

# Croydon Council

## For General Release

<b>REPORT TO:</b>	<b>Adults Social Care Review Panel</b> <b>24 April 2019</b>
<b>SUBJECT:</b>	Special Sheltered Housing
<b>LEAD OFFICER:</b>	Guy Van Dichele, Executive Director Health Wellbeing and Adults & Sarah Warman, Director Commissioning and Procurement
<b>CABINET MEMBER:</b>	Councillor Jane Avis, Cabinet Member for Families, Health and Social care
<b>WARDS:</b>	New Addington South, Old Coulsdon, Addiscombe East, Broad Green, South Norwood, Norbury & Pollards Hill
<b>CORPORATE PRIORITY/POLICY CONTEXT/AMBITIOUS FOR CROYDON:</b> The Special Sheltered Housing plays a critical part of the accommodation and care offer for residents in Croydon. It support the delivery of Croydon's Corporate Plan 2018-22, specifically supporting people to live long, healthy, happy and independent lives, which is one of the outcomes in the plan.	
<b>FINANCIAL IMPACT</b> The financial impact of the ongoing improvements outlined in this report need to be costed and compared to existing budgets. This work can be funded as part of the transformation programme. Any ongoing financial increases to service delivery will need to be funded from the revenue budget as a growth item.	

## 1. RECOMMENDATIONS

- 1.1 The Adult Social Services Review Panel (ASSRP) is asked to note the improvement programme taking placing across the Special Sheltered Housing sites and the future plans for insourcing and transforming this provision.

## 2. EXECUTIVE SUMMARY

- 2.1 The purpose of the report is to provide the Adult Social Services Review Panel with an overview of the Special Sheltered housing offer within Croydon. The report will provide and update on:
- The current management arrangements;
  - The improvement programme underway; and
  - The direction of travel for the special sheltered housing within Croydon.

### 3. BACKGROUND

- 3.1 Special Sheltered Housing offers an important housing option for the care and support of older people. Typically an older person will move into special sheltered housing from an ordinary house or flat in order to be somewhere that can offer greater security and higher levels of care.
- 3.2 Special Sheltered housing provides a secure tenancy in a self-contained flat with access to communal facilities. People who live in Extra Care or Special Sheltered Housing have their own self-contained homes, their own front doors and a legal right to occupy the property. In addition, this provision includes personal care and domestic support provided by the on-site staff.
- 3.3 Special Sheltered Housing can be seen as sitting in the middle of a continuum of accommodation solutions and is generally regarded as offering levels of care in between sheltered housing and up to residential care. There are examples in other authorities, where special sheltered housing has been successfully developed to act as a real alternative to residential care with the additional use of support, care and telecare being successfully deployed to prevent the need for admission of some residents to residential care homes.

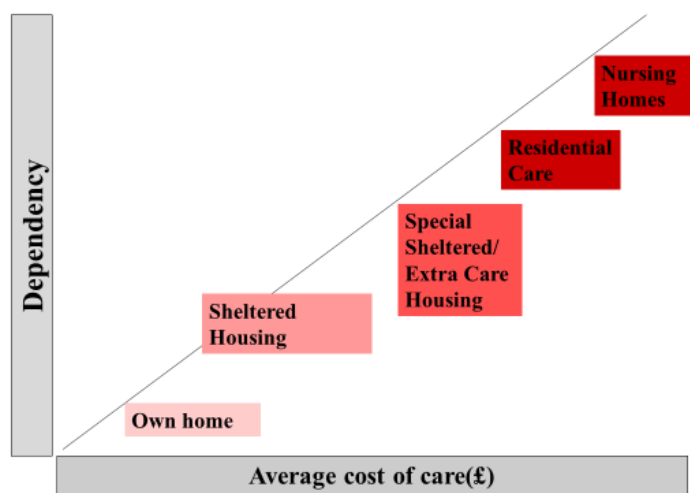


Diagram 1: showing a continuum of accommodation solutions

### 4. CURRENT POSITION AND OVERVIEW OF SSH PROVISION

- 4.1 Croydon Council has the largest and most competitive care market within London and has one of the largest markets in the country. Within Croydon Council there are currently:
- 100 domiciliary care agencies;
  - 39 nursing care homes (2 of which are council owned);
  - 95 residential care homes (1 of which are council owned);
  - 13 supported living facilities;
  - 6 special sheltered schemes (all council owned); and
  - 3 extra care sheltered scheme (1 of which council owned).

