

Local Authority Housing Management Service

Resident Participation Team

**Report on consultation with residents of Category 2.5
Sheltered Housing Schemes on options for night
support service**

December 2010

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1 INTRODUCTION

- 1.1 The city council replaced the on-site night support cover for category 2.5 sheltered schemes with a mobile service on 1 November 2009.
- 1.2 A judicial review of this decision led to the re-instatement of on site night support services in January 2010.
- 1.3 The city council has a duty under Section 43 of the Housing Act 1980 to consult secure tenant affected by a matter of housing management (see Appendix A).
- 1.4 At its meeting of 23 March 2010, the Cabinet decided that residents of category 2.5 sheltered housing would be consulted about how night support services should be provided, either with an “on-site”, or a mobile service.
- 1.5 The Cabinet meeting also decided that consultation should be tailored to meet the requirements of individual residents to ensure they are clear with regard to the options they have thus enabling them to make an informed choice regarding the service they want.

2 METHODOLOGY

2.1 The consultation was with residents of:

- Arthur Dann Court, Cosham
- Bresler House, Paulsgrove
- Hale Court, Fratton
- Ian Gibson Court, Southsea
- John Marshall Court, Buckland
- Nicholson Gardens, Landport
- St. John's Court, Stamshaw

2.2 The approach taken with the consultation was:

- To offer each resident a personal interview in their own home
- To give residents the chance to be accompanied at the interview by a relative, friend or carer
- To provide each resident with information about the consultation and the options in a leaflet
- To check with Scheme Managers for any residents special needs or requirements before the interview
- To be open to other suggestions about the provision of night time support
- To answer questions and requests for other information
- To confirm the residents preferences and any issues raised in writing after the interview
- To hold an 'open' meeting at each scheme after the initial batch of interviews
- To allow a 10 week period after the start of consultation at the final scheme (Bresler House) to meet the legal requirement to give a specified period for tenants to make their views known to the city council.

2.3 The consultation therefore started on 12 May 2010, when the first letters and leaflets were delivered to Nicholson Gardens, and finished on 3 December 2010, 10 weeks after the delivery of letters and leaflets to the final scheme, Bresler House.

2.4 Before commencing the consultation in each sheltered scheme, checks were made with each Scheme Manager to see what tailored approach residents needed, and then depending on these a large print (14 font) letter and leaflet was sent to each resident giving them a personal appointment time in their own home.

2.5 At each individual visit, staff from the resident participation team did a further check with the resident to:

- See if there were any other special needs

- Make sure they were happy to continue with the appointment
- See that each resident understand what they were being asked

2.6 In instances where:

- Residents were absent e.g in hospital
- Flats were vacant
- Residents did not want to be seen at the pre-arranged time

- a further appointment or visit was made at a later date. This helped achieve an interview success rate of 89% (i.e where a personal appointment interview took place). In all other cases, residents received a minimum of an appointment letter and a leaflet.

2.7 Residents were asked if they had a preference for Option 1 (the mobile service) or Option 2 (the on-site service). However it became clear during the interviews that some residents had no particular preference for one option over the other.

2.8 Some reasons given for this were that the resident had no particular need of the night service to date, or was happy to go along with the majority view (see Appendix B, page 21). A “no preference” response has therefore been included in the results.

2.9 Following the interview, each resident was given the option of signing the interview sheet as being accurate, and all residents had their view confirmed in writing to them. Residents were also given the opportunity to correct this if they disagreed. There have been no disagreements raised with the accuracy of this written confirmation by or on behalf of any resident.

2.10 This approach also takes account of the leading good practice guide “Effective Resident Involvement and Consultation in Sheltered Housing” (Tenant Participation Advisory Service / Department for Communities and Local Government, 2009).

2.11 Consultative group.

2.12 Several residents of Category 2.5 sheltered housing had been active in seeking the judicial review of the decision to introduce a mobile night support service.

2.13 It was felt that it would help demonstrate the openness of the process to invite these residents to form a consultative group to comment on and contribute to the consultation process.

2.14 The consultative group met on 4 occasions between May and October 2010, and a record was kept of the issues discussed at each meeting.

