

TAUNTON DEANE BOROUGH COUNCIL

HOUSING EXECUTIVE COMMITTEE- 12th JANUARY 2005

Report of the Housing Elderly Services Manager

(This matter is the responsibility of the Councillor G Garner)

REVIEW OF SHELTERED HOUSING

Executive Summary

The purpose of this report is to reflect on the services that have historically been provided to tenants living in Sheltered Housing by way of a resident scheme manager and consider how these should be provided now and in the future. Attached to this report are a number of appendices:

- 1) Appendix 1 List of Sheltered Housing and Hardwired Schemes
- 2) Appendix 2 Categories of Service from staff exercise and Support Plans
- 3) Appendix 3 Results of Support Plans completed in 2004
- 4) Appendix 4 Copy of letter sent to all tenants in Sheltered Housing Schemes
- 5) Appendix 5 Sheltered Housing Questionnaire
- 6) Appendix 6 Definition of Categories
- 7) Appendix 7 Venues, dates and times of Sheltered Housing proposal meetings.
- 8) Appendix 8 Feedback from questionnaire
- 9) Appendix 9 Details of meetings at Sheltered Housing schemes
- 10) Appendix 10 Information regarding re-housing of staff
- 11) Appendix 11 Comments added to the questionnaires

1.0 **Background**

The benefit for tenants of living in Sheltered Housing is the availability of additional facilities such as a communal lounge, laundry room and office facilities where staff can be contacted, and the Warden call 'emergency' system, which links all tenants to the Control Centre at Kilkenny Court together with a resident Scheme Manager who currently works 20 hours a week, between either 8.30-12.30 or 9.00-1.00p.m.

- 1.1 Staff originally (over 20 years ago in some cases) lived in a property on site so they could be contacted easily in an emergency as tenants had limited access to telephones and transport. These are now more common place and with increasing numbers of tenants having access to computers (silver surfers) and with the development of the Control Centre it has reduced the need for staff to live on site as the services can be provided by a more mobile team of staff. There is even a question as to whether tenants are disabled by their presence with a focus on maximising the independence of older people. It is becoming increasingly difficult to guarantee that staff can be provided "in residence" particularly in the cases of long term sickness, maternity leave and increased leave entitlement.
- 1.2 Nationally there has been a trend to move towards providing services by non-resident staff and was debated at events in both London and Manchester in 2001 organised by the Centre for Sheltered Housing Studies. It has also been raised at the National Sheltered Housing Conference in 2002.

- 1.3 Issues raised at these events have included:
- is it best use of the type of accommodation occupied by staff?
 - implications of the European Working Directive, e.g. Harrow Wardens success in claiming additional payments for being on-call outside of their normal working day.
 - Risk of abuse (as identified at a scheme in 2002)
 - Difficulties in providing continual service when staff, are off sick, on study or annual leave.
 - New contractual and funding arrangements – Supporting People introduced in 2003
 - Need to evidence service to comply with the Quality Assessment Framework.
 - Questions about skills and ability of existing staff to deal with new requirements, such as personal interviews to complete Support Plans.
 - Need to standardise service across all schemes.
- 1.4 Locally, Mid-Devon are moving away from resident staff to a bank of mobile workers. Western Challenge based in Exeter are replacing resident staff with Sheltered Housing Officers who are based in offices within schemes. Signpost Housing Association are not replacing resident staff.
- 1.5 There is currently a Sheltered Housing Tenants Forum, which meets quarterly to discuss current issues relating to older people. Two representatives from each Sheltered Housing scheme are entitled to attend. There are plans to form a Sheltered Housing Forum Working Party to enable tenants to be more actively involved in the service development. It is envisaged that this will be set up in January 2005 with six meetings organised from then until July 2005.

