



# Cabinet

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## REPORT

**Councillor Cole-Morgan : Cabinet Member for Community & Housing**

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### **Future provision of Services to Older People**

#### **Executive Summary**

The Best Value Review of Services to Older and Vulnerable People supported the need to maintain and develop the Community Scheme Manager Service to tenants in the council's 23 sheltered housing schemes. The Supporting People framework has now begun to impact on the way the council can provide this service and over the last four months a more in-depth analysis has been undertaken in order to bring forward proposals to ensure a high quality service is maintained and developed yet is contained within the Supporting People funding regime.

A Mission Statement has been developed 'Supported Housing Services provides housing with a quality supportive service for needs assessed adults enabling independent living'.

#### **Key Issues**

- Needs and expectations of older people
- Supporting People and service contracts
- Type of service delivery
- Role of the Community Scheme Manager
- Formation of geographic teams
- On-site or off-site managers
- Developing an out of hours service
- On-site offices
- Service charges
- Extra Care housing

#### **Consultation**

This paper has been discussed with all Community Scheme Managers, UNISON and other relevant officers. Further negotiation is still required on the phasing and implementation of the recommendations. Meetings have been held with tenants at each sheltered housing scheme to explain the implications of supporting people. The detail of these proposals have yet to be discussed but following the Cabinet briefings will be held at each scheme.

#### **Recommendations**

Members are asked to:

Approve

- a) Combining the following schemes:

- Westfield, Zeals with Lynch Close, Mere.
  - Norfolk Road and Suffolk Road.
  - Tintern Court and Graham House.
- b) As a result of (a) the deletion of 3 CSM posts, only when current employees leave.
  - c) The principal that CSMs all work a standard 37 hour week.
  - d) Officers to develop a programme of moving CSMs off-site as detailed in paragraph 10.7.
  - e) Where possible and within existing resources, the development of on-site office facilities.

Note:

- f) The formation of the geographic teams.

Advise:

- g) On whether a more detailed analysis on developing an out of hours service should be brought forward.
- h) Officers on whether a more detailed analysis and feasibility on the provision of extra care housing should be brought forward.

## **1.1 Purpose**

- 1.2 This report builds on the outcomes from the Best Value Review of Services to Older People and discusses in more detail the future challenges of providing housing support services to sheltered housing tenants. It also explores the changes needed to improve the service and meet the requirements of Supporting People.

## **2. Background**

- 2.1 The Best Value Review confirmed and supported the need to continue providing a range of services to older people. In particular sheltered housing was a key provision with strong support for the Council's Community Scheme Manager Service.
- 2.3 The Review highlighted the very specific challenge that the Supporting People regime will bring to bear on the service in particular the potential reduction in future levels of funding for this type of service.
- 2.4 Following the restructure of Strategic Housing Services in September 2003 ( as approved by Cabinet on 4 June 2003), there are two new officers dedicated to the development of services to older people.

## **3. Why does the Council need to take action?**

- 3.1 The review highlighted that services could not continue to be delivered under the current structure and practice because:
  1. The funding that comes through Supporting People is not going to increase and potentially faces, in real terms, a gradual reduction year on year;
  2. Services were not being delivered equally to all tenants;
  3. People expectations on standards and service have risen;
  4. There was a lack of opportunities to work more collaboratively with the South Wiltshire Primary Care Trust and the County Council to integrate services and develop schemes that prevent hospital admission or assist with early discharge.
- 3.2 This paper aims to set the direction of change for the services to older people in sheltered housing, to provide a vision for customers and staff, to develop the

professionalism of the service, identify areas of service integration and improve customer engagement.

#### **4. Needs and expectations of older people**

- 4.1 Recent national research continues to identify what older people are looking for in terms of housing. Research by the Sheltered Housing Network found:
- The majority of older people would like two bedrooms with a lower percentage stating that one bedroom would be adequate. No one wanted bed sit type accommodation.
  - That when people considered a move to sheltered housing, many were happy with the prospect but added that such a move may see a loss of control over choice and independence. Concern was also raised over the concept of a warden being on site and there was a view that this could be oppressive and controlling.
  - High demand for the emergency alarm calls system.
  - A large majority of respondents identified that they would not require sheltered housing staff to be on site out of normal working hours. In addition most felt there was no need for staff to be on site for more than one or two hours daily,
- 4.2 Another study commissioned by McCarthy & Stone on 'A better life' also came up with similar findings although the focus was on private sheltered housing.
- 4.3 Their research further supports the need for change recognising that older people are no longer accepting traditional sheltered housing but expect larger accommodation with more focused support but retaining that vital link with an emergency alarm centre.

