Housing’s Contribution to Health and Social Care Integration In Midlothian

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

1. The Chief Officer of the Integrated Joint Board is also managerially responsible for the Council’s Housing Service. Through this role she is able to ensure that Housing Issues are recognised and addressed within the context of the Integrated Joint Board.

2. The Strategic Planning Group is able to establish strong links with housing through representation from both the RSL Sector and the Planning and Performance Manager of the Council’s Housing Service.

3. Both the Chief Officer and the Chair of the IJB are members of the Community Planning Board and through this are able to influence decisions relating to housing as it relates to the objectives of the Integrated Joint Board.

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

The Housing Need and Demand Assessment (HNDA2) analyses key past and present housing market drivers, in order to estimate future housing need within the six South East of Scotland (SESPlan) local authorities namely City of Edinburgh; East Lothian; Fife (covering the southern part of Fife – the ‘Fife SESplan’ area); Midlothian; the Scottish Borders and West Lothian.

The HNDA2 informs the development of the Local Housing Strategy (LHS) and Development Plans (DPs) by providing accurate and reliable data thereby enabling local authorities to develop long-term strategic and robust views of housing need and demand across all housing tenures and household characteristics. Essentially, it provides robust evidence to inform policies aimed at providing the right mix and level of housing for all households including households requiring specialist housing provision across the whole housing market. It notes that 2,730 additional affordable homes were required in Midlothian to meet housing needs but projects that the need for affordable and open market housing will continue to increase over the next 15 years. A significant shortage of housing and need for significant increases in the supply of housing was an issue for all local authority areas within the SESplan region.

Specifically, section 7.1 of the HNDA2 assesses the need and demand for specialist housing provision across the SESPlan area. It identifies three broad categories of housing need, covering six types of housing or housing related provision, to support
independent living for as long as possible and enable people to live well and with
dignity. Examples of specialist provision are shown in the table below:

<table>
<thead>
<tr>
<th>Specialist Housing Provision – Categories of Need and Types of Housing</th>
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<tbody>
<tr>
<td><strong>Category of Housing Need</strong></td>
</tr>
<tr>
<td>Property needs</td>
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<td></td>
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<td>Care and support needs</td>
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<td>Locational or land needs</td>
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**HNDA2 Key Housing Points**

Between 2001 -2011, change in household numbers across the SESplan was 47,334 (9.3%) compared to 2,116 (6.0%) for Midlothian over the same period. Between 2012 and 2037 the number of households is projected to increase for the SESplan area from 559,838 in 2012 to 700,389 in 2037, representing a 25% increase in households. For Midlothian, the number of households is projected to increase from 35,540 in 2012 to 43,312 in 2037, representing a 22% increase in households. This has significant implications for housing.

**Older People**

The health implications of an ageing population are likely to impact considerably upon housing and housing related services. From 2001 to 2011, the population aged 65 to 79 increased by 12.7% in Midlothian compared to 8.5% across the SESplan area. The population aged 80+ increased by 23.2% in Midlothian compared to 20.1% across the SESplan area during the same period.

Using the principal population projection for the group age 65 to 79, Midlothian is projected to increase by 52% compared to 62% increase across the SESplan area during the same period.

For the group age 80+, Midlothian is projected to increase by 131% compared to 110% increase across the SESplan area during the same period.

**Physical Disability and Long Term Illness**

The HNDA2 analysis of ‘Households Where One or More Members have a Long Term Illness or Disability’ was carried out using the 2009-2011 Scottish House Condition Survey (SHCS). An updated 2011-2013 SHCS has been produced since the release of the HNDA2 report. It shows that:

- There are 34% Households in Midlothian where one or more of the members are Long Term Sick or Disabled (LTSD)
- 51% Households where one or more of the members are Long Term Sick or Disabled (LTSD), are in the Social Housing sector, 28% in Owner-occupied sector while the figure for the Private Rented Sector is unreported.
Households containing pensioners comprised the highest percentage of Households containing one or more long term sick or disabled (53%), followed by households with 1 Adult Only with 29% and Families with 20%.

51% of Households containing one or more long term sick or disabled are in flats compared to 31% in House.

There are 13% Households in Midlothian where one or more of the members are receiving care services.

20% Households where one or more of the members are receiving care services are in the Social Housing sector, 10% in Owner-occupied sector while the figure for the Private Rented Sector is unreported. Pensioners, with 20%, have the highest percentage of Households where one or more of the members are receiving care services, followed by households with Adult Only with 12% and Families with 6%.