2.15 The views of this group were taken into account in areas such as:

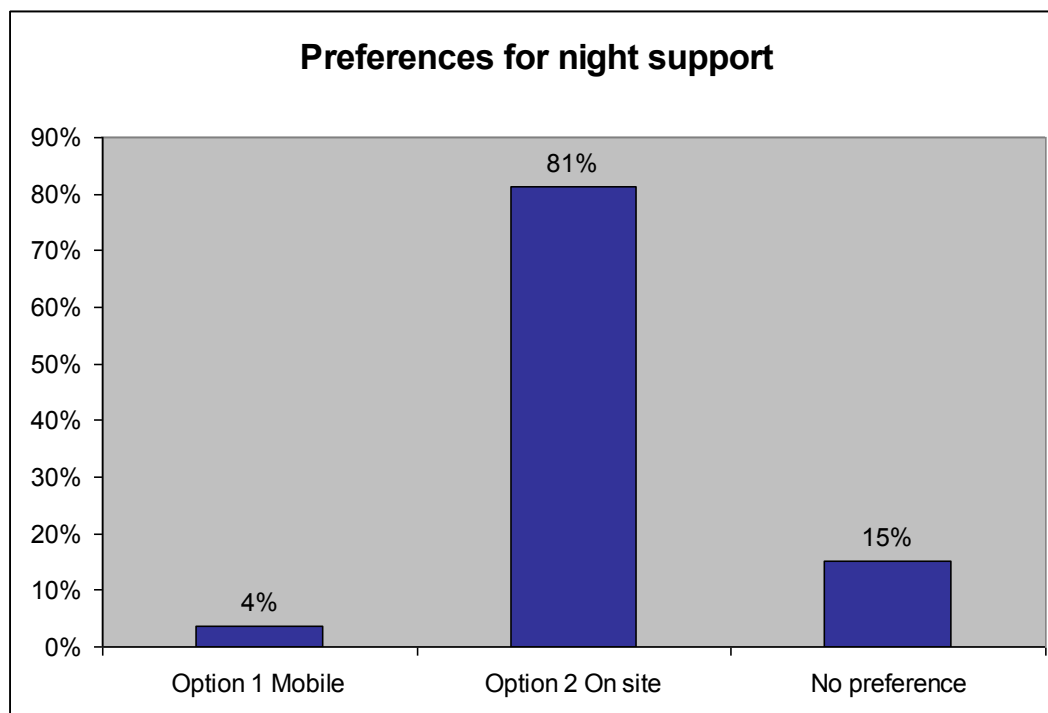
- Wording of the leaflet
- Accurate recording of resident views
- Support for residents
- Planning the period of the consultation
- Progress of the consultation

