

**sfha** publication

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# **Housing Scotland: Models of housing with care and support**

This document aligns with SFHA's 2021 Scottish Parliament manifesto asks regarding adapting homes for the future

**sfha**  
Scottish Federation of  
Housing Associations

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We are housing Scotland

# Housing Scotland: Models of housing with care and support

The paper is intended to inform key priorities for social renewal in light of the Covid-19 pandemic as well as longer term government priorities including the *Review of Adult Social Care and Review of Care Homes*.

The paper has been produced by SFHA to support the work of the Social Housing Resilience Group, with input from a number of SFHA members.

Click here to read the [SFHA Manifesto for the Scottish Parliamentary 2021 elections: Building our social and economic recovery](#)

SFHA – [www.sfha.co.uk](http://www.sfha.co.uk)  
The Housing Support Enabling Unit – [www.ccpscotland.org/hseu/](http://www.ccpscotland.org/hseu/)  
ihub – [ihub.scot](http://ihub.scot)

Cover image: Blackwood

## Purpose

Housing support and care services are vital to the health, safety, wellbeing, quality of life and independence of millions of people across Scotland.

They make significant contributions to [national health and wellbeing outcomes](#), particularly outcome 2:

***‘People, including those with disabilities or long-term conditions, or who are frail, are able to live, as far as reasonably practicable, independently and at home or in a homely setting in their community’.***

This has never been clearer than during the Covid-19 crisis.

This paper sets out existing successful community models of housing with care and support, key learning from the pandemic, and opportunities to create new models of housing, care and support for the future. It is intended to inform the national social renewal programme, the review of adult social care in Scotland, and Housing to 2040.

This is the moment to think and act big, with specific programmes to do even more to keep vulnerable people safe; with improved connectivity, joined up commissioning, and the right preventative services in local communities. We want to learn, adapt, and transform services for the new context beyond the pandemic; to deliver financially sustainable services which are affordable for those using, delivering and commissioning them. We are ready to make things happen quickly.

# Community models of housing, care and support

Social landlords (local authorities and housing associations) provide homes and services to over 600,000 households across Scotland.

They are in contact with people who aren't currently receiving formal care (individual care packages subject to social work assessment) but may in the future.

Housing associations have a unique role in being able to work across statutory and third sector organisations in our communities, back into our customer base and across other housing providers.

## Key facts:

- 19 housing associations offer housing, care and support services across Scotland
- Social landlords offered 7,750 supported housing lets in 2018/19 (around 5,000 if excluding LAs)<sup>1</sup>
- Social landlords employ nearly 4,000 care and support staff (3,100 if excluding LAs)<sup>2</sup>
- New services are currently being developed by social landlords across the country. For example, the 2018/19 Affordable Housing Supply Programme included 922 new homes which were purpose built for older people or disabled people, including 268 homes which were specifically designed for wheelchair users<sup>3</sup>. The majority of all new social rented homes are also built to meet the Housing for Varying Needs. Despite this, it estimated<sup>4</sup> that 31,000 wheelchair users will not have a suitable home in 2024

1 <https://www.housingregulator.gov.scot/landlord-performance/statistical-information>  
2 <https://www.housingregulator.gov.scot/landlord-performance/statistical-information>  
3 <https://www.gov.scot/publications/affordable-housing-supply-programme-out-turn-report-2018-2019/>  
4 <https://www.horizonhousing.org/media/1522/still-minding-the-step-full-report.pdf>



**19**

housing associations offer housing, care and support services

**7,750**

supported housing lets are offered by social landlords



**4,000**

nearly 4,000 care and support staff are employed by social landlords

## Community models of housing, care and support



**45%**

of social tenants reported having a physical or mental health condition expected to last 12 months or more



**1/3**

of social renters are aged 60 or over

**75%**

of social rented households now have home internet access compared to only 65% in 2016

- Social landlords completed over 25,000 medical adaptations in 2018/19 (around 11,000 if excluding LAs) <sup>5</sup>
- There are well over half a million people living with frailty in Scotland who can be helped to stay in their homes if they are affordable, accessible and fitted out for their needs, keeping them out of hospital. In one study, £1.4m spent on adaptations saved £5.3bn to the public purse <sup>6</sup>
- Social rented households were more likely to have an adult permanently sick or disabled (12%) in 2017 than all other tenures - private rented households (4%), households buying their property with a mortgage (1%), and households owning their property outright (2%) <sup>7</sup>
- Furthermore, 45% of social tenants reported having a physical or mental health condition expected to last 12 months or more – this compares with 21% of private rented households, 16% of households buying their property with a mortgage and 33% of households owning their property outright <sup>8</sup>
- One study found that social housing tenants in the West of Scotland were more likely to report ill health when compared to owner occupiers <sup>9</sup>
- Around a third of social renters are aged 60 or over, with 13% being over the age of 75 <sup>10</sup>
- In recent years social housing tenants have become much more digitally connected, in part due to support from social landlords. Data for 2018 suggests that 75% <sup>11</sup> of social rented households now have home internet access compared to only 65% <sup>12</sup> in 2016.

