

**EAST AYRSHIRE COUNCIL**

**HOUSING COMMITTEE – 17 MAY 2006**

**A SUPPORTED ACCOMMODATION STRATEGY FOR OLDER PEOPLE  
IN EAST AYRSHIRE**

**Joint report by Executive Director of Neighbourhood Services and Executive  
Director of Educational & Social Services**

**1. PURPOSE OF REPORT**

1.1 The purpose of this report is to:-

- (i) Present to Housing Committee the Final Report on the Best Value Review of Sheltered Housing Warden Service as agreed by the Member/Officer Working Group on 12<sup>th</sup> April 2006 (Appendix 1).
- (ii) Seek the approval of Committee for the recommendations contained therein.

**2. BACKGROUND**

2.1 Housing Committee of 3rd November 2004 approved the establishment of a Member/Officer Working Group to conduct a Best Value Review of Sheltered Housing Warden Service in East Ayrshire.

2.2 The remit of the Group was extended by Housing Committee of 16<sup>th</sup> March 2005.

2.3 The overall purpose of the review can be summarised as to:-

- (i) Review the service provided by the Sheltered Housing Warden Service to ensure it is fit for purpose;
- (ii) Ensure that the service is effective and provides value for money;
- (iii) Ensure that the services are operated in accordance with the European Working Time Directive;
- (iv) Ensure that financial and human resources are commensurate with the service position;
- (v) Review the service in wider context of the Council's proposals for older peoples services, taking into account the balance of needs and range of provision for a diverse older population in future;
- (vi) Consider the capacity of sheltered housing to provide support to the neighbourhood and wider community;

- (vii) Consider models of supported housing relative to meeting the changing needs and demands for services for older people.

### **3. WORK UNDERTAKEN BY THE REVIEW**

3.1 The review has been undertaken in accordance with the Council's *Guide to Carrying out a Best Value Service Review* and as such has been structured around the '4 Cs of Best Value-

- Consult
- Compare
- Challenge
- Consider

3.2 The review process included extensive consultation with stakeholders.

3.3 Benchmarking was undertaken in relation to the provision made by other local authorities. This process included site visits to Glasgow and South Ayrshire.

3.4 The Member/Officer Group identified the challenges that are currently being posed to existing services and considered a range of reports relating to:

- The background to our current model of Sheltered Housing;
- A needs profile of older people in East Ayrshire;
- An analysis of the suitability of our present Sheltered Housing accommodation to meet need;
- Strategic options for the future delivery of services which agreed the requirement for change to meet the challenges of providing supported accommodation for older people both now and in the future;
- Implementation Options.

3.5 A thorough Option Appraisal process was undertaken resulting in the findings presented in the Final Review Report.

### **4. FINDINGS OF THE REVIEW**

4.1 The Member Officer Group agreed its position on strategic direction of future service delivery and following consideration of options for implementation agreed that:-

- Services should be built around core centres, with links to other existing Sheltered Housing and older people in close proximity to the centres;
- The centres should provide a higher level of care than is presently available in any of our Sheltered Housing including waking overnight cover;

- There should be significant development of the warden role in the centres to that of a care co-ordinator.

#### 4.2 The proposed model offers:-

- A service designed around need utilising the best of our resources, physical, financial and human;
- A service redesigned in each setting - not withdrawn. At a minimum there will be a visiting mobile care service each day;
- An enhanced overnight service in place of sleepovers that will benefit a wide range of vulnerable people not only sheltered housing tenants;
- Phasing of change to minimise disruption to individual service users.

4.3 The proposed model provides a service across the geographic area of the Council. There remains however, identified unmet need and this is particularly evident in Kilmarnock and the Irvine Valley. The Group agreed that East Ayrshire Council (Social Work and Housing) should seek to work with Communities Scotland to commission services to meet this need. It is estimated this could be realised over a 3 to 5 year period. In the meantime East Ayrshire Council should work with Registered Social Landlords (RSLs) to develop services in line with the above model. This would include extension of our Community Alarms Mobile Response Service to include availability to tenants of RSL complexes.

## 5. LEGAL/POLICY IMPLICATIONS

- 5.1 The proposed model supports the Council in meeting requirements of European Working Time Directive, and our requirement to ensure we provide a safe working environment for staff
- 5.2 The proposed changes take account of national policy drivers regarding the provision of services to older people as reflected in the Joint Future Agenda.

## 6. PERSONNEL IMPLICATIONS

- 6.1 If approved the preferred option requires direct staffing resources in relation to:-
- Care Coordinator
  - Mobile Home Care Services
  - Enhanced Overnight Services
- 6.2 For implementation we require further communication with employees and Trade Unions about transition from current staffing arrangements to the above model. Any redeployment of staff is expected to be achieved within the new

arrangements or services similar to their current remit, and will be subject to negotiation with the Trade Unions. Work is being progressed in relation to staff profiling and expected turnover in the next few years.

## **7. FINANCIAL IMPLICATIONS**

- 7.1 Revenue resources for the above proposals can be met from funding currently identified to support older people in the community both through Supporting People Grant and mainline community care budgets. Full implementation of the review would realise £56K for reinvestment in community supports for vulnerable people.
- 7.2 The proposals for development of East Ayrshire sites are aligned with the Housing Capital Plan.
- 7.3 Proposals in respect of unmet need and commissioning new resources are subject to discussion with Communities Scotland.

## **8. COMMUNITY PLANNING IMPLICATIONS**

- 8.1 Community Planning partners have been consulted and involved in the review process. Implementation of the findings of the Review of Sheltered Housing Warden Service would support the Council and its partners in ensuring that older people will receive services in the future which are consistent with the vision expressed within the Community Plan.
- 8.2 The proposed model directly supports the Improving Health, Improving Opportunities and Elimination Poverty Themes of the Community Plan.

## **9. RECOMMENDATIONS**

- 9.1 Members are asked to:-
- (i) Endorse the Final Report of the Member/Officer Working Group;
  - (ii) Approve implementation of the recommended model of service provision;
  - (iii) Note this report was approved by Social Work Committee on 20 April 2006;
  - (iv) Note that the staffing proposals will be remitted for consideration by Corporate Governance Committee subject to consultation with Trade Unions;
  - (v) Otherwise note the content of this report.

