

# CITIZEN LED INSPECTION

## FEEDBACK REPORT FOR WEST LOTHIAN COUNCIL

# Housing with Care

**April 2014**

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## **A. INTRODUCTION**

This report has been produced following an inspection of the Housing with Care Service (HWC) in West Lothian, using the Council's Citizen Led Inspection framework and the associated framework rating system.

The inspection process began in October 2013 with an introduction by Alan Bell and a presentation by Susan Stewart. Documentary evidence considered by the team comprised:

- "Opening doors for older people" – New Housing Partnership Initiative, 1998
- National Care Standards – Care at Home (March 2005)
- National Care Standards – Housing Support Services (March 2005)
- Information Pack for prospective applicants for Housing with Care
- West Lothian Council Corporate Plan 2013/17 – Delivering Better Outcomes
- Customer Segmentation Matrix (March 2013)
- HWC Tenant Personal Plan
- Social Work Inspection Service Self-Assessment for HWC
- Care Inspectorate Report for West Lothian HWC (February 2013 & January 2014)
- Performance report for Social Policy Development and Scrutiny Panel
- Performance report for West Lothian Community Health & Care Partnership Board
- Minutes of tenants' meetings
- "Smart Technology & Community Care for Older People – Innovation in West Lothian" - University of Stirling research paper, 2006
- Social Policy Management Plan 2014/2015

Further primary evidence was gathered during November and December 2013 and January and February 2014 by means of:

- Visits to all WLC HWC sites, including Crusader Court (Trust Housing)
- Structured interviews with the Manager of each site and a representative selection of staff
- Interviews with representatives of partner organisations – Hanover and Bield Housing Associations
- Discussions with tenants and family members
- Questionnaire to applicants on waiting list
- Interview with WLC Allocation Team
- Interview with WLC Contracts Team
- Interviews with Jennifer Scott, Head of Service, Social Policy; Alan Bell, Senior Manager, Community Care Support & Services and Pamela Main, Senior Manager, Community Care Assessment & Prevention

The inspection team comprised:

- Mr I Fowell
- Mrs L Gilbert
- Mrs G Grant
- Mr R Wilson

During the inspection process every effort has been made by the team to ensure that conclusions and feedback are based on fact and are the result of consensus.

**Abbreviations** used throughout the report are:

**HA** - Housing Association

**HWC** – Housing with Care

**SH** - Sheltered Housing

**WLC** - West Lothian Council

## B. KEY STRENGTHS

The inspection team found that the Housing with Care Service has demonstrated good practice and/or performance in the following areas:

1. HWC provides a valued and flexible service for people with high support or care needs from 7.30 am until 10 pm
2. Tenants are very satisfied with the Service
3. The Service is regularly inspected by the Care Inspectorate, and has received a grading of “good” (grade 4) or “very good” (grade 5)
4. Care is flexible to suit tenants’ needs as they become more dependent
5. The Service ‘goes the extra mile’ to meet a tenant’s needs, and avoid them moving to a care home, nursing home or hospital, if possible
6. The availability of staff on-site means that tenants can request care or support at a time of their choosing
7. Strong commitment to excellent client care
8. Clear lines of responsibility and accountability
9. Open and approachable management at all levels, and good communication with staff
10. The annual customer satisfaction survey reports a high level of tenant satisfaction
11. Consistent staff group with low staff turnover
12. Service standards are clear to staff and tenants
13. Regular staff supervision
14. Comprehensive training to recognised standards
15. The key worker system is robust
16. Care plans are in place, used and kept up-to-date
17. Staff and drugs systems are robust
18. There is cross-fertilisation of practice across units, as Managers cover all units out-of-hours and some staff work in other units as “bank” staff
19. Applications are jointly assessed by HWC and the housing provider soon after the application is received. Use of an assessment flat is available if required
20. Relationships with partner organisations are very good

### C. KEY AREAS FOR IMPROVEMENT

The inspection team considers that the Housing with Care Service requires improvement in the following areas:

1. There is no long-term strategy for HWC, to develop the Service or to show how it can meet future demographic pressures.
2. The allocation policy when a vacancy arises should be reviewed so that it is based on current need rather than date of application.
3. The Council's annual staff review system should be adapted for use in HWC.
4. The contract for service at Crusader Court should be reviewed.
5. Tenants in many units say there is a lack of activities. They are often no longer able to arrange activities themselves and require activities to be arranged for them.
6. Support staff time is spent on laundry duties. Support staff could be freed up to spend more time with tenants if laundry work was done by other staff (e.g. cleaning staff).
7. The menu planning and catering arrangements appear to be better in some units than others, and they should all be brought up to the same standard. A periodic meeting of catering staff might assist this process by sharing ideas and best practice.
8. The signal to staff handsets is not available consistently throughout the building in some units.
9. Further technological developments could be explored, e.g. tenants might increasingly want Wi-Fi to use the internet or contact their families using Skype.
10. Some specific improvements are required in particular individual units (See Appendix).
11. The HWC Manager should have a target to attend a staff meeting in each unit annually.
12. The twice-yearly newsletter to tenants should be continued.
13. Action should be taken to improve the understanding of the HWC concept by other professional partners, e.g. doctors, police etc, in those areas where it is a problem.

