RESHAPING CARE FOR OLDER PEOPLE CHANGE FUND:
PROPOSED RE-PROVISIONING OF KIRKRIGGS COURT, FORFAR AND ANDY STEWART COURT, ARBROATH, AS SUPPORTED HOUSING

JOINT REPORT BY DIRECTOR OF SOCIAL WORK AND HEALTH AND THE DIRECTOR OF NEIGHBOURHOOD SERVICES

ABSTRACT
This report informs committee of the proposal of the Angus Health and Community Care Partnership to support the re-provisioning of Andy Stewart Court sheltered housing scheme in Arbroath as supported housing for older people and the re-provisioning of Kirkriggs Court sheltered housing scheme in Forfar, in partnership with Trust Housing Association, as supported housing for older people and people with learning disabilities. The report seeks committee’s endorsement of the proposal and approval for the award of capital grant towards these projects to be funded from the Change Fund.

1. RECOMMENDATIONS

It is recommended that the Social Work and Health Committee:-

(i) approves the proposed development of supported housing at Andy Stewart Court, Arbroath;
(ii) approves the proposed development of supported housing at Kirkriggs Court, Forfar, in partnership with Trust Housing Association;
(iii) approves the award of a capital grant of £200,000 to Trust Housing Association as a contribution towards the capital costs of the proposed development.
(iv) approves in principle an investment of up to £200,000 from the Change Fund towards the cost of improvements to the property to meet the needs of older tenants with higher care needs;
(v) approves the proposal that a 24/7 on site care and support service in Kirkriggs Court and Andy Stewart Court will be provided by Social Work and Heath;

It is recommended that the Neighbourhood Services Committee:-

(i) approves the proposal to undertake a phased re-provisioning of Andy Stewart Court sheltered housing scheme, Arbroath, to supported housing;
(ii) approves in principle the proposal to invest £200,000, funded from the Change Fund, towards the cost of improvements to the property to meet the needs of older tenants with higher care need;
(iii) instructs the Director of Neighbourhood Services to prepare a costed tender brief for the proposed capital works for approval by elected members;
(iv) approves the amendment to the Housing Revenue Account Financial Plan for this expenditure.
2. BACKGROUND

Reshaping Care for Older People Change Fund

In November 2010 the Scottish Government announced the creation of a £70 million Change Fund to assist local health and social care partnerships to deliver a step change in joint planning and delivery of care for older people in line with the objectives set out in the Scottish Government's Reshaping Care for Older People Programme. The Angus partnership has been allocated a sum of £1.691 million for the year 2011-12.

The Angus Partnership Change Fund Proposal was endorsed by Strategic Policy Committee at its meeting on 15 March 2011 (report 227/11 refers) and subsequently approved by Scottish Ministers. The Angus proposal is based on accelerating a number of strands of the Council's Community Care Change Programme and Angus Community Health Partnership's (CHP's) Community Medicine and Rehabilitation Redesign, particularly in areas of convergence between these programmes.

A key strand of the proposal was to invest £600,000 in the re-provisioning of one or more sheltered housing schemes within Angus to offer a home for life for people with higher care needs who would otherwise have been placed in a mainstream residential care home setting.

Policy Context

This proposal is in line with the Best Value Review of Older People's Services (BVR), approved by the Council in February 2009 (report 9/09 refers), which identified the need for equity of provision in each of the community planning areas of Angus and recommended that:

- The Council should adopt a policy of expanding the provision of Supported Housing with the aim of securing an adequate supply within every community planning area to meet the future needs of the older people of Angus. The Council should set a policy objective of reducing its use of residential care as Supported Housing becomes available. (Recommendation 10)

- Opportunities for developing additional Supported Housing provision should be identified including the potential “upgrading” of existing sheltered housing stock, where appropriate. Consideration should be given to commissioning any new services, and/or operating in partnerships. (Recommendation 49)

The implementation plan for the BVR was approved by the Council in December 2009 (report 931/09 refers). It set out a phased implementation of these recommendations beginning with the development of a new supported housing complex in Carnoustie (2012-13) followed by the potential re-provisioning of existing Angus Council sheltered housing schemes in Arbroath and Kirriemuir in 2015 and 2016 respectively. These were to be followed by additional supported housing in Forfar in 2017 with developments in other areas in future years.

