

Aberdeen City Council

Housing Contribution Statement



February 2016



Housing Contribution Statement

1. The role of the local housing sector in the governance arrangements for the integration of the health and social care.

The Housing Contribution Statement (HCS) sets out the role of social housing providers in Aberdeen and how they will contribute to achieving the Scottish Government's nine national health and wellbeing outcomes. The HCS mirrors the content of the Local Housing Strategy (LHS) 2012 – 2017 and will form an integral part of Aberdeen's Health and Social Care Partnership's Strategic Plan.

In April 2015, the Aberdeen City Health and Social Care Partnership was established as a separate legal entity governed by the Shadow Integration Joint Board. One housing representative is on the Strategic Planning Group, actively promoting the housing sector's role in health and social care integration. Aberdeen City Council's Communities and Housing Strategy Manager represents the Council's strategic and operational housing functions ensuring high quality integrated services linked to the LHS and is working collaboratively to identify further shared opportunities.

A significant proportion of services are delivered across a number of service areas and officers within strategic housing, health and social care meet regularly to address the strategic priorities for the city. A Registered Social Landlord (RSL) representative represents the views of the RSL sector in the Strategic Planning Group.

By 31st March 2016, the Integration Joint Board will approve the Strategic Plan and Aberdeen City Council and NHS Grampian will have delegated functions to the new Aberdeen City Health and Social Care Partnership.

2. An overview of the shared evidence base and key issues identified in relation to housing needs and the link with health and social care needs.

The Local Housing Strategy 2012 – 2017 (LHS), the Housing Needs and Demand Assessment 2011 (HNDA) and the draft Joint Strategic Needs Assessment 2015 (JSNA) are the main sources of evidence to identify the strategic priorities and the connections between housing, health and social care.

The HNDA 2011 provides robust shared and agreed information enabling the Council to develop policies on new housing supply, management of existing stock and the provision of housing related services. It assists in land use planning to ensure that both the LHS and the Local Development Plan (LDP) are based upon a common understanding of existing and future requirements.

Aberdeen City and Aberdeenshire are currently working together to prepare the next HNDA based on new guidance from the Scottish Government (2014) which emphasises the need for housing to engage with health and social care to identify

needs and plan for solutions across health, social care and housing. The JSNA and the HNDA will be more closely aligned in the future to provide a deeper understand on how services can support the shared objectives of providing care closer to home in the most effective way.

Aberdeen City's JSNA 2015 (draft) used to inform the Strategic Plan provides analysis of the adult population's health and social care needs and identifies priority areas in order to provide services that are appropriate to meet the needs of individuals and communities.

The section below contains a summary of the main housing related issues currently identified through the LHS 2012 – 2017, the HNDA 2011, and the JSNA 2015 that housing providers need to address to support the integrated agenda and requires a housing contribution to lead to the improvement in health and wellbeing sought by the Joint Board.

- a) *Population*: the growth in Aberdeen's population is expected to continue over the next two decades with the greatest growth predicted to occur in the population aged 65+. The SIMD also shows that 31% of the population live in data zones that are amongst the 40% most deprived in Scotland.
- b) *Lack of affordable housing*: this can lead to increased pressure for social housing and increase the risk of homelessness, overcrowding and other forms of need. The HNDA 2011 shows that 3% of the city's population is living in overcrowded conditions. It also identifies a need for more low cost home ownership (LCHO) properties suitable for those with a physical disability.
- c) *Fuel Poverty*: 6.7% of households report spending more than 20% of household income on fuel (national average 7%). Figures from the Scottish House Condition Survey 2007-9 suggest that around 45% of all householders aged over 60 living in Aberdeen City and Aberdeenshire are at risk of fuel poverty.
- d) *Ageing population*: Data confirms that older people prefer to be assisted to stay in their current property for as long as possible with approximately 90% of older people in Aberdeen living in mainstream housing. The continuing shift away from care home provision will increase demand for suitable housing that is or can be easily adapted to suit their needs. There will be a continued growth in demand for assistive technologies (telecare, telehealth), aids and adaptations, Care and Repair services and applications for grant assistance to undertake more substantial repairs and adaptations. Increasing demand for housing support and intensive home care packages and extra care housing provision will also be needed to meet demand and ensure that people feel supported and confident in maintaining independent living. Long term planning is also required to ensure appropriate future provision of smaller, ground floor accessible accommodation across all tenures.

