing as opposed to line management presence in the schemes and the support is classified as housing management. This means that it forms part of the rent and service charge, which is payable via Housing Benefit for those tenants (a significant majority) who are eligible, rather than via a separate contract with the Council.

### **IHMS Model Delivered**

3.11 All schemes have a staff presence on a daily basis Monday to Friday, except for Cavell Street, which continues to have the same level of support as under the previous contract - a member of staff present one day per week. The move to an IHMS service has given some providers an opportunity to increase the staffing presence, two providers having done so and Cavell Street is currently under review. Gateway Housing Association (GHA) have, further to consultation with residents, moved to a paired model of provision where named staff deliver support across two schemes, at a level reflective of the size of the scheme. Outside of working hours residents have access to community alarm provision in an emergency.

3.12 All providers have confirmed that they are providing a broad range of services in line with the IHMS model including:

- Advice & assistance to understand and comply with the tenancy conditions

- Assistance in sustaining all aspects of the tenancy
- Annual individual risk assessments to ensure any risks are identified and referrals to support agencies made if necessary
- Regular welfare checks to ensure tenant's safety and well-being (this will be at a frequency agreed with the individual tenants)
- Assistance in claiming/managing housing benefit application
- Signposting and accessing support from other services e.g. budgeting support; assistance with debt management from voluntary agencies; accessing support to assist with alcohol/substance related matters
- Monitoring and signposting for social services / care services
- Provision of Pendants for more frail residents
- Advice and assistance regarding security of the tenants' home
- Advice and assistance on using equipment within the property
- Testing and maintenance of the Pull Cord Telecare system
- inspections and maintenance of the building, to address wear and tear to the property and facilities
- Health and safety inspections
- Information and advice to tenants relating to use of communal areas,
- Arranging repairs to communal areas, including fixtures and fittings
- Provision of CCTV and other safety features.

### **Other Boroughs**

- 3.13 This approach is now widely used across the sheltered housing sector although the model can vary. The London Borough of Redbridge has advised that the sheltered schemes were decommissioned during the financial year 2017-18 and that all 22 schemes have adopted the IHMS model.
- 3.14 The London borough of Newham have stated that In recent years, the traditional warden model has developed into more of a virtual function, with alarms being sent automatically to a member of staff based either nearby or to a call centre.
- 3.15 Both boroughs have confirmed that the services are funded through rent and service charges.
- 3.16 The Royal Borough of Greenwich has confirmed that their internally managed sheltered schemes have maintained the warden on a full or part time basis dependent upon the size of scheme.
- 3.17 No authority is known to have adopted the Tower Hamlets approach of reinvesting the savings achieved to fund activities that tackle isolation and loneliness in sheltered accommodation by way of the TAP.

### **Tenants Activity Pot (TAP)**

- 3.18 It is important to note that the TAP was launched in October 2018 and it is therefore still at an early stage of development and is continuing to evolve.
- 3.19 Officers have set up a TAP Forum which meets six weekly with providers to inform development, this will be extended once the TAP processes are established to include tenant representatives from each provider.
- 3.20 Officers from the Lettings Team are in attendance, and a review of the sheltered housing application form has already been commenced by the group to reflect the

changes in need since the last review over 10 years ago and the new model of provision. It is intended that the new form be used from April 2019.

- 3.21 An initial approach to the monitoring of the TAP has been developed based on a model suggested by the Campaign to End Loneliness. The information provided at this stage is therefore, based on the outcomes reported at the forum meetings and an initial analysis of the first quarter returns for the TAP.

### **Activities**

- 3.22 A number of activities have been undertaken including:

- Black History Month celebration
- Visit to Madame Tussaud's
- Lunch gathering
- Fish and Chips night
- Christmas Gala
- Tea at the Hilton
- Christmas Party celebration
- Local Theatre trip – Aladdin
- Christmas Light trip to west end
- Afternoon posh tea at the scheme
- Local History talk with Ray Newton
- Furry tales with Stepney City Farm
- Wellbeing treatment Spa event

- 3.23 The TAP was also used to fund a digital pilot in 3 Gateway Housing Association (GHA) schemes inclusive of wifi enabling, equipment provision and training. GHA has reported that the pilot has been so successful that it is their intention to roll out the service to all their sheltered schemes.

- 3.24 Going forward providers are exploring with their tenants the following options:

- Bags of taste – cooking on a budget. .
- Working in partnership with In-common to bring primary school children into sheltered schemes.
- Swimming.
- Newsletter, animation based.
- Host events promoting different cultures e.g. Eid Party
- Bread making.
- ESOL classes.
- Residents to record a repair based video.
- Chair based exercises.

- 3.25 Sewing classes have commenced at Phoenix Court which brings together a scheme for Somali elders and a generic scheme. The provider reports that through such activities, which have also included people from the locality that there is a stronger sense of community and integration developing through the TAP and provider funded activities.

### **Tenant Engagement and Profile**

- 3.26 As at the end of December 47 activities had been held. In total 823 people attended, of whom 622 were sheltered tenants and 201 were from the locality, family and / or friends.

- 3.27 Our analysis has shown that a number of tenants attended more than one activity so the actual number of individual tenants that have participated in at least one activity is

290 residents, which equates to 53% of the total resident population of the schemes involved. We will continue to work with the registered providers to ensure that participation levels continue to increase.