**D. RATINGS**

The inspection team has provided numerical values to more clearly reflect their views and has rated the service as follows:

	Rating				
	Excellent (9 -10)	Good (7 – 8)	Adequate (5 – 6)	Weak (3 – 4)	Unsatisfactory (1 – 2)
<b>Leadership</b>		8			
<b>Service Planning</b>			6		
<b>People Resources</b>	9				
<b>Partners &amp; Other Resources</b>	9				
<b>Service Processes</b>		7			
<b>Customer Results</b>	9				
<b>Key Results</b>	9				

## E. OVERVIEW OF THE SERVICE

### E.1 LEADERSHIP

**RATING: GOOD (8)**

- Clear vision of current role of HWC service
- Clear lines of responsibility and accountability
- Open and approachable management at all levels
- Lack of clear vision as to future direction

#### **Aims/Vision**

- 1.1 Both strategic and operational leaders were clear about the core purpose of the service. “Improving the quality of life for older people” is one of the 8 priorities of the Council’s Corporate Plan, in line with central government’s objective of maintaining people in a “homely setting” for as long as possible. This aim was also clearly understood by operational staff.
- 1.2 Strategically, longer term aims and outcomes for HWC were less clear. Although a new development (Rosemount) is underway in Bathgate, the inspection team was told that budgetary and site considerations will constrain any further increase in the number of tenancies available in the foreseeable future. Despite the acknowledged potential growth in the numbers of old people in West Lothian, there was not likely to be concomitant growth in the provision of Housing with Care as a solution, nor was it clear what other solutions might be available, other than “early intervention”.

#### **Structure**

- 1.3 The service has a clear structure with direct lines of responsibility – support/care workers and catering staff report to their unit manager, who in turn reports to the Housing with Care Manager. She reports to senior executives who are responsible to Councillors.
- 1.4 The management structure of HWC has recently been confirmed, after a period of transition, and a new part-time administrative post has been created. There is clear ownership and accountability for the key activities of HWC, which are carried out at operational level in each individual unit. In fact, client-facing staff enjoy considerable autonomy over their work.

#### **Service Planning**

- 1.5 This is done through the Management Plan and the West Lothian Assessment Model (WLAM). HWC comes under the Community Care initiative. There is also an element of self-evaluation. (See also Section E2)



### **Performance Review**

- 1.6 All unit managers hold regular supervision sessions with their staff. Staff reported that all managers were approachable and operated an open door policy. Staff meetings are held regularly and staff are free to bring up any issues. The Council's annual staff review system (PRPDP) is incompatible with HWC where a simplified form of the system is used in most units. The current Council system is being overhauled at the present time.
- 1.7 Unit managers meet together fortnightly and they, in their turn, feel supported by senior managers. As managers take turns to cover evenings and weekends, this provides a good opportunity to see what goes on in other sites – problems can be highlighted and best practice shared. It is recommended that the new HWC Manager tries to attend a staff meeting on each site annually.
- 1.8 Customer satisfaction performance indicators are part of the performance review process which produces reports from the Council's management information system. The senior management team gets a quarterly report on HWC from the system. A report on Management Plan actions goes to the Policy Development and Scrutiny Panel every 6 months. Councillors get annual reports which include HWC service.
- 1.9 Additionally, performance is reviewed externally by the Care Inspectorate in line with legislation. Recent inspections (February 2013 and January 2014) have graded the service 4 (good) and 5 (very good).

## **E.2 SERVICE PLANNING**

**RATING: ADEQUATE (6)**

- The clear strategy and vision which existed at the start of the HWC project has been implemented.
- No long term strategy to develop the Service to meet future demand.
- Annual customer satisfaction survey reports a high level of tenant satisfaction.
- Management information is labour-intensive to collect, but is used by Unit Managers to monitor performance and demand.
- The contract for service of Crusader Court should be completely reviewed when it is renewed in September 2014

### **Strategy**

- 2.1 The report “Opening Doors for Older People”, published in December 1998, was an innovative and forward-thinking document which set out a clear and costed strategy for the introduction of what was to become the HWC Service. Over the 10 years of its operation, HWC has matured and developed but has remained true to the initial strategy’s principles and way of working. The Service is expanding this year with a new unit, Rosemount, being built in Bathgate, which has incorporated experience from the existing units. However, the expansion seems to have been opportunistic rather than as part of a long-term strategy. There is also a lack of HWC provision in Linlithgow or the north of the Council area.
- 2.2 In view of the success of the Service and the projected increase in the elderly population, it is recommended that a new strategic document be prepared which considers how the Service could best meet likely future demand. This could be part of the redesign of services for older people which is proposed in the WLC’s Corporate Plan 2013/17. Such a strategy could include partnership with the Housing Associations, some of which are interested in providing a similar service using their own staff.

### **Performance**

- 2.3 There is only one key performance indicator for the Service, which is a high level indicator of customer satisfaction obtained by an annual survey. While it might be desirable to have further, more specific, performance indicators, the inspection team recognises that further indicators carry a cost of collection, and found that Unit Managers and HWC staff have close contact with tenants to assess performance and customer outcomes on a day-to-day basis.

