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To: Supporting People Commissioning Body 26 January
2012

Subject: Extra Care Sheltered Accommodation

Classification: Unrestricted

Summary

This report was requested by members of the Commissioning Body to outline the approach that is being taken in relation to the reduction in funding for extra care sheltered accommodation by the Supporting People Programme. The report details the findings of the joint assessment that has been undertaken by Supporting People and the Families and Social Care Directorate. The report highlights the non-housing related nature of support tasks which are being delivered to residents of extra care sheltered accommodation. It suggests that there needs to be a more personalised approach to the delivery of social care, an affirmation of what is a housing related support task and what lies outside the scope of housing management, housing related support and health/social care.

1. Introduction

(1) The Supporting People in Kent Commissioning Body made a decision in March 2011 to implement £7 million of savings in 2012/13. These savings are to be applied across all client groups and types of services. This included extra care sheltered accommodation having its weekly rate reduced from a maximum of £36 per service user per week to a maximum of £10.24 per service user per week. These weekly rates will bring extra care sheltered accommodation in line with sheltered accommodation and is based on the principle that housing related support tasks in extra care sheltered accommodation are no different to those in sheltered accommodation.

(2) Residents of extra care sheltered and sheltered accommodation are all eligible to receive an alarm funded separately by the Programme. This is currently £1.50 per service user per week but will be reduced to £0.90 per service user per week as from 2012/13. There needs to be further discussion about the provision of assistive technology within extra care sheltered schemes which may need to be delivered independently of the infrastructure that currently exists. For example, an older person may need more than a pendent alarm and a pull cord. For instance they may need additional facility to alert staff if they have fallen.

(3) The additional needs of residents in extra care sheltered accommodation tend to be health and social care related. There are additional services that

are being provided that do not fall into housing related, housing management or health/social care categories.

(4) The scope of the services within extra care sheltered accommodation includes meals, refreshments and night time cover. There are also other services that are hard to define, e.g. collecting rubbish from outside of an individual's flat. It is not always clear which funding stream is being applied to all of these activities. There also appears to be a potential for duplication between payments for night cover (which is funded by Families and Social Care) and the alarm service (which is funded by Supporting People).

(5) It is important to emphasise the nature and extent of housing related support services. Housing related support activities are:

- Understanding tenancy or occupancy agreement
- Managing debt, budgeting and applying for benefits
- Getting on with neighbours
- Life and social skills
- Setting up home and resettlement
- Staying safe at home
- Dealing with other agencies
- Taking up daytime activities; training, education, employment

2. The Joint Assessment of Residents in Extra Care Sheltered Accommodation

(1) The Commissioning Body requested a report on the current Extra Care Sheltered Accommodation provision and an assessment of the potential impact of the proposed changes. These joint assessments have been undertaken in conjunction with Families and Social Care. The Supporting People Programme has been working with Families and Social Care to meet with the providers of extra care sheltered accommodation in order to manage the transition from £36 per service user per week to a maximum of £10.24 per service user per week.

(2) Families and Social Care will individually assess residents of extra care sheltered accommodation if it is indicated that they require additional social care interventions or need to receive a social care package following this assessment process. The government expects all older people to have access to a personal budget by April 2013. There is still scope for Families and Social Care to fund activities/support that cannot be readily incorporated into personal budgets. There will also be a review of grant funding within extra care sheltered provision funded by Supporting People.

(3) Extra care sheltered accommodation is delivered differently depending on the provider and geographical location. The joint assessment process has highlighted the amount of intervention which can be defined as housing management, social care or other types of support services which are not housing related support but do not necessarily fit neatly into housing management or social care.

3. Consultation and Communication

(1) Canterbury City Council has consulted with their residents about the proposed changes in service delivery. There has been one letter of complaint which centred around social care issues.

(2) The Programme is not aware of any other consultations that have been undertaken by other providers of extra care sheltered accommodation. West Kent Housing Association has confirmed that they are expecting to consult with residents but have not yet done so. The programme is checking the progress of consultations with Moat Housing Society and Orbit South

4. Risk and Business Continuity Management

(1) The Supporting People Programme and Families and Social Care have been working with extra care providers to identify areas of service delivery that cannot be met by housing related support, housing management and social care. The identified areas will need alternative solutions found in order to deliver the changes required. An example of this is facilitating the ordering and delivery of medication by a pharmacy rather than the extra care sheltered service. (A Risk and Business Continuity Log is attached at Appendix 3).