This phasing was determined by the constraints of the Community Care Change Programme implementation plan which required savings in homecare to be achieved through enablement in order to fund capital and revenue investment in expansion of supported housing. The Proposed Change Fund investment in Arbroath and Forfar will enable that need to be met sooner than anticipated in the implementation plan providing a real alternative to residential care for older people in these areas. The proposed development in Forfar will also contribute to the development of an integrated locality model of health and community care provision currently being developed by the Community Care and Health Partnership in North West Angus.
Provision of Supported Housing for Older People

<table>
<thead>
<tr>
<th></th>
<th>Current Provision</th>
<th>Minimum Additional Required by 2028</th>
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<tbody>
<tr>
<td>Arbroath</td>
<td>-</td>
<td>70</td>
</tr>
<tr>
<td>Brechin</td>
<td>14</td>
<td>16</td>
</tr>
<tr>
<td>Carnoustie</td>
<td>-</td>
<td>30</td>
</tr>
<tr>
<td>Forfar</td>
<td>16</td>
<td>44</td>
</tr>
<tr>
<td>Kirriemuir</td>
<td>-</td>
<td>30</td>
</tr>
<tr>
<td>Monifieth</td>
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<td>30</td>
</tr>
<tr>
<td>Montrose</td>
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<td>16</td>
</tr>
<tr>
<td>South Angus</td>
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<tr>
<td><strong>Total</strong></td>
<td><strong>50</strong></td>
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Supported Housing

Supported housing is housing which is designed in such a way and with appropriate communal facilities to enable 24/7 onsite housing support and social care to be provided to a number of tenants or home owners in an efficient and flexible way while enabling those tenants or home owners to retain as much independence as possible.

In suitably designed housing developments service users who require the level of 24/7 care and support, which would otherwise only be practical to provide in a residential care setting, can have their needs met in their own home. As well as offering better outcomes for service users this housing based solution for people with high care needs contributes to shifting the balance of care from residential care and offers cost efficiencies to the Council.

It is important to note that supported housing is not a care service in itself but housing within the context of which an intensive model of care can be provided which could not generally be provided in mainstream housing. As the expansion of this model of care and support depends on there being a supply of suitable housing, the expansion of supported housing in Angus can only be achieved in partnership with Registered Social Landlord (RSL’s) and housing developers.

The Council has adopted a policy of expanding supported housing provision with a view to reducing as much as possible the use of mainstream residential care (BVR recommendation 10). It is hoped that this will act as a stimulus to housing providers and developers, as well as operators of residential care homes in Angus, to identify opportunities for re-provision existing housing stock to make it suitable as supported housing, or to develop new housing suitable for this model of care at home.

The Change Fund provides the opportunity to accelerate the delivery of this strategic Council policy objective and to stimulate other housing providers to enter the market through a number of demonstration projects.

This report covers three elements of the Change Fund proposal:
1. a contribution of £200,000 towards the capital costs of re-provisioning of the Council's sheltered housing scheme at Andy Stewart Court in Arbroath to provide 39 supported housing units for older people
2. a contribution of £200,000 towards the capital costs of re-provisioning of Kirkriggs Court sheltered housing scheme in Forfar owned by Trust Housing Association to enable the scheme to provide 28 supported housing units for older people and 12 supported housing units for older adults with learning disabilities
3. a £200,000 provision to meet the anticipated transitional revenue costs in relation to supported housing projects planned as part of the first round of the Change Fund.
3. PROPOSED RE-PROVISIONING OF ANDY STEWART COURT, ARBROATH

The BVR identified a need for at least 70 supported housing tenancies for older people in Arbroath over the next ten years. At present there is no supported housing provision for older people in Arbroath. A very sheltered housing scheme of 27 units is operated by Bield Housing Association at Clyde Court, Arbroath. However, the level of onsite care and support provision is much lower than that required to meet the Council’s supported housing model of care.

There are a number of sheltered housing schemes in Arbroath operated by Angus Council, Angus Housing Association, and Methodist Homes. While some of these schemes may be suitable for re-provisioning as supported housing in the future it is considered that re-provisioning Andy Stewart Court offers the best opportunity to deliver high quality supported housing in Arbroath within the timescales and funding available in the first year of the Change Fund.

Overview

The scheme consists of 39 one bedroom cottages arranged around a series of small courtyard gardens. The complex has extensive communal facilities and overnight accommodation for guests.

