

Croydon Council

For General Release

REPORT TO:	Adults Social Services Review Panel 6 November 2019
SUBJECT:	Extra care Housing (Special Sheltered Housing)
LEAD OFFICER:	Guy Van Dichele, Executive Director Health Wellbeing and Adults and Sarah Warman, Director Commissioning and Procurement
CABINET MEMBER:	Councillor Jane Avis, Cabinet Member for Families, Health and Social care
WARDS:	New Addington South, Old Coulsdon, Addiscombe East, Broad Green, South Norwood, Norbury & Pollards Hill
CORPORATE PRIORITY/POLICY CONTEXT/AMBITIOUS FOR CROYDON: 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.	
FINANCIAL IMPACT Bringing the care service in house will incur an additional cost of £378k in 2019/20 and £1,452 in 2020/21 . This work this year has been funded as part of the transformation programme and will continue to be funded from revenue budgets next year and in subsequent years	

1. RECOMMENDATIONS

- 1.1 The Adult Social Services Review Panel (ASSRP) is asked to note the progress and the future plans for insourcing the care 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 update on the Extra care housing (Special Sheltered housing) offer within Croydon. The report will provide and update on the work to improve this provision in the last 6 months.

3. BACKGROUND AND SUMMARY OF PROGRESS

3.1 The Social Services Review Panel were provided with a report at the 24 April meeting which outlined

- The current management arrangements;
- The improvement programme underway; and
- The direction of travel for the special sheltered housing within Croydon.

The report presented to the Social Services Review Panel on 24 April is contained at Appendix 2.

3.2 Since that meeting there has been good progress in implementing improvements and securing a better future for the provision of this service within Croydon. In particular it has been agreed the care provided in these schemes will transfer back to the Council from the current independent care provider. This will fulfil a promise within the administration's manifesto and allow the council more control over the care provided to the tenants living within these 6 schemes.

3.3 A corporate improvement programme aims to continue to deliver a number of improvements to the buildings in order to make these better places to live. This programme will be enhanced by the injection of capital spend in the next year to upgrade the schemes so they are fit for purpose and allow the delivery of a new operational model led and overseen by a local scheme manager in every one of the six schemes.

4. CURRENT POSITION

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

SSH provision	Ward	No of Flats	care hours/week
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
Total =		260	2071

4.1 There are currently 237 residents living across the 6 SSH's with over 2000 hours of care provided each week. The position within the schemes can be summarised as follows:

Current care Issues – Extra care (Special Sheltered)

- *40% of tenants get less than 5 hours care per week*
- *66 % of tenants get less than 10 hours care per week*
- *Average age of tenant is 81*
- *Average care hours is 9 hours*
- *Low number of activities*
- *Poor meals experience*
- *Poor use of communal areas*
- *No overall consistent scheme or service management*
- *High level of voids*

Extra Care Housing – housing issues requiring improvement

- *Communal areas require refurbishment & redecoration*
- *External areas and gardens need tidying and improvement*
- *Accessible WCs need upgrading*
- *Some areas not DDA compliant*
- *Laundry rooms need upgrading so tenants can use them*
- *Commercial kitchens not used*
- *Nowhere in communal rooms for tenants to make themselves a cup of tea or snack*

Care contract variation

- 4.2 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.
- 4.3 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.
- 4.4 In June this year agreement was reached with Care UK to vary the contract and remove the care provided at Extra Care (Special Sheltered) Housing from the contract with Care UK. It was further agreed there would be no early termination

fee payable by the Council The council and Care UK are working with London Care (the sub –contractor) on an exit plan to transfer the care back to the Council by 4th January 2020.

5. IMPROVEMENTS TO DATE

5.1 A task and finish group bringing together the respective directors has been overseeing an improvement programme for the SSH's, to ensure progress and momentum in this area. 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
- 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 cleaning schedules will be changed as required;
- A 'tidy up' of the outdoor spaces for all the special sheltered sites
- Work 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, and a monthly council meeting with tenants to discuss care and the buildings has been introduced;
- An officer was 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;

5.2 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 a clear improvement and transformation programme in place.