5 <https://www.housingregulator.gov.scot/landlord-performance/statistical-information>

6 [https://envoypartnership.com/wp-content/uploads/2016/05/sroi\\_adaptations.pdf](https://envoypartnership.com/wp-content/uploads/2016/05/sroi_adaptations.pdf)

7 <https://www.gov.scot/publications/social-tenants-scotland-2017/pages/5/>

8 <https://www.gov.scot/publications/social-tenants-scotland-2017/pages/5/>

9 <https://bmjopen.bmj.com/content/6/11/e012268>

10 <https://www.gov.scot/publications/social-tenants-scotland-2017/pages/5/>

11 <https://www.gov.scot/publications/scotland-people-annual-report-results-2018-scottish-household-survey/pages/7/>

12 <https://www.gov.scot/publications/scotland-people-annual-report-results-2016-scottish-household-survey/pages/7/>

## Community models of housing, care and support

As more people with disabilities live longer and as more people live with co-morbidities, it is critical that we scale up and integrate appropriate provision of accessible technology enabled housing into the mainstream, to focus on independent living with the right community services. Placing housing at the heart of service integration, using a place-based approach, is likely to create sustainable and accessible places, resulting in housing and the wider environment being connected and designed for the whole community irrespective of age. This supports the perception that we are all stakeholders in aging<sup>13 14</sup>.

**Only 17%**

of Scottish councils set a target for accessible and/or adaptable housing



Almost  
**10,000**  
disabled Scots  
are on housing  
waiting lists

[Independent evidence](#) demonstrates that housing with care provided by housing associations is highly valued by customers, delivers a caring and enabling model, and provides value for money and cost savings to the public purse when compared to other long term care options, as well as providing the following benefits to the NHS:

- **supports timely and effective discharge from hospital**
- **promotes more effective use of primary care as often customers need fewer GP visits**
- **reduces risk of hospitalisation as staff response to early signs of ill health which prevent hospital admission**
- **supports end of life, working closely with health professionals and supporting relatives.**

There is clear evidence of a need for affordable accessible housing. In 2018 the [Equality and Human Rights Commission](#) published an inquiry into housing for disabled people which found that:

- **55 per cent of Scottish councils said a lack of funding for adaptations was a challenge**
- **Only 17 per cent of Scottish councils set a target for accessible and/or adaptable housing**
- **Almost 10,000 disabled Scots are on housing waiting lists.**



**55%**

of Scottish councils said a lack of funding for adaptations was a challenge

SFHA has identified an annual shortfall of £7 million for adaptations required in housing association homes to enable people to stay in their homes, return to them after hospitalisation, and to promote physical and mental wellbeing.

Choice is currently limited and the range of options is inconsistent throughout Scotland. [SFHA and Shelter \(2018\)](#) found differences in levels of planned specialist housing provision which appears to be due to:

- **Variations in strategic leadership and co-ordination between Health and Social Care Partnerships, strategic land planning and housing to develop a more inclusive built environment**
- **Different local political choices about which competing housing needs are the most urgent to address.**

13 <https://www.cogitatiopress.com/socialinclusion/article/view/2779>

14 <https://www.ads.org.uk/wp-content/uploads/AlloaCaseStudyv5.pdf>

# The Covid-19 experience and learning

Health services have shown beyond doubt how quickly they can respond to major (clinical) pressures over the past months, adding to our understanding for future planning of the importance of keeping people safe within communities so that these precious resources are not overwhelmed.

Equally, care services across Scotland have provided truly amazing support for people and have faced many well documented challenges. These also provide ample evidence of where change would be useful to ensure we help people to live independently but connected with families, friends, services, even in the most difficult circumstances.