2. **Current Position**

At the Review Panel meeting on the 4th August 2004 a report was presented advising on the current position on the activities and issues affecting the Elderly Services Unit (ESU) part of which was about the development of the Sheltered Housing Service. There are 27 Sheltered Housing Schemes, one is a leasehold scheme and two are classified as Extra Care. There are 162 tenants who live in properties not designated as Sheltered Housing who are visited weekly by Scheme Manager's, these are often referred to as "hardwired" satellite properties. A list of the current Sheltered Housing Schemes and details of the "hardwired" properties is shown on *Appendix 1*

- 2.1 The main service offered to tenants in Sheltered Housing is the regular contact and the basic service is two visits a week and three calls via the Warden Call system or the telephone. In November 2003 Scheme Managers undertook a self perception exercise to establish the type of service used. *Appendix 2* highlights the outcomes of this exercise and shows that only 65% of tenants require the basic service with 11% opting for the emergency service only. Of the 27 Schemes there are 16 members of staff who are required to occupy the

accommodation as part of their terms and conditions of employment. The extra care and leasehold schemes were set up with non-resident staff. There are 7 vacant posts, which are being covered on a temporary basis by existing Scheme Managers or Support Workers. Staff who have left have either moved away, allowing properties to be returned to the housing stock, or have been granted secure tenancies, dependent on their individual housing needs.

- 2.2 The schemes covered by the Support Workers are Greenlands, Victoria Gate, Normandy Drive, Creedwell Orchard, Broomfield House, Hope Corner Lane. At Roland Close the Scheme Manager had occupied the house as part of her duties but did have a home elsewhere and she asked if she could undertake the job as a non-resident Scheme Manager, which was agreed earlier in 2004.

3.0 **Staff Consultation**

- 3.1 The Sheltered Housing Working Party and team meetings have been the focus for discussing the proposed developments of the service, together with a programme of training events for staff. Staff, are sent a monthly bulletin of events relevant to them.
- 3.2 Staff have been asked individually for their views, regarding the future provision of services at the schemes where they are currently based.
- 3.3 Staff have been involved at each stage of the restructure of the Housing Department and have attended meetings at which both Personnel and Unison have been represented.

4.0 **Tenants needs assessment**

- 4.1 As a requirement of the Quality Assessment Framework to ensure continued Supporting People funding all tenants have been offered an individual interview to complete a Support Plan. A high percentage completed this assessment without the assistance of a member of staff. The outcomes of this exercise are shown on *Appendix 3* which shows a further shift to tenants wanting a more tailored, individual service.

5. **Tenants Questionnaire**

- 5.1 After the feedback from the Tenants Forum and Housing Review Panel meetings in November, a pack of information was developed which was sent to all tenants living in Sheltered Housing Accommodation. This included a letter, copy shown as *Appendix 4*, Questionnaire *Appendix 5*, Definition of the proposed categories *Appendix 6*, and details of a range of meetings to discuss any issues relating to the questionnaire *Appendix 7*
- 5.2 Of the 795 questionnaires sent, 333 (three hundred and thirty three) 42% were returned as at 23rd December, 2004. Details of how many have been returned from specific schemes is shown on *Appendix 8*
- 5.3 There were 22 telephone calls received from tenants and 3 requested transport to the meetings.

- 5.4 Details of the number of people who attended each event are shown on *Appendix 9*.
- 5.5 Notes have been taken of all the meetings to ensure that similar information was given at each event. A lifeline officer, who is also part of the Emergency Response Team gave some background information about the service, the current type of equipment used, including a demonstration of the “mangar” which is a piece of lifting equipment used by the Emergency Response team.
- 5.6 The questionnaire has highlighted some uncertainties around the Support Plans. 259 tenants confirmed that they had completed a Support Plan but only 230 remembered having their own copy. Details shown on *Appendix 8*. This highlights the need for the team to investigate how to improve explaining the purpose of Support Plans. For those who have stated that they completed a Support Plan but haven’t had a copy, this will be rectified on an individual basis and copies sent.
- 5.7 As shown on *Appendix 8* there were 152 comments in response to the question “what did they like or dislike about the Support Workers. There were no dislikes, but a range of very positive comments, given that they are only covering 7 schemes at the moment other than for when Scheme Managers are on leave. Some examples of the comments are shown on *Appendix 11*.
- 5.8 The overall view of tenants is for the scheme they live in to come within the category of Sheltered Housing, see *Appendix 6* for details of this category. It was the first choice of 232 and second choice for 17. 35 tenants voted for non-sheltered as their first choice with 41 as second choice. 13 voted for Extra Care as first choice and 46 as second choice. There was particular interest in the provision of additional meeting halls as this is seen as an important part of living in Sheltered Accommodation.

