Cabinet

Outcome of Extra Care Housing Consultation Proposals

Report of Michael Jameson, Executive Director of Adults and Children’s Services

Portfolio Holders: Cllr Barbara Brownridge, Social Care and Public Health, Cllr Dave Hibbert, Housing & Environment.

24th February 2014

Officer Contact: Jane Bellwood, Project Manager Extra Care Housing
Ext. 8459

Purpose of Report

The report sets out the details of the formal and informal consultation undertaken in January 2014 within Extra Care on proposals that would improve the service offer for tenants and families/carers. It presents the results with 185 residents in the four Extra Care Housing schemes proposed to receive a new 24/7 Care and Support offer. The proposals set out the changes for tenants and any new charges required contributing to maintaining the new service.

Agreement is required to enable variation of the tenancy agreement to permit the introduction of new service charges to be implemented from the start of the new service. This is anticipated at or around 1st July 2014.

This report informs Cabinet members of the results of the formal consultation, the anticipated impacts for tenants and how our consideration of tenant’s views has influenced any of the initial proposals for changes in Extra Care.

This report sets out additional financial and legal comments specific to the proposed introduction of service charges relating to a new concierge service in 175 flats within Extra Care that are managed through the sheltered housing Private Finance Initiative (PFI) Scheme.

Executive Summary

Following agreement in 2012 to improve the service offer in Extra Care to maximise use of the Council stock, improve services and well-being of tenants and to alleviate some of the pressures within Residential Care, extensive work with tenants and Housing 21 on options for improvement have been developed. This has formed the basis of a new service offer for tenants upon which we have consulted informally and
formally since September through to February. Formal consultation with Tenants ended on 3rd February 2014, following a range of focus groups with Tenants, Court Voices, and involvement of Housing 21 staff, tenant’s families and carers. The feedback during interviews with most tenants has been positive and most have welcomed being involved in shaping plans for improvements in their schemes.

The representation against the consultation has been made by 7 tenants which equates to 3.7% of those resident in scheme. A series of four half day on-site meetings within each scheme, where tenants were encouraged to submit queries ahead of the meeting, but could also ask any questions relating to the proposals, plus the option to have individual interviews with benefits experts, assessors and commissioners to explore more about the proposals and how the changes would impact on them personally were arranged.

The detail on the consultation, representations and the responses to tenants concerns are found in Appendix 1.

The changes to the proposals recommended to Cabinet are that the charge for the new Concierge service is reduced to lessen the impact on tenants and to bring these in line with recently renegotiated costs of the new service with the provider Housing 21. This would mean the new Concierge charge which impacts self-funding tenants who do not received housing benefit, would be £12.55 as opposed to the £15 per week consulted on.

The proposals around phasing the Concierge charges in over a three year period remain, with the support of the Housing Revenue Account. Successful work has been done with a number of tenants to maximise their income and access to support to help with these additional charges. The decision to support for these proposals would enable enhanced service to tenants with care and support needs and the expected savings relating to the Extra Care Housing Project of £150k to be realised during 2014/15. These savings would accrue from savings in residential care, short-stay, reablement and from reductions in care packages.

The proposal for the “Well-being” charge which is a new Social Care charge relating to the support provided by an on-site care provider would also remain, as there has been no representations made against use of this charge to provide additional care and support to those who need it most in Extra Care.

The options for change based on the representations from Tenants are 1 and 2 below and Option 3 to make no change at all:

**Option 1**: Support the proposals to implement Concierge and Care services and resultant charges in Aster House, Tandle View Court, Trinity House and Charles Morris House, and to review the success of providing Extra Care in these schemes after the first year, with a view to decision on whether the investment in these services continues.

**Option 2**: As above. Additionally to review as part of Phase 2 the other 4 Extra Care schemes, with an early focus on the suitability of St. Herbert’s Court in Chadderton to receive a Concierge Service to maximise use of this scheme and to provide an enhanced offer for tenants.
Option 3: To make no change at all

Preferred option: option 2.

