

## Appendix 1.

# Sheltered Housing Services

## 1. Background

### 1.1.

In December 2017, the Council determined that the Executive Director of Education, Leisure and Housing should undertake a consultation in respect of redesigning the Sheltered Housing Warden Service, with a view that a warden service should continue to be provided, and to report the outcome of the consultation in due course.

### 1.2.

In late April 2018 a press release was issued and individual letters were sent to all residents of sheltered housing together with their advocates, to advise that a consultation would be undertaken from April to June 2018 with a view to continuing to deliver the service.

### 1.3.

In undertaking this consultation, meetings were held with the relevant staff, Trade Unions, one of the two advocates involved (the second being unavailable) and residents of both Lambaness and Rae's Close sheltered housing schemes. The residents were advised that they could bring a relative, power of attorney or advocate to their meeting if they wished.

### 1.4.

Letters were sent to all residents who were unable to attend the meetings offering an alternative meeting if required or a telephone conversation. All residents of the sheltered housing schemes were sent paper copies of the leaflet and survey for completion. Emails with links to the relevant information were sent to relevant agencies involved in provision of related services to those in sheltered housing including Orkney Health and Care, NHS Orkney, Age Scotland and Advocacy Orkney. Information was made available through the Council's website.

### 1.5.

Throughout the process, it was made clear that this was a consultation and no decisions have been taken at this point in time. The Council has also been clear that it is keen to hear views on what options may be appropriate.

### 1.6.

Orkney has an ageing demographic and as such the Council offers extra care housing in St Margaret's Hope. Orkney Islands Property Developments Limited also offers extra care housing situated in Kirkwall and Westray. Extra care housing is relevant in cases where an applicant has a much greater level of community care need than would apply to sheltered housing.

## 1.7.

While there is a need to consider older persons' housing more fully which may include considering a wider concept of retirement housing, in common with many other Scottish social housing providers, this will be progressed through the development of the Local Housing Strategy over the coming months.

## 2. Data on Level of Callouts

### 2.1.

During one of the meetings of residents, the level of callouts overnight at Rae's Close was queried. Both residents and staff felt that it was not accurate and queried how the information had been sourced.

### 2.2.

The original understanding was that all data relating to callouts was recorded by Eldercare, the callcentre which manages callouts. However, it transpired that wardens have 8 minutes to respond to any call and therefore data only diverts to Eldercare after the 8 minute period has elapsed. Alarms repeat every minute and therefore each alarm can be recorded multiple times.

### 2.3.

Consequently, an analysis of all data held on the individual computer terminals in the two sheltered housing schemes was undertaken.

### 2.4.

The calls generated through the alarm system for each scheme have been assessed thoroughly and the data is reproduced below:

<b>Lambaness Callouts</b>	<b>Total Number</b>	<b>During "Sleep-In Hours"</b>	<b>Average per month (day / night)</b>
April 2017 – May 2018	128	17 but responded to by Community Responder	9.14 / 1.21

<b>Rae's Close Callouts</b>	<b>Total Number</b>	<b>During "Sleep-In Hours"</b>	<b>Average per month (day / night)</b>
April 2017 – May 2018	115	14	8.21 / 1

## 2.5.

Additional calls are recorded through Eldercare, the callcentre which provides backup to the warden service. However, an analysis of the individual logs highlights an element of duplication. As detailed in section 2.2 above, the data reverts to Eldercare if the warden has not responded to the initial alarm. Alarms repeat every minute unless cancelled by the relevant resposdee.

## 2.6.

The levels of information on callouts differs at each scheme. An analysis of information held at both schemes shows the following information for the period April 2017 to end of May 2018:

### Lambaness breakdown of callouts

<b>Overnight period.</b>	Covered by Community Responder – 17 6 were emergency calls.
<b>Of total alarms.</b>	24 responded to by warden. 7 daytime alarms were emergency calls therefore totalling 13 emergencies. 3 further alarms required Responder service. 94 remaining calls were false alarms etc.

### Rae's Close breakdown of callouts

<b>Overnight period.</b>	14 alarms, being 1 per month 4 were emergency calls.
<b>Of total alarms (including overnight).</b>	8 were emergencies. 92 were false alarms/no reason. 7 were tests/engineer/tradesmen. 8 responded to through Eldercare.

## 3. Responses to Consultation

### 3.1.

Full responses to the consultation are attached as Appendix 2 to this report.

### 3.2.

A total of 35 responses were received. A summary of the responses is as follows:

#### 3.2.1.

Question 1: Do you consider that sheltered housing should continue to be provided?

<b>Yes</b>	88.89%
<b>No</b>	11.11%
<b>No response</b>	0%

### 3.2.2.

Question 2: If you answered yes to Question 1, remodelling warden services could allow a warden service to be provided Mondays to Sundays 8.30am to 5.30pm between the two schemes for instance a warden could be based at one scheme during the mornings and the other scheme during the afternoons resulting in one physical daily check and one telephone daily check. This would result in a large saving. Do you agree with this option?

<b>Yes</b>	36.11%
<b>No</b>	61.11%
<b>No response</b>	2.78%

### 3.2.3.

Question 3: The sleep-in provision at Rae's Close costs £28,700 per annum and there have been no overnight callouts in the last 13 months. Do you think this should be withdrawn and covered by the Community Responder?