- 2.4 Management information on the Service is the number of care hours and support hours per week given to each tenant. Unit Managers receive detailed information (tenant by tenant) on their own unit together with the total hours in all the other units. In this way Managers can monitor the service given to their own tenants, and changes across all the units. The system is based on manual recording of service given (in 5 minute intervals) and weekly manual aggregate for input into the computer, a time consuming process. Since the information is recorded as and when a service is given, the time taken is absorbed into the service delivery. This system allows Managers to monitor the allocation of staff time, namely, support hours, care hours, and time not spent with an individual tenant. The inspection team was pleased to note that across 2013 between 64% and 87% of staff time (depending on the unit) was spent in face-to-face care or support time with individual tenants. The system is less able to register demand for additional service as it records what staff do, not the tasks which cannot be undertaken.
- 2.5 There is no longer a separate Scottish Government grant for housing support. Accordingly the inspection team asks whether there remains a need to account separately for support hours, or whether the monitoring system could be simplified by recording the time spent with a tenant without separating “care” and “support”.

### **Contract Management**

- 2.6 The service in Crusader Court is provided by Trust Housing and funded by the WLC under a contract. Weekly returns of service given are provided to the Council’s Contracts Team, and the contract is monitored robustly. The contract is near the end of its 3-year term and is considerably out-of-date: the actual service provided is now considerably *below* the contract number of support hours and considerably *over* the contract number of care hours. The total is higher than the contract level so there is “spot contract” purchase for the additional hours. WLC is not paying for more than it receives, as adjustments are made between the categories so that the payment made equates to the actual hours provided. However, the relatively high level of “spot contract” hours (approx. 16% above base contract) is inefficient for the Housing Association and for the Council as, for example, it means that the HA must rely on bank staff for the additional hours. This arrangement also means that at peak times Trust Housing is still reimbursed for all the hours used, whereas in the other units which are Council-staffed peak demand is contained within a fixed staffing level.

- 2.7 The inspection team was pleased to hear that the WLC is actively considering a new contract, with an options paper being considered by the Council's Management Team. The inspection team hopes that the new contract will reflect the current average level of service, so that there can be efficiencies in staffing. The contract should also have some mechanism for short-term peaks to be absorbed by the Housing Association, as already happens with the fixed staffing level in Council-staffed units.

### **E.3 PEOPLE RESOURCES**

**RATING: EXCELLENT (9)**

- Strong commitment to excellent client care
- Good communications at all levels
- Open and approachable managers
- Low staff turnover
- Comprehensive training to recognised standards
- WLC aims to exceed current national standards by ensuring all HWC Workers are qualified to SVQ Level III. The rate of training is limited by funding.
- Staffing levels and organisation are appropriate to current service delivery
- Additional staff time is needed to address issues of tenant activities/stimulation

#### **Overview**

3.1 The staff, both managers and support workers, are crucial to the success of the HWC model. The inspection team found a strong commitment to providing excellent and caring customer service to both clients and their families.

#### **Management**

3.2 All unit Managers are open and approachable to both staff and clients. They meet fortnightly with each other and hold regular (usually 3 times yearly) supervision with individual staff. In addition they hold regular staff meetings and operate an open door policy.

#### **Performance Management**

3.3 The Council's formal annual review system (PRPDP) has been found by HWC units to be too complicated and in some places not understood by staff. HWC mostly uses an edited version of it. Performance is managed on a more day-to-day basis by having an open door policy, regular staff meetings and supervision (see above).

#### **Recruitment**

3.4 Staff turnover is low – many have been in their job for a number of years because it suits their circumstances, they enjoy their work and are loyal to the service. Indeed, several interviewees spoke of “loving their job”. The recruitment process is long-drawn out and slow, especially if a new post is requested, which requires a business case to be made first.

#### **Training**

3.5 There is a full induction for new staff and a shorter version for bank/temporary staff. All Housing Support Workers are required to have SVQ Level II and some have Level III. Managers have Level IV or above. Comprehensive, mandatory up-date training is carried out every year. Otherwise, individuals can choose what training to undertake, in discussion with their manager.

- 3.6 The Council is aiming to bring all Housing Support Workers up to SVQ Level III and is funding 3 places per year to do so. They will support any other staff who wish to fund their own SVQ place. The inspection team is pleased to see this initiative but considers that increased funding would allow the Council to reach its target of a fully qualified workforce earlier.

### **Organisation**

- 3.7 Shift rotas are approved by managers, although staff also have input and can ask for changes to accommodate personal circumstances, arrange swaps etc. The latter have to be approved by managers.
- 3.8 Care is flexible to suit tenants' needs and support workers have considerable autonomy in arranging daily duties. While clients have a key worker who is responsible for the administration of their care plan, staff try to discourage tenants from becoming too dependent on that key worker.
- 3.9 Staffing levels are determined by individuals' needs in terms of hours. Staff shortages are dealt with by using bank staff. The Council has its own bank staff which reduces costs and provides continuity of care. Some existing part-time staff members are also on the bank system so they can be called in to other units to cover. This allows staff to see how things are done elsewhere and means that clients see familiar faces.
- 3.10 All staff operate to national standards of service and to the Council's care standards in "Section O" of the tenants' care plans.