The HNDA identifies a steep rise in the population aged 85+ which will lead to a corresponding rise in the number of people with some degree of dementia. Alzheimer Scotland states that the number of people with dementia is 3,372 and based on current prevalence rates, the number of people with dementia is set to double within the next 25 years.

- e) *Mental health, substance abuse and learning disabilities:* The number of people registered with mental health and learning disabilities in the city are 2,154 and 1,274 respectively. A variety of housing models are provided in the city for these groups to best suit individual needs with accommodation provided by the Council, RSL's and the voluntary sector. Ensuring service users have a safe, suitable and settled place to live is important for their recovery and wellbeing. There is a requirement for different levels of housing with support which can provide more flexible and responsive support depending on individual need. This in turn can help reduce overall demand for health and social care services. However the accommodation in a number of these projects requires upgrading or complete replacement to provide appropriate provision in the future.
- f) *Disability:* Over a quarter of households of all ages in the city contain someone with a long standing illness, health problem or disability. Statistical reports show that during 2015 an average of 70 applicants per month were on the council's waiting list for wheelchair adapted properties with approximately 75% requiring one or two bedroomed properties and the remainder 25% three/four bedroomed accommodation.

Unsuitable housing can leave disabled people trapped within their home which can lead to poor mental health. Disabled people want and need greater control and choice on how they live. Appropriate housing allows disabled people as much independence as possible and being supported by their social network and the local community is important in providing many social and mental health benefits.

- g) *Homelessness:* The number of households presenting as homeless is monitored to ensure an appropriate response in terms of housing provision, size, type and location. Young vulnerable people, particularly those leaving care, are particularly at risk of homelessness due to inexperience of living alone, lack of knowledge of basic independent living skills such as budgeting and access to affordable accommodation. Addressing their housing need can often be critical to receiving the other support necessary to maintain independent living.

Individuals with substance misuse and mental disorders are at risk of homelessness and constitute a highly vulnerable sub-population among the homeless. The treatment of substance misuse and mental disorders cannot be meaningfully considered in some circumstances where there is an absence of appropriate housing.

3. Shared outcomes and service priorities linking the strategic Commissioning Plan and Local Housing Strategy

Aberdeen City Council's LHS is the local authority's strategic document for housing in the city. It sets out clearly the contribution that housing can make to support this agenda, through the design and delivery of housing and housing related services that are capable of responding to the needs of individuals as they arise. The right housing and related services can help to support independent living and contribute to health and social care objectives.

Aberdeen's LHS 2012-2017 was developed in partnership with key stakeholders, representatives from local communities and through a series of long standing partnership groups which form a structure of engagement and collaboration.

The success of the Health and Social Care Partnership can be influenced through the delivery of the LHS's seven key housing priorities which seeks to:

- Increase housing supply to meet housing need and demand.
- Improve housing conditions in both the public and private sector.
- Ensure continued supply and access to affordable housing.
- Continue to provide information and advice to improve housing conditions in the private housing sector.
- Develop a framework for a Regeneration Strategy for the City.
- Ensure there is a supply of particular needs housing of the right type to meet future requirements.
- Improve energy efficiency in both the public and private housing sectors and alleviate fuel poverty.

A revised LHS will be in place in 2017 and will reflect the priorities identified within the Housing Contribution Statement as well as identifying new priorities and outcomes as they emerge.

The specific outcome in the LHS aimed at supporting independent living is to "ensure there is a supply of particular needs housing of the right type to meet future requirements".

The local authority produces the LHS in consultation with a range of key strategic partners. Those partners of particular relevance to this outcome are supported housing and housing support providers, registered social landlords and third sector organisations who offer a range of specialist and mainstream housing to enable people with health needs to live in a community based setting.

Housing Support: this is provided to those who need help to manage their life in their home. This can range from low level activity to more intensive support for those with complex needs. These services do not just help older and disabled people but can include for example housing and tenancy support to young people leaving care, homeless people and people with mental health issues.