## **LIST OF BACKGROUND PAPERS**

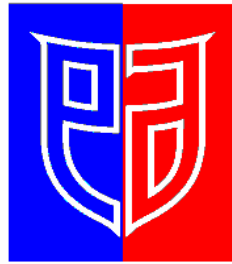
1. Procurement of Residential Care : Update and Next Steps – Improvement Service, November 2005
2. CoSLA Response to Office of Fair Trading Market Study : Care Homes for Older People in the UK, August 2005
3. Scoping Care Home Procurement Models : CoSLA, August 2005
4. Better Outcomes For Older People : Framework For Joint Services, May 2005
5. Joint Future Partnership Agreement : Community Care Services, 2004
6. Local Housing Strategy 2004-2009
7. Joint Future Report, November 2000
8. Designing Lifetime Homes : Communities Scotland

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**24 April 2006**  
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**East Ayrshire**  
COUNCIL

**MEMBER/OFFICER WORKING GROUP  
BEST VALUE REVIEW OF  
EAST AYRSHIRE SHELTERED  
HOUSING WARDEN SERVICE**

**APRIL 2006**

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## SECTION 1: CONTEXT AND SCOPE OF REVIEW

### 1.1 Purpose

There are a number of key factors that make it timeous to review Sheltered Housing Warden Services at this time.

- Best Value – in line with all Council services we are required to review Sheltered Housing regularly to ensure it provides both quality services and that public funding is being spent to best effect.
- Supporting People - All Supporting People funded services must be reviewed before March 2007 in line with legislative requirements.
- Staffing requirements in respect of the European Working Time Directive - the existing model of operation is open to challenge under this legislation. Current arrangements in respect of sleepovers and short breaks between shifts are likely to be interpreted as contravening the directive.
- Demography of East Ayrshire – indicates a significant rise in the Older People population and reduction in the Adult population, the latter of whom contribute both to the social economy and provide a caring role.

### 1.2 Model

- The **Model** of review established was a Member / Officer Working Group, which would report back through Service Committees with recommendations for action.

### 1.3 Scope

The **Scope** of the review was defined through Council on 9 December 2004, with subsequent extension agreed by Housing and Social Work Committees respectively.

- To review the services provided by the Sheltered Housing Warden Service and ensure that it is fit for purpose
- That the service is Effective, Efficient and provides Value For Money
- That the service operates within the terms of the European Working Time Directive
- That the resources both financial and human are commensurate with service provision; and
- A review of the models of supported housing is undertaken to meet the changing needs and demands of service provision for Older People in East Ayrshire.

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## **SECTION 2: CHALLENGE**

### **2.1 Service Description and Activities**

East Ayrshire Council both provides and purchases Sheltered housing warden services within the Council area. In total there are approximately 800 people living in sheltered accommodation representing 4% of people over 65 in East Ayrshire.

For in-house services the management arrangement is that Housing manage the tenancies and the buildings, Social Work manage the warden and individual care services where required.

For sheltered tenancies provided by Housing Associations, the Housing Association manage the tenancies, buildings and warden service and Social Work manage individual care services where required.

All warden services are considered Housing Support and are substantially funded through Supporting People Grant, with some individuals contributing through the charging policy.

### **2.2 In-House Schemes**

East Ayrshire Council is registered with the Care Commission to provide Sheltered Housing Warden Services in 21 Locations across the Authority Area.

The 21 sites are made up of 3 models:

- 15 traditional sheltered housing schemes
- 3 residential linked schemes
- 3 hostels

The model of housing support is consistent across all locations with wardens providing on site support for part of the day, sleepover cover at night and Community Alarm Service providing emergency support outwith these hours.

The level of support however is significantly different across the models.

#### **Traditional Schemes**

Within the 15 traditional schemes there are 3 types of complex.

- 5 units have linked corridors to common rooms allowing tenants to access areas and services without going outside
- 3 units have a common room which is stand alone and tenants have to venture outside to use this facility.
- 7 units which are designated as sheltered housing are located in streets within mainstream housing; these can also be referred to as Amenity Housing.

### Warden Cover in Traditional Schemes

- 8am to 12 noon and 6pm to 10pm
- Sleepover 10pm to 8am
- Community Alarm Support 12 noon till 6pm

Each complex has a warden who works 5 days and a relief warden who works 2 days.

Both are of equal grade and determined by the number of tenancies in the complex.

Up to 15 places	Residential Grade 1	£13,554 to £14,220
16 – 29 places	Residential Grade 2	£14,466 to £16,116
30 – 49 places	Residential Grade 3	£15,699 to £18,381

Staff are also paid an allowance of £30 per sleepover. This results in additional annual payments of £7,800 to wardens and £3,120 to relief wardens per annum.

Some wardens live on site; others are only based in the complex during working hours.

#### **2.2.1 Residential Link Schemes**

Until 2004 the 3 schemes linked to Affleck House, Cessnock Gardens and Ross Court had been supported by staff from the residential unit. The Care Commission found this an unsatisfactory arrangement as it left the residential unit potentially short of cover if staff were supporting people within the sheltered housing. As a condition of registration under the Regulation of Care (Scotland) Act 2001 we were required to separate the two services.

### Warden Cover in Residential link schemes

9am to 5pm (7 days) - Ross Court and Cessnock Gardens.

2 contacts per tenant per day - William McComb Court.

Outwith these hours emergency cover is provided by the Community Alarm Service.

There is no sleepover cover.

The wardens are graded as social care staff.

No staff live on site

The accommodation at William McComb Court can be equated to Amenity Housing. The other 2 complexes, Ross Court and Cessnock Gardens, closely resemble corridor link.

## **2.2.2 Hostel Schemes**

The 3 hostel schemes provide bed-sit accommodation for a range of service users and are less focused on older people as the principle tenant group. All have facilities for a live in warden but contracted warden supports within the Hostel schemes have been less extensive than other models as outlined below.

### Warden cover in hostel schemes

Monday to Friday 9am to 5pm

Saturday 9.30am to 12.00pm

Outwith these hours emergency support is provided by Community Alarm Service. There is no sleepover cover.

There is warden accommodation available on all 3 sites, however only two wardens live on site.

Staff are paid at Grade Manual Worker 3; £11,409

## **2.3 Identified Issues with Current Model**

### **2.3.1 East Ayrshire Staff Issues**

#### Health and Safety at Work (Lone Working)

The Council clearly has responsibility as an employer for the Health and Safety of our workforce.

Sheltered Housing Wardens work on their own; the nature of present arrangements in the 15 traditional complexes is that wardens are expected to answer emergency calls both in the evening and overnight. For 10 of the 15 schemes this involves the warden accessing tenancies from the street.

