

## Report to the Cabinet

Meeting to be held on Thursday, 7 February 2019

### Report of the Head of Service - Policy Information and Commissioning (Live Well)

#### Part I

Electoral Division affected:  
(All Divisions);

#### Extra Care Sheltered Services

(Appendix 'A' refers)

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#### Executive Summary

Cabinet endorsed the draft Housing with Care and Support Strategy 2018 - 2025 in September 2018, which outlined the County Council's commitment to work with statutory agencies and providers to support development of Extra Care schemes across the county. These schemes would typically be in the region of 60 units or more, include a range of communal facilities and would have space standards which better meet the expectations of older people and younger adults with disabilities.

This report informs Cabinet of the outcomes of the consultation undertaken in relation to the proposed savings of £644,000 to the Adult Social Care budget which funds 24 hour care services in 14 sheltered accommodation schemes across the county.

An assessment was undertaken of the long term suitability, in terms of size and design, of these 14 schemes to deliver an extra care service. Consultation has been undertaken in 5 schemes identified as being the least sustainable and cost effective in the future.

These 5 schemes were built decades ago and do not meet current requirements as outlined within the Housing with Care and Support Strategy 2018 - 2025. Consultation is still being undertaken in one additional service (Molyneux Court, Preston).

The recommendations below are in response to service legacy issues, and do not impact on the council's proposal to develop new purpose built Extra Care schemes.

This is deemed to be a Key Decision and the provisions of Standing Order C19 have been complied with.

### **Recommendation**

Cabinet is asked to:

- (i) Approve the cessation of the background care service (staff on site 24 hours per day) within 5 extra care schemes namely Beck View (Lancaster), Parkside Court (Morecambe), Plessington (Longridge) Torrentum (Thornton) and Croft (Freckleton).
- (ii) Authorise the Executive Director of Adult Services and Health & Wellbeing, in consultation with the Cabinet Member for Adult Services, to determine the future provision of care in Molyneux Court, Preston.
- (iii) Approve the extension of contracts, initially until the end of May 2019, with the option to extend for a further 3 months where circumstances within individual schemes require a longer implementation period.

### **Background and Advice**

This report informs Cabinet of the outcomes of the consultation undertaken in relation to the proposed savings to the Adult Social Care budget, in respect of the care services that are currently provided at 14 sheltered accommodation schemes across the county. It describes how the public consultation was designed and delivered and how it has informed this recommendation.

In January 2018, Cabinet agreed to consult on making a saving of £644,000 to the overall extra care in sheltered accommodation budget of £2.6m per annum. It proposed to cease the background care services in the "lower usage and lower risk 6 - 8 schemes" but to continue to meet statutory eligible social care needs as defined in the Care Act 2014. An Equality Analysis which was completed at the time has been updated and is set out at Appendix 'A'.

The focus of the consultation was on the nature of the current services being provided and the impact of the proposal to withdraw the 24 hour staff service, especially in relation to night time when there will be no staff on site.

The proposal in this report is only in relation to the care element of the service. It does not impact on the right of tenants to continue to live in their accommodation, unless the individual or the landlord are concerned that the withdrawal of the 24 hour care staff presence could impact on the ability of the individual to continue to live safely in the accommodation.

Molyneux Court in Preston was not included in the original savings proposals as it currently does not have a 24 hour service, as the contract has already been amended to provide an 8.00am until 10.00pm staff presence. However, as it is a sheltered based extra care scheme, the proposal is to provide care packages as required and not guaranteed staff presence during any specified hours. As

consultation has not been undertaken, the proposal is to consult with tenants, the care provider, the landlord and the district council, and to authorise the Executive Director of Adult Services and Health & Wellbeing, in consultation with the Cabinet Member for Adult Services, to determine future provision.

### **Extra Care Delivered within Sheltered Housing Setting**

What is sheltered housing?