New build housing: The Council and RSL's aim to increase the number of affordable and social rented housing in the city over the next 5 years by

approximately 1,429 units. The Council's new build projects are at Smithfield School (99 units) and Manor Walk sites (80 units). RSL's are developing new build projects at a number of sites including Mugiemoos, Summerhill, Cloverleaf, Old Church Road and Maidenraig. These developments will be built to housing for varying needs standard and also include fully adapted wheelchair properties. Two two-bedroomed council properties are being built to meet the needs of bariatric clients.

Aberdeen's Strategic Investment Plan has also agreed 1,000 new build houses in partnership with Places for People with delivery from 2017. It is anticipated that some of these properties will be built to housing for varying needs standard. In addition, the recent funding agreed through the City Deal will make a significant contribution to local housing programmes and affordable housing.

House Conditions: The importance of people's homes to their physical and mental wellbeing is widely accepted. We need to ensure that people's homes are 'fit for purpose' enabling them to live full and active lives which is central to truly integrated care. Poor housing conditions can exacerbate health problems but the Council's and RSL's investment in repairs, improvements and maintenance of their stock contribute greatly to achieving national health and wellbeing outcomes. The Scottish Government produced new energy efficiency standards for social housing (ESSH) in 2014 which must be met by 2020. These new standards aim to improve the energy efficiency of social housing, reduce energy consumption and fuel poverty. For 2016/17 the Council has allocated £6m for heating upgrades, the installation of combined heat with power (CHP) or district heating and £76,000 in loft insulation in its properties to ensure it meets the ESSH standard. A contribution of £35,000 is also made to SCARF for ad hoc energy efficiency works in council stock. The Council's budget for energy efficiency works is allocated on a property basis and is targeted at council stock to ensure it meets the ESSH standard and is not based on an occupant's medical needs.

In the private housing sector, approximately £2.4m was spent during 2015/16 to provide improved insulation works for home owners, plus further ECO funding of circa £300,000 was resourced on the back of this. A proportion of private owners have benefited from thermal improvement works and District Heating systems installed in the multi-storey buildings over the past few years and this is set to continue throughout 2016/17 and beyond as the current programme progresses.

Works to reduce fuel poverty, CO2 emissions through energy efficiency improvements will continue across the whole housing stock irrespective of tenure. It is not possible to quote figures at this time as funding depends on resources coming from central government both in Scotland and Westminster. It is anticipated that the energy efficiency drive will move from solely housing to address all buildings within a community regardless of its use. It is also anticipated that there will be a move away from current annualised funding to more longer term funding thus enabling better planning.

Implementation of the Housing for Varying Needs Review: The Housing for Varying Needs Review addressed the issue of overprovision of sheltered housing in

the city and the under provision of extra care housing. A programme for transition from sheltered to very sheltered or amenity housing commenced in April 2013 to gradually increase the provision per 1,000 population in Aberdeen city to 20 (currently 6.6) for Very Sheltered, 80 (currently 60.4) for Amenity and to reduce the provision of sheltered housing to 46 (currently 80.9). In addition, a new amenity+ service will be introduced incorporating a responder service where the resident has no family or friends able or willing to fulfill this function.

Increase the provision of Very Sheltered Housing: Work onsite commenced in January 2016 to upgrade the first designated sheltered housing complex to very sheltered housing. Works are scheduled to complete late March 2016. As part of the meal provision element of very sheltered housing, a new online meal ordering and payment service is being installed to provide an improved choice and service to residents and free up staff time to focus on other care and support duties.

Telecare: A £1.2m programme of upgrades to our sheltered housing stock has just been completed to provide more flexible support packages through the use of electronic assistive technology systems. This will improve the quality of life for vulnerable older people and enable them to maintain their independence. This can assist early discharge from hospital, avoid admission to residential or nursing homes and provide additional support to cares.

Dementia: One of the Scottish Government key drivers in the integration of health and social care is the need to improve the response to dementia. A key outcome of the National Dementia Strategy 2013-2016 is that more people with dementia are living a good quality life at home for longer. Housing Services are now incorporating dementia friendly design features into future upgrades at current very sheltered and extra care complexes in its 10 year programme. Along with assistive technology systems we will focus on improved lighting, flooring and interior decoration.