3 RESULTS

3.1 Preferred option.

3.2 The consultation showed a clear majority preferring the on-site night support service option (81%).

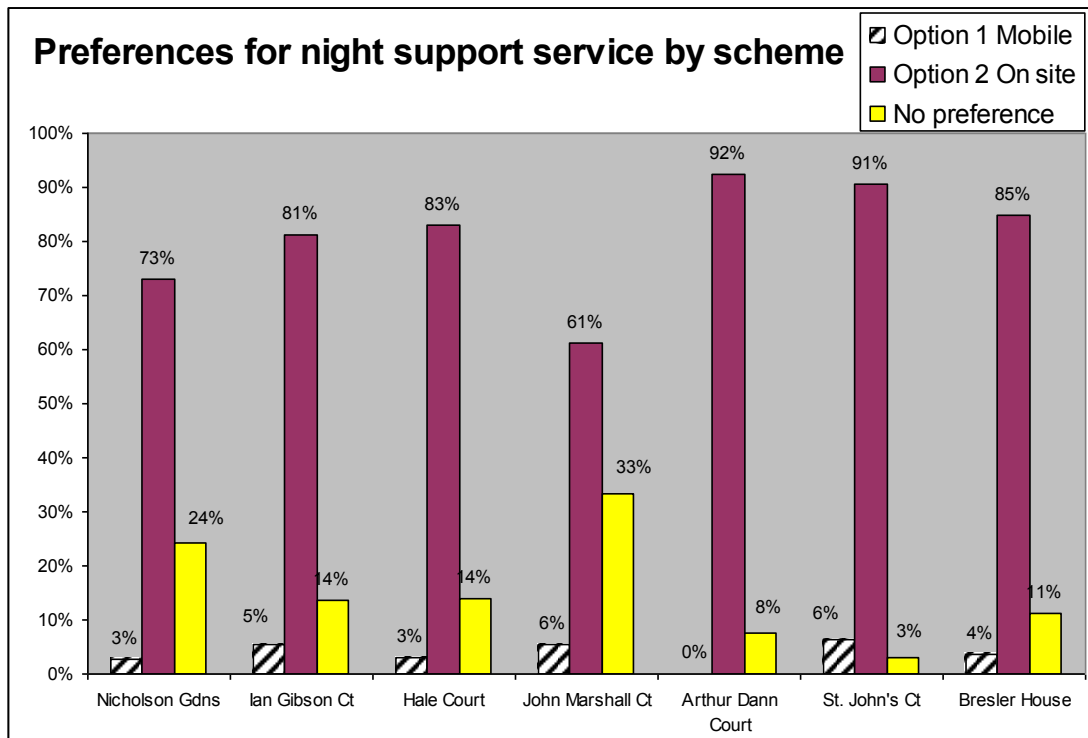
CHART 1



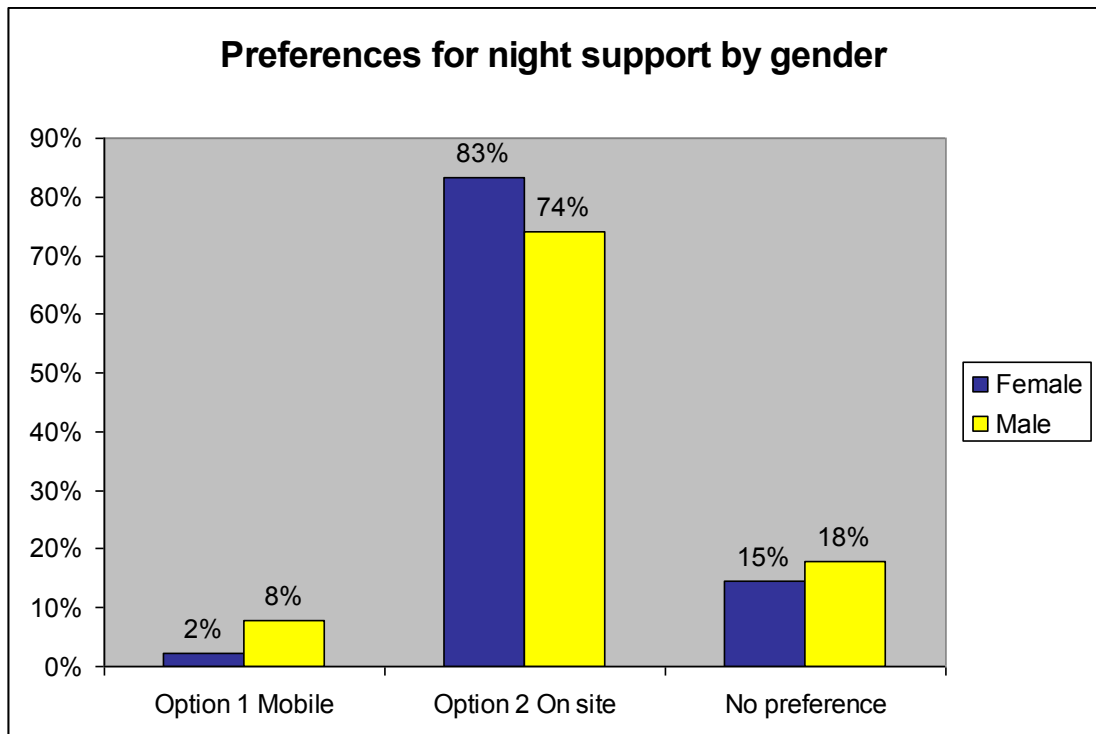
3.3 Results by scheme.

3.4 Within each of the 7 schemes there was also a clear preference for the on-site option, between a minimum of 61% at John Marshall Court and a maximum of 92% at Arthur Dann Court.

CHART 2



3.5 Results by gender



3.6 The results show strong preference for Option 2 (the on site service) amongst both male and female residents.

3.7 The consultation also includes 10 couples, but this is too low a number to be statistically valid, and is therefore not included in the chart above.