- There is a substantial amount of sheltered accommodation for older people across the county, delivered by a variety of registered social landlords and, in the case of West Lancashire and Lancaster City, by the district council themselves.
- Sheltered accommodation tends to be flat/apartment type complexes for the over 55's, with shared community space and a visiting or onsite scheme/housing manager employed by the landlord.
- The residents are tenants of the landlords, have tenancy rights, pay rent and utility bills. They also pay a fee for emergency alarm monitoring equipment.

What is the Extra Care element?

- The extra care part of the service provides a social care worker on site 24 hours x 7 days, who will respond to social care emergencies (not blue light or housing tasks), arrange community engagement events to address social isolation and provide planned social care visits to meet social care needs. This is funded by the Council's Adult Social Care budget and not the landlord.
- Landlords of 14 schemes agreed a number of years ago that a third of the tenants in the schemes could receive an extra care service. Some landlords have agreed to increase the proportion at their own discretion.
- No charge was levied on tenants to cover the 24 hour service/background care. Tenants who had social care needs only contribute to the cost of their planned care visits in line with the social care charging policy.
- To be a user of the service, tenants will have to be assessed as having eligible social care needs under the Care Act 2014.

How many people receive an Extra Care service?

- Around 451 people live in the 14 schemes and 169 of those people are users of the extra care service.

### **Lancashire Housing with Care and Support Strategy**

Cabinet endorsed the draft Housing with Care and Support Strategy 2018 - 2025 in September 2018, and agreed to consultation on the Strategy being undertaken.

The ambition outlined in the Strategy is to work with our key partners to develop a range of high quality Housing with Care and Support schemes across Lancashire by 2025, for both older adults and younger adults with disabilities. This will enable many

more people to remain safe and independent in a suitable home environment that connects them to other people, their community and services they need or might need in the future.

The report states that we are aiming to have at least one Extra Care scheme for older adults in each district and about 1,000 homes by 2025.

The Strategy reflects the principles and vision outlined in Lancashire's Extra Care Strategy 2014, but seeks to provide a summarised document which will be accessible to and used for engaging a wider audience as part of a collaborative approach in developing Housing with Care and Support.

### **Removal of 24 hour staffing - Criteria Adopted**

There are currently 14 sheltered housing based extra care schemes and 2 purpose built extra care schemes in the County. The key differences between the sheltered housing based extra care and the purpose built schemes are the size of the flats and the nature of the communal facilities.

Owing to Lancashire's strategic commitment to developing extra care, the savings proposals are seeking to reflect the wider strategic approach adopted by the county council in relation to extra care.

Consequently, the potential of the 14 sheltered based extra care schemes to function **fully** as extra care schemes has been assessed. In other words, what is the potential for the number of people with care needs to be maximised, rather than limiting to a third of the scheme as was originally agreed with landlords?

The focus has been on potential usage, as it is widely recognised that currently the extra care service offer is not fully understood by older people, their families or staff. Therefore, it would be inappropriate to focus solely on current usage.

Consequently, we have considered the size of an individual scheme or the overall number of units within extra care schemes which are located in close proximity, the design and accessibility of the building especially in relation to fire safety, the size of the flats, location of scheme, communal facilities and the availability of purpose built services in the area.

This has led to the proposal that the 24 hour staff presence should be withdrawn from the following 5 schemes:

- Beck, Lancaster, owned by Lancaster City Council, 36 flats, currently 8 service users receiving care.
- Parkside, owned by Lancaster City Council, Morecambe, 36 flats, currently 8 service users receiving care.
- Torrentum, owned by Regenda, Thornton, 33 flats, currently 9 service users receiving care.

- Croft, owned by Progress, Freckleton, 22 flats, currently 10 service users receiving care.
- Plessington, owned by Mosscares St Vincents, Longridge, 39 flats, currently 13 service users receiving care.

In addition, we have reviewed provision at other sites, with a view to negotiating changes to services, if appropriate, and hence reduce costs. These include:

- Kirk House and Hynd Brook in Accrington (0.6 miles apart)
- Greenwood Court and Bannister Brook, Leyland (next door to each other)
- Ainscough Brook, Ribblesdale
- St Ann's Court, Clitheroe
- Marlborough Court, Skelmersdale
- Stanner Lodge, Lytham St Anne's

## **Consultation Findings**

### **(i) Original Proposals**

To cease the background care services in the lower usage and lower risk 6-8 schemes but continue to meet statutory eligible social care needs as defined in the Care Act 2014.