Following risk assessment, arrangements have been put in place in one complex to ensure that the warden does not respond to calls outwith daylight hours unless supported by community alarm staff.

We require to consider if current arrangements provide adequate support for both tenants and staff.

### **2.3.2 European Work Time Directive**

Recent Employment Tribunal rulings suggest that sleepover hours count towards worked hours. As a consequence, the working patterns in the 15 traditional schemes contravene the Working Time Directive on 3 counts.

- Total Hours Worked – wardens could be considered to be working 5 x 18 hour shifts (from 6pm one day to 12 noon the next) giving a total of 90 hours per week.

- Break between shifts - staff should have an 11 hour break between shifts. The current model offers a 6 hour break.
- Payment - for total current hours worked as the national minimum wage rules may apply. A sleepover payment will not be acceptable and hourly rate will require to be paid.

### 2.3.3 Best Value - Sleepovers

Across the 15 sheltered housing units (offering a sleepover service) during 2004/2005 there were

- 84 calls requesting warden support overnight.
- This averages at less than 6 calls per complex per year.
- Total cost £160,000.
- Average call out cost of approximately **£1,950 per call**.

Consultation with tenants and stakeholders, identifies that the sleepover service provides a **feeling of security**. In **reality** call out is very **rarely required**.

When the service is used overnight it raises concerns in relation to Health and Safety of staff as outlined at section 2.3.1 above.

### 2.3.4 Registered Social Landlord (RSL) Sector

There is no unified service across the RSL sector. In general the quality of accommodation is good however the hours operated by wardens vary, with some providers no longer having live-in wardens or a sleepover service.

The most concerning issue identified by the Member / Officer Working Group was the apparent lower level of response (as compared to EAC service) when the tenants used the call system to summon assistance in the absence of the warden.

In East Ayrshire complexes the Community Alarm service is able to respond. In the RSL sector there is a reliance on family to respond or ultimately emergency services.

## 2.4 Conclusions in Respect Of Current Model

The current model of Sheltered Housing provides practical and emotional support to a large number of older people in East Ayrshire. The model does not however provide equity of provision for service users either within the Local Authority sector or when compared with Registered Social Landlords.

Because of historical practices there is currently no clear link between the needs of the individual, the type of sheltered resource allocated and the care resources available to meet need.

In respect of staffing there is inequity in remuneration, in addition to working practices which will not meet current Working Time Regulations. The current model of out of hours working in a number of complexes does not meet Health and Safety standards for lone workers.

Changes to the current East Ayrshire model could have a significant impact in relation to both the tied housing status of Wardens and also right to buy within the complexes.

## **2.5 The Operating Environment**

### **2.5.1 Legislative and Policy Issues**

#### Regulation of Care Scotland Act 2001

The Regulation of Care (Scotland) Act 2001 now covers services provided through Care at Home, Day Services, Housing Support, and Care Homes.

#### Better Outcomes for Older People

In 2005 the Scottish Executive published "Better Outcomes for Older People – Framework for Joint Services". The report is the outcome of work from the National Joint Services Group and is intended to assist local partnerships to design and evaluate joint services.

The recommendations in Better Outcomes for Older People (2005) are clear in indicating that Social Work, Housing and Health require to work together to provide an environment that supports older people to live fulfilling lives in their own communities.

Local Partnerships should;

- 1) Develop more joint services such as care at home, equipment and adaptations, and day care services, in order to assist older people live at home as independently as possible
- 2) Review the current involvement of housing providers and, where appropriate, work more consistently and effectively with them in the design and delivery of joint services such as extra care housing; and
- 3) Ensure that when developing Supporting People services, this is done in a way that promotes joint services as a more integrated option. Local Partnerships should undertake this as part of their reviews of Supporting People strategies.

#### National Targets from Scottish Executive Health Department

In late 2004 the Scottish Executive Health Department (as part of the Spending Review) set for the first time a target around intensive support packages for older people. Intensive supports are defined as

- 1) Living at Home with over 10 hours per week homecare
- 2) Living in a Care Home
- 3) Living in NHS Continuing Care

The target is that (by 2008) 30% of people within the above categories will be in category 1 i.e. living at home with over 10 hours of home care.

At September 2005 the figure for East Ayrshire in each category was

- 1) 477 people over 65 living at home with over 10 hours home care per week (38%)
- 2) 739 people over 65 in Care Homes
- 3) 34 people over 65 in NHS Continuing Care

The above gives an overall outcome of 38% that well exceeds the national target of 30%

### Employment Legislation

East Ayrshire Council as an employer is required to ensure that we provide a safe working environment for its staff within current employment legislation. The working arrangements described in Section 2 suggest we need to closely consider what steps we require to take to ensure we can demonstrate that we meet this requirement.

The nature of need in the care sector requires work patterns over 7 days per week 24 hours per day, 365 days per year. In such circumstances employers also require to be mindful that we meet all the European Working Time Regulations. The working arrangements described in Section 2 suggest that on a number of counts these arrangements could be challenged to meet the regulations.

National Minimum Wage; The national minimum wage regulations can have a bearing in the care sector on times not only when a person is working but when a person requires to be available for work, for instance this can apply to sleepover situations. Legislation is not definitive in this area but it is open to question if sleepover payments (particularly for non-resident staff) can be paid as a fixed rate as is current practice or require to be paid hourly at least in line with the national minimum wage.

## **2.6 Population Characteristics**

Population projections (General Register Office for Scotland 2002) indicate that in the 10 years from 2005 to 2015 there will be an overall increase of 19% in the number of people over 65 living in East Ayrshire.

Closer analysis shows that the most significant increase will be in the number of people who are over 85 with an increase of 29% anticipated in East Ayrshire.

	2005	2015	Population Increase	% Increase
<b>PERSONS</b>				
<b>65-74</b>	11,236	13,196	1,960	17%
<b>75-84</b>	6,643	7,788	1,145	17%
<b>85+</b>	2,071	2,677	606	29%
<b>Total 65+</b>	19,950	23,661	3,711	19%

### Implications for Community Care Service Analysis

Whilst the majority of older people will continue to live independently of specialist supports the consequence of this demographic change will result in increased demand for community care services to meet the needs of vulnerable people in our communities

**The projections below make no allowance for a change in the balance of care, they are in effect a “do nothing analysis”**

#### 2.6.1 Homecare

The tables below outline the projected increase in demand for homecare services over the next 10 years. They assume that the level of informal care provided by families remains constant. This assumption may be challenged in the future as carers themselves become elderly.