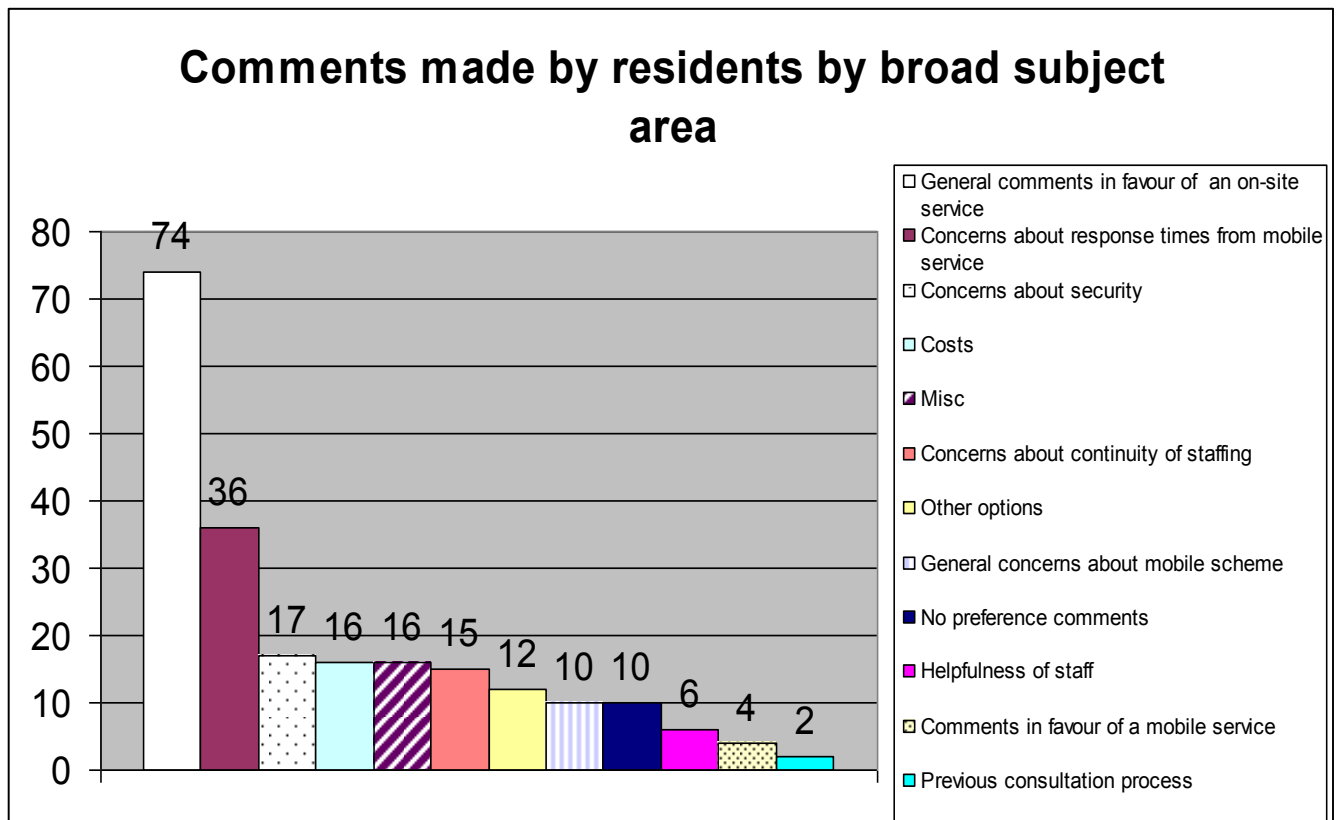
3.8 Results by other equalities strands (ethnicity / religion etc.) had too small sample numbers (under 100) to be statistically valid.

3.9 Residents were also able to suggest other options during the interview. There were 12 suggestions, of which 11 were to go back to the previous 'sleep in' service.

3.10 Additional comments

3.11 Residents were asked if they wished to raise any other issues or ask any questions. 218 comments were made and for the purposes of this report they have been paraphrased and grouped into type of comment – see Chart 3.