6. **Financial Implications**

- 6.1 The equipment in the majority of the Sheltered Housing Schemes will in the long term need to be replaced/upgraded. The proposals as detailed in 7.03 would be a considerably cheaper and more versatile option for the future.
- 6.2 There will be costs incurred for the removal expenses of those Scheme Managers required to move.

7. **Summary**

- 7.1 The service currently provided by a mobile team is more flexible to the needs of the service user and has been welcomed in areas where it has been provided.
- 7.2 With staff being so readily available there is a risk that tenants can become dependent on one person for tasks that are not appropriate.
- 7.3 The “warden call” system has reached the end of its anticipated life and will need replacing at an estimated cost of £20-30,000 per scheme. There are limited facilities at some of the schemes and with limited opportunity to provide additional meeting halls or other facilities in the future.

- 7.4 There is growing demand for Extra Care housing as identified as part of the County, Older Persons Housing and Supporting People strategies.
- 7.5 Unison and Personnel have been involved and are supportive of the Document drawn up to assist residential Scheme Managers find alternative accommodation.
- 7.6 The review of Sheltered Housing was endorsed by the Housing Review Panel and Tenants Forum at the relevant meetings in November 2004.
- 7.7 17% of tenants attended the 9 meetings arranged at the Sheltered Housing Schemes. The response at the majority of the meetings was welcoming with those attending prepared to discuss the current issues. After the talk by the Lifeline Officer and information about the Emergency Response Team the mood was certainly positive at all the meetings and everyone was interested in the demonstration of the “Mangar” (lifting equipment)

8. **Recommendations**

- 8.1 Staff should no longer be required to occupy accommodation as part of their terms and conditions of employment and should be offered alternative accommodation in accordance with the criteria shown on *Appendix 10*
- 8.2 That the current and future vacant properties will be allocated to applicants from the Housing Waiting list.
- 8.3 A programme of changing the existing Warden call equipment is prepared and implemented.
- 8.4 Approval given to investigate upgrading those schemes identified as being Sheltered/Extra Care Schemes. *Appendix 7.*

List of Sheltered Housing and Hardwired Schemes

Name of Scheme	No of properties
Bovet Street/Holyoake	39
Bovet/George Street	34
Broomfield House	34
Bulford	90
Creedwell Orchard	14
Darby Way	31
Dorchester Road	25
Dowell Close	30
Greenlands	30
Heathfield Drive	32
Hope Corner Lane	24
Middleway	33
Monmouth Road	30
Moorland Place	39
Newton Road	31
Normandy Drive	29
Parmin Close	30
Polkesfield, Stoke St. Gregory	27
Robin Close	30
Roland Close	28
Tauntfield	42
Treborough	33
Victoria Gate	30
Wellesley Street	30
<i>Total Sheltered Housing properties</i>	795
Hardwired schemes: Trinity Road	16
Bruford Close/Manor Drive	11
Harnell Close	8
Lyngford Place	11
Warwick Road	19
Plain Pond	13
Allenslade Flats	2
Enmore/Cheddon Road/Dinhams	31
Willie Gill Court	9
Leachesfield	14
Wyndhams	9
Richards Crescent	10
Fletchers Close	7
Langham Gardens/Chapman Court	22
<i>Total hard-wired properties</i>	162

Categories of Service from Staff Exercise and Support Plans

Category	1	2	3	4	5
How data collected	3 calls and 2 visits a week	Variation on main service offered	Call via Piper equipment	Other, as specified	Emergency cover only
From staff exercise in 2003	65%	9%	8%	7%	11%
From Support Plans 2004	51%	9%	9%	14%	17%

Appendix 3

Results of Support Plans completed 2004

Scheme	3 pipe and 2 visits	Varying Services	Emergency Service only	Total
Bovet 73	2	30	9	41
Bovet 75	35	1	2	38
Broomfield	15		5	20
Bulford	32	45	28	105
Creedwell		9	11	20
Darby	20	12	4	36
Dorchester Rd	18	15	12	45
Dowell Close	19	7	5	31
Greenlands	19	4	6	29
Heathfield	31		1	32
Hope Corner	15	3	8	26
Middleway	17	15	8	40
Monmouth Rd	16	2	4	22
Moorland Place	18	12	10	40
Newton Rd	32	1	1	34
Normandy Dr	30	3	5	38
Parmin Close	28	2		30
Polkesfield	14	4	1	19
Robin Close	11	27	1	39
Roland Close	26	15		41
Tauntfield	5	37	2	44
Treborough	35	7	6	48
Victoria Gate	14	1	14	29
Wellesley St	20	13		33
TOTALS	472	75	143	*895