	2005	2015	Population Increase	% Increase
<b>HEMOCARE USERS</b>				
<b>65-74</b>	266	311	45	17%
<b>75-84</b>	626	732	106	17%
<b>85+</b>	515	664	149	29%
<b>Total 65+</b>	1,407	1,707	300	21%

Analysis of service trends in 2005 indicates that people over 85 are more likely to require Intensive Supports (over 10 hours per week)

	2005	Intensive Supports	2015
<b>HEMOCARE USERS</b>			
<b>65-74</b>	72	27%	84
<b>75-84</b>	207	33%	242
<b>85+</b>	192	37%	246
<b>Total 65+</b>	471	33%	572

This means that although the number of service users will increase by 21%, the number of hours delivered to meet need will also require to increase more significantly.

We need to ensure models of service delivery are both efficient and effective in utilising resources to meet need. In many areas this has seen homecare move to a teamwork model with a small team of staff providing supports to service users in a geographic locality. We also need to make better use of new technology and mobile services to increase the range of supports that can be provided.

## 2.6.2 Care Homes

The table below demonstrates the projected increased demand for care home places over the next 10 years if new models of care are not introduced.

	2005	2015	Population Increase	% Increase
<b>CARE HOME USERS</b>				
<b>65-74</b>	75	88	13	17%
<b>75-84</b>	267	312	45	17%
<b>85+</b>	342	441	99	29%
<b>N/A</b>	25	30	5	19%
<b>Total 65+</b>	709	871	162	23%

Consultations consistently demonstrate that the majority of older people wish to continue to live in the community rather than institutional settings.

As we become more successful in supporting people at home with complex social care needs, less people will require residential care. In the future the need will be predominantly for good quality care homes providing access to 24 hour nursing support.

## 2.6.3 Continuing Hospital Care

NHS Ayrshire and Arran as part of an Ayrshire Older People's Strategy have approved a programme that will see a reduction of 56% in continuing hospital care beds. This change reflects National Policy where only older people with very complex needs, requiring regular intervention by medical staff should in effect live in a hospital setting.

As part of the "Whole System approach" the consequence of this will mean that more older people with high levels of need will live both in the Community and Care Homes where appropriate.

Across Ayrshire this will realise a reduction from 363 to 158 beds. In East Ayrshire this will mean replacement of hospitals such as Holmhead and Kirklandside with the new East Ayrshire Community Hospital and an alternative 34 bed facility in the Kilmarnock area.

## 2.6.4 Financial Consequences of Demographic Trends.

The option to "do nothing" in terms of models and balance of care would require significant additional investment

Example of this includes:-

**Care at Home.** If we increase care hours available by 25% over the next 10 years for care at home we will require to invest an additional £3.23 million recurring revenue per annum.

**Care Homes.** By 2015 a minimum additional £3.96 million recurring revenue would be required to fund increased capacity in care homes. This figure will increase further if recommendations are accepted for 2007/08 that will propose “quality” payments above this base.

## **2.7 Future Housing Strategy**

Within the housing development programme for affordability, the following schemes are being developed;

<b>Location</b>	<b>Type</b>	<b>Provider</b>
• Hurlford, Lomond Avenue	Rented	Shire Housing
• Dalrymple	Rented & For Sale	Ayrshire Housing
• Galston	Rented & For Sale	Shire Housing
• New Farm Loch, Kilmarnock	Rented & For Sale	Atrium Housing
• Longpark, Kilmarnock	Rented & For Sale	Cunninghame Housing
• Riccarton West, Kilmarnock	Rented & For Sale	Atrium Housing
• Drongan	Rented	Irvine Housing

All of the rented houses will be designed to barrier free standards and will be suitable for varying needs. This will ensure homes for life which is the preferred model and in line with what older people want.

As recognised elsewhere in this report, older people will comprise an increasing proportion of the future population and as such Housing Associations will increasingly include a significant proportion of housing suitable for the elderly in any development plans to meet emerging needs in communities.

In addition to the above identified sites, others are currently being discussed with Communities Scotland to expand the development programme with the potential for developing extra care housing.

Consequently the supply of suitable housing including homes for life (barrier free) will be realised in East Ayrshire.

## **2.8 Challenge Conclusions**

Analysis of the external environment would indicate that

- 1) We need to review working arrangements ensuring that all relevant legislation is adhered to.
- 2) We need to take a “whole system approach” in considering how services will be delivered in the future.
- 3) We need to make links between care supports and housing strategy to provide joined up services that meet the needs of the communities we serve.

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## **SECTION 3: CONSULT**

**3.1** The Member / Officer Working Group recognised the importance of meaningful consultation with all stakeholders. Consultation arrangements were therefore developed to facilitate participation in the review process involving:

- Sheltered Housing Tenants
- Sheltered Housing Staff
- Key Partners and partner organisations

### **3.1.1 Tenants**

Questionnaires were issued to all tenants and applicants for Sheltered Housing. A 73% return rate was achieved. Issues identified include:

- 71% said they saw the warden as the most important source of support.
- 68% said they had 2 or more contacts daily with the warden whilst 32% had little or no contact.
- 55% said they needed help with paperwork.
- 34% said they needed someone to do all or some household work including meal preparation.
- 29% said they needed help with walking.
- 26% said they had used the services overnight with 5% having done so in the month preceding the survey.
- 10% said they had low mobility in the home.
- 5% said they needed assistance with toileting.
- Wardens provided a range of advice and assistance with safety, security, general counselling and support being the most prevalent.
- In addition to the warden support there was significant levels of support from families and carers.
- Most tenants said they had minimal contact with wardens in terms of other service delivery / provision.

### **3.1.2 Staff**

Warden staff were consulted by means of a structured interview using a standard questionnaire. This identified the following:

- Workers considered their role to be about the provision of good neighbour support, the promotion of independence, security and facilitating contact with other services, Assessment of wellbeing and emergency responses were also important
- Being resident on site was perceived to have advantages in terms of providing security for tenants and the capacity for emergency response.
- The advantages for tenants were offset by the cost in personal terms to the warden – the feeling of never being off duty (however a significant number indicated they would wish to continue living in their home if working practices were to change).
- Workers had received a significant amount of training.
- Information Technology links would be helpful.
- Staff line management and team management arrangements functioned well with the majority of wardens feeling able to influence how services are provided.
- The above notwithstanding a range of areas where communication could be improved were identified.
- Most workers thought that the needs of service users were being met by the services provided.
- Workers reported good working relationship with partners.
- Health reasons (including falls) were the main reason for service users contacting wardens. Form filling and repairs were also significant.
- There was a perception that less time is now spent with service users with more time being spent on administration and contact with other agencies.
- A range of areas for improving the service were identified however all were positive about the service offered.
- The opportunity to comment generally identified that communication with Housing, and Homecare colleagues could be better and communication around hospital discharge could also be improved.