CHART 3



3.12 The full range of comments is included as Appendix B of this report.

3.13 Additional questions.

- 3.14 Where residents asked questions that the interviewers were not able to answer at the time, a note was taken and an answer provided in person, by phone or by letter at the residents' choice.
- 3.15 The questions asked were generally about
- Services provided in sheltered schemes
 - How the current night support service operated
 - Proposed staffing arrangements for the mobile and on-site options
 - Hours worked by staff
 - How the European Working Time Directive affects the options
 - Use of rooms currently used for staff to sleep in
 - How residents can access the results of the consultation
- 3.16 Residents being accompanied during the interview.**
- 3.17 In the lead in to the consultation, it was made clear to the interviewing team from a number of sources (Cabinet, staff and consultative group), that residents must be given the opportunity to have a relative, carer or friend with them at the interview.
- 3.18 Care was taken to make sure that where scheme staff already knew of a relative, carer or friend who would want to be present, that person was contacted in advance and given the interview date. If necessary, the date would then be changed to a convenient time for the relative, carer or friend.
- 3.19 At the interview, if it became apparent that a lone resident's understanding of the consultation would be better served by them having a relative, carer or friend with them, interviewing staff would withdraw from the interview and arrange for the resident to be accompanied at an interview at another time.
- 3.20 The result was that
- 21% of residents had a family member(s) with them
 - 14% of residents had a friend or carer with them
 - 65% were seen alone
- 3.21 Open meetings**
- 3.22 In addition to the individual interviews, open meetings in the communal lounges of each scheme were held.
- 3.23 Details are given in Appendix C.
- 3.24 Notes of each meeting were kept, and sent to all residents who attended the meeting, plus any others requesting the notes.

4 CONCLUSIONS

- 4.1 A comprehensive consultation has been carried out fully complying with the city council's obligation to consult tenants on matters of housing management.
- 4.2 All residents of category 2.5 sheltered housing schemes were given comprehensive information on the options for the provision of the night time support service. All residents had the opportunity to give their views on this.
- 4.3 89% of residents were seen by way of a personal interview.
- 4.4 A clear majority of residents (overall and within each sheltered scheme) expressed a preference for Option 2 – the on-site night support service.
- 4.5 Issues most frequently raised by residents were about:
- Satisfaction with on-site night support services
 - Concern with response times to calls
 - Security
 - Costs
 - Staffing continuity

5 REFERENCES

1. Housing Act 1980 www.opsi.gov.uk
2. "Sheltered Housing – Consultation with Residents of Category 2.5 Schemes on Proposed Options for Provision of Night Service and Charging proposals for Category 1, 2 and 2.5 Schemes in 2011/12 and Future Years" Report to Cabinet 23 March 2010
3. "Effective Resident Involvement and Consultation in Sheltered Housing" Tenant Participation Advisory Service / Department for Communities and Local Government, 2009. Available at www.housing.org.uk

6 ACKNOWLEDGEMENTS

The author wishes to recognise the contribution of the resident participation team for carrying out the interviews and associated work – Bill Moody, Sue Edgerley, Annette Kemp and Kevin Sprangle.

Thank you to the scheme managers and their staff who helped us with the information to plan the work, and who made us feel very welcome at all the schemes – Lynda King, Sarah Booth, Wendy Sims, Jane Patrick, Laraine Weinberg, Trudy Wythe, Alison Dowdeswell, Carole Payne, Laura Willett, Carol Panell – and all their staff.

Thanks are also due to those residents and relatives who took part in the consultative group – Mr & Mrs H Amey, Mrs A Marsh, Mrs L Preston, Carol Randall, Mr F Restall, Ingrid Savir, Ron Smith, and Pat Stoddart.

Finally, thank you to residents of the 7 schemes who allowed us into their homes and took the time to give us their views and concerns.

APPENDICES

Appendix A Legal duty to consult secure tenants

Extract from Housing Act 1980

43.-(1) Every landlord authority shall, within 12 months of the commencement of this Chapter, make and thereafter maintain such arrangements as it considers appropriate to enable those of its secure tenants who are likely to be substantially affected by a matter of housing management-

- (a) to be informed of the authority's proposals in respect of that matter ; and
- (b) to make their views known to the authority within a specified period.

Appendix B – Summary of comments made by residents during individual interviews (1)

Helpfulness of staff

I prefer the on-site night service as I am deaf and it's good to know that there is someone here all the time.

Night staff have saved my life on several occasions

Having someone on site is more useful (than a mobile service)

I do not like the thought of somebody not being here (at night) as I have had 2 falls at night

It's nice to know that there is someone there (on site at night) if I need them

As things are at the moment, there is always someone here at night to pick me up if I fall

Previous consultation process

The last meeting (on night service) seemed to be a formality rather than getting our view

My views were not properly addressed before the mobile service came in

Concerns about response times from mobile service

If I had a fall I wouldn't be happy waiting for staff from outside (the building to attend)

I'm concerned about the mobile service responding to a fire alarm

I'm concerned what would happen if the mobile team had to respond to more than 1 call at a time

I'm worried what the response time would be from a mobile team if I had a fall

I'm concerned what would happen if the mobile team had to respond to more than 1 call at a time

I think someone should be here all the time at night. What if something happened to the car (with the mobile service)?