Recommendation

It is recommended that Cabinet support option 2.

i) Note the contents of this report

ii) Decide to phase in the charges for the concierge service over 3 years with the support of the HRA

iii) Decide to introduce the concierge charge of £12.55 for tenants, as opposed to the £15 consulted on initially.

iv) Make changes to the tenancy agreements in Extra Care (as per Appendix 6) to enable the new charges and service to be implemented, in June/July 2014

v) Decide to introduce care and concierge services in the 4 chosen schemes as proposed.

vi) Direct that there is an additional review of the options for enhancing the night time presence in an additional scheme during 2014 (St. Herbert’s, Chadderton) (following Tenants Consultation). This would provide opportunity for an enhanced Extra Care in this scheme within the next 12 months, with the opportunities to support those with higher level needs.

vii) Direct that there is a review of Extra Care housing in all the other 3 Extra Care schemes as part of Phase 2 of this work.
1 Background

1.1 Following public consultation in 2012 on options for Older Peoples services in Oldham, recognising the increasing demand for residential and nursing care; and the need to support and enable people to maintain independent living in their own homes for longer; the decision was made to develop the service offer within our Extra Care ready Housing schemes in Oldham. Extensive work with tenants over the summer led to the decision on a new service offer being proposed in 4 of the 8 schemes initially.

1.2 During 2013 work has been done to examine models from elsewhere nationally and in the North West. The Councils housing management partner Housing 21 have worked closely with us on developing the new offer. We have undertaken informal consultation with tenants, carers, families, Court Voices and Housing 21 Court Managers to understand their needs within Extra Care and the level of service improvement required to enhance quality of life and to keep tenants well, safe and secure in their own homes for longer.

1.3 Over 185 reviews of care and support needs for all residents in the chosen schemes have taken place. This has identified that 39% of the population in Extra Care receive commissioned or planned care, with 52% having no care needs currently. We have identified around 10-20% efficiencies in packages of care from introducing an enhanced care, security and support offer in Extra Care. Further efficiencies are detailed in the Finance section of this report. These total £224k p.a.

1.4 The proposals relating to the new service would maximise the use of this high quality accommodation for those with low/medium/high care and more complex support needs. The remaining four schemes would also be reviewed during 2014 and we would report back with any improvements or changes required for these schemes.

1.5 The four chosen schemes provide 175 apartments which accommodate up to 185 tenants. The chosen schemes are:-

- Tandle View Court, Royton
- Trinity House, Coldhurst
- Aster House, Coldhurst
- Charles Morris House, Failsworth

2.0 Current Position

2.1 Currently tenants receive a sheltered housing offer, but with access to additional amenities and facilities not available in all sheltered schemes. The charges to tenants are the same as in sheltered schemes.
2.2 Tenants enjoy the services of a dedicated Court Manager present (with an Assistant in large schemes) to provide housing management support during working hours. For those with higher care and support needs this means there is no one available at night or at weekends, although Helpline and Response do provide Care Call services and can respond if needed. Although for some tenants this is not a sufficient offer to keep them safe and well in Extra Care.

2.3 Extra Care elsewhere traditionally a mix of 24/7 care, support and security. It offers a step-up from sheltered accommodation and a step-down from residential care for those who need Extra Care and support to keep well and independent in their own homes. The aim is to maintain and improve tenant’s capacity to live independently for as long as possible. The leaflet sent to tenants (see Appendix 2) sets out the offer.

2.4 Currently care and support is delivered by a range of providers with as many as ten domiciliary care companies operating within any one scheme. For some tenants there are also significant primary and secondary health interventions which can be minimised through better care in Extra Care.