### **Staffing Issues**

- 3.11 When asked what one thing would improve the service, almost everyone said "more staff" to allow more contact time with clients. Tenants would like to have someone to help organise activities, outings etc. as most of them are no longer able to arrange communal activities for themselves. The inspection team recommends that an activities organiser would help to address the issues of loneliness, lack of stimulation and isolation reported by some tenants and staff.
- 3.12 Staff time taken up attending to tenants' laundry was also an issue. It is therefore suggested that employing cleaning staff for longer in order to attend to laundry would create the opportunity for support staff to spend more time on face to face care and support.
- 3.13 Communal meeting space for staff is inadequate on some sites.
- 3.14 The inspection team's concerns about sleepover arrangements, specifically a worker on sleepover being responsible next day for arranging rotas and administering medicines, were addressed (see section E.5.5).

- 3.15 Staff who are close relatives are employed in the same unit in some cases. Although it understands that all applicants go through the same recruitment process the inspection team considers that relatives managing other direct relatives could give rise to problems on occasion.
- 3.16 The team also recommends that catering staff meet across sites to share expertise.

#### **E.4 PARTNERS AND OTHER RESOURCES**

**RATING: EXCELLENT (9)**

- Relationships with Partner organisations seem to be very good
- There is regular, on-going contact between WLC and Partner representatives
- Partners are generally very proactive in resolving day to day issues (e.g. repairs)
- Partners like the HWC model
- Allocation is done by the HA following submission of 3 candidates by the WLC Allocations Department
- Some units report a lack of understanding of the HWC model by local professional partners

The team met with representatives from Hanover and Bield Housing Associations, Trust Housing, (who manage Crusader Court) and WLC Contracts and Allocations departments. Dunedin Canmore was unable to provide anyone to speak to due to “organisational re-structuring”.

#### **Relationship with HAs**

- 4.1 There appears to be excellent working relationships between Housing Association staff and WLC management and staff at the locations where they operate jointly. There are regular, agenda-driven meetings. Additionally, there is informal contact on a day- to-day basis, by telephone and email, to deal with issues as they arise. Annual meetings are held between Housing Associations and tenants. Minutes are kept and distributed for all meetings. Bield and Hanover allow existing tenants and staff to book guest rooms in any of their other properties (subject to availability).
- 4.2 Any repairs and other maintenance issues are quickly and efficiently carried out. Tenants seem to be satisfied with the service they receive from whichever HA manages their tenancy.
- 4.3 Both Hanover and Bield work with other local authorities throughout Scotland providing Sheltered and Very Sheltered housing. Bield have a project in Fife called Flexicare which is very similar to HWC but they provide both tenancy and care/support. Hanover have a site in Dalry which seems identical to the WLC HWC model. Again the difference seems to be that they provide the full package. Trust Housing has a contract with WLC to provide a full care and support service. They charge WLC for any additional care and support needs which are necessarily incurred.
- 4.4 Both Hanover and Bield consider that their organisations have learned a great deal about the provision of HWC from their experience of working with WLC. They agree that the model is effective and plan to put it in place in other local authority areas. They appear to have arrived at the conclusion that it would be best developed by their contracting to provide the whole HWC package.



### **Application process**

- 4.5 The inspection team considers that a common HWC application process between WLC and all the HAs should be developed. This would make the application process simpler to understand and easier to administer. A common application process has been achieved in other local authority areas.

### **Professional Partners**

- 4.6 During visits to the various HWC sites the team heard comments about a lack of understanding of the HWC ethos by professional partners such as GPs, hospital nursing staff, other WLC departments, police etc. An active effort needs to be made by individual units to clarify and communicate effectively what this excellent project is doing: namely, providing a service to older members of the community in a way that permits them to retain the maximum level of autonomy for as long as possible.

## **E.5 SERVICES PROCESSES**

**RATING: GOOD (7\*)**

\* While the care plan system and service standards are excellent, improvements could be made in the HWC application and allocation process and in coverage for staff handsets. The lower rating reflects this.

- Service standards are clear to staff and tenants
- The key worker system is very robust
- Care plans are in place, used and kept up-to-date
- Staff and drugs systems are robust
- The use of Careline is effective, but is not available consistently throughout the buildings
- Applications are thoroughly assessed, but allocation to a vacancy is not based on need
- Applicants on the waiting list should be visited and re-assessed at least annually.

### **Standards**

5.1 Unit Managers and staff are aware of the national standards which apply to HWC. In addition the Service has prepared its own standards which are clear and specific, and which are included in the information folder given to all tenants at tenancy take up. Since tenants and their families have ready access to the standards, they are in a position to monitor whether they are met.

### **Systems**

5.2 Every tenant has a “key worker” (also called a “named worker”), who takes a particular interest in the tenant and ensures that care plans, etc., are kept up-to-date. Very often they build a special relationship with the tenant, welcoming them at tenancy take up, reviewing the care plan and liaising with the family, but any appropriate member of staff can undertake those tasks where required.