4.2 A summary of the Special Sheltered housing covered within this report is described in the following table:

<b>SSH provision</b>	<b>Ward</b>	<b>No of Flats</b>	<b>care hours/week</b>
1.Frylands Court	New Addington South	40	338
2.Southsea Court	Broad Green	40	187
3.Toldene Court	Old Coulsdon	50	394
4.Brookhurst Court	South Norwood	30	169
5.Freeman Court	Norbury & Pollards Hill	60	523
6.Truscott House	Fairfield	40	460
<b>Total =</b>		<b>260</b>	<b>2071</b>

4.3 There are currently 237 residents living across the 6 SSH's with over 2000 hours of care provided each week.

## **5 OVERVIEW OF CURRENT MANAGEMENT ARRANGEMENTS**

5.1 The six special sheltered sites, listed above, have a number of different contractual arrangements in place to manage the care provision as well as the buildings. An overview on the arrangements is provided below.

### **Care**

5.2 The provision of care in the 6 SSH sites is provided by Care UK. In 2011, the Council entered into a 10 year care contract with the provider which expires in June 2021 which is also linked to provision of care in the PFI residential care homes.

5.3 Care UK subsequently sub-contract with London Care who provide the care at the SSH's. London Care have been the provider since May 2018, prior to this, the care was provided by Mears. The Council also directly contracts with London Care for the provision of care at Fellows Court an Extra Care Scheme.

5.4 The transition from Mears to London Care, happened quickly, as Mears provided very short notice to ending their contract with Care UK. During this transition, improvements and remedial action were identified which needed to be addressed, including identifying some long standing historical issues and investigating outstanding safeguarding's. In the autumn of 2018, as progress was not being made at the appropriate pace and scale, London Care along with Care UK were placed into the provider concerns process. Initially this was for the 6 special sheltered sites however Fellows court was added to this by December 2018. Led by safeguarding and supported by Commissioning, the process has involved

working with the providers to improve, as well as holding Care UK and London Care accountable for the safety and quality of the care provision across the board. The provider concerns process has challenged and demanded improvement and over a relatively short period of time we have seen a significant improvement in most sites. In January, the Council removed 5 of the sites from provider concerns with only Fellows Court and Toldene Court remaining in the concerns process, with steady improvement continuing to be made.

5.5 The current position across both Fellows and Toldene Court, as it currently stands within the provider concerns process is the Council is working with Care UK and London Care to improve the areas of:

- Medication delivery, management and recording;
- General record keeping;
- Social Isolation and service engagement; and
- Staffing levels and management.

5.6 Currently all seven sheltered sites are registered with CQC for the regulated activity for Personal Care. The Current CQC ratings and the dates of the last inspections (as published by CQC) can be seen in the below table.

SSH	Current CQC Rating	Date of Last Inspection
Fellows (Extra Care)	Good (but requires improvement on Safe)	16 <sup>th</sup> November 2016
Toldene	Good (but requires improvement on safe)	7 February 2019
Truscott	Awaiting publication of Inspection report	1 <sup>st</sup> March 2019
Frylands	Awaiting Inspection	Reg: 24 <sup>th</sup> May 2018
Brookhurst	Awaiting Outcome from inspection	4 <sup>th</sup> April 2019
Southsea	Awaiting Outcome from inspection	21 <sup>st</sup> March 2019
Freeman	Awaiting Outcome from inspection	7 <sup>th</sup> March 2019

5.7 There continues to be close monitoring and scrutiny of all care related activities within all of the sites, which includes robust contract management arrangements with Care UK.

