



Home not Alone

EXECUTIVE SUMMARY 2005 - 2010

A strategy to meet the housing and support needs of older people in Leeds





Foreword



Home Not Alone is the first housing and support strategy for older people in Leeds. It aims to help integrate housing, support and care to promote the independence and well being of older people and how to influence and deliver improvements to the quality and choice of housing available for older people in the city.



The strategy has been developed within both a national and a local context. It emphasises the close links between housing, housing support, care and health services. Housing is not just about bricks and mortar, it is about providing an environment where older people can be supported to live independently by a range of services.



The strategy has been developed in the wider context of national and local developments in housing, care and health and by adopting a whole system approach.



Paul Langford
Chief Officer (Housing Services)
Neighbourhood & Housing



Chris Reid
Chief Executive
Leeds West Primary Care Trust



It demonstrates our commitment to wanting good quality housing, support, care and health services to be available to all older people wherever they choose to live.

We recognise that given both the size of Leeds and the scale of need to be addressed we must have effective local strategies and delivery arrangements which both engage with and are responsive to older people. The strategy is best delivered by active partnerships working together at a local level to allow older people to live more independently for longer.

Home Not Alone seeks to build on the success of previous partnership working, to further strengthen joint working and to offer service commissioners and planners (from Housing, Supporting People, Social Care and Health) a strategic basis on which to take advantage of opportunities that are collaborative, imaginative, make maximum use of resources and which bring real benefit to older people in Leeds.

Mike Evans
Chief Officer (Adult Services)
Social Services

Steve Williamson
Chair
Leeds Housing Partnership

Executive Summary

This is the Executive Summary of the first strategy to meet the housing and support needs of older people in Leeds. It sets out how the Council and its partners will improve the well being of older people living in Leeds and contribute to national and regional objectives

VISION

The overall vision of the strategy is:

“To improve the quality of life of older people through providing a range of housing options, care and support services which will promote independence for all older people in Leeds”.

AIMS

The aims of the strategy are:

- To support people to stay in their own home for longer;
- To ensure that there is a range of good quality and affordable public and private housing which meets the changing needs of older people;
- To develop a range of flexible services which meet the needs of older people, now and in the future;
- To promote integrated working between housing, support and care services;
- To contribute to the delivery of the National Service Framework (NSF) for Older People and link into the health and social care strategies of the Primary Care Trusts, Leeds

Teaching Hospital Trust and Mental Health Trust and the Social Services Department

- To promote equality and diversity as a fundamental value by ensuring services meet the needs of the diverse older population of Leeds

THE GUIDING PRINCIPLES

The guiding principles behind the strategy are:

- To make a shift from the narrow focus on the 15 percent of older people who are regular users of health and social care services to a broader, more inclusive approach that encompasses the wider older population;
- To promote a strategic shift away from residential care and acute settings into community-based housing and support services, including extra care housing;
- To maximise the potential of sheltered housing and extra care housing in relation to intermediate care and preventative services;
- To strengthen joint-working to ensure joint commissioning of services is based on strategic priorities and assessment of need and takes advantage of opportunities to maximise resources

KEY FACTS

- There are 142,715 people aged over 60 in Leeds representing nearly 20% of the total population





- The majority of older people (66%) live in their own homes; 23% rent from the Council; 7% rent privately and 4% live in housing managed by Registered Social Landlords (RSLs)
- Older people have identified low level support (such as cleaning, gardening etc) as a high priority, as have a number of service providers
- It is estimated that on average in the UK, approximately 30% of over 74 year olds are dependent on means-tested benefits. In a recent Help the Aged Survey (2003) Leeds it was found that 41% of over 74 year olds are dependent on such benefits and Leeds had the highest proportion of older 74s dependent on means tested benefits nationally
- In Leeds, there are estimated to be 9,167 BME elders aged 60 or over from 12 different communities
- There is low demand for older people's accommodation in some areas due to its poor design, poor condition or unpopular or inconvenient location
- Older people are more likely to live in non-decent housing. The most recent Leeds Housing Stock Condition Survey indicates that 50% of older persons were living in non-decent housing compared to 25% of all households
- There are many older people living in poor housing conditions who are asset rich but cash poor; older people are less likely to have disposable income to use for repairs in their home