### **(ii) Consultation Process**

- All tenants and service users in the 5 schemes identified as not having the potential to become fully functioning extra care schemes received questionnaires to their homes (198), which asked questions about the services currently received; their views on the proposals and the likely impact of the proposals on them.
- The landlords, district councils and the care providers at the 5 schemes also received an email questionnaire.
- 129 questionnaires from tenants and service users were returned.
- 4 electronic questionnaires and 1 email were returned from the landlords, district councils and care providers (care and housing providers have been involved and engaged with the process via meetings, email and telephone).
- One MP wrote to enquire about the decision.

### **(iii) Consultation Feedback**

#### ***Service user & tenant***

Outlined below is a summary of the consultation responses from service users and tenants. Feedback shown by individual scheme can be accessed [here](#):

- Of the 125 people who responded, 23 were receiving social care services from the onsite provider as a result of a social care assessment: 13 were paying privately and 89 did not receive care.
- 39 people responded that they received care from the onsite provider: 10 for more than 5 years, 19 for more than one year but less than 5, and 10 for less than 1 year.
- 74 (60%) people either tend to disagree or strongly disagree with the proposal, 24 (20%) people neither agree nor disagree and 25 (20%) tend to agree or strongly agree. The proportion of people who tend to disagree or strongly disagree with the proposals range from 47% at Beck View to 70% at Plessington Court. An additional 2 people in Plessington Court who had ticked that they agreed with the proposal appear from their comments to in fact strongly disagree.
- The reasons most often given for why people agree or disagree with the proposals include:-
  - Reassurance in case of emergency (35%)
  - A care worker is important for elderly and vulnerable people (23%)
  - May need the service in the future (17%)
  - Reduction in quality of life (11%)
  - Some residents need 24 hour care (10%)
  - A high risk falls/accidents (7%)
- In response to the question about how this proposal will affect you, the reasons most often given include:-
  - No impact at this current time (39%)
  - People feel reassured and less anxious (31%)
  - Without onsite care it would not be a safe place (19%)
  - It would have a negative impact on me (15%)
  -
- 27% of respondents thought that it is important to have planned visits at night.
- 50% thought it was very or fairly important to have access to social events.

### ***Support Provider, Landlord & district council feedback***

- A short electronic questionnaire was sent to support providers, landlords and district councils. Only 4 responses and 1 email have been received (from three landlords and 2 district).
- The questionnaire asks the extent to which the organisation agrees with the proposals, the reason for their answer and how the proposals will impact on the scheme and its residents plus any other comments.
- Two of the landlords understood the rationale for the proposal: it isn't cost effective and night time care is not required. One of the landlords strongly disagreed with the proposal. One district agreed whilst the other did not agree or disagree.

- The following comments have been received about the impact of the proposal:
  - The weekly luncheon club will fold without the carer workers on site. Also those extra care clients that attend day trips/lunches out may not be able to attend if they have no care worker support.
  - If our Scheme Manager is called out to an emergency in the middle of the night which impacts on their ability to carry out their normal hours of work during the day, may lead to looking at whether particular service users are still adequately housed or whether they need to be moved on to care where there is someone around at night.
    - Plessington Is the only facility to provide an extra care scheme in the Longridge area which is very highly utilized by local people who can remain living independently with the back up support required. This proposal is very upsetting to all the tenants and family members who rely on this service and is affecting enquiries regarding the scheme and whom we can support if accommodation was offered to them.

#### **(iv) Care Needs of Current Tenants**

As outlined in the report considered by Cabinet in January 2018, there is the requirement to understand the care and support needs of people living within the service, so that there is an understanding of the impact of the proposal on current and future tenants.

Information collected through social care reviews undertaken in March and April 2018, along with the monthly returns from the care providers and the feedback from the Housing Providers (December 2018) have been used to assess the potential impact of withdrawing the 24 hour service.