5.3 Every tenant has a care plan, which is prepared within 24 hours of admission. Care plans are reviewed whenever there is a change in the tenant’s circumstances, or if 6 months have elapsed since the last review. Reviews are undertaken by HWC Workers and overseen by the Manager. Staff are informed when a care plan has been reviewed and, in the case of a significant change, required to read it straight away. Care plans are held in the tenant’s flat, so are accessible to the tenant, their family, all staff and any visiting care professionals.

- 5.4 Responsibility for the building's keys and medication lies with one of the HWC Workers at all times. That worker remains on duty for the back shift, sleep-in overnight and the next day. The inspection team was concerned lest a disturbed night might give rise to a lack of concentration the next day, especially when handling medication. The team was reassured that informal arrangements existed in each unit to transfer responsibility to another member of staff, if necessary, or to give the staff member additional breaks. In addition, medication is held in each tenant's flat and is a "monitored dosage" system, which minimises the risk of error.

### **Careline**

- 5.5 If a tenant wishes to call a member of staff they contact Careline (or similar services run by Hanover and Bield) who request a member of staff to attend. This increases the demand on Careline but appears to be effective, and it provides a record of all requests for assistance and confirmation of a response. Such a system allows the tenant to request care or support at a time they choose, instead of always being at a pre-scheduled time as might be the case in the community. However, it was reported in some of the units that a signal to handsets could not be received in all parts of the building, and the inspection team recommends that this should be rectified as soon as practicable. (See Appendix).

### **Application Process**

- 5.6 When an application is received, it is assessed soon afterwards by the relevant unit Manager and Housing Officer (if a Housing Association unit). It is a "social work" assessment, i.e., the level of care required is assessed and the standard social work time allocations per task are added up. If the level of care required meets the criteria, then the applicant is put on the waiting list. The unit Manager and Housing Officer reassess the applicant if they become aware of a change in the applicant's circumstances. If there is uncertainty about an applicant's care needs, then s/he can spend up to two weeks in an assessment flat in Holmes Gardens or Norvell Lodge. This is a useful facility to assess complex care needs, or provide a short break for carers.
- 5.7 When a vacancy occurs, "housing" criteria apply, i.e., the applicant who has been longest on the waiting list (or the longest 3 applicants if a Housing Association unit) is nominated, without any consideration being given to priority need. The inspection team is concerned that applicants with more urgent care needs might not be offered a place if a person with less urgent needs has been waiting longer. In the team's view the need for care or support should be paramount, and the current allocation process may limit the ability of this excellent service to fulfill its potential.

- 5.8 Since the Unit Manager and Housing Officer (if a Housing Association) know the circumstances of applicants waiting for their unit, it should be possible for them to agree who is in highest priority need. Under the present allocation process, the inspection team heard of an applicant who had been on the list for a number of years but wanted one or two particular rooms and simply refused any offers until one of those rooms became available. The team was also told that in Crusader Court a vacancy was invariably offered to a lower dependency applicant, as the unit was already operating over its contracted hours and did not want to increase them further. This means that it is less likely a higher dependency applicant would ever be offered a place there.
- 5.9 A number of people on the waiting list felt they were not kept informed by the Service. Also, unbeknown to the HWC Service, an applicant's circumstances may change, as a result of which HWC is no longer a suitable option. The inspection team recommends that the relevant Manager and Housing Officer reassess applicants on the waiting list at least annually.

## **E.6 CUSTOMER RESULTS**

**RATING: EXCELLENT (9)**

- The design and running of HWC units are customer focused
- Most tenants are very happy with HWC most of the time.
- Low staff turnover results in good staff/tenant relations
- Care is flexible to suit tenants' needs as they become more dependent, and use of smart technology enables tenants to remain in HWC
- Most tenants are happy with the choice, quality and variety of food on offer.
- There are issues with the food in some units
- Isolation/lack of stimulation is a problem for some tenants
- It is suggested that Wi-Fi be installed in all HWC units
- Vacant tenancies are not allocated by care needs, but by time on the waiting list
- HWC provision in the future may only be available to a small percentage of elderly people in West Lothian, as there are no plans to build more units

### **Positive Points**

- 6.1 The primary customers are the tenants, who are generally very happy with HWC. This opinion was obtained both from WLC customer surveys and by speaking to tenants. The latter sample was small in number, but was felt to be representative in light of other evidence.
- 6.2 Respite care is available at two HWC units, and people applying to the HWC waiting list can be assessed on site at one of the same two HWC units.
- 6.3 Tenants' families are also customers, and the small number of family members interviewed by the team were very positive about HWC. Families can speak to managers at any time if they have concerns.
- 6.4 In most units members of the local community are welcome to use the services available at the HWC units e.g. the hairdresser or the café (where available).
- 6.5 Staff turnover is very low, so tenants know their carers very well, and like the fact that staff are accustomed to their needs and preferences. Each tenant has a key worker (called a named worker in some units). Relief staff come from the internal bank, so these staff also become familiar faces.
- 6.6 Each tenant has an individual care plan that is monitored regularly, and changed as necessary. Staff "go the extra mile" to keep tenants in HWC as long as possible.
- 6.7 This is aided by appropriate smart technology: the standard smart technology pack in each flat includes smoke and excessive heat detectors, infrared sensors, flood detectors, a video door entry system and an alarm pendant for the tenant. Tenants can call staff via a 24 hour monitoring service (Careline or its equivalent) that is linked to the technology.