Disabled People

In Midlothian, 8,454 dwellings representing 23% of dwellings have some form of adaptation. Across the SESPlan area a total of 112,633 dwellings representing 19% of dwellings have adaptations. Between 2002 and 2012, social rented housing (council and RSL wheelchair and ambulant disabled dwellings) for households with a physical disability across the SESPlan area is estimated to have increased from 2,170 dwellings in 2002 to 5,741 in 2012. For Midlothian, this increased from 86 to 569 dwellings during the same period.

Homeless

Homeless Housing need in the HNDA2 was calculated and added to the ‘existing need for new affordable housing’. Using three different scenarios, the elements of backlog need are combined to provide a figure for the ‘Gross Backlog Housing Need’ by local authority area at the point of assessment. For instance, a snapshot figure of Homeless Households ‘live cases’ in Midlothian at 31 March 2013 was 1,015.

The HNDA2 acknowledges that limited data is available to quantify the level and type of housing required to meet specific housing needs. It also understands the importance of strengthening the evidence base to measure the housing need and demand of particular needs groups and / or for specialist housing provision. Therefore, HNDA2 has identified households with particular needs (including older people; people with a physical disability; mental health and learning disabilities) and Gypsy Travellers and Travelling Show-people as potential areas for future research.

The full report is available online at:
3. Shared outcomes and service priorities linking the Strategic Commissioning Plan and Local Housing Strategy

Midlothian Local Housing Strategy 2013-2017
The Local Housing Strategy 2013-2017 sets out the key housing issues to be addressed across all tenures in Midlothian, and also sets the strategy for addressing homelessness, housing support, fuel poverty and energy efficiency/climate change. The Local Housing Strategy’s strategic vision for housing in Midlothian is that:

“All households in Midlothian will be able to access housing that is affordable and of good quality in sustainable communities.”

In order that this vision is realised, the Local Housing Strategy must ensure that the following outcomes are realised within the five year period of the Strategy. These outcomes are:

- Households have improved housing options across all tenures.
- Homeless households and those threatened with homelessness are able to access support and advice services and all unintentionally homeless households will be able to access settled accommodation.
- The condition of housing across all tenures is improved.
- The needs of households with particular needs will be addressed and all households will have equal access to housing and housing services.
- Housing in all tenures will be more energy efficient and fewer households will live in, or be at risk of, fuel poverty.

Local Housing Strategy (LHS) and Health and Social Integration
The Midlothian LHS 2013-2017 was developed at a time when LHS guidance on the direction of Health and Social Care Integration, in terms of the housing role, had not been clarified. A new Midlothian LHS is expected in 2017 which will address specific actions on Health and Social Care Integration as highlighted in the new LHS guidance (August 2014).

While the Local Housing Strategy is already implementing some actions (such as. Adaptations, telecare, extra care housing provision) which relate to and support the Health and Social Care Integration, the next LHS will:

a. Clearly state what action is required during the lifetime of the LHS to ensure that independent living is supported, taking into account the forecast for the increasing number of people living longer, and who are therefore more likely to require specialist provision.

b. Set out the Midlothian Council’s strategy for providing an environment that supports the integration of health, social care and housing, that allows people to remain in their own homes, through the use of care and support packages, aids and adaptations, and that provides clear links to other relevant strategies as appropriate.

c. Set out clearly the sort of services that are provided across the local authority area for all tenures, in relation to care/support services, handy person services/care & repair and the use of Telecare and Telehealth.

d. Be clear, how planning is helping with future specialist provision delivery and show clear links to the Integration of Health and Social Care agenda and the Housing Contribution Statement.
e. Provide some indication of the current and future need for residential and care homes spaces for when independent living is no longer a viable option.
f. Provide some information on how the better use of adaptations and adapted properties are helping to address need and keep people in their own homes. Provide evidence on local initiatives (including the use of adaptations) that both supports the prevention agenda and allows people to leave hospital after treatment, and return to their home environment as early as possible.

LHS Action and Monitoring
Essentially, while all the LHS 2013-2017 outcomes impact on the health and social care, there are specific actions which relate to health and social care. For instance, older people needing adequate housing are found in all tenures, they could be homeless or at the risk of homelessness; they could be living in housing Below Tolerable Standard and could be living in fuel poverty.

The LHS contains outcomes and action plan aimed at delivering the overall aim of the LHS. The Council monitors the LHS and provides an annual update plan on our performance. As stated above, specific outcomes and actions on meeting the objectives of the Health and Social Care Integration Agenda will be developed for the next LHS.

The LHS is available online:

http://www.midlothian.gov.uk/info/917/housing/1006/policies_and_strategies

### 4. Overview of the housing- related challenges going forward and improvements required

Key housing related challenges are closely related to the main challenges identified within the Strategic Plan 2016 – 2019. These are:

1. More people who are frail or have dementia are living for longer at home
2. People are living longer with multiple Long Term Conditions
3. There has been little progress in reducing Health Inequalities
4. Our services are under pressure

**More people who are frail or have dementia are living for longer at home**

Most older people wish to remain living independently in their own home and housing providers in Midlothian are able to support this in several ways. Resourcing adaptations to housing is vital to ensure this as is providing suitable housing options for households who are unsuitably housed.