The design of the scheme is similar to the supported housing scheme at St Drostan’s Court in Brechin, operated by Angus Community Care Charitable Trust (ACCCT), and is particularly suitable for re-provisioning as supported housing. All tenancies are on the ground level and are suitable for people with physical disabilities who require mobility aids and moving and handling equipment as part of their care. The scheme is enclosed ensuring a safe and secure environment for tenants.

A number of improvements to the scheme have been identified to better meet the housing needs of tenants with higher care needs and enable 24/7 onsite care and support to be provided efficiently. These include the application of dementia friendly design to the external areas to make navigation around the scheme less confusing, improvements to the hard landscaping and covered walkways, and expansion of the communal facilities.

It is proposed that the provision of onsite 24/7 care and support will be provided by Social Work and Health.

Existing Tenants and Transitional Arrangements

Re-designation of tenancies as supported housing will apply only as properties become vacant. On the basis of current turnover within Andy Stewart Court it is anticipated that most tenancies would be supported rather than sheltered within four years.

Existing tenants will remain sheltered tenants and continue to receive the same level of housing support service as they do currently with full use of the communal facilities. They will receive the added benefit that should their care and support needs increase significantly they will no longer need to move into mainstream residential care but will be able to have their tenancy amended to a full supported tenancy and receive the full range of care and support offered by the 24/7 onsite team.

Charges for 24/7 onsite care and support will only be applied to new tenants allocated tenancies as supported tenants. Existing sheltered tenants will continue to be charged for housing support in line with the Council’s charging policy. This approach will apply to any future re-provisioning of existing sheltered schemes as supported
housing. During the transition period this will result in a two tier charging regime for tenants within the same scheme, reflecting the assessed need of each tenant.

Under the proposal tenancies will continue to be allocated under the Council’s allocations policy and in accordance with the supported housing protocol which is currently applied to the existing supported housing schemes at Provost Johnston Road and St Drostans Court.

Initial consultation meetings have been held with the existing tenants of Andy Stewart Court and tenants will continue to be consulted throughout the transition phase and at all stages of the capital works. Care will be taken to ensure disruption to tenants is kept to a minimum during the building works.

**Project Justification**

The purpose of the Change Fund is to support rapid improvements in joint working and efficiencies in the use of resources to achieve the objectives of the Reshaping Care for Older People Programme including accelerating the shift in the balance of care from residential care to care at home.

In the current financial climate delivery of the required volume of housing suitable for delivery of a supported housing care model will be dependent largely on investment from the private sector and by the Council and RSLs in re-provisioning existing housing stock. The current proposal and new supported housing development in Carnoustie the are part of a wider repositioning of the Council’s stock to respond to the changing pattern of housing needs which is currently under development within the context of the Local housing Strategy.

The proposed re-provisioning of Andy Stewart Court offers a number of advantages as a demonstration project to stimulate other providers to undertake new developments or re-provisioning of existing stock.

Angus Council Housing Division already has experience in managing supported housing for older people at Provost Johnston Road and St Drostan’s Court on behalf of ACCCT, and in the development of the Council’s new supported housing scheme in Carnoustie.

The size of the scheme offers economies of scale and the opportunity to progress key objectives within the Community Care Change Programme for a comparatively small capital investment.

Finally, the care and support needs of current tenants in Andy Stewart Court are significantly higher than in most other sheltered schemes in Angus. This is because Andy Stewart Court is in particularly high demand. The Council’s allocations policy gives priority to applicants for sheltered housing on the basis of their level of housing and care and support need. The effect of high demand for tenancies in Andy Stewart Court is that vacancies are normally allocated to people with higher care and support needs than in some other sheltered schemes where demand is low.

The care and support needs of current tenants are primarily being met by Angus Council Homecare services and by the Tenancy Support Officer attached to the site. Existing care and support services could be delivered more responsively and efficiently by a team onsite 24/7 which would also ensure that current tenants would in general not require to move to residential care if their care needs increased.

The transfer of responsibility for meeting the care and support needs of existing tenants to a 24/7 onsite team would mean that transitional costs could be largely met from transfer of existing resources from Homecare and transfer of funds from the private and voluntary sector care home budget in respect of each care home place avoided as a result of a placement in supported housing.
Taken together it is considered that these factors justify the proposed investment in this project both in terms of delivering an accelerated increase in the provision of supported housing for older people and establishing a high quality demonstrator scheme to stimulate similar developments by other housing providers.