#### **5. Supporting People and service contracts**

- 5.1 The sheltered housing service receives some 65% of its staff costs through Supporting People. This framework requires providers, such as the council, to deliver a consistent and cost effective service to all customers. The Quality Assessment Framework (a national framework set by Government) assesses the performance and practices of providers and a score is given based on the quality and cost of the service. This is a rigorous process that seeks to ensure we have effective operational procedures and practices, that our costs reflect good value, that we maintain good performance management information and we provide a consistent level of service.
- 5.2 The first step to ensure that every tenant receives an equal service and to provide each tenant with a service contract. This contract sets out the type of service the tenant requires, i.e. a visit each day, a call from the control centre each day or a visit once a week. The CSM can then ensure that each tenant receives the agreed level of service. Each contract will be reviewed every three months and amendments made if necessary. The council introduced these contracts, to all tenants in sheltered housing, from 1 April 2004.
- 5.3 The Supporting People framework also requires providers to keep detailed management information. The council is in the process of developing a range of mechanisms that will enable it to comply with these requirements. Fundamentally, the CSM will have to keep accurate records of each tenant and account for the way they deliver the service. In addition we are required to report on the number of void sheltered housing dwellings and any times when a tenant may not receive the service.

- 5.4 As a result of introducing these contracts it is now necessary to review the options for delivering the service.

### **Service Options**

1. To maintain the current establishment of on-site community scheme managers.
2. To consider, where appropriate, the potential of reducing the number of on-site community scheme managers thus approving the merger of a number of schemes under the management of one CSM.
3. Develop the role of the CSM.
4. To review the required resource of CSMs, the requirement of only to maintain on-site CSMs on certain schemes with the remainder being moved off-site.
5. To consider making all CSMs contract of employment a standard 37-hour week.
6. To evaluate the provision of an out hours CSM service – this could only be achieved through a reduction in the current number of CSMs.

These options are explored in more detail below.

### **6. Maintaining the status quo**

- 6.1 Maintaining the status quo, on-site CSMs, is becoming increasingly difficult with the predicted on-going reduction in resources from Supporting People. If the council continues with the current structure then the Housing Revenue Account will have to subsidise the cost of the CSM service or alternatively tenants themselves will have to make a larger contribution through their service charge. In both cases resources will be limited. If the council were to choose to do nothing, then there would be no service development and without Supporting People support will be unable to fund the service.

### **7. Reducing the number of CSMs**

- 7.1 There are 21 CSM posts; currently 19 are employed with two posts being held vacant. The Council has previously established the principle of combining, where appropriate and reasonable, schemes under the management of a single CSM.
- 7.2 The potential exists, due to the forthcoming retirement of two more CSMs, to consider the merger of other schemes. These schemes are:
- Westfield, Zeals with Lynch Close, Mere.
  - Norfolk Road with Suffolk Road.
  - Tintern Court with Graham House.

In reducing the number of CSMs it will be necessary to increase working hours and with the savings to consider the opportunity of re-investing to develop an out of hours service.

### **8. Type of service delivery**

- 8.1 Currently the council aims to deliver a one size fits all service approach to its tenants. The individual service contracts are the first step in developing a more specific approach but irrespective of the type of service detailed in the proposed contracts, each tenant will still receive the same amount of funding from supporting people, on average this is £11.39 per week.

- 8.2 Government through Supporting People Teams is placing increasing emphasis on the need to tailor services to meet individual needs. The likelihood is that in due course resources will be targeted at those in most need of support. The one size fits all approach is likely to be phased out and replaced with a funding model that reflects individuals needs.
- 8.3 This will have a significant impact on the sheltered housing service and will result in a more structured and targeted role for the CSM. It will mean that tenants will receive a tailored service to meet their needs so, for example, one tenant may need two hours a day whereas another may only need one hour per week. Whilst at the moment all tenants receive a visit, this may have to cease unless those tenants who are not eligible for the service are prepared to pay a higher amount in order to receive this service.
- 8.4 To be able to sustain delivery of the service then consideration will need to be given to the number of CSMs employed and whether a small reduction in the overall staffing and subsequent increase in working hours to 37 per week would be more effective both in terms of cost and quality.