Interestingly, the role of housing in preventing greater distress in communities and protecting health services has yet to be explored. Yet our members know how important their services have been. Over 50% of tenants in the housing associations who provide housing and care for older people or people with disabilities have been self-isolating or shielding since before lockdown. All of those tenants have had their housing officers deliver reassurance, a friendly voice and regular contact; had access to emergency repairs when needed, and support to connect with family and friends remotely; keeping them safe whilst supporting their wellbeing. Using technology, social landlords are engaging differently with our customers, keeping service delivery going when faced with a range of restrictions.

In these circumstances the level of deaths has been less than reported for others with similar health circumstances. A recent [study](#) found that coronavirus outbreaks are up to 20 times more likely in large care homes. [Government data](#) shows that smaller care homes, provided by charities and third sector organisations such as housing associations, have had lower levels of deaths than larger care homes and those in the private or public sectors.

There is now widespread public recognition that housing, care and support staff are key workers, providing highly skilled, essential services which change people's lives, every day. The skills base in housing associations has allowed our workforce to be flexible and adaptable to change.

The pandemic has highlighted the importance of feeling and being part of a community and how fundamental this is to our wellbeing. The social housing sector has played a key role in helping to reduce loneliness and isolation whilst also providing peace of mind for informal carers as highlighted in recent [research](#) by the University of Stirling.

As well as making thousands of well-being calls, housing providers have, amongst other things, facilitated video calls with friends and family, delivered quiz books to tenants, organised remote games of bingo and arranged musical entertainment.

Several housing associations have further rolled out technologies to enable their most vulnerable tenants to get help in an emergency should they need it, enabling more timeous intervention and potentially reducing the need for hospital admission. When speaking of the system that one housing association introduced, an 80-year-old tenant said:



*'I can't see my family at the moment, because of the virus, so they worry less knowing I've that extra bit of security. It's a great comfort'.*

80-year-old housing association tenant

## The Covid-19 experience and learning

One housing association project supported by the Scottish Government's Supporting Communities Fund is Berwickshire Housing Association digital champions' work with community partners to help vulnerable members of the community communicate with family and friends during these difficult and challenging times. This has enabled increased access to digital communication and support for people in how to use digital devices, particularly to support wellbeing of those suffering from loneliness during self-isolation.

Our starting point is that we can learn from this period and our answer is to move more rapidly to community based models which offer people safe, friendly, and trusted models with the right home, now inextricably linked with connectivity, and flexible care and support services which are shaped and designed with the people who use them.

However, while the case is clear, we know that despite many years of prevention focussed policies, resources have not significantly shifted to preventative services based in communities. Now is definitely the time to establish specific joined up programmes to make up for that lost time, and the urgency is very real as we expect to live with the impact of Covid for the foreseeable future.

Quotes from a Health and Housing Leadership Exchange facilitated by SFHA and ACOSVO highlight the benefits of working across health and housing:



***"Housing and health both benefit from closer understanding about our respective roles and clients. Particularly around health and homelessness."***

Adele Fraser, CEO Linstone  
Housing Association



***"Sharing our view of the system made us collectively see the gaps where the most vulnerable slip through; it gave rise to effortless connections, removing bureaucracy to allow us to test and try different ideas and space to 'just do it'."***

Manira Ahmad, Head of LIST Data  
Intelligence Team,  
NHS National Services Scotland, ISD

# Future models of housing, care and support

Throughout the pandemic the nation was asked to protect the NHS and we should continue to do that as we learn to live with Covid-19 impacts over the next few years.

Scotland's housing sector, working together with health and social care services, can take a preventative approach by reducing the pressure on frontline NHS and community services. By delivering more support and interventions at home, building and adapting flexible and connected homes for the future, investing in Technology Enabled Care in our current assets, and supporting our ability to deliver modern sheltered and supported accommodation, we can ensure that many health interventions can be delivered locally in people's homes – reducing the need for them to present at primary care.

Scotland could really become the best place to grow old in, or to live life to the full as a disabled person in a Fairer Scotland, if we join more of the dots and give leadership to move beyond professional boundaries with innovative funding streams focused on supporting people to live safely and well as they age.

Housing associations and cooperatives can provide ideal housing, care, support and community solutions for and with individuals. We believe that a systematic consideration of this offer in the planning of care and support at individual, local and national levels will encourage even more innovation which relates strongly to Scotland's new aspirations for healthy ageing.

Matching this with a truly accessible national housing stock will be transformational for the way we deliver support and services in our communities. Imagine a future where the introduction of technology and other innovative design features can enable people to live independently and less socially isolated in their home for longer, reducing the burden on health and social care providers.