- Older people are the largest client group under the Supporting People programme, with services catering for their needs amounting to 69% of the total housing support provision in the city. The level of funding for older people's services in Leeds is far below the national average for this client group

KEY ISSUES

Based on previous reviews into the accommodation for older people and consultation with older people, the key issues for the strategy to address are:

- 1. Supply and demand for sheltered housing and general needs older people housing just about balances but often is of the wrong type or in the wrong place. Specifically:**
 - Demand for 2 bedroom accommodation outstrips supply
 - There is a high level of tenancy termination and substantial numbers of refusal of offers for smaller bedsit flats indicating low demand.
 - All ALMO areas are affected by a mismatch of demand and supply in terms of property type and size
- 2. Older people want to stay at home for as long as possible**
 - Low level domestic support is of a high priority to older people and is pivotal to their independence and quality of life
 - Older people want to see a holistic advice service that provides advice and information

to help them make informed choices about housing options

- When older people move they want flexible support/care and to retain as much independence as possible
- Older people have identified joined-up, integrated housing, support and care services using a single assessment process as a priority

3. There will be a need to create new homes for older people in all sectors.

- A substantial amount of Single Regional Housing Pot (SRHP) funding for new housebuilding by Registered Social Landlords currently being built is going into Extra Care housing schemes. It is unlikely that this will continue in the light of other competing demands
- Only a small number of two bedroom bungalows for rent have been built over the last few years while planning density constraints and the high cost of land are deterring builders from building bungalows for sale
- There needs to be consideration of new forms of housing in mixed tenure to cater for the expectation that up to 75% older people will be homeowners in the near future

KEY RECOMMENDATIONS TO BE DELIVERED: 2005 – 2010

Housing

The following recommendations apply to housing providers (i.e. Arm's Length Management Organisations (ALMOs), Registered Social Landlords (RSLs), private developers and non-statutory housing organisations and key statutory housing services (e.g. Leeds City Council Development Department, and the Strategic Landlord, Supporting People teams within the Neighbourhood and Housing Department)

1. Sustainable housing for older people across tenures should be improved to a decent standard and unsustainable or obsolete housing demolished or remodelled (by 2015)
2. All social rented dwellings occupied by older people will comply with the Decent Homes Standard by 2010
3. Housing Options for older people including those on offer in the private sector should be enhanced through working closely with developers and RSLs to provide new homes, new housing types appropriate to meet the needs and preferences of older people with an annual review undertaken to assess progress
4. All developers should be encouraged to develop lifetime homes in order to build in flexibility of use
5. Liaison should be improved between Leeds City Council Development and Neighbourhood and Housing Departments





and with developers and RSLs and other service providers regarding the development of housing options for older people

6. All sheltered housing providers should review the sustainability of their sheltered housing stock by March 2006

7. Access to sheltered housing across all tenures should be reviewed and assessed with recommendations for improvement by 2005

8. All sheltered housing providers should develop and implement programmes for the improvement, modernisation, remodelling or demolition and replacement of sheltered housing by March 2008

9. Sheltered housing should be recategorised and marketed according to services provided rather than the category level of warden support by December 2005

10. Comprehensive accessible and equitable housing support services for older people across all tenures should be developed by April 2007

11. The Fuel Poverty strategy should be revised to include an emphasis on older people by November 2005

12. Equity release schemes should be promoted and academic institutions should be encouraged to research the housing aspirations, support and care needs of affluent older people

13. Increased investment in the city's Adaptations Services should be sought through bids for government funding and maximised use of the Council's capital programme

14. Loan products to assist elderly homeowners to improve and maintain their homes and access affordable warmth should be developed by April 2006 and then promoted and extended