Examples of varying services include:

Weekly visit or call,
 2 pipes and 1 visit per week.
 Monthly visit

* this number varies from the number of properties in Sheltered Housing because there may be some tenants who refused to complete a Support Plan and as services are provided to individuals, there may be more than one person in the household.

Copy of letter sent to all tenants in Sheltered Housing Schemes.

26th November, 2004

Dear

SHELTERED HOUSING SERVICES

You may be aware from the Sheltered Housing Forum meetings, Scheme Managers/Support Workers or the local paper we are currently reviewing how we provide services to tenants who live in Sheltered Housing.

Over the past few months, you should have received a letter from either the Scheme Manager or Support Worker making an appointment to visit you to complete a Support Plan (4 pages printed on a sheet of A3) with you. I appreciate that some of you completed and returned the forms without any assistance and others took up the offer of help. Where you haven't previously been given a copy of your Support Plan it should be enclosed with this letter, but if not please do not hesitate to let me know.

The next phase of the review is to share our vision for the future of Sheltered Housing. We currently have 27 schemes, one is leasehold, two are Extra Care and the remaining 24 have historically had a resident Scheme Manager, previously known as Wardens.

Over the past eighteen months a number of Scheme Managers have left the service and their duties have been covered by Support Workers who are located at the same office in Broomfield House, although they also work from the Control Centre at Kilkenny Court. There has been some very favourable feedback to this change and it is proposed that this should be implemented at all schemes.

We are also reviewing the criteria for all Schemes and are recommending that some additional services could be provided and this is where we need your help.

The enclosed leaflet gives details of the proposed criteria for your consideration. I have also enclosed a questionnaire and it would be very helpful if you could complete and return this, using the enclosed SAE by Thursday 23rd December, 2004.

If you would like further information before you complete this questionnaire, I will be holding meetings to answer your queries at the times, dates and venues as shown on the attached leaflet. If you would like to attend and need transport please contact your Scheme Manager/Support Worker or myself.

If you are unable to attend any of the meetings and have any queries please do not hesitate to contact me on 01823 331635.

Yours truly,

**Christine Thompson,
Sheltered Housing Manager**

Enc. Questionnaire, Information on Criteria and Dates, Venues for meetings.

SHELTERED HOUSING QUESTIONNAIRE

TENANTS QUESTIONNAIRE

1. SUPPORT PLANS

Have you completed a Support Plan in the past 6 months? Yes No

Have you received a copy of your Support Plan? Yes No

Were you satisfied with the help, if any, you were given in completing your Support Plan? Yes No

□ If no, please state what help you would have liked.

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2. CHOICE OF SHELTERED HOUSING CATEGORY

Which category from the information provided on the back of this leaflet would you prefer for the scheme where you live?

Please add 1 for your first choice and 2 for second choice

- Non-Sheltered - *likely reduction in current service charges*
- Sheltered Housing - *similar charges to the current service charges*
- Extra Care - *increase in current service charges*

If there is an office based at the scheme where you live would you like to see a member of staff there on a regular basis?

Yes No If y please indicate your preference out of the following:

- an hour a day - Monday-Friday
- an hour a day, three times a week
- An hour a day, twice a week,
- an hour a day, once a week if any other, please specify.....

3. ASSISTIVE TECHNOLOGY

√ if you would be interested in any of the following:

Fall detector

Movement Sensor

Pendant (radio trigger alarm)

Would like more information about the above

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4. SUPPORT WORKERS

If you are currently contacted on a regular basis by Support Workers, please state what you like or dislike about the service:

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

5. ADDITIONAL COMMENTS, please add any comments about services that you think may help us to improve things for you.

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

Thank you for taking time to complete this questionnaire, please add your name and address if you wish.

Name..... Address.....