Joint Assessment Panel: A review of the way we allocate our very sheltered housing and care home places is underway which will replace the current Nursing Home Panel and a Very Sheltered Housing Panel. This is being progressed with our partners in health and social care to provide a more streamlined referral, assessment and allocations process for people who require very sheltered or care home facilities.

Housing Adaptations Demonstration Project: Adaptations are consistently shown to deliver better outcomes at a lower cost, providing a better quality of life for service users and their carers. It can reduce hospital admissions and lower the requirement for care and support. However there is a need for substantial improvement in these services.

Partners from Housing Services, RSL's, health and Bon Accord Care's OT services are involved in the Adapting for Change Demonstration Project. This partnership, which is supported by the Joint Improvement Team (JIT) and sponsored by the Scottish Government, is testing new approaches in relation to the provision of the

adaptations service and is focusing on streamlining pathways, faster delivery timescales and the use of technology to meet the needs of service users and their carers more effectively.

Technology Enabled Care (TEC): The Council was successful in securing Scottish Government funding in 2015/16 to support the expansion of TEC in Aberdeen. This funding is being used to increase the number of people utilising technology to support them to live independently and manage risk and forms an integral part of the assessment process for discharge from hospital. The fund is also being used to expand the housing sectors knowledge of how technology can support people to live safely in their own home.

Delayed discharge: The Scottish Government's three day target for delayed discharge impacts significantly on Housing Services and alternative solutions will have to be found to address the needs of this client group. Regular delayed discharge meetings are held with NHS Grampian and Health & Social Care Partnership to progress delayed discharge patients with housing needs so they can leave hospital as soon as possible. Systems are being established to identify this client group at an earlier stage so that plans can be put in place to address their needs.

Clashieknowe Intermediate Care Project: this former sheltered housing complex was remodelled to provide a new rehabilitation project in the city to help address the problems around delayed discharge. This project opened in January 2013 providing supported accommodation to enable people to leave hospital and move into flats where 24 hour support is provided through a multi disciplined support team. The project was developed in conjunction with health and social care and provides a holistic range of services which aim to decrease dependence on health and social care support, increase community integration and improve people's quality of life by regaining independent living skills enabling them to return home or to appropriate accommodation. The capital cost of the joint project was £710,000 with Housing and Environment funding £510,000 and Social Care and Wellbeing the remaining £200,000.

Disabled Person's Housing Service (DPHS): The HRA continues to fund the DPHS which provides specialist housing advice, information and advocacy to local disabled people, their families and their carers. This service also impacts on delayed discharge by providing a hospital visiting service, ensuring appropriate applications for re-housing are completed enabling people to move through the system more effectively. A service level agreement is in place with the Disabled Persons Housing service until March 2019.

Care and Repair Service: Aberdeen Care and Repair is part funded by Aberdeen City Council and various other funding streams from the voluntary and charitable sectors. Its main aim is to assist older residents in the private sector to remain living

independently within the community. This is achieved by assisting them to carry out essential repairs, maintenance, energy efficiency works and adaptations to their homes, in addition to offering assistance with home decorating and a gardening service. They also engage in Fire and Home Safety checks and have recently contracted with the Life Changes Trust to deliver early intervention work for people with dementia. Care & Repair also aid with income maximisation where this is needed by assisting clients apply for any relevant Welfare Benefits and accessing Charitable Endowments.

4. An overview of the housing related challenges going forward and improvements required.

The Scottish Government has identified nine national health and wellbeing outcomes that the Partnership must work towards.

<i>Outcome 1</i>	People are able to look after and improve their own health and wellbeing and live in good health for longer.
<i>Outcome 2</i>	People, including those with disabilities, long term conditions or who are frail are able to live as far as is reasonably practicable independently and at home or in a homely setting in their community.
<i>Outcome 3</i>	People who use health and social care services have positive experiences of those services and have their dignity respected.
<i>Outcome 4</i>	Health and social care services are centred on helping to maintain or improve the quality of life of service users.
<i>outcome 5</i>	Health and social care services contribute to reducing health inequalities.
<i>Outcome 6</i>	People who provide unpaid care are supported to reduce the potential impact of their caring role on their own health and wellbeing.
<i>Outcome 7</i>	People who use health and social care services are safe from harm.
<i>Outcome 8</i>	People who work in health and social care services are supported to continuously improve the information, support, care and treatment they provide and feel engaged with the work they do.
<i>Outcome 9</i>	Resources are used effectively in the provision of health and social care services, without waste.