2.5 The feedback from tenants is that home care can be fragmented, inconsistent and inflexible. The current model of care and support does not enable those with access issues or who need support and encouragement to access the services available to them in the schemes. Most schemes have a café, hairdressers, shop and assisted bathing facilities, as well as a programme of activities. A number of tenants are not able to access and therefore benefit fully from these amenities and services, which is impacting on social isolation and quality of life.

2.6 Tenants have also told us from that having no one on site at nights or at weekends can lead to crisis situations resulting in emergency call outs and hospital admissions for some tenants. There is also considerable demand on the helpline and response service and families at this time.

2.7 The new care and support offer in Extra Care Housing would deliver on the following objectives:

- Flexible, responsive and consistent needs based care and support
- Better use of resources within individual budget through enabling access to amenities, activities care and support
- Improved choice and access to activities on and off the scheme
- Rebuilding or maintenance of independent living skills
- Options for step-up and step-down care on site, to negate the need for longer hospital stays, intermediate care or to prevent admission to hospital.

3 Stakeholder involvement and service development

3.1 Shaping the service offer: Research into good practice elsewhere and informal consultation with tenants on the current service offer took place over the summer. A range of models of Extra Care schemes were visited and 34
interviews took place with tenants to determine the aspects of support and care they felt would add to their quality of life in Extra Care.

3.2 Informal Consultation: This feedback from tenants was fed into the development of the new model. In September early proposals were shared with Court Voices who represent tenant’s views. In October further interviews took place in Extra Care with tenants with higher level care needs or access problems. This included focus groups with carers, families and Court Voices (who represent Extra Care tenants). Tenants were asked their views on the emerging proposals and indicative costs relating to the new service. Their views were fed into the final proposal.

3.3 Any questions asked by tenants or their families were developed into a Question and Answer document that was shared with tenants at each of the 4 half days of onsite meetings in January (See Appendix 3). A training and information session was also done with Court Managers and Housing 21 staff to enable them to offer focused support and accurate advice to tenants once the consultation opened.

3.4 Formal Consultation: Letters and leaflets to all tenants, and their named advocates or social workers where sent on the 6th January 2014. They explained the proposals and how the new charges would impact tenants. The consultation lasted for 4 weeks, ending on the 3rd February (See Appendix 4 for example of the letters sent).

3.5 To help tenants understand how the proposals would impact them, a team of experts were available for tenants and their families in at four half day open meetings from the 13th to the 16th of January. These meetings were well attended with approximately 90 tenants, carers and their families attending. The tenants were provided with the Question and Answer document at these meetings, and were given the opportunity to ask questions about the proposals. They were encouraged to make representations regarding the consultation and were offered individual advice and guidance on how the proposals would impact them individually.

3.6 A total of 10 tenants were provided with interviews in their own homes as they found difficult to access the communal areas or because they wanted private discussions. Another 30-40 tenants (with family members) received individualised advice on how the proposals would impact them. The interviews with Financial Care Assessors, Welfare Rights and Benefits experts, has led to 2 financial reassessment and another 4 reassessments for other types of benefit. For example: housing benefit, disability living allowance and attendance allowance.

3.7 Tenants were also given the opportunities to ask any questions of the Commissioners and the experts; where instant responses were provided to any queries they had. The tenants were asked to let their views be known to the Council on the proposals via their Court Managers, email, Freephone, or by letter. Below is a breakdown of the formal response to consultation.
### Response method

<table>
<thead>
<tr>
<th>Response method</th>
<th>Extra Care Scheme</th>
<th>Tenant views submitted</th>
</tr>
</thead>
<tbody>
<tr>
<td>Email</td>
<td>None</td>
<td>0</td>
</tr>
<tr>
<td>Via Public Meeting</td>
<td>Aster house</td>
<td>3</td>
</tr>
<tr>
<td>Letter</td>
<td>Trinity House</td>
<td>1</td>
</tr>
<tr>
<td>Via Court Manager</td>
<td>Tandle View</td>
<td>2</td>
</tr>
<tr>
<td>Freephone</td>
<td>2 called but no comment recorded.</td>
<td>0</td>
</tr>
<tr>
<td></td>
<td>1 Trinity House</td>
<td>1</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td>7</td>
</tr>
</tbody>
</table>