Definition of Categories

Definition of category	Name of proposed Scheme
<p>Non-Sheltered Housing</p> <ul style="list-style-type: none"> • Accommodation specifically for older people, (pension age) or younger with a disability. • Specialist equipment including: call system, movement sensors and door entry systems. 	Bovet Street x 2 Creedwell Orchard Dorchester Road Dowell Close Monmouth Road Normandy Drive Polkesfield Treborough Close Victoria Gate
<p>Sheltered Housing</p> <ul style="list-style-type: none"> • Accommodation specifically for older people, (pension age) or younger with a disability. • Provision of meeting hall, laundry, office (with staff availability for core hours), • Specialist equipment i.e. call system (including regular contact calls if required) movement sensors/door entry systems. • Cleaning of communal areas 	Broomfield House Bulford Greenlands Hope Corner Lane Newton Road Robins Close Roland Close Wellesley Street
<p>Extra Care Housing</p> <ul style="list-style-type: none"> • Accommodation specifically for older people (pension age) or younger with a disability. • Provision of meeting hall, laundry, office, • Specialist equipment i.e. movement sensors/door entry systems, Call system (including regular contact calls if required). • Care provision co-ordinated and monitored and staff presence • Cleaning of communal areas 	Darby Way Heathfield Drive Middleway Moorland Place Parmin Close Taunfield Close

Appendix 7**Venue's, dates and times of meetings. To discuss proposals for Sheltered Housing In Taunton Deane.**

Meeting hall at:	Day	Date	Time
Bulford, Wellington	Monday	6 th December 2004	2.00-3.30p.m.
Darby Way, Bishops Lydeard	Friday	17 th December, 2004	10.30-12.00p.m.
Heathfield Drive, Monkton Heathfield	Tuesday	14 th December 2004	2.00-3.30p.m.
Lodge Close, Wellington	Monday	13 th December 2004	2.00-3.30p.m.
Middleway, Taunton	Tuesday	21 st December 2004	2.00-3.30p.m
Moorland Place Taunton	Wednesday	22nd December 2004	2.00-3.30p.m
Newton Road, Taunton	Wednesday	15 th December 2004	2.00-3.30p.m
Parmin Close, Taunton	Tuesday	7 th December 2004	2.00-3.30p.m
Tauntfield Close, Taunton	Monday	6 th December 2004	10.30-12.00

If you would like to attend any of the above meetings and need help with transport please let your Scheme Manager or Support Worker know.

FEEDBACK FROM QUESTIONNAIRE

Scheme	re si de nt s	TOTAL RET'D PER SCHE ME	Respons e as % of Scheme	S/Plan comple ted	Copy of S/Plan receiv ed	No. of comments received re Support Workers	No of general comments rec'd
Bovet/George St	34	14	41%	13	13	7	5
Bovet/Holyoak e*	39	11	28%	5	2	6	4
Broomfield Hse*	34	15	44%	10	11	9	
Bulford	90	36	40%	34	32	14	9
Creedwell Orchard *	14	8	57%	4	3	3	4
Dorchester Rd	25	13	52%	13	13	11	5
Darby Way	31	15	48%	15	15	4	5
Dowell Close	30	12	40%	10	11	7	4
Greenlands*	30	12	40%	8	7	11	6
Heathfield Drive	32	19	59%	3	2	8	11
Hope Corner Lane*	24	6	25%	5	5	2	3
Middleway	33	10	30%	8	8	4	5
Monmouth Road	30	13	43%	10	9	3	5
Moorland Place	39	7	18%	3	1	5	4
Newton Road	31	19	61%	18	18	4	2
Normandy Drive*	29	15	52%	14	12	9	6
Parmin Close	30	18	60%	10	9	9	5
Polkesfield	27	9	33%	6	0	4	5
Robin Close	30	9	30%	7	6	6	4
Roland Close*	28	9	32%	8	4	3	5
Tauntfield Close	42	12	29%	12	11	6	8
Treborough Close	33	24	73%	22	20	7	7
Wellesley Street	30	14	47%	11	10	4	4
Victoria Gate*	30	13	43%	10	8	6	5
*no resident staff		333	Avg 42%	259	230	152	121