- 6.8 Extra smart technology can be installed for more vulnerable tenants, such as door sensors that can tell when a tenant enters or leaves the flat. For people with dementia, this enables staff to monitor a tenant if s/he has a tendency to wander. It is also possible to locate such tenants using a GPS system.
- 6.9 Tenants are able to furnish and decorate their flats as they choose, and have alterations made where necessary to accommodate changing needs if they become more disabled. They can choose whether or not to be sociable, including having meals delivered to their flat if they prefer.
- 6.10 Meals are a focal point of the day for many tenants. Cooks consult tenants about menus. Two meals a day are provided, and each unit decides with the tenants whether lunch or the evening meal is the main one of the day. There are always two choices for each course, and tenants can ask for something else if they do not like either choice. In general, meals are prepared from scratch. Cooks ensure that they provide balanced healthy meals. The restaurants are all pleasant places to eat.
- 6.11 A “restaurant service”, which allows people to choose on the day from a menu, is used in some units. The inspection team thinks this excellent practice should be replicated in other units.
- 6.12 Tenants make their own breakfast which means they can get up when they like: there is no compulsion to be an early riser as is the practice in some care homes. Tenants unable to prepare breakfast have it made for them.
- 6.13 In one unit where tenants had raised food as an issue, this had been addressed by using an experienced chef from another unit to train the kitchen staff. Tenants told us that the food there had improved considerably, and was no longer an issue.
- 6.14 Meals are also available for family members, SH tenants and in some cases external groups, for a payment.
- 6.15 There are regular tenants’ meetings in all units except one, where a newsletter is now sent out by the unit Manager instead. Attendance at such meetings varies widely across the units, and lack of attendees was the reason for abandoning them in one unit.

### Points to be addressed

- 6.16 Although most of the tenants in most of the units were happy with the food, there were some issues with this. In some units, tenants complained that portions were too big, even when a small portion was requested. In one unit, the quality of the meals varied, and the same item might be nicely cooked or not on different occasions.
- 6.17 The way in which the meal service is run varies considerably from place to place. The cooks seem to have almost complete autonomy within their own unit.
- 6.18 Unlike care homes, HWC has no activities organiser, although staff do arrange events such as film evenings and open days. Tenants in HWC, as they age and become less able, can no longer organise activities for themselves, as SH tenants do. Some of the tenants' isolation is self-imposed, as many events are poorly attended by the same people self-identifying as lonely and/or bored. There was a general feeling that there was not enough entertainment for the tenants, and staff say they are generally too busy to organise more than they currently do. This was one issue where staff said that care homes do this much better.
- 6.19 Availability of a communal space for events varies across the units, which all have different layouts. Some have pleasantly furnished lounges, and one unit has a well-used conservatory donated by the family of a tenant. However, one unit's communal space has been furnished as a meeting room, and is mainly used by staff. Tenants do not feel it is *their* room.
- 6.20 Much emphasis has been placed by WLC on the use of technology in HWC. The inspection team felt that in light of the increasing use of the internet by older people e.g. keeping in touch with relatives via Skype, Wi-Fi should also be installed as standard in all HWC units. The current situation is that tenants arrange their own telephone/internet services.
- 6.21 Vacant tenancies are allocated by waiting time. This means that people who need more care are not given any kind of priority on the WLC waiting list.
- 6.22 Another factor is that some HWC units have external cottages, allocated to people whose initial care needs are lower, requiring fewer staff hours. If such a cottage becomes vacant, then a person needing less care will get the tenancy, even if a person with higher care needs has been waiting longer. This is partly done to stop the total number of care hours per unit rising rapidly, as existing tenants' needs increase over time.
- 6.23 Conversely, tenants are not moved to an internal flat as they become more disabled or dependent. The tenancy is theirs until they decide to leave it. If a tenant wished to move to another vacant flat in the same unit, they would need to apply in the same way as anyone not already in HWC.

6.24 There are only 8 HWC units in West Lothian (7 staffed by WLC), with a ninth due to open in 2014. The number of tenancies per unit is very small in order to create a community atmosphere (the largest units that are all HWC have 30 flats for 2 people - most tenancies are for one person in practice). It has been shown by researchers that HWC is an excellent and flexible form of care, preserving the independence of elderly people for as long as possible. However, there will not be enough HWC units for the projected numbers of elderly people requiring care in the future, as there are no immediate plans to build more of them.