I'm concerned about the time it would take (for the mobile service) to travel from Paulsgrove

I am concerned about the response time (from a mobile service) if they had to travel here from Paulsgrove

I am worried that the mobile service would not be able to respond quickly

It took the mobile service 30 minutes to get to me

Staff in a car (the mobile service) might not be near (if I made an emergency call)

I don't believe that staff could get from the top of Portsmouth to here in 10 minutes

Seven minutes for the mobile service to reach me could be too long

I was unhappy when the on-site cover was taken away. I believe on-site staff can respond quicker (than mobile service)

Concerns about response times from mobile service (cont'd)

The weather may stop the mobile service (from getting around)

I don't see how they (the mobile service) can get here from Paulsgrove in 3 minutes

When I'm not well I want someone here quickly. The off-site service will not get to me as quickly(as the on site service)

I think I would get a faster response from an on site service.

I think the on-site service would give a quicker response.

I am concerned about how the (mobile) service would respond in the snow

I do not see how the mobile service can respond as quickly as an on-site service

I'm concerned what would happen if the mobile team had to respond to more than 1 call at a time

I do not want the mobile service due to the length of time it would take them to respond

We need someone here all the time. The mobile service can't cover multiple calls.

I'm concerned about the length of time it would take the mobile service to respond

I'm concerned what would happen if the mobile team had to respond to more than 1 call at a time

I am concerned about how the mobile service would cope if it had to deal with 2 or 3 calls at the same time

I'm concerned what would happen if the mobile team had to respond to more than 1 call at a time

I am concerned about the length of time it might take a mobile service to respond

I don't believe the mobile service could get here as quickly as claimed

I don't feel re-assured by the time it could take a mobile team to respond

I am concerned about the length of time it might take a mobile service to respond

I don't want to have to wait for them (the mobile service) to come up from the city

Would the mobile service be able to respond quickly enough to an emergency call?

If more than 1 cord was pulled it would be difficult for (the mobile service) to respond

Time is of the essence- it could be too late by the time the mobile service arrive

General concerns about a mobile scheme

The mobile team did not know individual residents

I am worried that the mobile service would struggle to cope if there were staff vacancies

An unannounced visit from the mobile service in January was very disturbing.

General concerns about a mobile scheme (cont'd)

With the other service (mobile) it takes time for the staff to get to know you.

I was dissatisfied with the mobile service when I called on it.

I was not impressed with the mobile service when it was in operation

I'm concerned about not knowing the people on the mobile team.

I don't believe that the mobile service can cover the 7 schemes properly

I don't see how option 1 (the mobile service) would work

A lot of things could go wrong with option 1 (like car breakdown)

How reliable would a mobile service be?

Comments in favour of a mobile service

The mobile service would work - at night you don't have the traffic jams

The mobile service worked fine over the winter, but the on-site service might be better for people with medical problems

The mobile team was successful

The mobile team is better as someone only comes when needed

General comments in favour of an on-site service

I would prefer the on-site service so I know who is on duty

My mother would not have come here but for the (on-site) service

I came here for 24 hour on site cover

I think its very important to have someone here at night

I would prefer someone here as I think this would give a quicker response

It's better to have someone here (at night) because more and more frail people live here

I have angina and there's no guarantee I would survive if there was not someone here

I'm happier if I know that instant support is here

It's good to have someone here all the time (at night) for us and all the other schemes

I would like permanent staff here in the evenings who know my needs and don't need to look at a file first

I came here for 24 hour on site cover

(The service) would be better if someone stayed in (the scheme at night)

We need a person to sleep in and we've always had one

General comments in favour of an on-site service (cont'd)

Knowing that someone sleeps in here overnight gives me a lot of confidence

We prefer the on-site service for piece of mind

My medical history means that immediate 24 hour cover is important for me

My medical condition means that I have falls and any delay could be serious

The on-site night service was here when we moved in and we want it kept that way

The on-site service makes me feel safer

The on-site service has always worked well in the past

I feel re-assured that my uncle is safe with the on-site service

It is comforting to have someone here at night.

The on-site night cover was one of the main reasons why I moved in

The size of this scheme warrants on-site night cover

I definitely don't want the mobile service. Staff employed at night should walk around the scheme

This is a big block that needs 2 staff on duty at night

I did not move in to have a mobile service (at night)

I need someone (on duty at night) who knows me and my problems

I am more content and safe knowing that there is someone here (at night)

It gives me peace of mind knowing that someone is on duty here 24 hours a day

I have previously had falls and received a fast response from the on-site team

I can sleep safer knowing that there is somebody here at night.