### **3.1.3 Carers and Stakeholders**

GPs were consulted specifically by means of a questionnaire. 21 responded. 14 had regular contact with their patients. The following findings were identified:

- All but one (who did not respond) was satisfied or very satisfied with the outcomes of contact with the Sheltered Housing Warden Service.

- 19 rated the physical accommodation good or very good.
- 17 rated the warden service good or very good.
- Areas for improvement were identified as concerns over a reduction in the warden service; the need for more sheltered units; comments specifically related to space standards and the desirability of increased level of warden provision.
- A wider range of stakeholders including relatives, carers, befrienders, community nurses, social workers, nursing staff, home care staff were also consulted by means of a survey. 61 responses were received. The following findings were identified:
  - Over half the contacts were in relation to health / welfare issues with significant contacts in relation to housing, equipment, adaptations and housing related issues – 34 of 61 stakeholders were satisfied or very satisfied with the contact.
  - 52 out of 61 rated the physical accommodation as good or very good.
  - 51 out of 61 rated the warden service as good or very good.
  - Warden support was regarded as essential - paramount for safety and peace of mind:
  - Improvement suggestions included installation of CCTV links, improvement to some physical and design aspects of the accommodation, general maintenance and enhanced social facilities / activities.

### **3.2 Consultation Conclusion**

In overall terms the consultation process found that:

- (i) Wardens provided a wide range of low key support services that were perceived to be valuable.
- (ii) A particular element of the warden role was perceived as being valuable and that related to reassurance / security.
- (iii) The availability of the warden was perceived as being helpful but that this came at a cost to the warden in terms of their work-life balance and significant expense to the Council.
- (iv) That the physical facilities in some complexes be improved.
- (v) That communication with staff and other agencies whilst good could be improved.

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## **SECTION 4 : COMPARE**

**4.1** In order to compare complexes members of the working group visited 6 complexes within East Ayrshire and 3 in neighbouring authorities

### **Garven Court, Kilmarnock**

Good quality flats, most with one bedroom. Small number with 2 bedrooms. Access not barrier free some property lend themselves to adaptation. Good common room, not corridor linked.

### **Ross Court**

Recently refurbished. Small bedsit accommodation, limited communal facility provided through vacant tenancy.

### **Titchfield Street**

Titchfield Street housing across from Ross Court mainstream flats which have been allocated to older people to receive community warden service.

### **Ellisland Court**

Good quality housing with one and two bedroomed facility. Linked communal facility.

### **Menzies Court**

New build, good quality, small bedsit accommodation, restricted space. Communal facility integrated with housing. Dedicated staffing attached on 24 hour basis. Provides services to older people with dementia.

### **Bellevue Hostel**

Small bedsit accommodation. No communal facilities. Quality of housing reasonable with recent refurbishment. No communal facility or office facility. Although warden accommodation adds some potential.

## **4.2 Overall Findings**

The key findings from the visits carried out within East Ayrshire included:

- The quality of accommodation varied from one complex to another.
- None of the complexes offered barrier free access by original design, some had been achieved by later adaptation.
- There is a significant investment of resources across home care and wardens services with the majority of care being provided by personal carers.
- The current warden provision needs to be reconfigured to match need, improve efficiency and meet European Working Time Directive.

### **4.3 Visits to Other Local Authorities**

#### Local Authority A

Members visited a corridor linked sheltered housing scheme that had been converted to a very sheltered housing model

The quality of community facilities within the accommodation was good because of recent refurbishment. Care arrangements were provided onsite for an extended period which was the main reason why more vulnerable clients could be supported within the complex. Call out arrangements remained in place overnight. The complex also provided some support to older people within the local community eg lunch clubs.

#### Local Authority B

Members visited 2 new build facilities

Community Based Facility - Very good quality housing, small bungalows laid out to provide a secure environment which could accommodate both single people and couples. The disadvantages were the care team who operated through the day had no base within the complex and the care arrangements through the night were call - out as required.

Corridor Link Facility – Good quality housing. One and two bedroom. Internal link facility to communal area. The interesting aspect around this project was a decision not to categorise the housing but simply describe it as housing with support for older people. The complex was therefore not registered as a sheltered complex. A care team was based within the complex on a 24 hour basis which also served the surrounding community.

### **4.4 Compare Conclusion**

- The categorisation of housing becomes less relevant as more vulnerable older people choose to remain within their own home.
- Needs of individuals across all models varied, a range of factors triggered people to move, in particular security.
- Allocation of tenancies need to take into account both the design of the accommodation and care arrangements to meet the needs of individuals
- Flexible responsive care arrangements and the quality of accommodation (barrier free access, good location) are the key elements in successfully supporting older people at home.

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## SECTION 5 : CONSIDER

### 5.1 Option Appraisal

In the work of the review we have identified 2 main strands to the Sheltered Housing Warden Service - **Care and Accommodation**.

The Group developed and considered options to improve the service measured against Outcomes to:

1) **Meet legislative requirements**

2) **Demonstrate Best Value**

3) **Make Provision for future need**

4) **Provide Equity of Service across East Ayrshire**

5.2 The **Option Appraisal** was considered at 2 levels: -

The Group first considered the **Strategic Direction** of Future Development of the Service (**Section 5.3**)

This was subsequently followed by detailed consideration of **Implementation Options** of the chosen Strategic option. (**Section 5.4**)

### 5.3 Strategic Direction

5.3.1 The group considered 5 Options

#### **OPTION 1 STATUS QUO**

**Actions Required: None**

#### Outcomes

- This option **does not** meet the legislative requirements of the Council in terms of Health and Safety or European Working Time Directive
- This option **does not** demonstrate best value in terms of current use of resources
- This option makes **no provision** for the future needs of older people in East Ayrshire
- This option **does not provide** equity of service or equity of access to service across East Ayrshire

## **OPTION 2 CHANGES TO WARDEN SERVICE TO MEET LEGISLATIVE REQUIREMENTS,**

### **Actions Required:**

1. A move from sleepovers to waking mobile cover
2. Change of hours from split shifts.

### **Outcomes**

- This option **does** meet the legislative requirements of the Council in terms of Health and Safety or European Working Time Directive
- This option **does not** demonstrate Best Value in terms of current use of resources
- This option makes **no provision** for the future needs of older people in East Ayrshire
- This option **does not provide** equity of service or equity of access to service across East Ayrshire

## **OPTION 3 CHANGES TO WARDEN SERVICE TO MEET LEGISLATIVE REQUIREMENTS AND IDENTIFIED NEED WITHIN EXISTING SERVICE**

### **Actions Required:**

1. A move from sleepovers to waking mobile cover
2. Change of hours from split shifts
3. Increase in staff cover where need identified accompanied by move from on-site to mobile service in amenity housing.