## **9. Role of the Community Scheme Manager**

- 9.1 Over the last three years the role of our CSM has been changing but with little direction. More recently, work with CSMs has begun to identify the need to improve the professionalism of their role and to offer a range of training that helps them manage a greater range of needs within an ageing client base.
- 9.2 The daily routines of CSMs vary and so does the level of engagement with tenants. Regular tenant surveys continue to highlight the value of this service and recognition of the role of the CSM.
- 9.3 However, in order to meet the needs of those tenants with the greatest need and to operate within the Supporting People framework, the council needs to re-define the role of the CSM. Discussions with the CSMs have begun to give shape to the type of services that could be offered:
- Daily visits and daily intercom check from Salisbury Lifeline;
  - Weekly visits and intercom check from Salisbury Lifeline;
  - Monthly visit and intercom check from Salisbury Lifeline;
  - Emergency response service;
  - Making contact with GP practices, Social Services, and residents family;
  - Reporting emergency repairs;
  - Facilitating community activities.
- 9.4 The overriding factor is to enable all tenants to remain independent in their own home but also feeling secure knowing that help and support will always be available. An additional part to their role is to collate and manage tenant information that will assist the council complying with performance indicators for Supporting People
- 9.5 To support CSMs through these issues, regular training is being organised to help them obtain a better understanding of Supporting People and enable all staff to contribute to the development and future direction of the service.

## **10. Formation of a geographic structure**

- 10.1 Consistency of service delivery is critical factor. Currently tenants do not receive a consistent service. Primarily this is when a CSM is away due to holiday or sickness then tenants may not receive a visit. A cover scheme does operate across some schemes but this is adhoc and there is little co-ordination.
- 10.2 To address this issue discussions with CSMs have resulted in the proposed formation of geographic teams, a copy of the structure is attached. The concept will bring a range of benefits including:
- Improved team working and knowledge sharing amongst CSMs
  - The ability to provide cover to each others schemes during times of holiday or sickness
  - Improved monitoring and co-ordination of the service.

There are also some challenges:

- CSMs who do not drive or have access to a vehicle
- CSMs potentially spending more time away from their designated scheme.

To overcome the first challenge it is proposed that we negotiate a competitive rate with a local taxi service.

What the geographic structure does is to enable the council to deliver a consistent service to all tenants in sheltered housing.

### ***On site –v- off site CSMs***

- 10.3 The council has long had a reputation for providing on-site CSMs who deliver a quality service. However, the issues as set out previously in this paper begin to challenge the basis of retaining all CSMs on site.
- 10.4 Such a move will in the early months have an impact on tenants but studies from around the country suggest that any adverse reaction is in part as a result of poor communication of the need to introduce change.
- 10.5 The concept of moving some or all CSMs off site must be considered in the context of the following points:
- If CSMs working hours were increased to 37 per week then they would still be spending a considerable amount of time at each scheme.
  - As part of moving to a geographic structure, one of the aims is to create some additional office space, through the refurbishment of spare space at 4 or 5 of the schemes. This would then enable small groups of CSMs to meet up and to provide support to one another, discuss issues and hold meetings with social care staff.
  - It offers all CSMs equal terms and conditions as with other council employees. Currently if a CSM decides to leave the councils employment then they are required to give up their home. Consequently they could approach the council as homeless and it may subsequently have a duty to secure alternative accommodation.
  - Security at certain schemes.

The table below provides initial proposals for on-site and off-site CSM:

On site CSM	Off site CSM
Reindorp Lodge - 32	Addison Close - 18
Westwood House - 32	Bishops Close (already off site) - 6
Nadder Close - 41	Clays Orchard (already off site) - 18
Combine Norfolk and Suffolk Road - 50	Crane Lodge - 22
	Edgars Close - 18
	Downside - 14
	Graham House - 18
	Horsehill Place - 18
	Lanfear Close - 23
	Lynch Close - 30
	The Orchard - 23
	Parsons Green - 24
	Philip Court - 18
	St Andrews (already off site) - 17
	St Marks House - 24
	Tintern Court - 24
	Westfields (already off site) 14
	Castle Meadow - 17

- 10.6 A more detailed analysis will need to be undertaken that will identify where it is appropriate to retain an on-site CSM. Where a CSM is to be moved off-site then a review of security at each scheme will be undertaken.
- 10.7 Moving CSMs off-site will be on a phased basis. If a CSM requires assistance with housing then they will be considered as part of the council's allocations policy and allocated housing accordingly.