## **E.7 KEY PERFORMANCE RESULTS**

**RATING: EXCELLENT (9)**

- A service based on a strong commitment to first class client care
  - Tenants/clients are very satisfied with the service provided
  - Working relationships at all levels between management, partners, workers and tenants are excellent
  - Some evidence was found that more effort to explain and clarify fully the concept of HWC is advisable
  - A lack of strategic planning to accommodate the ageing demographic should be addressed
- 7.1 The service is underpinned by an ethos of providing an environment where older people are enabled to retain the maximum level of autonomy for the longest practicable length of time. Tenants are only moved on to (*e.g.*) a care home environment when their care needs clearly and permanently exceed the service's operating parameters.
- 7.2 The service is monitored internally and by independent external inspection. Feedback from professionals, tenants and partners indicates a high level of satisfaction with service provision. Unit managers and care workers regularly review tenants' needs to ensure appropriate care plans are maintained.
- 7.3 Strong and consistent evidence was found indicating that management, partners and workers are fully committed to working towards the provision of the best possible outcomes for their tenants. It was reported that relationships between service personnel and housing provider representatives are excellent: they work together strategically and on a day to day basis to ensure that optimal tenant outcomes are achieved and maintained.
- 7.4 Several sources commented upon a lack of understanding of what HWC was trying to achieve and the elements which differentiates it from SH and Care Homes. This conceptual misunderstanding on occasion adversely affected working relationships with medical personnel and the police for example.
- 7.5 Though there is a clearly projected, rapidly growing, ageing population in West Lothian, there is no long-term strategic plan to develop the HWC service to satisfy this. The major limiting factor in this area is reported to be a lack of suitable sites for development. WLC should review this issue as a matter of some urgency.

## **F. REVIEW DATE**

The inspection team will return to the service in March 2015 to review progress in the areas identified for improvement.

## APPENDIX A: Comments on Individual Housing with Care Units

The table below summarises the HWC units in West Lothian. Older units were converted from sheltered housing (SH); newer units were purpose-built, sometimes on the sites of demolished care homes. All units are staffed by WLC except Crusader Court which is staffed by Trust Housing.

Unit Name	Built	HWC started	Location	Number of flats (S)ingle or (D)ouble C = cottages	Landlord
Almondvale Gardens	2002	2002	Blackburn	24 D	Bield
Brucefield House	1994	1999	Whitburn	12S, 25D = 37 HWC 15, SH 22	WLC & Dunedin Canmore
Colinshiel Court	2002	2002	Armadale	30 D (includes 8C)	Hanover
Crusader Court	1987		Livingston	32 D	Trust HA (staffed by Trust)
Cunnigar House	1996	2004	Mid Calder	12S, 8D = 20	WLC
Dickson Court	2004	2004	West Calder	30 D (includes 10C)	Bield
Holmes Gardens	2004	2004	Broxburn	30 D	Bield
Norvell Lodge	1997	2011	Boghall	14S, 14D = 28 (HWC 18, SH 10)	WLC
Rosemount Court	opens	2014	Bathgate	30 D	WLC

### GENERAL COMMENTS

- i. Unfurnished flats consist of a double or single bedroom, living room, shower room with toilet, and kitchen. If tenants wish to take a bath, each unit has a special bathroom with a hoist over the bath. Tenants can also receive aids and adaptations to their flat to suit their individual needs.
- ii. The landlord's responsibility for the HWC gardens is very basic – mainly cutting grass and weeding. In the older units, SH tenants used to do some gardening, but there are now fewer people fit enough to do it.
- iii. The points below relate mainly to each unit's physical design or environment and include some that possibly cannot be fixed e.g. due to building design. However, the points have been listed for future reference when designing new HWC units.

- iv. Most units have a small room furnished as a hairdresser. The hairdressers are self-employed and come in by arrangement with each unit. In units with public access members of the public are also welcome to use these hairdressers.

## 1. ALMONDVALE GARDENS

This was the first purpose-built HWC unit in West Lothian. The unit is on one floor and there are some external tenancies in two rows across the gardens from the main building.

### Points

- 1.1 This unit was originally built with all flats having an external door to the outside around communal gardens, with a roof over the external walkway to the flats. This walkway was glassed in at a later date. This protects staff and tenants from the weather, but is unheated. In summer it can be quite pleasant behind the glass, but in winter when the inspection team visited it was extremely cold. This means tenants and staff have to put on outer clothing just to cross the short distance between their flat and the communal areas of the unit, where the dining room is located. The landlord (Bield) does not wish to install heating in this corridor, presumably due to the cost.
- 1.2 Staff told the team that they would like a proper staff room, as the one they currently use is a converted cupboard.
- 1.3 The manager told the team that the laundry facilities were not really adequate for the amount of washing. The room shown to the team had no space for any extra washers or dryers.
- 1.4 The inspection team was told that Almondvale is the worst unit for tenants not attending organised events. It is also the unit where tenants' meetings were abandoned due to poor attendance. The cold corridors in the winter are very likely a factor in this, as tenants prefer not to leave their warm flats.

## 2. BRUCEFIELD HOUSE

This unit is on one floor but is spread over a large area, with a complicated layout. It was previously SH, and 22 tenants are still SH, with 15 HWC tenants.

### Points

- 2.1 The main entrance door still has a punch pad entry system, meaning this unit is not as open and welcoming as other HWC units. However, some tenants like the added security this gives.

- 2.2 Tenants have experienced technical difficulties with Careline, which was said to break down regularly. The Careline signal is inconsistent throughout the building, and there are blank spots where no signal can be received, so staff handsets do not work.
- 2.5 The corridors in the older part of the building are long and dark, giving that part of the building an institutional feel. While little can be done about the basic design of the building, lighter decoration, more pictures on the walls and the insertion of sun pipes (as has been done at Colinshiel Court) could improve the appearance.