3.5 Detail on the views recorded and responses to tenants is found in Appendix 1. Below is a summary to representations:

**Aster House – Coldhurst (33 beds): Views from 3 tenants**

- **i)** Suitability of size of lounge for tenants to attend more activities.
- **ii)** Suitability of flats for wheelchair users
- **iii)** Size of outside space at Aster House and impact on tenants.
- **iv)** Choice of schemes for full Extra Care and proximity of 3 of the chosen schemes (Trinity, Aster and Tandle View) within a 2 mile radius of each other.

**Trinity House, Coldhurst (52 flats): Views from 1 tenant**

One letter has been received from the local MP who has been asked to follow up a tenant’s enquiry into the proposals in the consultation. The response has been sent.

One call from a support worker on behalf of a tenant who was concerned about the cost increase and ability to pay.

**Tandle View Court, Royton (60 flats): Views from 2 tenants**

Two representations from tenants have been made by the Court Manager on tenant’s behalf, issues raised are

- **i)** Tenant “wished to object on financial grounds”. This tenant stated that they did not want to be contacted by the Council on this matter.
- **ii)** Strong disagreement on charges, she feels people are being forced to accept these proposals. She doesn’t need night time concierge or care so feels she shouldn’t have to pay for something she doesn’t want. She already pays support charge for Helpline, therefore she doesn’t need the concierge. She would like to know what would happen if she refused to sign any changes to her tenancy agreement (presuming it needs a signature).
My pension won’t be going up enough to cover the new charges, Extra Care/service charge"

Charles Morris House – (25 flats) - No views submitted

4.0 Consideration of representation and impact of proposals on tenants

4.1 The table in Appendix 5 sets out the extent the financial impact of the proposals on tenants within Extra Care as a result of the proposed new Extra Care housing service.

The headlines for Cabinet are:

- The majority of tenants we met on site welcome the proposals (if not the charges) but recognise the need for additional support and security for those with higher needs
- Out of 185 tenants 50 would need to pay the new Concierge Charge
- Out of those with FACS eligible care needs; only 5% will need to pay any charge. 5 are self-funders who would need to pay the charge, 6 would pay partially, only up to their assessed amount as ability for afford for care. The other 61 tenants would have their costs met by the Council.
- Tenants who have low incomes would have charges paid via housing benefits.
- Only 39% of tenants currently received commissioned care in Extra Care, only 15% of tenants would need to contribute in full or part to the new “well-being” charge.

4.2.1 This new service however would provide welcome options for those needing additional care and support other than more costly residential care that would enable more people to live independently in their own homes within a supported environment.

4.2.2 Our consultation to date has identified around eight tenants who we have advised as potentially being eligible for other benefits such as Disability living allowance, Attendance allowance or needing to be reassessed for Housing Benefit. We have also organised for care financial reassessments to be done for five tenants who have not had an historic assessment as have refused this in the past

4.2.3 We have also been approached by 7 tenants who wish to consider other housing options at this time. We would work with these tenants to explore options.

5 Consideration of response and options

5.1 The main representations have been
- regarding increase costs to tenants who feel they do not need the service/s
- Whether Aster House is a suitable scheme, and whether more suitable schemes are available to make the offer more Oldham wide.

Full Council response on each point raised is available in Appendix 1.
5.2 The options for Members are:

**Option 1:** Support the proposals to implement Concierge and Care services and resultant charges in Aster House, Tandle View Court, Trinity House and Charles Morris House, and to review the success of providing Extra Care in these schemes after the first year, with a view to decision on whether the investment in these services continues.