4. PROPOSED RE-PROVISIONING OF KIRKRIGGS COURT, FORFAR

The BVR identified a need for at least 44 additional supported housing tenancies for older people over the next ten years. At present Trust Housing Association provide 16 supported housing tenancies at Beech Hill Court which offer a housing based alternative to mainstream residential care. Housing support and care services are provided by a Social Work and Health 24/7 onsite team.

Trust Housing Association also operate Kirkriggs Court sheltered housing scheme which is within a few minutes walk of Beech Hill Court. The scheme currently consists of 43 sheltered tenancies for older people with communal facilities and an on-site co-ordinator providing housing support during the day on weekdays.

Kirkriggs has had a number of long term voids and Trust Housing Association have been in discussions with Social Work and Health and the Council's Housing Division for some time about options for securing the long term viability of the scheme in meeting the housing needs of people who require care and support.

The development proposal set out below will secure the future for existing tenants of the scheme while at the same time enabling the Council to expand the provision of supported housing in Forfar by 28 tenancies. The development will also secure an additional 12 supported tenancies for adults with learning disabilities in line with the Council's Learning Disabilities Redesign Programme.

Overview

The scheme consists of three residential blocks of two storeys and a Victorian villa which has been converted into four flats. The blocks are connected by covered walkways and there is a large communal lounge and other facilities in the centre of the site.

Under the re-provisioning proposal two of the blocks along with the communal facilities would be redeveloped as supported housing for older people. This will require significant re-configuration and upgrading of the flats as they become vacant and improved and expanded communal facilities.

Kirkriggs Court is already home to a small number of adults with learning disabilities. The Learning Disabilities Redesign identified a need for additional supported tenancies for adults with learning disabilities over the next few years (report 271/09 refers). It is proposed that the remaining block of 12 flats is re-provisioned to provide supported housing for this care group.

The flats within the Victorian villa are not considered suitable for use as supported housing. Trust Housing Association propose that three of the four upper flats will be let as mainstream housing as they become vacant. Once the remaining ground floor flat becomes vacant it will form part of the enhanced communal facilities.

It is proposed that the provision of onsite 24/7 care and support will be provided by Social Work and Health.
Existing Tenants and Transitional Arrangements

Re-designation of tenancies as supported housing will apply only to voids as they occur. On the basis of current turnover within Kirkriggs Court it is anticipated that most tenancies would be supported rather than sheltered within four years.

Existing tenants will remain sheltered tenants and continue to receive the same level of housing support service as they do currently and full use of the communal facilities. They will receive the added benefit that should their care and support needs increase significantly they will no longer need to move into mainstream residential care but will be able to have their tenancy amended to a full supported tenancy and receive the full range of care and support offered by the 24/7 onsite team.

Charges for 24/7 onsite care and support will only be applied to new tenants allocated tenancies as supported tenants. Existing sheltered tenants will continue to be charged for housing support in line with the Council’s charging policy. This approach will apply to any future re-provisioning of existing sheltered schemes as supported housing.

Under the proposal Trust Housing Association would grant 100% allocation rights to Angus Council with allocations being made in accordance with the supported housing protocol which is currently applied to the existing supported housing schemes at Provost Johnston Road and St Drostans Court.

While benefiting from the 24/7 onsite support, tenants with learning disabilities would continue to receive outreach support through the Learning Disabilities Team and commissioned specialist support services.

Initial consultation meetings have been held with the existing tenants of Andy Stewart Court and tenants will continue to be consulted throughout the transition phase and at all stages of the capital works.

Project Justification

The purpose of the Change Fund is to support rapid improvements in joint working and efficiencies in the use of resources to achieve the objectives of the Reshaping Care for Older People Programme including accelerating the shift in the balance of care from residential care to care at home.

In the current financial climate delivery of the required volume of housing suitable for delivery of a supported housing care model will be dependent largely on investment from the private sector and by RSLs in re-provisioning existing housing stock. A repositioning of the Council’s stock to respond to the changing pattern of housing needs is also under development.

The proposed re-provisioning of Kirkriggs Court by Trust Housing Association offers a number of advantages as a demonstration project to stimulate other providers to undertake new developments or re-provisioning of existing stock.

Trust Housing Association already has a track record in working in partnership with the Council in the provision of supported housing for older people at Beech Hill Court.

The size of the scheme offers economies of scale and the opportunity to progress key objectives within both the Community Care Change Programme and the Learning Disabilities Re-design for a comparatively small capital investment.