I prefer to have staff on the spot in case of an emergency

I am re-assured that if I have a health relapse, the on-site service will be able to respond quickly

I would feel happier with an on site service for my father

My children live away and it is a comfort to them to know that I have someone here (at night)

The on-site service gives peace of mind

I feel safer with someone on site (at night)

Those in need of regular attention should be somewhere with 24 hour cover

One of the main reasons for me to move in was the 24 hour a day on site service

The on-site service is more convenient

General comments in favour of an on-site service (cont'd)

I had to call the night service and the on site staff were very good and helpful.

I appreciate the quick response from the on-site team

One of the main reasons for me to move in was the 24 hour a day on site service.

I feel re-assured by the on site cover

I have more peace of mind with the on-site service

People can feel nervous if they don't have a (night time) on site service

One of the main reasons for me to move in was the 24 hour a day on site service

There are lots of vulnerable people (in the scheme) who would warrant the on-site cover

I feel safer having someone in here overnight

My personal circumstances mean that I need 24 hour support

I have more peace of mind knowing that there is someone here all day and all night.

I have more peace of mind knowing that there is someone here at night

If I did need the service I would like the peace of mind knowing that there is someone here all day and all night

The on site staff can get here at once

People feel safer with on site cover.

Some people may need staff to stay with them overnight, how would a mobile service cope with this?

The on site night cover was one of the reasons for moving in here

Its nice to go to bed knowing someone is here at the scheme

We will get to know the staff if they are here at night

A lot of poorly people here need the on site cover

I'm happier knowing someone is here on site at night

I feel reassured that someone is here on site

It's nice to know that there is someone there (on site) if I pull the cord

I feel safer having someone here at night

I want the on site service as it's what I'm used to and I want someone here if I fall

I suffer from angina so I need a quick response and that's why I want someone here (on site)

I want option 2 (on-site) because people here need help immediately

I feel more comfortable knowing that there is somebody here (on site)

General comments in favour of an on-site service (cont'd)

If there is a heart attack or stroke, someone needs to be there immediately

My mother-in-law has dementia and wanders around the scheme at night, so on site cover is needed.

I would feel safer / it would be better with someone here (on site) who knows what is going on

A lot of people here need on site cover and I might be one of those in the future
I would feel safer having someone here (on site) at night

Concerns about continuity of staffing

Under the current scheme I don't know who is on duty

Regular (night) workers would get to know the residents

It's important for my dad to have familiar faces to see him

My mother does not recognise some of the agency staff

Not knowing the agency staff worries me

It is nice to know who is coming, and to get to know them

Temporary staff do not know the residents

I would rather see a familiar face if I had to call the night service

I want somebody known to the residents to do the night service cover

I'm not keen on agency staff being used, they change frequently and don't get to know the residents

I want somebody known to the residents to do the night service cover

I would like some continuity of service with the same staff.

I want somebody known to the residents to do the night service cover

The agency staff are not very well known to residents. I received a call from them by mistake and this worried me

I don't want agency staff, they do not know my mum's (medical) condition

Concerns about security

I'm concerned about security if people got to know that there was no on-site cover at night for my father

I prefer the security of an on site service.

I like the extra security of having someone in (the scheme) overnight

It's better to have someone on the premises at night

It's very important to know that there is someone in the scheme (at night) for security

Concerns about security (cont'd)

I would like the night staff to walk around the scheme and make sure that there is nobody here who shouldn't be

I need the security of knowing that someone is here 24 hours a day

There are security issues when the mobile service leaves the block

It is re-assuring to have someone here overnight, it eases my security concerns

We need someone here (at night) for extra security

I want the security of knowing someone is here during the evening

Night staff in the building will provide peace of mind and security

Having someone here will give me peace of mind that if someone tried to break in it would be reported to the police

The on site service gives extra security

I want someone here at night for security

I like the security and peace of mind of having someone here (on site) at night

I believe the on site cover offers more security

Misc

We need more night staff than day staff

I would like the staff to sleep in

The existing staff should be given the chance to apply for night time jobs.

I don't want the night service changed again

I am happy with how things are (at the moment)

We need some form of night service that looks after us reasonably

I used to get disturbed at night by the mobile service entering the building

I feel happy that my views are being taken into account

A lot of people here have dementia and wander the corridors at night. It is good to be able to call someone to attend to them straight away.