A report by ihub identified an opportunity to achieve this by joining up housing plans/analysis and health and social care plans/analysis; including Housing Needs Demand Assessment, joint strategic needs assessment, and IJB strategic plans and housing contribution statements.

Our framework for moving forward is based on the following principles:

- **Community – community solutions which prevent people having to go into hospitals, or support them get back to independent living and reduce need for care in clinical settings**

- **People – person centred solutions focussed on all of the aspects of the person's life and touchpoints, with the right design of buildings and neighbourhood environments to deliver flexible and adaptable solutions**
- **Independence – solutions which provide an environment for people to live their lives to the full, make their own choices, and stay connected with families, friends and services**
- **Inclusion – solutions which are designed and can adapt for all as their circumstances changes**
- **Innovation – investing in learning, developing, testing and scaling up new approaches**
- **Pace – the right environment to scale up quickly and at the same time keep new innovations emerging, so the systems approaches to support improvement focus on how to scale within public programmes, including procurement environments.**

## Future models of housing, care and support

### Step Up Step Down Models

Accommodation designated as 'Step Up Step Down' provides housing with care for individuals who cannot be at home due to their care and support needs. It helps to prevent unplanned admissions to hospital and facilitates timely discharge from hospital before an individual returns to their own home.

This model has been promoted over the last five years by housing associations but has yet to be established on a systematic basis. This patently needs to be addressed as it is clear that several Health Boards begin to plan 'interim' facilities in response to the need to have people move through the clinical spectrum of care. For housing providers this duplicates their expertise when they know they could help with a more efficient and effective use of public finances.

A number of housing associations offer very small scale models, one example being Hanover Housing's [Varis Court](#) which was developed in collaboration with the NHS, with some homes managed and funded by the NHS, reducing the length of hospital stays.

This model is ready for scale up across a range of landlords with local HSCPs.

### Extra Care Housing Models

Extra care housing<sup>15</sup> offers an integrated service model with on site tenancy and housing support and personal care with a local flexible staff team, safety and security and personalised telecare. Eildon's [Wilkie Gardens](#) is one example. Evaluations demonstrate its benefits in terms of cost-effectiveness and quality of life.<sup>16</sup>

<sup>17</sup>



Pictured: Hanover residents

- 15 Typology of extra care housing <https://ihub.scot/improvement-programmes/evidence-and-evaluation-for-improvement/review-of-literature-and-evidence-summaries/extra-care-housing-key-findings-from-uk-evaluations/>
- 16 Evaluation of extra care housing- highlighting benefits in terms of cost-effectiveness and quality of life [https://ihub.scot/media/1711/extra-care-housing-summary-paper\\_jul18.pdf](https://ihub.scot/media/1711/extra-care-housing-summary-paper_jul18.pdf)
- 17 Evaluation of Moray project highlights the benefit of joint housing health model [https://ihub.scot/media/6047/moray-evaluation-fnct\\_april19.pdf](https://ihub.scot/media/6047/moray-evaluation-fnct_april19.pdf)

## Future models of housing, care and support

### Health at Home Models

[Near Me](#) and [Hospital at Home](#) are two health inspired initiatives which can easily be taken up for some of Scotland's most vulnerable people by co-designing with their social landlords. Data driven learning coming from these initiatives will help us redesign for the future, based on people controlling their own data but with the support of their local housing association to replace obsolete systems and build the infrastructure, along with supporting their personal confidence in using such services. Social landlords, many of whom have accelerated their digital service offering and capacity, can act as facilitators for the customer and for health services.

Near Me has been set up by Blackwood for customers across Scotland enabling access to a variety of NHS services remotely. One customer in Aberdeen had a crucial medicine review with a GP without the need to leave home and another resident was able to have his wheelchair service meeting with the HSCP.

The [Technology Enabled Care \(TEC\) in Housing Programme](#) supports and underpins the use of TEC in creating and delivering services digitally which promote independence and prevent health crises.

Blackwood's digital support system, CleverCogs™, enables customers to keep in contact with loved ones with the family and friends video call feature. One tenant who could 'see' his mother on his 40th birthday remarked: 'CleverCogs™ made my birthday. It was amazing being able to share the special day with my mum, which without the technology wouldn't have been possible.' The availability of CleverCogs™ led to an 800% increase in interaction with friends and family during the early months of lockdown, showing how important technology is in supporting good health and well-being.