15. The role of the medical rehousing team and Care Ring Alarm Call service should be extended and promoted. New products and services should be explored and awareness of the services raised amongst health and social care providers and commissioners

16. Information currently provided to older people on housing related services across all sectors should be reviewed, streamlined and improved

17. Older people and carers should be consulted on the implementation of this strategy

18. Opportunities should be maximised for joining up commissioning of services for vulnerable older people with additional support needs (e.g. alcohol dependency, sensory impairment, learning disability and offending)

19. RSLs and ALMOs strategies and Business Plans should reflect older people's needs and aspirations, including those of BME elders

20. The role of housing provision and services in delivering social care and health targets (e.g. NSF for Older people) should be promoted

Housing, Social Services and Health

The following recommendations apply to housing providers, Social Services, Voluntary agencies, Primary Care Trusts, Leeds Teaching Hospital Trusts, Leeds Mental Health Trust and various agencies which provide services to Older People

21. The need for additional extra care sheltered housing units needed over the next 5 years across the city and on an area basis should be identified by autumn 2005

22. An extra care housing framework, business case and programme should be developed between the Neighbourhoods and Housing Department Supporting People team and the Social Services Department by December 2005

23. The Home Improvement Agency's services should be extended city wide

24. The use of adapted properties should be maximised and waiting times for adaptation work should be reduced

25. The link between the delivery of health e.g intermediate care and social care services and housing support services within sheltered housing should be reviewed and improved

26. Needs mapping across services should be improved to support more integrated service planning and service delivery

27. A range of new technological aids should be available to older people in their homes

28. The access and assessment process for extra care sheltered housing should be reviewed

29. Housing partners should be fully involved in the operation of the Single Assessment Process (SAP) and the implementation of the National Service Framework for Older People

30. A plan for housing and support provision for people with dementia and other mental health needs should be identified in partnership between PCTs, the Social Services Department and the Supporting People team

31. An information and communication strategy including joint training and joint protocols should be formulated to enable and support integrated working across sectors

32. A joint Health, Social Services and Housing post should be appointed to implement and review the strategy and its recommendations

KEY ACTIONS

An Action Plan which sets out what Leeds City Council and its partners need to do to improve the quality of life and well being and promote independence for all older people in Leeds, accompanies the Housing Strategy for Older People. The Action Plan identifies the ways in which the key actions identified in Part 4 of this strategy will be implemented. These in summary are:





1. To support people to stay in their own home for longer

Support and care is needed by the majority of older people who want to stay at home. The main means of helping older people to do this are through:

- Supporting People (SP)
- Private sector grants and loans for home renovation and adaptations
- Disabled Facilities Grants (DFGs)
- The Home Improvement Agency (HIA)
- Home Care and Domiciliary care

This will put additional strain on the budgets for adaptations, Disabled Facilities Grants, private sector grants/loans and social care budgets.

2. To provide better information on housing and other services

The information currently provided to older people on housing related services, market accommodation needs to be improved and older people and carers need to be consulted fully on the implementation of the strategy.

3. To review the sustainability of sheltered housing and implement plans for improvement and replacement

Further work needs to be carried out to identify priorities for remodelling and service improvement for each area.

Design and location are the two major issues affecting demand for sheltered housing - the Council, ALMOs and other landlords will have

to consider different options for their sheltered housing schemes based on these two factors.

The investment needs of each scheme, to bring them to the Government's Decent Homes Standard, will be considered along with demand information and potential action based on location and design.

4. To provide additional Extra Care Housing

Partnerships with RSLs to develop extra care sheltered schemes are a key element of the Housing Strategy for Older People. The Council has been unsuccessful so far in bidding to the Department of Health funding round for Extra Care Sheltered housing and is now exploring other avenues of funding. Providing Extra Care Sheltered Housing is not solely concerned with new build. New build extra care housing can be seen as the first part of the process of modernising accommodation and housing services for older people.

5. To provide new sheltered and two bedroom accommodation

The evidence shows that there is a need for new homes for older people, Due to the unpopularity of some schemes and bedsits, a programme should be developed to reprovide unviable schemes over 10-15 year period. Housing providers should strive to meet the clear preferences amongst older people for two bedroom housing.