3.28 Analysis of the profile of those who took part in activities identified that:

- 78% were aged 70 years or older
- 56% were female and 44% male
- 39% identified as white British,
- 10% identified as Black British,
- 11% identified as Asian British,
- 7% identified as other.

### **Feedback**

3.29 Attendees were asked to complete feedback forms after each activity and 340 forms, or 74%, were returned which confirm that:

- 91% agree or strongly agree that people from different backgrounds get on well in their sheltered scheme;
- 42% agree or strongly agree that they contributed some of their time to organise the TAP activity;
- 89% agree or strongly agree that they feel they are a part of a community;
- 89% agree or strongly agree that they have increased contact with their neighbours compared to the previous three months;
- 71% strongly agree and 24% agree that taking part in the activity has made them feel happier.

3.30 Providers have suggested that the activities have brought together groups of residents who would otherwise not have met. They report that initial scepticism around the programme from residents who have traditionally not wanted to get involved in group activities has been reduced or removed following their participation.

### **Challenges**

3.31 Whilst it is unrealistic to expect all residents to engage all of the time, the next quarter's monitoring will help to establish whether an increased number of residents will take part in the TAP. At this stage of the project it is not proposed to claw back a percentage of the funding to reflect the level of attendance, but this is something that may need to be considered going forward

3.32 At the end of the first quarter of the £66,375 grant paid, £41,146 had been spent plus the costs for the GHA digital pilot, which has not yet been confirmed.

3.33 Providers have advised that delivering the TAP is time intensive and whilst none have suggested that they will opt out at this stage, it is of concern. If targets were to be set for increased uptake for example, this would add to the burden, hence going forward there may be a need to explore mechanisms and / or models to support the TAP. This could potentially be attractive to those providers who have chosen not to take part as it was not felt to be compatible with their model of provision.

3.34 Four schemes which at full capacity house 120 sheltered tenants currently have no access to the TAP and officers will continue to encourage the relevant registered

providers to engage. The positive feedback received thus far will be an important tool in this respect.

### **Next Steps**

- 3.35 Further analysis is to be undertaken of a baseline survey exploring social connectedness measuring how tenants felt prior to the TAP, which will be compared with data returned at the end of the next quarter.
- 3.36 A programme of scheme visits is to be undertaken by officers, the aim being to have visited a majority of the schemes prior to the end of March to gather first hand feedback from residents on the effectiveness of the TAP.
- 3.37 Providers have also advised that residents are not keen to continually fill in forms and have suggested an on-line monitoring system be developed, given that the current paper based system is time intensive for all parties. We will explore how to achieve this over the course of 2019.

## **4. EQUALITIES IMPLICATIONS**

- 4.1 The provision of sheltered housing is consistent with a key aim of the council, which is to promote and to maximise the independence of every individual and particularly those who may need additional support.
- 4.2 This report seeks to explain how by changing the model of provision the council is encouraging connectedness and reducing social isolation.
- 4.3 The outcomes are being monitored and analysed to ensure equity and access across the sector.

## **5. OTHER STATUTORY IMPLICATIONS**

- 5.1 The services will promote the continued safety and wellbeing of older people. The Care Act requires that each local authority must cooperate with each of its relevant partners (as set out in Section 6 of the Care Act) in order to protect the adult. In their turn each relevant partner must also co-operate with the local authority. While safeguarding adults is a lead duty of the local authority, the responsibility for identifying, investigating and responding to allegations of abuse lies with operational staff across all organisations.

## **6. COMMENTS OF THE CHIEF FINANCE OFFICER**

- 6.1 This report updates the Housing Scrutiny Sub-Committee of the joint work being undertaken by the Ageing Well Commissioning Team and local Registered Providers of sheltered housing schemes to implement the recommendations of the Cabinet report approved in March 2018.
- 6.2 The Housing Scrutiny Sub-Committee is recommended to note the contents of this report and there are no direct financial implications arising.

## **7. COMMENTS OF LEGAL SERVICES**

- 7.1 This report provides the Committee with an update on the implementation of support provision within supported housing in the Borough. The Council has a duty under section 3 of the Local Government Act 1999 to secure continuous improvement in the way in which its functions are exercised through a combination of economy, efficiency and efficiency. The details in the report demonstrate how the Council is fulfilling this obligation with regard to supported housing.
- 7.2 In carrying out its functions, the Council must have due regard to the need to eliminate unlawful conduct under the Equality Act 2010, the need to advance equality of opportunity and the need to foster good relations between persons who share a protected characteristic and those who do not (the public sector duty).
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### **Linked Reports, Appendices and Background Documents**

#### **Linked Report**

- NONE

#### **Appendices**

- Appendix 1 – Cabinet Report 22 March 2018  
<http://democracy.towerhamlets.gov.uk/documents/s123823/5.12%20Cabinet%20cover%20report%20Sheltered%20Housing%20Options%20Paper.pdf>

#### **Local Government Act, 1972 Section 100D (As amended)**

##### **List of “Background Papers” used in the preparation of this report**

List any background documents not already in the public domain including officer contact information.

- NONE

#### **Officer contact details for documents:**

N/A