### 3. COLINSHIEL COURT

This is a purpose built unit on two floors with a guest flat for relatives and visitors to use. There is a large atrium/foyer which houses a café, used by local residents as well as tenants. The dining room is currently being refurbished, and tenants have been consulted about the new décor. There is also a hairdressing salon on-site, also well used by local residents

#### Points

- 3.1 The room at Colinshiel that was originally intended to be a communal space has been furnished as a meeting room, and is mainly used by staff or rented out as meeting space for local community groups. Other than the café/foyer, there is nowhere else for tenants to get together.
- 3.2 There is a secure door entry system between the café/foyer and the flats, which tenants and their families operate using a swipe card. However, staff cannot use a swipe card as the system cannot cope with the total number of cards required, so they use a punch pad system, which is slower and more inconvenient. Upgrading the system to accept more cards would improve efficiency for staff.

#### 4. CRUSADER COURT

Formerly a SH complex, Crusader Court has 32 flats over 2 floors. The dining room is situated on the first floor and there is a community room with a small kitchen attached on the ground floor. Since the HWC service in this unit is not provided by WLC staff, tenants and support staff were not interviewed. Comments on Crusader Court are based on an escorted tour of the building and an interview with the Unit Manager and Senior Support Worker.

##### Points

- 4.1 Staff wear uniforms
- 4.2 Staff photographs have been placed on the wall near the community room.

#### 5. CUNNIGAR HOUSE

This unit is on one floor. In addition to a large communal dining and living room with the kitchen off, it has recently converted a small room into a hairdressing salon for use by tenants.

##### Points

- 5.1 The main entrance door has a punch pad entry system, meaning this unit is not as open and welcoming as many of the other HWC units.
- 5.2 A weekly history class was originally funded by Generation Arts. When the funding stopped, the tenants paid the teacher themselves so it could continue. The teacher is also involved in organising outings for the tenants.
- 5.3 The Careline signal is not received in the corridors so tenants' alarm pendants do not work there. It also does not work in one of the communal bathrooms, where one tenant had a fall. This latter problem has been dealt with by locking the bathroom (which is an "assisted bathroom"), and only allowing its use by tenants when a member of staff is available.

## 6. DICKSON COURT

This unit is on two floors with a guest room for friends and family of tenants. It has a conservatory that is well-used by the tenants for social activities, such as a craft morning on the occasion of the inspection team's visit. The conservatory was paid for by the family of a tenant

### Points

- 6.1 Dickson Court has very good links with the community, including the SH unit Stewart Court close by (also Bield). The local doctors' practice works well with the HWC unit. Volunteers come into the unit to organise activities for the tenants. One of the Support Workers also acts as an Activities Organiser.
- 6.2 Winter clearing of the paths in the area between the cottages and the main building can be an issue: Bield regards it as the tenants' responsibility, so the staff usually do it. There is a similar problem with the unit's car parks, which are not covered by WLC's winter services. The team was told that if tenants complain to WLC, they will come and clear the car parks, and this is more effective than staff complaining.
- 6.3 One issue that is currently being addressed concerns the room used by staff for their breaks, which has no running water or sink. This is in the process of being rectified. Bield responded well to this request, and will pay for it. The room is rather small, but there is none other available. It will be rearranged to make best use of the space.

## 7. HOLMES GARDENS

This unit is on two floors with a flexiflat that can be used for respite care, assessment of possible future tenants, and as a guest room for friends and family of tenants. The restaurant at Holmes Gardens is shared with an attached Day Centre (separately staffed). Tenants have limited access to the Day Centre, as there are only a few spaces allocated to the HWC unit.

### Points

- 7.1 Many flats have automatic doors fitted by Bield when tenants require easier access e.g. if they start to use a wheelchair. However, there were complaints that this work sometimes took too long to be carried out. One staff member voiced the opinion that they should be fitted as standard.

## 8. NORVELL LODGE

This unit is on two floors with a flexiflat that can be used for respite care, assessment of possible future tenants, and as a guest room for friends and family of tenants. Norvell Lodge was previously SH, and some tenants are still SH. Older tenancies had showers over baths, but these are being gradually converted to walk-in showers. SH tenants can use the complete meal service for the same price as HWC tenants, or buy meals on an ad hoc basis.

### Points

- 8.1 As the unit gradually changes to HWC, there is a degree of tension from SH tenants, who do not like the change and see others getting extra services they do not. However, this issue was also encountered when other units changed over, and experience suggests it might eventually resolve itself over time or as Norvell becomes all HWC.
- 8.2 Tenants raised the issue of problems with the electrical supply at Norvell, where there have been frequent electrical failures since the unit was built. There is a rolling programme of replacement of wiring and fittings in public areas.
- 8.3 More than one staff member described the bathroom facilities of the flexiflat as unsatisfactory (the team did not see the flat, so cannot comment directly on this).
- 8.4 HWC staff were felt by tenants to be overworked. Tenants “did not like to bother them” because they were always busy. The staff themselves also said they felt another member of staff was needed on each shift (there are currently two per shift). However, analysis of staff hours for this unit, when compared with other units where staff did not feel overworked, does not produce figures to back up this opinion. The inspection team recommends that this issue needs to be examined more closely to see why the perception does not fit the apparent facts.