6. FUTURE DIRECTION OF THE SERVICE

6.1 In line with the Administrations manifesto commitment, the Council implemented a project to begin to develop a new model for the SSH, which includes insourcing of the care provision. This work has produced proposals which are being implemented and include a new care model and operating model set out in summary form below:

Extra Care Housing – new care model

- *Tenant focused care in homes for life*
- *Service management structure with scheme manager on site*
- *Person Centred activities*
- *Improved meals arrangements*
- *Focus on outcomes*
- *Link to locality working*
- *Improved Assistive technology*
- *More care to tenants if they need it reducing need for residential care*

Extra care housing operating model

- *Scheme manager at every scheme responsible for overseeing every aspect of running scheme including care, housing management, repairs, maintenance, caretaking, cleaning, meals, general counselling and support*
- *A fully functional commercial kitchen at every scheme*
- *A kitchenette for tenants in every communal lounge*
- *At least one hot meal provided every day*
- *Every Scheme DDA compliant*
- *A full programme of activities at every scheme open to the community*
- *Laundry rooms fit for purpose and for the use of tenants and staff*

7. STAKE HOLDER ENGAGEMENT

7.1 Residents and/or Service Users/Tenant 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 are now taking place including the Council and the care provider;

An officer from Council homes, District and regeneration has worked full time for 6 months on engaging tenants. Extensive engagement with tenants at the Extra Care (Special Sheltered) Housing schemes has taken place with issues they have raised informing immediate improvements needed to schemes and the transformation proposals. Generally tenants have wanted a better quality of environment in the buildings and gardens, they wish to see a greater range of activities, improved meals arrangements and a generally more responsive care and management service. There have been concerns raised about the quality of some of the care arrangements. It is clear from the work to date the schemes are not tenant centred and need to be. The new arrangements for the management of the care should also seek to address wider issues and outcomes for tenants with dedicated scheme management, improved meals and investment in activities. Onsite tenant liaison and activity co-ordination will need to be inherent in the new proposals. More detail of the key findings from tenant engagement are provided at Appendix 1.

Suppliers

There has been close working with the 3 care providers involved in the provision of the care service over the life of the Care UK contract. Regular contract monitoring meetings with providers has allowed the Council's commissioners to raise issues and areas of concern. At times the service provided has experienced problems some of these problems have been addressed through Improvement plans. Despite this the service provided is not a tenant focused home for life.

VCSE Groups

Discussions are taking place with some voluntary sector and community organisations to see if they are able to contribute to the provision of improved activities for tenants.

Partners

Discussions have taken place with Health partners through the one Croydon Alliance which has recognised the contribution extra care housing plays in the delivery of health and social care outcomes and the potential savings to health. Further work is needed to ensure more integration of health and social care provision at extra care schemes and to develop further new models of care.

Anyone Else

Full engagement of officers from all departments across the Council has been achieved through monthly Directors meetings and a Corporate Project Board. Regular member workshops have been held to consider issues and options.

8. FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

8.1 Revenue implications

The current costs of the care service provided at the 6 Extra Care (Special Sheltered) Housing units is **£1,967k** per year. Detailed financial analysis and cost modelling has been carried out with external consultants PeopleToo. From this work potential future costs of the proposed service is detailed in Table 1 below. This shows an additional cost of **£378k in 2019/20** and **£1,452 in 2020/21**.

These costs are projected to reduce through maintaining 13 more tenants in the schemes per year rather than placing them in residential care. If this were done successfully each year than the additional revenue costs would be reduced by **£172k in 2020/21** rising to **£686k in 2023/24** as the numbers of people staying at home increases.

Table 1: Additional revenue costs of bringing the care in the 6 extra care (special sheltered) schemes in house.