<b>Yes</b>	36.11%
<b>No</b>	58.33%
<b>No response</b>	5.56%

### 3.2.4.

Question 4 asked for any other options for amendments to the service. A range of comments were made and are detailed in Appendix 2. These include suggestions relating to supplementing services with other services available including Age Scotland's Good Morning Calls and the use of enhanced technology.

### 3.3.

The responses to the consultation were overwhelmingly in favour of retaining the current level of service which is currently unaffordable.

### 3.4.

A petition has been received with 420 signatures. The petition states "stop the cuts to our elderly sheltered housing services. Give us peace. Leave us alone." Accordingly, the procedure covering the receipt of petitions has been followed, whereby the Chief Executive, after consultation with relevant senior officers, the Leader and Chair and Vice Chair of the relevant committee, determined that, given a report regarding the outcome of the Sheltered Housing consultation was being presented to this cycle of meetings, it should include reference to the petition.

## **4. Options Appraisal**

### **4.1.**

The results of the consultation limit the options previously identified. Given that the consultation refers to the specific terms and conditions of a tenancy that can only be changed with agreement, the outcome of the consultation means that whichever option is taken forward, must conform with the tenancy's requirement for there to be two warden visits per day.

### **4.2.**

There is a need to determine the relevant action in order to provide clarity to residents and to allow recruitment of staff for Lambaness, if relevant, in order to allow stability. Given the responses to the consultation, the following options can be considered.

### **4.3.**

Option 1 – Status quo.

#### **4.3.1.**

Maintaining the status quo would allow the service to continue generally as it is currently.

#### **4.3.2.**

The status quo is not currently affordable so there would require to be an enhancement of additional resource to cover the cost of the sleep-in provision. Over the available budget this would require an additional budget enhancement, from financial year 2019 to 2020, of £13,000 which would allow a recruitment process to endeavour to fill the vacant posts at Lambaness.

### **4.4.**

Option 2 – To continue to deliver the service for current residents but not to continue to offer it to future residents.

#### **4.4.1.**

This would allow the status quo to exist for current residents while they remained resident in their current homes. Over a period of time the service would decline until ultimately sheltered housing was no longer offered. The position as outlined at sections 4.3.1 and 4.3.2 above would apply.

#### **4.4.2.**

When vacancies arose the properties would be let through the Council's Lettings Policy to a household who required that size and potentially type of house without warden services. The vacant properties would be redesignated as amenity standard. A community care alarm would be available to people with the relevant level of need in line with normal policy with callouts covered by the Community Responder Service.

#### **4.4.3.**

This would have the result that the per capita cost of sheltered housing would increase for a period of time.

#### **4.5.**

Option 3 - Withdrawal of service.

##### **4.5.1.**

In 2010, following consultation, the Council sought to remove the sheltered housing warden service and the Council faced a legal challenge. Residents successfully argued that a contract was in place between the tenancy agreement and document outlining the service. Consequently, the Council had to reinstate the service and suffered reputational damage as a result.

##### **4.5.2.**

Consequently, seeking to remove the service again would be likely to have the same result and is therefore not a viable option.

#### **4.6.**

Option 4 - Removal of sleep-in service only.

##### **4.6.1.**

Only Rae's Close operates a sleep-in service at a budgeted cost of £28,700.

##### **4.6.2.**

When considering the level of callouts between the hours of 22:00 and 08:30, only those relating to Rae's Close are relevant due to the lack of a sleep-in service at Lambaness. Over the 14 month period detailed at section 2.6 above there were a total of 14 callouts overnight, four of which were emergencies.

##### **4.6.3.**

The responder service could potentially cover for the loss of sleep-in provision at Rae's Close, Stromness, which would allow a reduction of £28,700. Otherwise the service could remain unchanged.

##### **4.6.4.**

The tenancy agreement does not specifically refer to an overnight provision and therefore this does not have to remain in place.

#### **4.7.**

Option 5 - Amendment to service to provide a warden service Mondays to Sundays 08:30 to 17:00 divided between the two schemes.

##### **4.7.1.**

The two sites are 15 miles apart and the Responder Service is also available.

#### **4.7.2.**

Currently the combined budget for the service is £131,300. The proposal consulted on was that if the current provision was adjusted a warden could be on site daily in one scheme in the morning and the other in the afternoon with telephone catch ups ensuring each scheme receives two welfare checks daily.

#### **4.7.3.**

However, given the matter outlined at section 4.1 above, there is a need to ensure two physical visits per day are undertaken. This allows a range of options but it is unlikely that all would generate savings. These may include:

- Wardens still being based in each scheme and undertaking the daily checks but the hours of availability being reduced with backup provided by the Responder.
- A peripatetic warden service carrying out daily checks and being based in a scheme for part of the time.
- Housing support staff undertaking the daily checks.
- Other options may be available.

#### **4.7.4.**

These options, which would require further exploration prior to being implemented, could be made in addition to the removal of the sleep-in provision as outlined at section 4.5 above.

#### **4.8.**

The preferred option, which is partially in line with the principles of the current budget setting process, is Option 4, removal of the sleep-in provision only.