5. Financial Implications

(1) Extra care sheltered accommodation has been a consistent outlier in weekly rates since the Programme commenced. The principle which lies behind the cost reductions is that there is no difference between the housing related support delivered within a sheltered scheme and that within an extra care sheltered scheme. The difference between a sheltered scheme and an extra care sheltered scheme should be the health/social care interventions that are required by the residents as they become more dependent. Families and Social Care accept that there are interventions required prior to and after a resident moves in to extra care sheltered accommodation which can facilitate independence for longer.

(3) The approach which is being adopted within Families and Social Care is to fund individually assessed support needs rather than assuming that all residents within a scheme require block funding to deliver services. This means that Families and Social Care are better able to target scarce resources at the people who need the interventions most. Whilst there are some individuals within extra care sheltered schemes who require a substantive investment there are others who require no social care intervention whatsoever.

(See Appendix Two for Supporting People current and future investment).

6. Legal implications

(1) The Commissioning Body approved an Equality Impact Assessment relating to delivering the savings.

7. Sustainability Implications

(1) The Supporting People Programme will work with Families and Social Care and providers to ensure that services are sustainable.

8. Conclusion

(1) The Supporting People Programme has undertaken joint assessments with Families and Social Care in order to establish the services that are currently being delivered in extra care sheltered accommodation. The joint assessments have established whether or not housing related support is being delivered and to what extent other services are provided which are neither housing management nor social care. The findings of the joint assessments indicate that the reduction in funding to providers in relation to housing related support is justified on the basis that there is no more housing related support being delivered in extra care sheltered accommodation than there is in sheltered. Extra Care sheltered residents may require additional services that are not encompassed within housing related support. Where there are other interventions that are currently being delivered there needs to be a more creative, innovative and imaginative approach being adopted which is in keeping with national and local government aspirations relating to the Big Society and Kent County Council's Bold Steps and Three Ambitions.

Recommendations

The Commissioning Body is asked to agree that;

1) Housing related support in extra care sheltered accommodation should be funded at the same level as sheltered accommodation.

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Appendix One: Support Activities identified in Extra Care Sheltered Housing

Appendix Two: Risk and Business Continuity Log

Restricted Item to be tabled at the Commissioning Body: Extra Care Sheltered Accommodation, Supporting People Current and Future Investment

Appendix 1- Support Activities identified in Extra Care Sheltered Housing

Canterbury City Council

| Housing related support | Housing management | Social Care | Other |
|--|--|--|---|
| Needs/risk assessment and support planning | Reporting faults and repairs issues (including on behalf of residents) | 24 hour on site support | Laundry service/communal laundry facilities |
| Applying for benefits and budgeting | Advice about tenancy | Lunch club/cooked meal delivered each day | Kitchen, lounge and guest room provision |
| Dealing with other agencies | Tenant meetings | Support with bathing facilities and arranging for outside agency to bath/shower where resident is unable to do this for themselves | Coffee mornings |
| Taking up daytime activities | Dealing with rent arrears/rent payments direct debits | | Contacting residents several times every day to see if they are alright |
| Staying safe at home | Monitoring anti-social behaviours | | Contacting relatives, doctor or professional help in an emergency |
| | Information about types of adaptations | | Help to organise social events for the scheme |
| | Explaining the fire drill | | Ensure smooth running of scheme |
| | Service user comments | | Collecting household rubbish and clinical waste (large bulky items charged for) |
| | Communal area cleaning | | Operating heating system, finding fuse box, meters or stop cock |
| | Communal gardens | | Dealing with lost pendant alarms |
| | | | Ordering papers and milk |
| | | | Ordering, prompting and dispensing medication |
| | | | Cosmetic and other visits |
| | | | Shop/greengrocery/egg deliveries |
| | | | Library books |
| | | | Mobile fish and chips |
| | | | Services due to illness: urgent shopping, taking mid day meals to flat, preparation |

| | | | |
|--|--|--|--|
| | | | of breakfast/evening meals, making hot drinks, medication |
| | | | Scheme manager staying with contractor until work is completed |
| | | | Mail delivered to front door |