Existing sheltered housing providers have been supported to reprovision units as extra care housing and Midlothian Council has developed a 32 unit extra care housing development in Penicuik. Provision of further extra care housing and retirement housing in other areas may be necessary but to support this additional resources are required.

Actions to support those living with dementia could include:
- Continued provision of an aids, adaptation and telecare budget which covers all tenures.
- Reducing the time taken to receive an adaptation.
- Raising the awareness of housing and maintenance staff across all tenures in terms of supporting those living with dementia.
- Engaging with the private sector, for by example, encouraging the development of private sector housing options for older people.
- Providing visiting support services to older people.
- Continuing to move away from sheltered and very sheltered housing models towards retirement housing and extra care housing.
- Development of new extra care housing units in Midlothian.
- Promote mutual exchanges to older people living in homes too large or unsuitable for their needs.
- Providing a housing options approach to support older people in accessing suitable housing provision.

**People are living longer with multiple Long Term Conditions**

It is anticipated that people living longer with multiple Long Term Conditions may require specialist housing provision in order that they can live independently within their own community. Midlothian Council and other Registered Social Landlords have been able to support this by enabling adaptations to existing housing stock and also designing and building purpose built housing to meet the specific needs of householders with Long Term Conditions. In addition, Midlothian Council is currently developing 12 units in Penicuik which is purpose-built for households with a learning disability and complex care needs. The development of these units will provide more suitable housing options and also provides a substantially more cost effective way of providing care and support to these households.

The need for specialist provision is likely to increase as the number of people with Long Term Conditions continues to rise. However, specialist provision is more expensive to develop and some Registered Social Landlords and unwilling to develop such housing models due to the requirement for high levels of private finance. In addition, Midlothian Council has undertaken several phases of new building but it may become unaffordable to develop over the long term due to the need to maintain the affordability of rent charges to tenants. Actions by Housing and other related providers that could support these households would include:

- Continued provision of an aids and adaptation budget which covers all tenures.
- Reducing the time taken to receive an adaptation.
- Providing innovative, cost effective solutions for providing specialist housing provision.
- Alternative financial sources or models to fund further specialist provision.

**There has been little progress in reducing Health Inequalities**

It is very important that low income groups have access to good quality affordable housing in the community that they belong too. For many disadvantaged groups access to affordable housing will help to address health inequalities. Poor housing
can lead to a range of health problems and lack of affordable housing will lead to some households being more at risk of poverty. While there has been significant investment in new housing in Midlothian with 1,368 new affordable homes built in the past decade the number of households requiring new housing is projected to increase. At present, in order to meet the existing level of need a further 2,730 new homes would be required.

In addition, it is recognised that people living in the most deprived communities are more likely to have poorer physical and mental health throughout their lives. In addition, it is likely that in the most deprived areas, Midlothian Council and other Registered Social Landlords will have a significant number of tenants in these areas. Therefore, housing providers can play an important role in addressing health inequalities in areas of deprivation in particular. Actions to effectively address health inequalities include:

- Identifying and engaging with disadvantaged groups who are likely to experience health inequalities in their lives.
- Investment in new, good quality homes in the private sector and social rented sector.
- Preventing at risk households from becoming homeless and ensuring that homeless households are able to access settled accommodation which meets their needs.
- Empowering communities by, for example, working in a co productive way to achieve common goals to give people a greater say in how services are delivered in their area.
- Support local initiatives to increase training and employment opportunities.
- Providing welfare benefits advice
- Reducing the number of households living in fuel poverty by improving the energy efficiency of properties, sourcing cheaper energy options and providing support and advice services for those in fuel poverty or at risk of fuel poverty.

**Our services are under pressure**

It is acknowledged that financial pressures on the health service are severe and there are ways to ensure that housing services can assist in addressing some of these pressures. Housing and housing support providers can play a positive role in preventing hospital admissions and reducing the length of time that people stay in hospital. Approaches which could ease pressures on the NHS could be:

- Ensuring adaptations are progressed quickly to reduce the length of hospital stays.
- Ensuring that there is a supply of suitable adapted temporary accommodation which can be made available to reduce the length of hospital stays.
- Ensuring that new housing is suitable for easy to undertake and cost adaptations or reduce the costs involved, such as barrier free entry into houses.
- Providing housing support services to ensure that vulnerable households are supported to sustain their tenancies and are equipped with life skills to avoid acute medical services, such as emergency hospital admission for substance misuse.
5. Current and future resource requirements