Finally, the scheme currently has 8 void properties which means that transition to supported housing can be achieved over a shorter period than could be achieved in other sheltered schemes with lower void levels.
Taken together it is considered that these factors justify the proposed investment in this project both in terms of delivering an accelerated increase in the provision of supported housing for older people and adults with learning disabilities and establishing a high quality demonstrator scheme to stimulate similar developments by other housing providers.

5. RISKS

The following risks have been identified for this project:

1. Members will be aware that the Department of Work and Pensions (DWP) is currently consulting on proposed changes to the housing benefit regime for specialist accommodation which is currently exempt from the local housing allowance. This includes both sheltered and what is defined in Angus as supported housing. It is noted that the DWP use the term “supported housing” to refer to any type of specialist housing with support while Angus Council reserves the term for accommodation where 24/7 onsite care, housing support and enhanced housing management is provided (report 277/05 refers).

A copy of the DWP consultation paper “Housing Benefit Reform – Supported Housing” is available in the members lounge.

Under the proposals it is envisaged that these types of accommodations would become subject to the local housing allowance with a fixed additional allowance to contribute to the additional costs of communal facilities and enhanced housing management required by tenants in these sheltered and supported housing.

It is proposed that this additional allowance would be at a standard rate, though there may be different bandings applied to different types of specialist housing. For example sheltered housing might attract a different additional allowance from temporary homeless accommodation or supported housing for people with learning disabilities.

The consultation paper recognizes that for some care groups the cost of supported housing is particularly high due to the special design of the accommodation or the level of 24 hour on site support required to ensure the safety and security of the tenants.

It is proposed that a separate “supported accommodation fund” would be paid to local authorities to enable commissioners of community care to supplement the additional local housing allowance for those individuals who required very high cost supported housing.

At this stage it is not known on what basis the additional allowance and “supported housing fund” will be calculated. The consultation paper indicates that the proposals are intended to be cost neutral. It is therefore reasonable to assume that the allowance and “supported housing fund” will be based on typical or average costs of each type of specialist housing.

While the methodology to be used is not yet known, the Department of Heath in England already commissions an annual cost book of social care based on extensive market research which include costs for both sheltered and supported housing for older people. The following table provides a comparison of those costs with the indicative costs for Andy Stewart Court and Kirkiggs Court as sheltered schemes and as they will be once fully re-provisioned as supported housing. Costs are given per week per tenancy.
Comparison of Housing Benefit Eligible Costs

Local Authority Accommodation

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<tr>
<th></th>
<th>Department of Heath</th>
<th>Andy Stewart Court</th>
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</thead>
<tbody>
<tr>
<td>Sheltered Housing</td>
<td>£130</td>
<td>£84</td>
</tr>
<tr>
<td>Supported Housing</td>
<td>£203</td>
<td>£136</td>
</tr>
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Housing Association Accommodation

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<tr>
<th></th>
<th>Department of Heath</th>
<th>Kirkriggs Court</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sheltered Housing</td>
<td>£151</td>
<td>£117</td>
</tr>
<tr>
<td>Supported Housing</td>
<td>£369</td>
<td>£187</td>
</tr>
</tbody>
</table>

Sources: PSSRU Cost Book 2010, Angus Council Housing Division, Angus Council Social Work and Health, Trust Housing Association

On this basis it is considered that at this stage the risk of the housing benefit eligible costs of supported housing within these two schemes being above the level of the local housing allowance and additional housing allowance is moderate.

In any case the objective of supported housing is to provide housing with care for service users who otherwise could only be cared for within a residential setting. Even if the full enhanced housing management costs were met by the council the overall unit cost of supported housing is approximately 25% lower than the cost of a mainstream residential place in a private sector care home.

2. The objective of the projects is to provide supported housing tenancies as an alternative to mainstream residential care. There is a risk that the diversion of 39 service users from mainstream residential care in the Arbroath and surrounding area over a short period may impact on the viability of some private and voluntary residential care homes in the area. There are 258 registered mainstream residential places in the Arbroath area so this reduction would represent 15% of the current provision. There is a similar risk in relation to Kirkriggs Court which will result in the diversion of 28 service users from mainstream residential care. In the Forfar area there are currently 93 registered mainstream residential places so this reduction would represent 30% of the current provision. However, around 20% to 25% of places across Angus are occupied by people placed by other local authorities and fully self-funding service users. Given the continuing demand for places from outside Angus and the continuing growth in the older population this risk is considered to be medium.