**Option 2:** As above. Additionally to review as part of Phase 2 the other 4 Extra Care schemes, with an early focus on the suitability of St. Herbert’s Court in Chadderton to receive a Concierge Service to maximise use of this scheme and to provide an enhanced offer for tenants.

**Option 3:** Do nothing

6 Financial Implications

6.1 Budget Summary

The table below summarises the anticipated financial impact on the Commissioning Directorate revenue budget in relation to the contract for care services in Extra Care Housing for the 2014-15 financial year.

This will be funded by ceasing payments to the HRA from the Supporting People budget heading.

6.2 Efficiencies expected from operating the new Extra Care service.

<table>
<thead>
<tr>
<th>Efficiency measure</th>
<th>Estimated Saving to Adults Social Care budgets</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Reduction in residential care placements required</td>
<td>£54,000</td>
</tr>
<tr>
<td>2. Reduction in homecare spending through reductions enabled from more flexible delivery and more use of facilities in Extra Care Housing settings</td>
<td>£48,000</td>
</tr>
<tr>
<td>3. Reduction in spend on short stay accommodation due to Extra Care</td>
<td>£67,000</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>£169,000</strong></td>
</tr>
</tbody>
</table>
The anticipated reduction in costs on the General Fund in relation to this scheme will help to reduce the overspend within the Community Care Budget.

Paul Clarke
Finance Manager

HRA Financial Implications

If the Extra Care Housing proposal is approved, the HRA has agreed to forego a large majority of its current general fund receipts (these contributions were originally identified as Supporting People contributions, allocated to help cover the costs of Court Wardens and Helpline costs, however this grant has now been unringfenced).

Current general fund contributions are estimated to be in the region of £400k per annum.

The breakdown of how this £400k would be utilised in 2014/15 is as follows –

a) The need to support a 2014/15 budget savings namely FVP 13111 (U) Supporting People. **£100k**

b) Funding the provision of onsite care in 4 of the current Extra Care Sheltered Housing Schemes (as per delegated decision report of the Director of Adult Social Care and the Lead Member Social Care January 24th)

c) Continuing with contributions towards the cost of helpline monitoring costs for PFI 2 tenants. **£70k**

The intention is that any loss of income to the HRA borne out by the decision to divert funds to help fund Extra Care packages within Adult Social Care, would be offset over a 5 year transitional period via the introduction of service charges to PFI 2 tenants.

In addition it is intended that the HRA would initially fund a range of one-off non-recoverable costs linked to its introduction. Current estimates are that these would total approximately £220k and include items such as the capital costs of CCTV equipment, the recruitment of an officer on a fixed term contract to help deal with the required tenancy profiling changes and also an the funding of removal costs related to any tenancy moves again for a fixed period.

In addition the HRA would incur an additional recurrent CCTV revenue maintenance cost estimated to be in the region of £25k per year whilst also committing to underwrite the phased implementation of night concierge salary cost recovery.

Based on current estimates, there would therefore be a reduction of the HRA balance of £316,500 in 2014/15, a further £66,110 in 2015/16 with an on-going £25,000 thereafter. This would therefore revise the cumulative HRA balances figure should this initiative go ahead.

(John Hoskins – Senior Accountant)
7 Legal Services Comments

7.1 The proposals are lawful and within powers. The Housing Act 1985 provides that 28 days' notice of a variation can be given provided that beforehand the landlord has undertaken consultation on the proposal including consideration of tenants' responses. Such consultation has occurred in this matter. The act also states that an authority "may make such reasonable charges as they may determine for the tenancy or occupation of their houses". This includes "pure rent" and charges for services.

7.2 In taking financial decisions, the Council must demonstrate that it has given "due regard" to the need to eliminate discrimination, promote equality of opportunity and promote good relations between people with different protected characteristics as stated in 14 below.

Demonstrating that "due regard" has been given involves:
- assessing the potential equality impacts of proposed decisions at an appropriate stage in the decision making process - so that it informs the development of policy and is considered before a decision is taken;
- ensuring that decision makers are aware of the equality duties and any potential equality issues when making decisions.