### **Outcomes**

- This option **does** meet the legislative requirements of the Council in terms of Health and Safety or European Working Time Directive
- This option **does** demonstrate best value in terms of current use of resources
- This option makes **no provision** for the future needs of older people in East Ayrshire
- This option **does not provide** equity of service or equity of access to service across East Ayrshire

## **OPTION 4 SERVICE REDESIGN WITHIN EXISTING FABRIC**

### **Actions Required**

1. A move from sleepovers to waking mobile cover
2. Change of hours from split shifts
3. Increase in staff cover where need identified accompanied by move from on site to mobile service in amenity housing
4. Development of existing accommodation resources to meet higher levels of need
5. Development of care arrangements to meet higher levels of need
6. Development of allocations policy to ensure care and accommodation needs are delivered jointly.

### **Outcomes**

- This option **does** meet the legislative requirements of the Council in terms of Health and Safety or European Working Time Directive
- This option **does** demonstrate Best Value in terms of current use of resources
- This option makes **some provision** for the future needs of older people in East Ayrshire
- This option **does not provide** equity of service or equity of access to service across East Ayrshire

## **OPTION 5 SERVICE REDESIGN TO MEET IDENTIFIED NEED**

### **Actions Required:**

1. A move from sleepovers to waking mobile cover
2. Change of hours from split shifts
3. Increase in staff cover where need identified accompanied by move from on-site to mobile service in amenity housing
4. Development of existing accommodation resources to meet higher levels of need
5. Development of care arrangements to meet higher levels of need
6. Development of allocations policy to ensure care and accommodation needs are delivered jointly
7. Commissioning of new resources to meet identified gaps in provision

### **Outcomes**

- This option **does** meet the legislative requirements of the Council in terms of Health and Safety or European Working Time Directive
- This option **does** demonstrate best value in terms of current use of resources
- This option **makes provision** for the future needs of older people in East Ayrshire
- This option **does provide** equity of service or equity of access to service across East Ayrshire

**5.3.2 The Group considered OPTION 5 to be the appropriate Strategic Direction that would deliver the desired outcomes.**

## **5.4 Summary of Implementation Option Appraisal**

### **5.4.1 Format of Option Appraisal**

The proposed implementation options seek to co-ordinate care for older people who have high levels of identified need, with services provided from accommodation suitable to meet these levels of need.

They involve co-ordination of housing support and personal care services, and require to be closely linked to future allocations policy.

To meet the outcomes of strategic Option 5 the implementation options are considered in 3 parts:

**1. Services for older people who have community care needs higher than could normally be supported in mainstream housing.**

**(ii) Services for older people presently living in sheltered accommodation that are suitable to meet similar needs as in amenity housing.**

**(iii) Overnight care services for older people**

In considering the options the group also had due regard for the accommodation resources available as outlined in Section 5.4.2 below.

### **5.4.2 Resources**

The group had previously identified that in relation to in-house provision our current accommodation varies considerably in relation to physical suitability to meet the requirements of older people with community care needs.

5 core units were highlighted as being most suitable to meet the needs of older people who have community care needs higher than could normally be supported in mainstream housing

Afton Court, New Cumnock  
Rowantree Court, Drongan  
Ellisland Court, Mauchline  
Hamilton Gardens, Stewarton  
Garven Court, Kilmarnock

Ross Court Sheltered Housing in Galston, although not meeting physical criteria was identified as already accommodating older people with a high level of need and also was in an unique position due to close proximity to Ross Court Resource Centre.

4 other units were identified as being suitable to meet needs higher than in general housing stock.

Busbie Gardens, Crosshouse  
St Maurs Gardens, Kilmaurs  
Catrine  
Netherthird, Cumnock

In relation to the 11 remaining complexes the physical attributes of the accommodation are such that they are suitable to meet similar needs as in amenity housing.

### 5.4.3 Implementation Options Considered

The Options were considered within the framework outlined at 5.4.1 above.

**“Services for older people who have community care needs higher than could normally be supported in mainstream housing”.**

Options were developed that proposed

- (i) The warden role continuing as present in all 10 units outlined in section 4.2 and 4.3 (with hours adjusted to comply with European Working Time Directive) and in parallel a care team providing supports to tenants.
- (ii) The warden role continuing in the 10 units but developing more flexibly to support older people in the immediate community. A care team will work in parallel providing support to tenants.
- (iii) The warden role is developed significantly to a care co-ordinator’s role across a local area including responsibility for more than one complex. As the model is implemented care co-ordinators would be based at each of the core units identified in section 5.4.2 supported by an expanded and integrated support team.

The Group agreed that **option (iii)** best meets the future needs of older people in our communities. This option will see a significant move to co-ordinate the housing support services currently provided through the warden service with personal care services provided through the home care service.

The agreed model would mean:

- A new post of care coordinator would be created. This post would be graded in line with similar posts within the Council (Support Assistant or Senior residential Worker) at AP2/3. These Posts will cover 7 days per week and will be based within each unit identified to meet high level need.
- They will have responsibility for the residents within the High level unit and the units within their locality designated to support medium level need. They will proportion their time on the basis of need across the units.
- They will also be responsible for a number of older people with high level needs in the immediate community around the sheltered units.
- There will be a support team based at the complex directly managed by the care coordinator. The support team will carry out housing support tasks and personal care tasks to all residents of the units and in the immediate community according to need.