Adaptations
A review of the 2012/13 major adaptation works illustrates a significant rate of spend in the private sector, with 47.8% of all spend on adaptations in owner occupied and private rented sectors identified as necessary works for older people. This is in comparison to 27.5% spent on Council tenancies and remaining 24.8% on Registered Social Landlord (RSL) tenancies. Spending cost by tenure is shown below, and totals £0.957M:

- Council tenancies £262,951 (27.5%)
- Private sector (owners & private rented) £457,352 (47.8%)
- Registered Social Landlord tenancies £237,129 (24.8%)

Table 1 below provides a projection for future years (not adjusted for inflation) which indicates that the demand for future adaptations will continue to increase significantly. If this projection continues, it would require a considerably increased level of investment to carry out these adaptations which could have a significant impact on future rents charged by social landlords and the capacity of existing resources to meet this need. However, the need for adaptations will be monitored annually as there has been some recent fluctuations in the demand for adaptations and projections have not taken into account the investment in certain housing types, such as Extra Care Housing and reuse of existing adaptations within the housing stock.

**Table 1: Projected Requirements for Future Adaptations**

<table>
<thead>
<tr>
<th>Year</th>
<th>Council</th>
<th>Private Sector</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>2012/13</td>
<td>109</td>
<td>113</td>
<td>222</td>
</tr>
<tr>
<td>No.</td>
<td>£454,593</td>
<td>£410,653</td>
<td>£865,193</td>
</tr>
</tbody>
</table>

New Housing Supply
Sites for housing for a total of 672 new affordable homes was identified by Midlothian Council’s Strategic Housing Investment Plan during the period 2015/16 – 2019/20. The approximate total cost of delivering these units would be £100 Million. The Scottish Government provides grant funding for new development and a total of £22 Million of grant funding would be required to deliver this level of investment. This is substantially higher than level of grant funding that is likely to be available. For instance, the total level of grant funding allocated for Midlothian in 2015/16 is £3.6 Million, if this was the same figure allocated to Midlothian annually until 2019/20 there would be a shortfall in grant funding of £4 Million.

There is also some uncertainty in terms of how welfare reform changes could impact on cashflow and there is increasing pressure to minimise long term rent growth combined with competing investment priorities (such as energy efficiency improvements). This has had a negative impact on the capacity for RSLs to invest in New Housing Supply when compared with recent historical levels.
Housing Revenue Account
The Council’s Housing Revenue Account tracks the local authorities’ income and expenditure on its own housing stock. This budget is used to manage the repairs and maintenance programme and also new investment in council housing. Therefore it is essential to both meeting the Scottish Housing Quality Standard and the Council’s new build housing programme. It also administers an Affordable Housing Fund, raised through an increased council tax for second home owners, which is allocated to specific affordable housing projects. The Council also funds the homeless service, including temporary accommodation charges and the anti social behaviour team.

The following link provides information on the Housing Revenue Account and Capital Plan: http://www.midlothian.gov.uk/meetings/meeting/435/midlothian_council

Funding for fuel poverty and energy efficiency
There are various funding streams which support improved energy of housing stock, and which contribute to the reduction in fuel poverty. Whilst landlords and owners can be proactive in improving the energy efficiency of housing, the Scottish Government also funds several programmes which help improve energy efficiency or support households at risk of fuel poverty. The Home Energy Efficiency Programmes for Scotland: Area Based Schemes are designed and delivered by local authorities, targeting fuel poor areas, to provide energy efficiency measures to a large number of Scottish households while delivering emission savings and helping to reduce fuel poverty. A total of £1.058 Million was allocated to Midlothian in 2015/16.

The reduction in levels of ECO funding for energy efficiency improvements has impacted on the pace of and affordability of improvement schemes for RSLs. Increased RSL financial contributions towards energy improvement works to supplement available grant funding also impacts on the capacity within RSLs for new build developments.

The Energy Saving Trust manages delivery of the other Home Energy Efficiency Programmes for Scotland through the Home Energy Scotland hotline on behalf of the Scottish Government in partnership with a range of advice providers and the energy companies. They offer energy efficiency advice, information on low cost energy tariffs, and advice on income maximisation, as well as a wide range of energy efficiency measures.

Midlothian residents are also benefitting from a funding grant from Big Lottery. The environmental charity Changeworks will deliver the ‘Canny Tenants’ project over the next five years in Midlothian and the Scottish Borders in partnership with Eildon Housing Association, Melville Housing Association and Midlothian Council. Thanks to a £494,180 grant from the Big Lottery Fund, the project aims to bring about positive change for local people in the greatest need. This includes people who are in debt as well as older people and those who have been homeless or in the care system. A wide range of support will be available ranging from home visits and budget management training, to help with using heating more efficiently and advice on cutting down on food waste.