6. To provide new private housing and encourage 'lifetime homes'

Private developers should be encouraged to build homes for older people including bungalows where possible and feasible but more importantly 'lifetime homes', which can be easily adapted at reasonable cost, to meet people's physical needs as they get older.

7. Meeting the requirements of older people with diverse needs

Through Supporting People and other funding streams, opportunities will be maximised for developing specific services for older people with additional or complex needs such as homeless older people, older people with alcohol dependency and older people with mental ill health.

The Housing needs of the Black and Minority Ethnic elders have already been identified in the report "I'M NOT PAST IT". Implementing the recommendations of that report is a key action of the strategy.

8. Integrated Services

There are good links and relationships between primary care, social services and housing services. The Older People's Modernisation Team and the Whole System Programme are the key partnership arrangements for delivery of integrated services.

Improve the integration of service delivered by housing, health, social services and other agencies such as voluntary and private sector organisations to provide a seamless service and maximise existing resources.

KEY OUTCOMES

There are a number of outcomes which will illustrate progress made to meet the aims of the strategy:

1. More people will be helped to live for longer in their own homes
2. More flexible support and care will be provided to enable independence
3. More opportunities will exist for older people to live in accommodation of their choice
4. More older people will feel safe and secure in their homes and neighbourhoods.

Progress towards these outcomes will be measured through use of systematic intelligence gathering, targeted surveys and through reports to the older people's strategic commissioning bodies. To achieve the above outcomes we will need to move to a position where older people's housing aspirations and the accommodation available are more in line with each other on a localised basis. This will mean developing a range of solutions:

- To help people who want to stay at home which means improving and maximising the use of services listed in Appendix Five (i.e. CareRing, the adaptation agency, the equipment service etc.)
- To provide a choice of specialist accommodation





- this will include investing in and remodelling existing accommodations as well as building new homes

- consider new ways of delivering two bedroom accommodation, i.e. conversion of existing schemes or development of mixed tenure schemes

- Sheltered housing

- Extra care and residential care

Taking the strategy forward

The Strategy is a vehicle to deliver a set of objectives. Alongside there is an action plan of the measures needed for implementation of the strategy. To guarantee that the strategy produced is going to be an effective tool by which the outcome objectives will be met, a set of performance measures will also be put in place.

The action plan will be reviewed yearly and it will be performance managed regularly through the Older People Modernisation Team, Leeds Housing Partnership, Supporting People Commissioning Body and the Older Persons Housing Strategy Steering Group.

The Strategy and Action Plan can only be delivered by working in partnership and through building on the success of previous partnership working. The key partners in delivering the vision and aims of this strategy will be:

- Neighbourhood and Housing
- Social Services
- Primary Care Trusts

- Leeds Mental Health Teaching NHS Trust, Leeds Teaching Hospital Trust

- Leeds Housing Partnership

- Registered Social Landlords

- Arms Length Management Organisations

- Supporting People Commissioning Body

- Care and Repair

- Private Developers

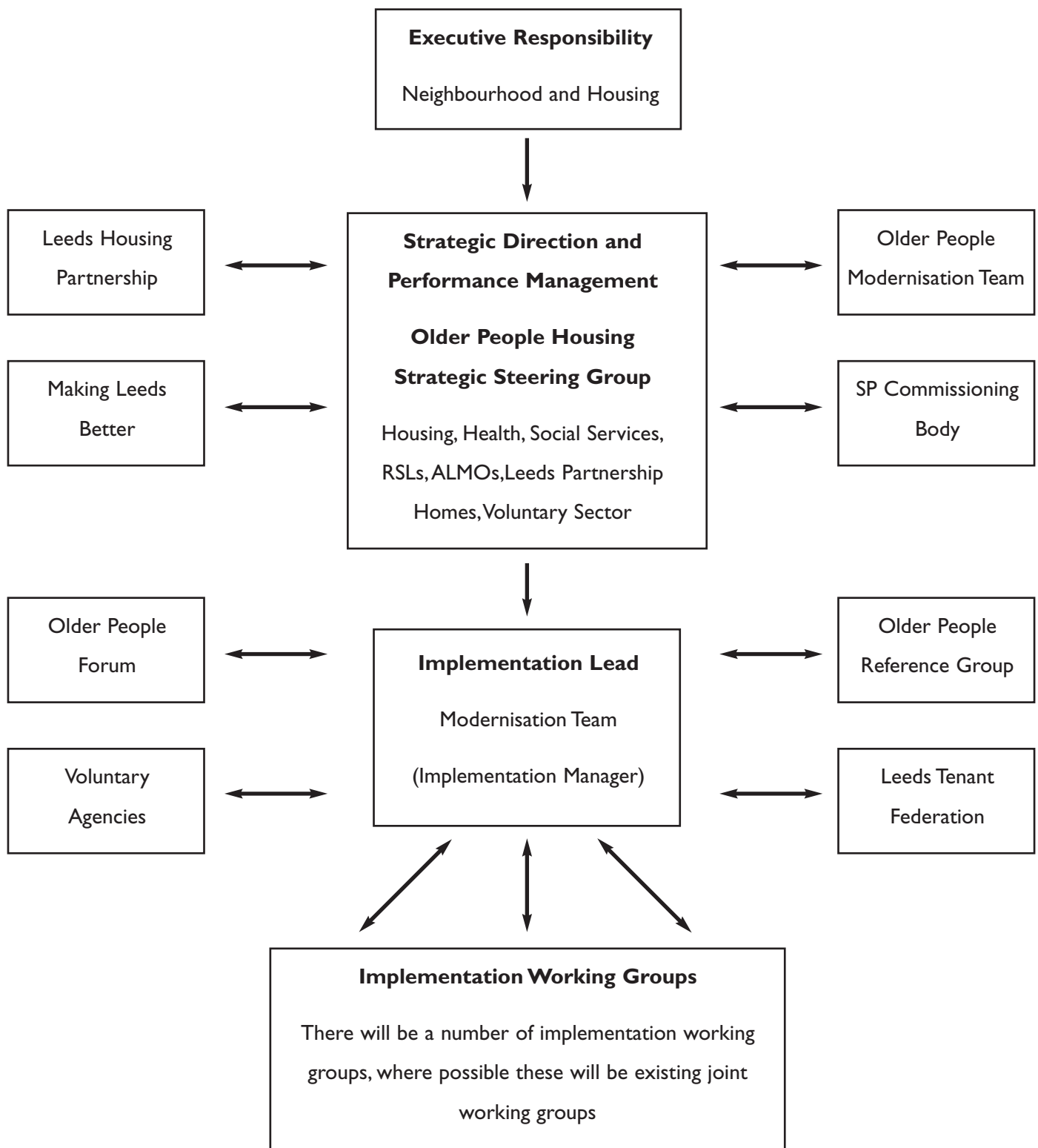
- Planning Department

The partners recognise the need to identify the necessary resources to implement our priorities for action. As part of the implementation work, a financial appraisal for each of our target actions will be carried out, to ensure the necessary resources to deliver the action plan are identified.

Implementation Framework

The following framework has been approved by the steering group to implement the strategy. The steering group will provide strategic advice and performance manage the implementation of the strategy. The existing strategic groups and older people's groups highlighted in the flow diagram will be regularly consulted and periodically receive feedback on the progress made on the action plan. The Modernisation Team and the proposed Implementation Manager post along with the implementation working groups will deliver the action plan and be accountable to the steering group for the progress and its timely delivery.

Implementation Framework



Acknowledgments

Pictures provided courtesy of:

- Public Health Resource Centre
- Leeds Initiative



Contact person: Neera Tyagi - 0113 2243793. e-mail: neera.tyagi@leeds.gov.uk

This document and the full strategy is available on the City Councils website:

www.leeds.gov.uk