There should be more than 1 person on duty at night

I am happy with the night service as it is.

It's better to have 2 people on-site (at night) for cover

I would use the phone to contact my family in an emergency

Misc (cont'd)

The existing staff should be given the chance to apply for night time jobs

If the on site cover is withdrawn I will want to be rehoused

No preference comments

It's nice to have someone here overnight, but I've no strong preference (for one option over the other)

I'm happy to go with what the majority decide

I will go with the majority decision

I'm happy to go with the decision of the majority

I am happy to go along with the majority view (on the options)

I don't mind either service as long as a can get a fast response.

I'm happy to go with the majority view

I'm happy with either option

I can see that both options have their plus points

The options make no difference to me

Costs

Its worth paying the extra for the on-site service

I realise that the on-site service costs more

I would rather pay extra for the security of knowing someone was here at night

I know it (the on site service) costs more but I am happy to pay this for the peace of mind.
I am happy to pay the extra cost of an on-site service

It is worth paying the extra for security and to be there if I am ill

I would like the cheaper service

As an ex-serviceman I believe my father should not have to pay the extra costs (of the on-site service)

I object to the shortfall in supporting people costs being met through the rents.

I have more peace of mind with the on-site service, even if it does cost a bit more

Its unfair for the (supporting people) charges to keep going up

Peace of mind over rides cost

I am concerned about the cost implications of the on-site service

Costs (cont'd)

I would rather pay and have the security of someone here (at night).

I want the cheaper service

If the on site cover was withdrawn a lot of people would need to move to nursing homes and this would cost the council more

Other options

Increase the day staff and have them work nights. They could opt out of the EU 48 hrs per week directive

I liked the old sleep-in service

I would like the service to go back to how it was (before the mobile service).

I liked the old sleep-in service

I was happy with the previous sleep in service - I knew the staff

I liked the old sleep-in service. I would prefer the service here to be for Hale Court residents only

I would like the service to go back to how it was (before the mobile service)

I liked the old sleep-in service

I would like the on-site service provided as it was before (the mobile service was introduced)

I would like the service provided as it was before (the mobile service was introduced), but if this is not possible then I would like the on-site service

I would like the on-site service provided as it was before (the mobile service was introduced)

I liked the old sleep-in service

(1) Comments are paraphrased not verbatim.

Appendix C - Summary of issues raised at open meetings

| Scheme | Date of meeting | Issues raised | Number attending |
|-------------------|-----------------|---|------------------|
| Nicholson Gardens | 2 June 2010 | <ul style="list-style-type: none"> • Progress on interviews • Decision-making process • Providing information in braille | 13 |
| Ian Gibson Court | 30 June 2010 | <ul style="list-style-type: none"> • Progress on interviews • Decision-making process • Rent and charge levels / finance • Working hours & reasons for change in service • Agency staffing • Interruptions to service • Response times • New tenants • Emergency services • Gardening | 22 |
| Hale Court | 19 July 2010 | <ul style="list-style-type: none"> • Progress on interviews • Decision-making process • Appealing the decision • Reasons for doing the survey • Reasons for changing the service • Shift patterns • Management of the service • Emergency services • Handover periods | 22 |

| Scheme | Date of meeting | Issues raised | Number attending |
|---------------------|------------------------|--|-------------------------|
| John Marshall Court | 12 August 2010 | <ul style="list-style-type: none"> • Lifts • Progress on interviews • Decision-making process • Fire alarms • Mobile service response • Publishing consultation results | 22 |
| St. John's Court | 14 September 2010 | <ul style="list-style-type: none"> • Progress on interviews • Decision-making process • Previous consultation • Rents and charges • Weekend and afternoon arrangements • Pull cords • Results by scheme | 22 |
| Arthur Dann Court | 16 September 2010 | <ul style="list-style-type: none"> • Progress on interviews • Decision-making process • Job applications • Agency staffing • Previous consultation • Reasons for change from previous service • Medical training • Implementing the final decision | 24 |
| | | | |

| Scheme | Date of meeting | Issues raised | Number attending |
|---------------|-----------------|--|------------------|
| | | | |
| Bresler House | 7 October 2010 | <ul style="list-style-type: none"> • Progress on interviews • Decision-making process • Medical training • Mobile arrangements • Adverse weather and emergency arrangements • Security • Charges • 'Awake' and 'asleep' services | 14 |