### Supported Accommodation Models

Specialist supported accommodation models are required where rapid rehousing or Housing First approaches to mainstream housing are not an option for those who have experienced homelessness. This may include small shared living in mainstream social rented tenancies. Homeless Network Scotland is currently carrying out research to explore models for the future.

### Housing with Support Models

Bridging the Gap identifies a number of case studies where people with learning disabilities and/ or complex needs have moved from unsuitable long stay institutional care and out of area placements to housing with support.

### Community Resource Models

Housing with care can act as a 'hub' from which flexible personal care and support services can be delivered to the local community. Communal spaces offer community resources for the wider older population including social events and drop-in services.<sup>18 19</sup>

18 <https://letham4all.org.uk/the-hub/>

19 <https://www.pkc.gov.uk/article/18463/Action-Partnerships>

## Our asks

1. The Government to require all commissioning for older and disabled people, including people with learning disabilities, to identify housing and technology solutions in their market shaping approaches over the next five years. Progress to be reviewed to measure improvement.
2. A new programme delivering cross sector models from Health and Housing, with both Ministers 'owning' a pot of joint resources specifically designed to support prevention of needing to access hospital care. This will align social justice, rents, support, community, digital, joint capital, care commissioning budgets. This could be one pot of dedicated money in each HSCP area but with a shared system approach across Scotland.
3. Collaboration across government including Digital Health and Care Directorate and social housing sector to spec technology which underpins the new design of models of ex-sheltered housing.
4. IJBs to retain and increase housing support funding which is rapidly decreasing across Scotland, to prevent crisis and support people to remain in the community, including mainstreaming of innovative solutions delivered through the Change Fund and community budgeting to reduce health inequalities.
5. Housing First national framework with social landlords as a key partner, including Homelessness Prevention Fund and other support for landlords.
6. Review of Housing for Varying Needs to mainstream standards of accessibility and functionality to meet people's needs over the life course, including in new build and building control regulations; and work with the sector to develop an online cost/benefit indicator utilising [SFHA's Inclusive Living Toolkit](#).
7. Working with housing associations at scale to develop a national framework for housing adaptations, which demonstrates future benefits for health and care services as well as for individuals, as well as commit to a further £7 million per annum to meet the shortfall in adaptation funding.
8. Guidance on HSCP Strategic Plans and Housing Contribution Statements to include consideration and inclusion of the future models of housing with care and support set out in this paper.
9. Programme of work with industry providers of products which are adaptable and support people to live independently at home.

# Other references

[Scotland's Digital Health and Care Strategy](#) (Apr 2018)

[Foundations for wellbeing: reconnecting public health and housing](#) by ScotPHN (2017)

[Building Foundations for Health and Housing – events report](#) by NHS Health Scotland (Feb 2019)

[Stimulating OECD economies post-Covid by investing in care](#) by De Henau and Himmelweit (June 2020)

[A Care-Led Recovery from Coronavirus](#) by De Henau and Himmelweit (Jun 2020)

[Independent evaluation of Trust Housing with Care services](#)

[Housing and disabled people: Britain's hidden crisis](#), Equality and Human Rights Commission (2018)

[Review of Strategic Investment Plans for Affordable Housing](#), SFHA & Shelter (2018),

[Social care support an investment in Scotland's people, society, and economy](#)

[Coming home project](#) – Some people with learning disabilities and complex needs are living far from home or within NHS hospitals and the Coming Home project aims to address this

[Housing to 2040: a conversation](#)

[SFHA inclusive living research and toolkit](#)

SFHA Manifesto for the Scottish Parliamentary 2021 elections: [Building our social and economic recovery](#) (October 2020)

[The experience of people approaching later life in lockdown: The impact of COVID-19 on 50-70-year olds in England](#) – This report finds that has been tough on some – many people have seen their health deteriorate with more unhealthy behaviours, and more than two in five fear their finances will worsen in the year to come.

[Connecting Communities](#) – Housing at the heart of integrated health and social care in Scotland – researched and written by Hanover (Scotland) HA in 2019, this report reflects on what is important to older people and how housing promotes their health and wellbeing. A section of the report considers the value people place on appropriate housing (p 25/27 Realising Value)

[Demonstrating the Health and Social Care Cost-Benefits of Lifestyle Housing for Older People](#)

– written in 2017 by Housing LIN for Keepmoat Regeneration / ENGIE. This report considers the value of sheltered, retirement as well as extra care housing. It is able to monetise the benefits of extra care housing to a greater extent than retirement and sheltered housing which is valued more in terms of quality of life but the report does contain examples of sheltered housing preventing admission into residential care.