3. A requirement of the funding is that it is spent within 12 months of commencement of projects. There is a risk that funding could be clawed back by Scottish Government if Angus Council and Trust Housing Association were unable to complete the agreed works within the timescale. None of the works envisaged is of a major nature and, in relation to Kirkriggs Court, Trust Housing Association are well advanced in the design and quantification of the works. It is considered that this risk is low and it is proposed that completion within the required timescale is made a condition of the capital grant.

4. There may be a risk that the Council's decision to award a capital grant for this purpose might be challenged by other housing providers on the basis that it should have been awarded on the basis of an open tender exercise. As noted above, the Council is dependent on housing developers and RSLs coming forward with housing suitable for delivery of a supported housing care and
support service. Established arrangements are in place through the Housing Division for advice to developers on housing priorities, including consideration of applications for Innovation and Investment Funding and other funding opportunities, and the present proposal arose from discussions with both the Housing Division and Social Work and Health over a number of years. Other RSLs are free to bring forward proposals for re-provisioning of sheltered housing as supported housing or for new supported housing developments and may be considered for capital assistance during the remaining three years of the Change Fund recently confirmed by Scottish Government. It is considered that the likelihood and impact of this risk to the Council is low.

6. FINANCIAL IMPLICATIONS

Revenue

Under the proposal new tenancies will be offered to service users who otherwise would have to be placed in mainstream residential care. In the medium term the cost of on site support staff will be met through a reallocation of budgets which would otherwise have funded each service user’s care home costs. As the onsite staff team will also undertake some enhanced housing management functions, such as ensuring the security and safety of the building and overseeing communal areas, part of the costs of the team will be met through a rent service charge which is eligible for housing benefit. The following tables detail the costs of providing the service and the funding package based on a transitional staffing model.

It should be noted that these costs are based on a very outline staffing model which is still in development. Approval for the revenue implications is sought on the principle that if the costs of the finalised model are higher than those indicated a further report will be brought to Committee.
In both schemes it is anticipated that there will be an additional cost to the Council until 10 places are occupied as supported housing. This will be funded from the Change Fund. As previously noted there are currently 8 vacancies in Kirkriggs Court and the average turnover in both schemes over the last five years has been around 8 tenancies per year. Based on the initial costings it is anticipated that there will be additional costs of up to £102,000 in the first 12 months of operation of the two developments. Savings will start to accrue in each scheme when 10 or more tenancies are transferred to supported housing. These savings will be required to fund service redesign objectives approved as part of the Best Value Review of Older People.

The current national residential care home rate is £477.40 for those places meeting the quality standard.
Because service users in supported housing are tenants the Council is not responsible for accommodation and related costs. In supported housing these costs include the provision of 24/7 onsite staffing to manage the communal facilities and ensure the security and safety of the premises. These costs are (at the moment) eligible for Housing Benefit. As is already the case in the existing supported housing developments in Angus these concierge services would be undertaken by the same on site staff team who would provide housing support and homecare to tenants.

Once fully re-provisioned as supported housing the cost of all concierge, housing support and care provision will be approximately £220.00 per tenant per week. The concierge element of the provision will be recovered through a rent service charge to the tenants which is housing benefit eligible. It is likely that a higher proportion of tenants in supported housing will be eligible for some housing benefit contribution than in sheltered housing as the higher housing costs will leave tenants with a lower residual income. For those supported housing tenants not eligible for housing benefit the overall cost of living in supported housing will be similar to the costs of a mainstream residential care home place.

On current turnover it will take three to four years for both schemes to fully transition to supported housing and additional funding will be required over the initial period while the number of supported tenancies is small. The Angus Partnership has agreed to provide £200,000 from the Change Fund to meet the transitional costs which may arise over the first 12 months of the supported housing projects covered by the first year of the Change Fund.

**Capital – Kirkriggs Court**

Angus Council and Trust Housing Association have identified a range of improvements and upgrades to the facilities at Kirkriggs Court which will be necessary to make the scheme suitable for housing from people with higher care and support needs.

The cost of the capital works is estimated at around £1.3 million and will include alterations to individual flats as they become vacant, upgrading of the alarm call system, and expansion and upgrading of the communal and reception / office facilities.

