



INTEGRATION JOINT BOARD

Report Title	Interim Step Down Housing – Delayed Discharge
Lead Officer	Judith Proctor, Chief Officer
Report Author (Job Title, Organisation)	Dorothy Askew, Planning and Development Manager
Report Number	HSCP/17/042
Date of Report	21/04/17
Date of Meeting	06/06/17

1: Purpose of the Report

The purpose of this report is to seek approval to develop an interim housing option for people who have low level support needs and are delayed in hospital awaiting housing adaptation or rehousing.

Based on current trends for those who are delayed due to housing needs we estimate that two properties will alleviate system pressures and have an impact on the current number of bed days lost.

The report seeks agreement to proceed with proposal to develop two fully furnished, fully serviced properties that are adapted to meet a range of needs.

2: Summary of Key Information

Historically, housing related delays have had a significant impact on delayed discharge figures. Whilst not high in numbers, the length of delay and the bed days lost can be significant. We have been working on a number of initiatives aimed at reducing the number and length of delays.

The delayed discharge housing liaison group was established to monitor and actively case manage housing related delays. The group meets monthly and has multi-disciplinary membership that includes housing, social work and acute sector representation. Joint working has fostered good relationships and resulted in an improvement in the numbers delayed. When first established, the group routinely dealt with more than 20 people with a housing related delay. Due to a number of initiatives this dipped to an average of 3-5 people delayed awaiting housing solutions.



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This project relates closely with work being done as part of our role in the Adapting for Change National Demonstrator project. Aberdeen City was one of the five demonstrator site projects looking to test the implementation of the recommendations of the Scottish Governments 'Adapting for Change' Report.

In December 2015, members of the demonstrator site project team published the results of a survey relating of housing related delays. The survey supported the anecdotal evidence provided by staff and highlighted the need for step-down housing options.

Project proposal:

The project will deliver two accessible housing properties. These will be adapted to meet a wide range of needs and will be available on a temporary basis whilst the patient/service user is waiting for alternative housing or adaptation.

The properties will be fully furnished and will provide temporary accommodation for a defined period of time, expected to be in the region of 8 – 20 weeks (based on adaptation timescales). Allocations will be made on the basis of an agreed eligibility criteria and monitored via the Housing Delayed Discharge Liaison Group, who has representation from housing, NHS acute sector, social care, occupational therapy and Disabled Person Housing Service (DPHS).

It is proposed that the properties are let as 'temporary' accommodation and that an occupancy/service agreement is developed to avoid potential misuse of the accommodation offer, for example someone choosing unrealistic options or restricting their areas of choice being allowed to live rent-free indefinitely.

Aberdeen City Council's legal services have confirmed that if we apply a rental charge this would be deemed to constitute a tenancy arrangement and would give the individual security of tenure. It is therefore proposed that no rental charge will be applied, this will mean that the person will have no legal rights to remain and will be able to move on when their adaptation is completed or suitable alternative accommodation is identified. This is similar to the way we manage other intermediate care facilities such as Clashieknowe.

A service charge could be applied to cover the cost of utilities and services. This would require an amendment to the charging policy applied by Aberdeen City Council in relation to the provision of services. This income would offset some of the revenue costs associated with the project, however in applying the charge we would need to be mindful that some service users may already have financial commitments such as rent or mortgage to maintain their current own property.



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This would be particularly relevant for those awaiting private sector adaptations. It should be noted that housing benefit is normally only paid for the main/sole accommodation, there are certain exclusions but for the majority of patients/service users would be unable to claim benefit and would be financially disadvantaged.

Communities, Housing and Infrastructure have indicated that they are willing to support the proposal and will identify appropriate properties. Two options have been identified: properties located at a variety of locations across the city or access to Smithfield Court. Smithfield Court was identified as key-worker housing, however the level of interest has been low and the properties may be available. The properties are located in the central area of the City with easy access to hospital facilities, particularly important for those who have ongoing rehabilitation needs.

Alternatively, housing colleagues have agreed to look for two 'amenity-style' properties, one base in the north and one in the south of the City. These are one bedroom, cottage style properties base on one level. As stand-alone properties there is likely to be less issues in relation to housing management, client mix, etc. This would be the preferred option and costings have been based on this model.

It is proposed that we operate a 'serviced housing' model, similar to the scheme operated by the Private Sector Leasing (PSL) scheme. This PSL team would take responsibility for processing the allocation, cleaning, maintenance, and turnaround of the accommodation.

The Aberdeen City Integration Joint Board would be responsible for covering the full rental and management charge for the properties. The cost to tenants currently accessing the PSL scheme is rent £75 per week/£325 per calendar month (pcm). The cost of council tax will be dependent on the house type but is likely to be band A/band B (£1107.30/£1291.85 annually, includes water/sewage charges).

A service agreement between HSCP and the patient/service user will set out acceptable conduct, engagement with rehabilitation and support packages and a specific clause that the individual(s) engage with the housing allocation and services such as Disabled Persons Housing Service (DPHS) to progress their housing application.

The estimated costs of the project are based on the one amenity style properties and based on maximum budget costs. Charges will relate only to actual cost incurred.



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The level of adaptation required will depend upon the properties that are identified. We aim to provide as flexible a design as we can within the limitation of the property type available. As a minimum, each property will be wheelchair accessible, have a level access shower and appropriate installation of hand rails.