### **Estates Management**

5.8 The Council owns and operates the buildings for the special sheltered facilities. The roles and responsibilities are set out below:

### **Responsive repairs**

- 5.9 The Repairs and Maintenance service are responsible for repairs to components in individual flats, repairs to components on the exterior parts of the building and repairs to components within internal communal parts of the building;

### **Planned works**

- 5.10 The assets and involvement service are responsible for setting the programme for planned works with capital delivery for homes and schools service responsible for delivery of this programme;

### **Communal Cleaning**

- 5.11 The cleaning of the communal areas is undertaken through the councils cleaning contract managed by Facilities Management with specific cleaning projects being sourced on a case by case basis;

### **Grounds Maintenance**

- 5.12 The maintenance of the outdoor areas is provided through the Councils in-house grounds maintenance service.
- 5.13 There was not previously a single point of contact in the Council for concerns on the estate for residents or the Care staff. The roles and responsibilities for SSH sit across a number of different services in the Council, and there has not been sufficient join up and clarity on roles. This has resulted in the management of the estate and the current condition of the buildings needing improvement.

## **6 IMPROVEMENT PROGRAMME**

- 6.1 A review of the SSH provision has been undertaken since the beginning of the calendar year, in order to take stock and reflect on the current provision and offer. There has been increased monitoring and visits to the schemes, including a visit to the schemes by the Cabinet Member for Families, Health and Social care and Finance and Resources in February.

- 6.2 Key findings from these visits are included below:

- Continued improvement needed to the quality of care from the provider, including a focus on:
  - medication management & recording;
  - service user engagement in meaningful activities & socialisation; and
  - Staffing levels and leadership.
- Insufficient social interaction - residents reported a lack of social activities and the provider had made recent changes to the serving of meals in communal areas which has impacted residents;
- The condition and repair of the buildings needed improvements:
  - Roles and responsibilities were unclear
  - Some repairs had been pending for some time

- The management of the estate was not joined up and there was limited pro-active work to help maintain the buildings
- The decoration, carpets soft furnishings need updating,
- Cleaning and maintenance of white goods needed across all SSH's;
- There was not always understanding from the different contractors of the nature of the provision and needs of residents
- There was a need for improved coordination across the Council and contractors
- Improvement was needed to the communication and involvement with residents

### **Improvements to date**

6.3 A task and finish group bringing together the respective directors has now been set up to oversee an improvement programme for the SSH's, which meets on a fortnightly basis to ensure progress and momentum in this area.

6.4 Through this focused effort, there have already been a number of improvements that have taken effect that have enhanced service users experience within the facilities. These improvements include:

- The concerns on contractual matters including social activities and serving of meals has been raised as a priority with the provider. To which, tenants can now choose to have their meals in communal areas or in their own flats and managers have started facilitating social activities, which will continue to grow in the coming months;
- A review by ASC of residents needs and their care packages is underway;
- All known works / concerns have been collated and logged with the Repairs and Maintenance team and a schedule has been produced for each SSH, to confirm pending works and a projected date for completion;
- Good progress has been made on completing outstanding works;
- A series of cleans have taken place to the communal areas and a review of the cleaning schedules is underway and will be changed as required;
- A 'tidy up' of the outdoor spaces for all the special sheltered sites is being progressed;
- Work is underway with the Local Voluntary Partnership programme to engage the third sector in order to increase service user activities and socialisation
- The tenancy sustainment officers in the Housing Assessment & Solutions service, will in the future be the single point of contact for residents on any concerns re: the building / estate to ensure this is clearer and easier in the future;
- Tenants meetings are currently being held quarterly by the care provider, but a council presence to discuss care and the buildings will be introduced;
- An officer has been released from Council homes, District and regeneration to work full time to support this project, including resident communication and involvement;
- Care taking service will be put in place to support the SSH's to support with simple / minor repairs and works needed, which will ensure a more pro-active approach to the management of these buildings;

6.5 Over the coming months, there should continue to be visible improvement to the SSH, improved satisfaction with residents and improved oversight across the Council with clear improvement and transformation programme in place.