The Angus Partnership has agreed to provide £200,000 towards the costs of the capital works on the communal facilities. The remainder of the capital costs will be met by Trust Housing Association.

As this initiative is being lead by Social Work and Health it is proposed that the contribution from the Change Fund to the capital costs take the form of a capital grant from Angus Council to Trust Housing Association.

Change Fund monies are held on behalf of the Partnership by NHS Tayside. Arrangements are in place for the costs of the proposed capital grant to be met through a transfer of funds from NHS Tayside to the Council. It is proposed that this grant and the related funding from the Change Fund are added to the Social Work and Health Financial plan as non-enhancing expenditure.

**Capital – Andy Stewart Court**

Angus Council Housing Division are in the process of scoping the improvements and upgrades to the facilities at Andy Stewart Court which will be necessary to make the scheme suitable for housing from people with higher care and support needs.

The cost of the capital works has been estimated at £200,000 at this stage but will be contained within the constraints of funding available from the Change Fund.
Change Fund monies are held on behalf of the Partnership by NHS Tayside. Arrangements are in place for the costs of the proposed capital grant to be met through a transfer of funds from NHS Tayside to the Council. As the proposed capital investment is intended to meet social care needs of future tenants it is proposed that this grant and the related funding from the Change Fund are added to the Social Work and Health Financial plan as non-enhancing expenditure. There will be a corresponding entry in the Housing Revenue Account capital plan.

**Change Fund Investment Return**

The Change Fund is intended to provide bridging funding to enable a transition to more effective and resource efficient services which deliver a shift in the balance of care. The expectation of Scottish Government is that service development projects funded through the Change Fund will deliver cost efficiencies which will enable those to be effectively self funding once the Change Fund investment has been consumed and will continue to deliver savings for reinvestment in new services or to contribute to budget efficiencies over the long term. The ambition of the Community Care and Health Partnership is that overall the Angus Change Fund investments should deliver a 3 to 1 return.

The total proposed investment in these projects from the Change Fund is £600,000. As noted above, once fully re-provisioned Kirkriggs Court and Andy Stewart Court are anticipated to deliver an annual saving of around £525,000 as compared with the cost of the same number of service users being placed in residential care. On this basis a 3 to 1 return on the Change Fund investment is considered achievable within the first 5 years.

7. **HUMAN RIGHTS IMPLICATIONS**

There are no human rights implications arising from this report.

8. **EQUALITIES IMPLICATIONS**

The issues dealt with in this report have been the subject of consideration from an equalities perspective. An equalities impact assessment is not required.

9. **ANGUS COMMUNITY PLAN AND SINGLE OUTCOME AGREEMENT**

This report contributes to the following local outcome(s) contained within the Angus Community Plan and Single Outcome Agreement 2011-2014:

- Individuals and families are involved in decisions which affect them
- We have improved the health and wellbeing of our people and inequalities are reduced
- Individuals are supported in their own communities with good quality services

10. **CONSULTATION**

The Chief Executive, Director of Corporate Services, Head of Finance, Head of Law and Administration, the Head of Housing and the Director of Neighbourhood Services have been consulted in the preparation of this report.

11. **CONCLUSION**

The development of supported housing at Andy Stewart Court and Kirkriggs Court will enable the Council to accelerate its programme to shift the balance of care from residential care to care at home.
The provision of a new model of supported housing will offer greater independence and choice, and better outcomes, for service users who otherwise might require residential care and also offers cost efficiencies to the Council in the delivery of care services.

The development of Kirkriggs Court will secure its future for its current sheltered tenants and offers best value through the re-provisioning of existing housing stock in partnership with the independent sector. The re-provisioning of Andy Stewart Court will enhance the environment and facilities for existing sheltered tenants while expanding the housing options available to the older residents of Arbroath.

ROBERT PEAT
DIRECTOR OF SOCIAL WORK AND HEALTH

RON ASHTON
DIRECTOR OF NEIGHBOURHOOD SERVICES

NOTE: The following background papers, as defined by Section 50D of the Local Government (Scotland) Act 1973 (other than any containing confidential or exempt information) were relied on to a material extent in preparing the above report:

- “Best Value Review of Older People’s Services, Report 9/09, February 2009
- “Redesign of Learning Disability Services”, Report 271/09, April 2009
- “Review of Terminology Relating to Accommodation and Day-Care Services For Older People”, Report 277/05, March 2005

SW&H/RP/KW