- The care coordinator will ensure quality care is delivered based on the assessed need of the individual and will co-ordinate the care plan. They will liaise with other agencies including GP and Community Nursing Service
- The care coordinator will oversee social and leisure activities organised within the units as well as catering and domestic services attached to the units including repairs management.
- The care coordinator will also manage the team of personal carers as well as co-ordinating all aspects of the individual care arrangements of people within the complex.

**“Services for older people presently living in sheltered accommodation that are suitable to meet similar needs as in amenity housing”.**

For the 11 complexes that are identified as appropriate to meet similar needs as in amenity housing, options were developed that proposed:

- (i) Assimilation of services with core service of homecare and community alarm.
- (ii) Development of a mobile warden service of 4 wardens who will visit each site daily to provide housing support services. Out of hours services provided through community alarm.
- (iii) Mobile home care services developed in conjunction with models in high/medium need at section 5.4.3 above. 5 personal carers will provide daily checking and housing support service. Out of hours services provided through community alarm.

The Group agreed that **option (iii)** should be adopted to provide a dedicated daily service to each site. The advantage of option (iii) over option (ii) will be that we have the flexibility to combine personal care and housing support services.

The agreed option will mean:

- attendance at the 11 complexes by personal carers who are attached to the core units. They will provide a daily visit checking service and housing support services (form filling, low level advocacy etc.) Emergency Response service from Community Alarms as and when required.

**“Overnight care services for older people”**

The models developed in 5.4.3 above to meet high level of needs have waking overnight cover. For the remaining complexes the options below were developed.

- (i) Replace sleepover cover with services provided by community alarms.
- (ii) Replace sleepover cover with enhanced service from community alarm by addition of extra overnight vehicle.
- (iii) Replacement of sleepover cover by waking care in all sites.

The Group agreed that **option (ii)** was the most appropriate. This provides enhanced service to meet needs not only of current sheltered housing tenants but also older people in the community.

The agreed option will mean:

- addition of 2 mobile response staff each night and delegation of responsibility for call out services to the community alarm service replacing the current sleepover service. The additional investment in mobile response facilitates deployment of services strategically across authority area.

#### **5.4.4 Combined Preferred Option**

The outcome of the combined agreed options above is that services would be built around core centres, with links to other existing sheltered housing and older people in close proximity to the centres. The centres will provide a higher level of care than is presently available in any of our sheltered housing including waking overnight cover, this will be overseen by significant development of the warden role to a care co-ordinator in core units. Units as outlined at paragraph 5.4.2 have been identified as suitable to develop as core centres (This is closely aligned to Housing Capital Programme for redevelopment of these sites).

**The proposed model offers:**

**A service designed around need utilising the best of our resources, physical, financial and human.**

**A service will be redesigned in each setting not withdrawn, so at a minimum there will be a visiting mobile care service each day**

**The enhanced overnight service in place of sleepovers will benefit a wide range of people not only sheltered housing tenants**

**Phasing of change will minimise disruption to individual service users**

#### **5.5 Unmet Need**

The above model provides for a wide service over the geographic area of the Council, there remains however identified unmet need and this is particularly evident in Kilmarnock and the Irvine Valley. East Ayrshire Council (Social Work and Housing) will seek to work with Communities Scotland to commission services to meet this need; we estimate this will be a 3 to 5 year process.

In the meantime we will work with Registered Social Landlords to develop a range of services in line with the above model. In the early stages we will focus on Cumnock (Menziess Court) and the Doon Valley. We will also extend our Community Alarms Mobile Response Service to be available to tenants of RSL complexes.

## **SECTION 6 : IMPLICATIONS FOR FUTURE ALLOCATIONS POLICY**

- 6.1** The other important aspect of achieving the strategic vision for future services is adjusting the allocation policy to relate to the level of individual need with appropriate accommodation and care.
- 6.2** This will require careful consideration to ensure we achieve the correct balance between enabling people to exercise choice and avoiding allocations to units which could not meet anticipated future need.
- 6.3** Applicants applying for sheltered housing are assessed on their dependency for this type of supported accommodation.

The level of dependency will be determined during the assessment process carried out by Care Managers, in accordance with the Single Shared Assessment guidelines. Applicants who meet the criteria for this type of accommodation will then be awarded a priority of either High, Medium or Low dependency. The assessment process will also be used to identify any unaddressed community care needs applicants may have. This will ensure that those who are housed receive the appropriate support services. Building on our existing relationships with Housing will be essential to this process.

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## SECTION 7 : FINANCIAL IMPLICATIONS

7.1 Revenue resources for the above proposals will be met from funding currently identified to support older people in the community both through supporting people and mainline community care budgets. When fully implemented the review realises £56k for reinvestment in community supports for vulnerable people.

The proposals for East Ayrshire sites are aligned with the Housing Capital Plan.

Proposals in respect of unmet need and commissioning new resources are subject to discussion with Communities Scotland

### 7.2 Cost of Preferred Combination

The cost of the combined preferred option is detailed below. For comparison purposes the cost of the current service is also included. The total cost of the service both current and proposed has also been split between the elements of homecare and supporting people.

	Homecare £	Supporting People	Total £
<b>Current Model</b>	<b>£715,314</b>	<b>£746,571</b>	<b>£1,461,885</b>

	Homecare £	Supporting People	Total £
<b>Proposed Model</b>			
High / Medium: Option 3	£683,881	£503,932	£1,187,813
Low: Option 3	£23,652	£ 94,608	£ 118,260
Overnight: Option 2	£ 0	£ 99,077	£ 99,077
<b>Total:</b>	<b>£707,533</b>	<b>£697,617</b>	<b>£1,405,150</b>

The variance between the current costs and proposed model represents a margin of flexibility of existing resources which will support the transition of the service and meet the steadily increasing need of the existing residents within sheltered housing.

The needs of current service users within the existing service arrangements will require to be sustained and the variance figure indicated above will fund this.

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## SECTION 8 : PERSONNEL IMPLICATIONS

8.1 The preferred option requires direct staffing resources in relation to:-

Care Coordinator  
Mobile Home Care Services  
Enhanced Overnight Services

Work is being progressed in relation to staff profiling and expected turnover in the next few years. Any redeployment of staff is expected to be achieved within the new arrangements or services similar to their current remit, and will be subject to negotiation with the Trade Unions.

For operational reasons the implementation of change will require to happen on a phased basis as we move towards accommodating new residents more appropriately in units which will support their current level of need and anticipated needs in the future.

It will also be influenced by the Housing Capital Programme of upgrading Sheltered Housing Accommodation.