However, given that people's needs will change over time, the initial analysis can only give a broad indication of the likely impact in order to assist the strategic decision making.

<b>Scheme</b>	<b>Evidence suggests</b>
Beck View	No night time needs
Parkside	1 person with planned night time needs
Plessington Court	Housing provider reports concerns about how needs will be met but care provider reports no night time planned needs, but there are some late evening planned visits
Croft Court	No night time needs
Torrentum	2 people with planned night time needs

It is understood that the statutory care needs of all service users can be met by visiting care workers. Adult Social Care will undertake further reviews to ensure that appropriate care packages are put in place for all tenants with eligible care needs.

A range of services are available to support people who live at home who have care needs. People living in the scheme will have access to the same range of services. These services include:

- Provision of a home care package to meet eligible care needs.
- A roving night service which can meet individuals' planned night time social care needs.
- Crisis support service which is a countywide service.
- All tenants will have community alarms. An enhanced telecare service can be offered to any tenant who has an eligible care needs under the Care Act, This may include a lifting service.

### **Recommendation**

Whilst it is recognised that many tenants value the current 24 hour service, it is not considered cost effective to carry on providing a 24 hour care service in all schemes. Consequently, Cabinet is recommended to agree that the 24 hour staff presence will be removed from the following schemes:

- Beck View (Lancaster);
- Parkside Court (Morecambe);
- Croft (Freckleton);
- Torrentum (Wyre);
- Plessington (Longridge).

The county council will ensure that the eligible care needs of all service users are met, consequently individual care packages will be put in place which can include, where appropriate, the roving night service, crisis support and telecare.

Given that consultation is still required in relation to Molyneux Court, Preston, it is recommended that the Executive Director of Adult Services and Health & Wellbeing, in consultation with the Cabinet Member for Adult Services, be authorised to determine the future provision of care in Molyneux Court, Preston.

As there are 14 sheltered housing schemes with 24 hour care, service provision within the remaining 8 schemes, which appear to be more suitable for delivering extra care in the future, has been reviewed and savings negotiated of around £118,000.

- Kirk House and Hynd Brook in Accrington (0.6 miles apart)
- Greenwood Court and Bannister Brook, Leyland (next door to each other)
- Ainscough Brook, Ribbleton St Ann's Court, Clitheroe
- Marlborough Court, Skelmersdale
- Stanner Lodge, Lytham St Anne's

## Implications

### Legal

As outlined within the report, the county council will meet its statutory duties under the Care Act 2014, through the provision of care packages to those individuals living within the scheme who have assessed care needs.

Owing to the county council's commitment to ensuring that the assessed needs of all service users are met, it is recommended that current contracts are initially extended until the end of May 2019, with the option to extend for a further 3 months, where circumstances within individual schemes require a longer implementation period. All proposed contract extensions are within the periods permitted by the contracts, however the county council will not have complied with the contractual three month notice period required in order to extend. If contracts are to be extended, a variation to the contracts must be agreed with each provider to permit the county council to extend at shorter notice.

### Financial

The saving agreed by Full Council in February 2018 (subject to consultation) outlined that the saving would be achieved partly in 2018/19 and the remaining amount in 2019/20. The in-year pressure in 2018/19 due to delays in the achievement of the saving has been managed within the overall county council budget. There has been a delay in the implementation of the proposal owing to the time taken to assess suitability of services and the requirement to consult. If the removal of the 24 hour service is undertaken as detailed in this report, this will result in savings of £0.644m being achieved. Due to implementation timescales it is likely that the full saving will not be achieved until 2020/21, although the majority (£0.579m) will be realised in 2019/20. The funding pressure as a result of the delayed saving of £0.065m will be managed across adult services budgets during 2019/20.

### Equality and Diversity

An Equality Analysis is set out at Appendix 'A':

### List of Background Papers

Paper	Date	Contact/Directorate/Tel
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None

Reason for inclusion in Part II, if appropriate

N/A