The specification for the level of adaptation will be made in consultation with housing professionals and specialist occupational therapists. We will consult with specialist housing Occupational Therapists and acute sector Occupational Therapists who are involved in the delayed discharge housing liaison group.

The installation of a level access shower will cost approximately £4k per flat. This cost estimate is dependent on the property type, design and approvals but estimated to be in the region of 6 – 8 weeks.

If dispersed properties are the preferred option the approximate cost of a furniture package is estimated to be approximately £400 per property. This is based on the local authority framework contract costs. Rental costs based on a standard 1 bedroom property would equate to £3,500 annually exclusive of Council Tax, heating, etc.

The eligibility criteria will be developed in the line with the criteria already in use at other interim housing-type projects (i.e. Clashieknowe). Work is ongoing to revise the Choice Policy; this will now include housing related delays and will apply in the case of these interim properties. The average length of stay is expected to be in the region of 8 – 20 weeks. This is based on the current time taken for completion or adaptation/re-housing may be variable dependent on requirements. The charging policy should reflect an option to apply an 'extended-stay' charge that should act as a disincentive to avoid mis-use of the properties and ensure flow.

The Interim Housing project is only one part of a wider programme of activities intended to support the Partnership's delayed discharge position. The revised choice policy currently under development, (alongside more integrated social work staffing in the hospital sites), will support flow out of wards and into these properties in a 'joined-up' manner. The intention is to ensure that those individuals who cannot safely and timeously return to their own homes, have an appropriate resource in which to wait, that is not a hospital bed. The Interim Housing properties are another component of a wider 'spread' of resources that already include interim care home beds."



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Equalities, Financial, Workforce and Other Implications	
<p>The project will require capital funding for set up and ongoing running costs. These include rental, furnishings, utilities, maintenance and on-going management. There is the potential to apply a charge and the income could offset some of the ongoing costs. This has the potential to have a detrimental impact on the project as people may refuse the accommodation offer on the basis of cost.</p> <p>Cost profiles are dependent on the availability of accommodation, timescales for the delivery of adaptations, development of eligibility criteria and operational procedures.</p> <p>Capital Costs (based on dispersed model): Adaptation works to provide a level access shower, ramp (where required) and kitchen modification per flat, estimated to be c£12,000 Furnishing cost for the dispersed model is c£450 per flat</p> <p>Revenue Costs (based on dispersed model): Rental value £75 x 52 weeks (£3,900 annual) per flat Management costs £60 x 52 weeks (£3,120 annual) per flat* Council tax based on band B c£105 x 52 weeks (£1,291 annual) per flat Estimated utilities costs £50 per week (£2,600 annual) per flat *Includes turn-around costs, may be reduced following negotiation. This is based on current PSL scheme values.</p>	
<p>Revenue Cost per flat: Rental -April 2017- March 2018 £3,900 each Managements Cost £3,120 Council Tax £1291.85 Utilities £2,600</p>	<p>Based on 2 properties £7,800.00 £6,240.00 £2,583.00 £5,200.00 Total: £21,823.00</p>
<p>Capital Cost Adaptation costs £12,000 Furnishing costs for dispersed properties £450 (if required)</p>	<p>Based on 2 properties £24,000.00 £900.00 Total: £24,900.00</p>
<p>Total funding requested in year 1 (includes capital expenditure)</p>	<p>£46,723.00</p>



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[Please note: all costs given above are maximum budget costs, for example utilities charges will be re-charged on actual usage figures]

The aim of the proposal is to deliver a reduction housing related delays. The project requires capital investment relating to the one-off set-up costs including the cost of adaptation, furnishing. Rental costs, council tax or business rates and management costs will be required on an ongoing basis.

A service charge of £20 per week, in line with temporary accommodation costs in other areas could be applied but would be subject to discretion and the persons ability to pay.

The budget to sustain the revenue costs will need to be identified from operational budgets.

4: Management of Risk

Identified risk(s):

The key risks identified are that the proposal does not deliver the expected outcome or the properties become a further source of delay and services users are unable to move on due to lack of suitable housing, or non-engagement of service user.

How might the content of this report impact or mitigate the known risks:

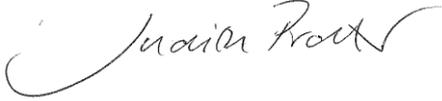
The project will be subject to evaluation. If the impact does not meet the expected outcomes and deliver reduction in through-put and delays the properties can be returned to housing stock. A period of notice, still to be agreed will be required.

A robust eligibility criteria and occupancy agreement will be in place to mitigate the risk of non-compliance with the conditions of occupation, which include engagement with housing services and moving on arrangements. This will be in line with NHS Grampian's Choice Policy, which is currently in draft format and will reduce the risk of people refusing to move on.



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5:	Recommendations
<p>It is recommended that the Integration Joint Board:</p> <ol style="list-style-type: none"><li data-bbox="272 600 1321 680">1. Approve the proposal to develop an interim housing option as detailed within this report.<li data-bbox="272 723 1409 804">2. Approve the direction (appendix 1) to Aberdeen City Council in relation to the expenditure required to deliver this project.	

6: Signatures	
	Judith Proctor (Chief Officer)
	Alex Stephen (Chief Finance Officer)