It is therefore anticipated that a staggered implementation of the new arrangements will be required.

Staff have been involved in relation to consultation phases of the review. Further communication with employees and Trade Unions about transition from current staffing arrangements to the above model will be undertaken.

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## SECTION 9 : IMPROVEMENT ACTION PLAN

### 9.1 Managing the Transition

The needs survey completed as part of the consultation process evidenced that there are people with high needs or anticipated high needs within low level need units and vice versa. It will take time, based on current turnover of tenancies, to reach the desired position of the most vulnerable people in accommodation which meets need.

The care options proposed above have been designed to provide maximum flexibility and this will assist in the transition arrangements. The strong interface with other services in particular Community Alarms and the Home Care Service will enable social work services overall to manage the wide variety of individual assessed need in the transition phase.

An example of these services beginning to merge and work in an integrated manner is the current overnight service operated by Community Alarms. The staff are located at Garven Court, Kilmarnock and Ellisland Court, Mauchline. This means that both of these units currently have a personal carer awake and ready to respond.

We will continue to take opportunities as they arise to locate staff at areas of highest need. The table below gives an indication of how the new arrangements could be phased in to ensure minimum disruption to residents and staff.

### 9.2 Proposed Phased Implementation

<u>FIRST YEAR</u>	<u>TIMESCALE</u>
Negotiate preferred option with Trade Union	2006/07
Remove sleepover provide waking mobile cover	2006/07
Remove split shift – provide mobile response evenings	Begin 2006/07 phase subsequently
Establish mobile flexible cover to low level need.	Begin 2006/07 phase subsequently
New model – initially link support to need until targeted allocations policy has an impact. Implement care co-ordinator post where opportunities arise eg vacancies	2006/07
Negotiate with RSL to sign up to proposed care arrangements.	2006
<u>NEXT STEPS</u>	
Implementation of agreed new model across remaining areas	2006/2011 – 5 year plan

## **SECTION 10 : STRATEGIC FIT**

- 10.1** The new model of care and accommodation / allocation arrangements proposed within this Best Value review have been developed with consideration to the broader strategic framework for older people.
- 10.2** Joint partnership arrangements with Health over recent years has focussed on supporting older people to live in the community and avoid admission where appropriate to any form of institutional care. In practice this has resulted in the growth of joined up working across the spectrum of services available to older people in the community. The success of community based services has resulted in a higher demand for home care and community nursing and a reduced demand for residential care home places with the demand for nursing home places remaining the same.
- 10.3** The models proposed within this paper fit with this strategic shift to community based services and provide the type of support our current sheltered housing residents require but will also equip us to increasingly support future vulnerable older population in their own tenancies.
- 10.4** The models link with locality services and strengthen the existing home care service in relation to joined up working and 24/7 support for the most vulnerable

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## **SECTION 11 : CONCLUSIONS**

### **11.1 Conclusions in Respect Of Current Model**

- i. The current model of Sheltered Housing provides practical and emotional support to a large number of older people in East Ayrshire. The model does not however provide equity of provision for service users either within the Local Authority sector or when compared with Registered Social Landlords.
- ii. Because of historical practices there is currently no clear link between the needs of the individual, the type of sheltered resource allocated and the care resources available to meet need.
- iii. In respect of staffing there is inequity in remuneration, in addition to working practices which will not meet current Working Time Regulations. The current model of out of hours working in a number of Sheltered Housing complexes does not meet Health and Safety standards for lone workers.

### **11.2 Challenge Conclusions**

Analysis of the external environment indicates that

- i. We need to review working arrangements ensuring that all relevant legislation and safe social work practices is adhered to.
- ii. We need to take a “whole system approach” in considering how services will be delivered in the future.
- iii. We need to make links between care supports and housing strategy to provide joined up services that better meet the needs of the communities we serve

### **11.3 Consult Conclusion**

In overall terms the consultation process found that:

- i. Wardens provided a wide range of low key support services that were perceived to be valuable.
- ii. The particular element of the warden role which was perceived as most valuable was that which related to reassurance / security.
- iii. The availability of the warden was perceived as being helpful but that this came at a cost to the warden in terms of their work-life balance and a significant expense to the Council.
- iv. That the physical facilities in some complexes required to be improved.
- v. That communication with staff and other agencies whilst good could also be improved.

#### **11.4 Compare Conclusion**

- i. The categorisation of housing becomes less relevant as more vulnerable older people choose to remain within their own home.
- ii. Needs of individuals across all models varied, a range of factors have triggered people to move, in particular security.
- iii. Allocation of tenancies need to take into account both the design of the accommodation and care arrangements to meet the needs of individuals
- iv. Flexible responsive care arrangements and the quality of accommodation (barrier free access, good location) are the key elements in successfully supporting older people at home.

#### **11.5 Consider Conclusion**

- i. The range of options presented in this report provide a robust framework under which the Council can move forward and provide a range of services for older people that will meet the challenges of the 21<sup>st</sup> Century.
- ii. The proposed options will satisfy the overall objective of the review to support older people in sheltered housing for as long as it is safe and practical to do so and reduce admission to residential care.

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## **SECTION 12 : RECOMMENDATIONS**

- i. The Strategic Option for the future delivery of service as outlined at section 5.3 is adopted.**
- ii. The Implementation Option as outlined at section 5.4 is progressed.**
- iii. East Ayrshire Council continues to work with partners including Communities Scotland to address unmet need.**
- iv. The Housing Allocations Policy is reviewed to ensure the level of individual need best fits with appropriate accommodation and care.**
- v. The phasing of the transition is implemented in line with proposals in section 9.**

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## **SECTION 13 : LIST OF BACKGROUND PAPERS**

1. Sheltered Housing Implementation Option Appraisal – March 2006
2. Procurement of Residential Care : Update and Next Steps – Improvement Service – November 2005
3. Summary And Options Paper – November 2005
4. Older People - Population Trends And Impact Upon Service Provision –September 2005
5. Sheltered Housing Warden Service Profile – September 2005
6. CoSLA Response to Office of Fair Trading Market Study : Care Homes for Older People in the UK – August 2005
7. Scoping Care Home Procurement Models : CoSLA – August 2005
8. Better Outcomes For Older People : Framework For Joint Services - May 2005
9. Joint Future Partnership Agreement : Community Care Services – 2004
10. Local Housing Strategy 2004-2009
11. Joint Future Report – November 2000
12. Designing Lifetime Homes : Communities Scotland