## **11. Out of hour's services**

- 11.1 The current service does not provide an out of hours service and this is one function which a number of partners and customers commented upon in the Best Value Review. Subject to reducing the number of CSM posts an opportunity exists to re-invest the Supporting People resources into developing an out of hours service. This would provide support to Salisbury Lifeline by responding to problems during the night and at weekends.

***Member's views are sought on whether they wish to consider the opportunity of developing an out of hour's service.***

## **12. Office facilities**

- 12.1 The opportunity to provide a geographical resource base for CSMs is another key element to enable the transition of service from remote and isolated operation to a more collective and co-ordinated service. Office facilities would serve to:
- Offer the opportunity for CSMs to meet regularly;
  - Provide the safe storage of files and keys;
  - Provide communication points for IT
  - A local meeting place to meet with other support agencies.

***Member's views are sought on whether they support the principle of providing on-site office facilities.***

### **13. Service charges**

- 13.1 The current assessment of service charges paid by tenants has not been reviewed for some considerable time. It is now necessary to review these charges to ensure two things:
- That tenants are getting good value for money for services provided by contractors and the council;
  - That the council is recovering the cost of delivering the services.

Any work undertaken following this paper will be incorporated into the review.  
(Service charges are made up of costs relating to balance for the CSM, communal heating and electricity, window cleaning, grounds maintenance and lifeline connection).

### **14. Extra care housing**

- 14.1 Extra care housing has real potential to offer people the opportunity for independent living whilst having access to social care and support as required. It can be a real alternative to residential care, but agencies need to ensure in planning such projects that the role and availability of nursing services are fully considered.
- 14.2 The extra care housing model should reflect the following:
- A partnership approach to planning and developing extra care housing service provision, including the county council, PCT and Salisbury Hospital.
  - A clear cut allocation policy requiring a full assessment of care needs by social services, including the need for 24-hour care and support.
  - Arrangements, which enable complete flexibility to provide care to tenants, assessed needs.
- 14.3 How would the council deliver extra care?

Extra care may require the adaption of premises and there are two methods of achieving an extra care project:

1. For the council to undertake the work itself by financing the scheme costs from capital. The challenge is whether the council could finance the refurbishment of one or two schemes.
2. To seek a partnership with one of the council's preferred registered social landlords (RSL). The council could undertake to lease a scheme to an RSL for 25 years. At the beginning of this period the RSL would raise capital through private finance to undertake the refurbishment works.

Both options will require a good partnership between the agencies in order to deliver the services.

***Member's views are sought on whether they would like a detailed analysis and feasibility of both options?***



## **15. Conclusion**

- 15.1 This paper has covered only the strategic aspects to the challenge of being able to continue with delivering a high quality cost effective service. Inevitably change will cause some degree of discomfort, both for tenants and staff. A regular dialogue will be maintained with all those involved and fundamentally the opportunity to help shape the service. Much of the detail has yet to be finalised. This paper provides the beginning of a new vision and seeks the support of members to be able to progress to the next stage of developing some of the detail.

### **Background papers:**

Best Value Review of Services to Older & Vulnerable People  
McCarthy & Stone Report – ‘A Better Life’

### **Implications:**

<b>Financial</b>	: To be contained within existing financial resources.
<b>Legal</b>	: None at this stage
<b>Human Rights</b>	: None in this report
<b>Personnel</b>	: Discussed in the report
<b>Community Safety</b>	: None.
<b>Environmental</b>	: None at this stage.

**Council's Core Values:** It is likely that this proposal will meet a number of SDC core values.

<b>Risk</b>	<b>Political</b>	<b>Reputation</b>	<b>Financial</b>	<b>Sustainability</b>	<b>Impact on staff</b>	<b>Operational</b>
Not delivering a consistent service 365 days a year may result in reduced funding	H	H	H	H	H	H
Failing to provide performance management information	L	M	H	M	M	H
Moving some CSMs off-site	M	L	L	L	H	M
Tenants views of moving CSMs off-site	H	M	L	L	H	H
Keeping changes within existing resources	M	M	H	M	M	M
Providing an out of hours service	M	M	M	M	M	M

H – High  
M – Medium  
L – Low