Appendix 9

Details of meetings at Sheltered Housing Schemes

Venue	Date	No attended	TOTAL
Bulford, Wellington	6 th December 2004	18 from Bulford 2 George St 1 Holyoake, 1 Squirrel Crt	21
Darby Way, Bishops Lydeard	17 th December, 2004	16 from Darby Way	16
Heathfield Drive,	14 th December 2004	20 Heathfield Drive 3 School Road 1 Richards Crescent	24
Lodge Close, Wellington	13 th December 2004	NONE	NONE
Middleway, Taunton	21 st December 2004	2, Treborough Close 7 Middleway	9
Moorland Place Taunton	22 nd December 2004	1 Treborough Close 1 Crossway, 5 Moorland Place	7
Newton Road, Taunton	15 th December 2004	6 from Newton Road	6
Parmin Close, Taunton	7 th December 2004	17 Parmin Close, 1 Dorchester Rd, 2 Dowell Close, 2 Milton Close, 2 Normandy Drive, 1 Slapes Close, 1 Roland Close,	26
Tauntfield Close, Taunton	6 th December 2004	25 Tauntfield 1 Greenlands 1 Slapes Close, 1 Victoria Gate	27

Total number who attended meetings 136 = 17%

Information regarding rehousing of staff

Staff I.D. No.	Length of Service yrs	Under-occupation	No potential for future use	No urgent financial need to sell the property
1	2	1 bedroom	Not required for benefit of scheme	Not known
2	5	2 bedrooms	Not required for benefit of scheme	Not known
3	4	2 bedrooms	Not required for benefit of scheme	Not known
4	12	none	Not required for benefit of scheme	Not known
5	7	2 bedrooms	Maybe required	Not known
6	2	1 bedroom	Not required for benefit of scheme	Not known
7	3	2 bedrooms	Not required for benefit of scheme	Not known
8	14	2 bedrooms	Maybe required	Not known
9	3	none	Not required for benefit of scheme	Not known
10	4	none	Maybe required	Not known
11	27	2 bedrooms	Not required for benefit of scheme	Not known
12	10	2 bedrooms	Not required for benefit of scheme	Not known
13	5	1 bedroom	Maybe required	Not known
14	7	2 bedrooms	Not required for benefit of scheme	Not known
15	2	1 bedroom	Not required for benefit of scheme	Not known
16	22	2 bedrooms	Not required for benefit of scheme	Not known

Appendix 11

Comments added to the Questionnaire's

Comments about Support Workers:

1. Very helpful – I like seeing the different people and having a chat – if I have had any questions they have always given me answers – and find it a good service.
2. The service is excellent
3. Our Support Worker is very friendly and helpful
4. Well satisfied with current level of contact
5. The service is absolutely fine
6. I am very satisfied with the service carried out by the Support Workers. They really do a wonderful job.
7. Very good, cheerful and helpful service.
8. Support Workers by phone are very helpful and nice people to talk to, also by piper cord, the box
9. The previous Warden flat has now been converted to an office and I am quite satisfied with the service I receive. It is the same as I received when there was a resident Warden.
10. Excellent service
11. The service we have received in the past year when our Scheme Manager has been sick leave or holiday has been excellent. The reliability of the service has been appreciated.
12. Please continue the morning call by intercom to ensure all is well or to obtain help.
13. All of the Support Workers are extremely kind and considerate and much appreciated.
14. Excellent service from all employees of Kilkenny.
15. I have stress problems, therefore regular contact is very important.

General comments about improving the service:

1. A pleasant Scheme Manager
2. I am satisfied with the Support I get from the Scheme Manager and staff at Kilkenny Court
3. The daily calls gives my family peace of mind.
4. Its nice to know somebody cares and keeps an eye on you
5. I do feel that there should be no favouritism i.e. some residents being helped more than others which is the case in this particular area.
6. I feel that each resident should be treated on an equal basis
7. What services are currently on offer? What services are we currently charged for?
Some gaps in my understanding
8. Thank you for your very thorough attempts to access our needs, much appreciated.
9. By providing Central Heating as a cronic angina sufferer, storage heaters are no good.
10. Provide a guest room and meeting hall
11. Some kind of community transport to help me with keeping Dr's appts and collecting prescriptions.
12. Provide transport to help with shopping
13. Grass cutting poor
14. It would be helpful to have the leaves cleared
15. Would like stronger front doors with dead locks
16. Gardeners still not good enough, whole outside area could do with a good clean.