Moat Housing Society - Paffard Court

| Housing related support | Housing management | Social Care | Other |
|-------------------------------------|-----------------------------|--------------------|---|
| Budgeting and applying for benefits | Ringling resident every day | Sleep in service | Concierge service |
| Life and social skills | | Laundry | Weekend agency staff |
| Dealing with other agencies | | | Handyman providing transport to shops |
| | | | Arranging appointments, arranging transport for hospital appointments |
| | | | Giving reassurance |
| | | | Limited social programme run by residents/amenity fund |
| | | | Prompting medication, ordering prescriptions on line |
| | | | Lunches delivered 6 days per week from the local pub/cook on a Friday |
| | | | Tenant on site shop |

Orbit South Housing Association – Cherry Court

| Housing related support | Housing management | Social Care | Other |
|-------------------------------------|---------------------------|--|---|
| Applying for benefits and budgeting | Cleaning communal areas | Bathing and laundry as part of a care package | Social club, coffee mornings and shop run by tenants |
| Dealing with other agencies | | Dementia/managing memory issues/end of life care | Mid day meal provided week days (tenant contributions) /meals provided at weekends |
| | | Assisting with lunch | Social activities |
| | | | Ringling residents every morning |
| | | | Collection of prescriptions, delivery and re-ordering by Boots |
| | | | Extra temporary support |
| | | | Help with correspondence |
| | | | Making telephone calls to arrange appointments/making transport arrangements to hospital appointments |
| | | | Giving reassurance |
| | | | Encouraging social integration |

West Kent Housing Association - Holly Bush Court and White Oaks

| Housing related support | Housing management | Social Care | Other |
|--|---------------------------|--|--|
| Managing debt, budgeting and applying for benefits | Cleaning communal areas | Laundry and medication prompting as part of care package | Age U.K. day centre (lunch and socialising, ad hoc lunches to residents who are ill, bathroom, chargeable bathing service, hair dressing and chiropodist, computer room and Wi Fi) |
| Dealing with other agencies | Building maintenance | Lunches 6 days per week, prepared by cook | Help with correspondence |
| | Fire safety | Assisting tenants down to meals and laying tables | Making telephone calls to arrange appointments |
| | | | Giving reassurance |
| | | | Arranging transport to hospital appointments |
| | | | Encouraging social integration/tenant led social club |
| | | | Ordering prescriptions by fax |
| | | | Checking on food safety |
| | | | Providing time to be with people who fall until ambulance arrives and stay with ambulance staff |
| | | | Night time sleep in |
| | | | Weekend cover |
| | | | Fish and chips ordered by support staff on Saturdays |
| | | | Social outing/in-house entertainment (with support staff help) |
| | | | Coffee mornings |

Appendix 2 - Risk and Business Issues Continuity Log

Impact & Probability - 1 = Low 2 = Medium 3 = High

| Risk Description | Impact 1-3 | Probability 1-3 | Risk Profile | Risk Owner | Countermeasure | Date Identified |
|---|---------------|--------------------|-----------------|--------------------------------|--|--------------------|
| The service user no longer receives services which help them to maintain independent living | 3 | 1 | Low | Families and Social Care (FSC) | 1. Joint assessment has taken place identifying any social care needs which are currently not being met. 2. Service users are eligible to receive personal assessments following which existing care packages may need to be enhanced or a completely new care package may need to be implemented | 8.11.2011 |
| Housing related support is no longer delivered | 2 | 1 | Low | Supporting People Programme | SP programme is still intending to fund housing related support | 8.11.2011 |
| Night cover | 3 | 1 | Low | FSC | FSC will ensure that people who needs night cover will receive it. | 8.11.2011 |
| Provision of meals and refreshments | 3 | 1 | Low | FSC | FSC will ensure that people who need provision of meals and refreshment will receive them | 8.11.2011 |
| Medication | 3 | 1 | Low | FSC and Canterbury | Alternative methodologies will be found for its procurement and delivery of medication. | 8.11.2011 |
| Personal Care | 3 | 1 | Low | FSC | 1. Joint assessment has taken place identifying any social care needs which are currently not being met. 2. Service users are eligible to receive personal assessments following which existing care packages may need to be enhanced or a completely new care package may need to be implemented | 8.11.2011 |

| Risk Description | Impact 1-3 | Probability 1-3 | Risk Profile | Risk Owner | Countermeasure | Date Identified |
|--------------------------------------|-----------------------|----------------------------|-------------------------|-----------------------------|---|----------------------------|
| Housing management, e.g. maintenance | 3 | 1 | Low | Canterbury | East Kent will ensure that housing management continues to be delivered | 8.11.2011 |
| Alarms | 3 | 1 | Low | Supporting People Programme | SP will continue to fund a basic alarm service | 8.11.2011 |