## **7. FUTURE DIRECTION OF THE SERVICE**

7.1 In line with the Administrations manifesto commitment, the Council has started a project to begin develop a new model for the SSH, which will include insourcing of the care provision. A project lead has recently been appointed and is currently scoping the project. This will include looking at potential management options not only for the care but also the management of the estate. This will run alongside the improvement programme set out above. A report setting out the approach will be going to Cabinet in July.

## **8. CONSULTATION**

### **8.1 Resident engagement**

As the roles and responsibilities have sat across a number of teams / providers, there has not been an agreed and clear framework in place for engaging with residents. It has been agreed that:

- The tenancy sustainment officers in the Housing Assessment & Solutions service, will in the future be the single point of contact for residents on any concerns re: the building / estate;
- Quarterly meetings with residents will take place including the Council and the care provider;
- An officer has been released from Council homes, District and regeneration to work full time for 6 months on engaging tenants.

## **9. FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS**

### **9.1 Revenue and Capital consequences of report recommendations**

The current costs of the care service provided at the 6 Special Sheltered Housing units is £2,155m per year. Work is being undertaken to model the cost of the proposed service. Once we know the future cost funding sources will need to be identified if the costs are greater.

### **9.2 The effect of the decision**

As the programme to bring the services in-house is only within its scoping phase, the effects of the decision to in-source are currently being determined and will be considered as the programme moves forward.

### 9.3 Risks

Risk	Mitigation
Residents are socially isolated which effect their health and well being	Option for eating meals in communal areas has been reinstated and programme of social activities underway. In addition, the LVP programme will providing additional activities and aiming to support residents to access their local provision
Unsafe environment leading to harm for service users and care staff	All repairs logged and plan and programme in place. Series of other actions taken to improve the quality and living environment of the SSH's. No urgent works pending
Quality of care	Robust monitoring and contract management in place. Improvement plan for each SSH which is being monitored.
Residents don't feel informed and involved in their SSH	Plan for improving the resident engagement in place – see section 8.1

## 10. HR IMPLICATIONS

- 10.1 Consideration of the future service provision outlined in section 7 will include the option of an in house service, this option is likely to invoke the effects of the Transfer of Undertakings (Protection of Employment) Regulations 2006 (TUPE). However, where the activities are “fundamentally not the same”, TUPE may not apply, as provided for by the 2014 amendments to the Transfer of Undertakings (Protection of Employment) 2006 Legislation.

In this case, if an in house service is the preferred option it is expected that the care staff currently working for London Care would transfer to the Council under TUPE, where it applies. In this instance if a formal decision is made, the Council will engage with the Transferor (the current employer) to assess the full implications of TUPE. The Council will ensure that the appropriate TUPE protocols are applied; particularly the duty to consult with the recognised trade unions and affected staff groups.

(Approved by: Debbie Calliste, Head of HR for Health Wellbeing, and Adults, on behalf of the Director of Human Resources)

## 11. EQUALITIES IMPACT

- 11.1 As part of its public sector duty the council is required to advance or promote equality of opportunity between people who belong to protected groups and foster good relations with those without protected characteristics.

The proposals contained within this report seek to improve the outcomes and environment for 300 people who are tenants of the special sheltered housing it is



therefore expected this work will have a positive impact. As and when the council seeks to implement the proposals in this report, the service will need to review the Equality Analysis to ensure that individual needs are taken into account and equality and inclusion remains a key feature of any final implementation plan.

(Approved by: Barbara Grant on behalf of Yvonne Okiyo, Equalities Manager)

## **12. ENVIRONMENTAL IMPACT**

12.1 The proposals seek to improve all of the 6 special sheltered housing units and a positive impact is expected

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**CONTACT OFFICER:** Sarah Warman, Director of Commissioning and Procurement

**APPENDICES TO THIS REPORT:** None

**BACKGROUND PAPERS - LOCAL GOVERNMENT ACT 1972:** None