Aberdeen's Health and Social Care Partnership's strategic objective is to optimise the independence of people at home and the following priorities have been identified by the local housing sector to address these challenges:

- Increase intermediate capacity through the provision of furnished intermediate step up/step down accommodation.
- Progress the expansion of its extra care housing provision.
- Undertake a review of specialist housing requirements for people with mental health, learning disabilities and substance misuse.
- Provision of resources to assist health and social care professionals to address the shortage of carers in the city.
- Undertake a review of temporary accommodation with an aim to remodel and make provision for interim accommodation dependent on individual/household need.
- Review the Allocations Policy to minimise time to allocate suitable properties for urgent medical priority cases and to provide for decants for homeowners whilst adaptations or sale/purchase or more suitable property proceeds.
- Revise protocols between Housing (including RSLs) and Health/Social Care for hospital discharges, incorporating the new Housing Liaison Officer role.

5. Current and future resource and investment required to meet these shared outcomes and priorities and how these will be funded.

The Public Bodies (Joint Working) (Scotland) Act 2014 sets out a range of health and social care functions including functions under housing legislation which "must" of "may" be delegated to an integrated authority. In Aberdeen City, the delegated functions will include:

- *Aids and Adaptations*: this falls into the following two categories:
 - a) Housing Revenue Account (HRA) funded adaptations for properties held in this account, with the finance restricted to use on those properties. The budget for these adaptations is £1million.
 - b) Adaptations for private owners and tenants in the private sector are funded by the General Fund. This is a grant to the individual of 80% or 100% of the assessed cost of the works. The budget allocated for this sector is £770k.
- *Garden Maintenance Services*: Environmental Services undertake the physical work on behalf of Housing Services to provide garden maintenance services to council tenants who are older or have a disability. This service is

funded through the HRA and the allocated budget can only be used for HRA properties.

At the end of the season (October 2015) 384 properties were on the scheme. The current charge per property to Housing Services is £235.82 and an administration charge of £75.60 per annum is applied to each tenant.

The table below outlines the budgets identified as making a direct contribution to health and social care through the delivery of delegated functions.

Delegated Functions	Budget 2015 - 2016
Housing Adaptations (HRA)	£1m
Housing Adaptations (private sector)	£770,000
Garden Maintenance Service	£90,500

No other housing functions will initially become part of the new Integrated Authority. However Aberdeen City Council's Housing Services, RSL's and other housing providers will work closely with the Integration Joint Board in strategic planning on housing related service to ensure the delivery of the national health and wellbeing outcomes.

Non Delegated Functions

There are other housing functions which are not delegated but provide resources to support the Scottish Government's and Health and Social Care's outcomes. These include the delivery of new supply social housing, improved housing conditions including energy efficiency measures, the provision of Clashieknowe to provide a new intermediate care project and the installation of the infrastructure to support telecare systems in housing for older people. The planned conversion of four sheltered housing complexes to very sheltered housing will be funded by the HRA. The first conversion at Provost Hogg Court which includes some design features for people with dementia will be completed in March 2016 at an estimated cost of £200,000.

However, during the period of the Strategic Plan, work will continue to identify shared opportunities within housing services which can be more closely aligned to health and social care in the future. This may include:

- Housing Support Commissioned Services for sheltered housing this support enables sheltered housing tenants to stay at home or in a homely setting.
- The services that provide statutory functions to homeless person/households, these include internal teams within the Housing Access Service and the Housing Support Service as well as commissioned housing support services.

- The Care & Repair service is partly funded through Private Sector Housing and will be closely align to the integrated health and social care agenda. This service will be regularly review with a view to potential transfer as and when assessed as being appropriate.
- Due to lack of interest in the past, no budget has been allocated to the provision of energy efficiency works where it is needed to improve the medical condition of a tenant, however this will be monitored and reassessed as required.
- Continuation of the Disabled Persons Housing Service beyond 2019.
- The processes by which adaptations are identified, assessed and the works undertaken should be reviewed as part of future development of the integrated authority's responsibilities.