Extra Care Housing Insourcing Model (extract)	2019/20	2020/21	2021/22
	£000	£000	£000
Cost of staffing & management	1764	3122	3121
Investment in additional management	62	218	218
Investment in compliance and quality assurance	27	79	79
Total	1853	3419	3418
Current costs	1475	1967	2110
Differential	378	1452	1308
Mitigated by people being able to stay at home for longer	0	-172	-343
	378	1280	965

Assumptions

2019/20

Staffing cost assumed to commence January 2020

Investment in management, compliance and quality assurance assumed to commence December 2019

General

Model assumes that care staff will be at grade 3

No termination costs for Care UK

It is envisaged that the costs of insourcing will be partly mitigated by improving the care offer in the extra care homes to enable people to stay in their own home for longer rather than being placed in a residential care home. The model is based on 13 people a year not having to move to residential care.

The existing contract with Care UK for care terminates July 2021 and so would need to be retendered at this point if no changes in provisions were made. The current costs increase by an estimated amount from 2021/22 to reflect this.

Transformation costs

In addition to the above table there are some one-off costs. The work this financial year will accrue the following costs:

- Project management – £176K
- Service management – £61K
- Legal Advice –£20k
- Financial modelling – £45K
- Assistive Technology - £62K
- IT system - £117k

TOTAL £481K

Although further development work is required on a new meals service, subject to tenant consultation. It is envisaged additional costs of the new meals will be funded from changes to charges and income generation. Additional cleaning charges of operating commercial kitchens will be funded within the provider costs, HRA and charges included in tenants' service charges.

8.2 Capital

A feasibility study has highlighted the need for £1.5m capital investment in order to

- Ensure all schemes are DDA compliant
- Recommission all commercial kitchens at the 6 schemes
- Install kitchenettes within communal lounges for use by tenants
- Ensure all accessible WCs are compliant
- Improve Laundry rooms for tenants use

These works and the associated capital investment needed will be progressed through the existing repairs and maintenance service and is HRA capital

The new operational model will require all these works are completed so schemes are DDA compliant, laundry facilities are improved, tenants are provided with kitchenettes and commercial kitchens are recommissioned

Any additional cleaning needed through bringing commercial kitchens back in use will be funded through the new meals provider costs/HRA and tenant service charges.

8.3 Rents and service charges

These are being reviewed and will be included in the annual report on Council rents and charges.

8.4 Risks

Key risks and / or issues requiring resolution / decision / escalation		
Ref.	Description	Required action
OPSC/R-1	High costs of in house service	Provide detailed financial costs and financial modelling make growth bid
OPSC/R-3	Compensation payment for early termination on care contract(s)	It has been agreed no termination payment is payable for changing the care in special sheltered housing
OPSC/R-4	Care continuity	Transfer staff
OPSC/R-5	Staffing	Do early TUPE prep work, Establish a staff bank, draft in-house proposals
OPSC/R-6	Partner relationships	Ensure regular (at least monthly) meetings at senior level
OPSC/R-7	Poor stakeholder engagement	Stakeholder engagement plan
OPSC/R-8	Service doesn't improve	Draw up and implement improvement plan across care and buildings
OPSC/R-9	Reputational risks to Council and partners. Different messages to staff and tenants from different organisations	Communications plan /Joint communications plan where possible and appropriate

9. HR IMPLICATIONS

Establishment of an in house care service 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, with the establishment of an in house care service 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, 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. This process has commenced as part of the exit planning process and the Council have asked the Provider for relevant information on staffing in line with TUPE.

10. EQUALITIES IMPACT

10.1 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 237 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 undertaken as part of this work to ensure that individual needs are taken into account and equality and inclusion remains a key feature of any final implementation plan.

11. ENVIRONMENTAL IMPACT

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

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APPENDICES TO THIS REPORT

1. Social Services review Panel report on Special Sheltered Housing 24 April 2019
2. Extra Care tenant liaison feedback and Lessons learnt

BACKGROUND PAPERS: None