NB – having due regard does not mean the Council cannot make decisions which have the potential to impact disproportionately, it means that we must be clear where this is the case, and must be able to demonstrate that we have consulted, understood and mitigated the impact.

7.3 To ensure that the process of impact assessment is robust, it needs to:
- Be specific to each individual proposal;
- Be clear about the purpose of the proposal;
- Consider available evidence;
- Include consultation and involvement with those affected by the decision, where appropriate;
- Consider proposals for mitigating any negative impact on particular groups;
- Set out arrangements for monitoring the actual impact of the proposal. (Bill Balmer)

8 Cooperative Agenda

8.1

9 Human Resources Comments

9.1 N/A
12 Procurement Implications

12.1 As per the cabinet report dated 27th January 2014, requesting delegated responsibility to award the contract to the new successful provider, following a mini-competition undertaken from the providers who have met the criteria for Good and Excellent on the Quality Standard. This mini competition will be undertaken in line with EU Regulations and Oldham Council’s Contract Procedure Rules. (Diana Nuttall)

13 Environmental and Health & Safety Implications

13.1 Environmental and Health and Safety implications would be taken into account when dealing with the individual proposals as appropriate.

14 Equality, community cohesion and crime implications

14.1 In taking financial decisions the Council must demonstrate that it has given “due regard” to the need to eliminate discrimination, promote equality of opportunity and promote good relations between different groups.

14.2 Demonstrating that “due regard” has been given involve:

- assessing the potential equality impacts of proposed decisions at an appropriate stage in the decision making process - so that it informs the development of policy and is considered before a decision is taken;
- Ensuring that decision makers are aware of the equality duties and any potential equality issues when making decisions.

NB – having due regard does not mean the Council cannot make decisions which have the potential to impact disproportionately, it means that we must be clear where this is the case, and must be able to demonstrate that we have consulted, understood and mitigated the impact.

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- Be specific to each individual proposal;
- Be clear about the purpose of the proposal;
- Consider available evidence;
- Include consultation and involvement with those affected by the decision, where appropriate;
• Consider proposals for mitigating any negative impact on particular groups;
• Set out arrangements for monitoring the actual impact of the proposal.

14.4 The Equality Act 2010 extends the public sector equality duties to cover eight protected characteristics, namely:
• age,
• disability,
• gender,
• gender reassignment,
• pregnancy and maternity,
• race,
• religion and belief and
• sexual orientation.

14.5 In December 2010, the Government announced that it would not be taking forward the socio-economic duty for public bodies. Despite this we have continued to consider people on low incomes as part of our equality impact assessment process.

Oldham’s approach to assessing the impact

14.6 Assessing the potential equality impact of proposed changes to policies, procedures and practices is one of the key ways in which public authorities can show ‘due regard’. Equality Impact Assessments (EIAs), therefore, provide a structured framework which enables the Council to ensure that it considers the equality impact of decisions, and to demonstrate to others that it has done so.

14.7 Oldham’s EIA form is based on the experience of previous years and incorporates elements from good practice elsewhere. The main aims of our current EIA are to:
• strengthen the process through improved accountability – identifying a lead officer for each EIA;
• stimulate a more rigorous and overt analysis of the impact and possible mitigations;
• Implement a stronger equality monitoring and management process to ensure that we follow through on what we said we would do. This includes identifying risks to implementation and how these will be managed.

14.8 Where they are available, draft EIAs have been included for consideration by overview and scrutiny. This early release of the draft EIAs gives O&S the
opportunity to consider the potential impact of the proposals when carrying out its deliberations.

14.9 The equality impact assessment process undertaken for the Council’s budget process involves:

- An initial equality impact screening – The budget proposal action plan forms completed by each Assistant Executive Director (AED)/Service Manager incorporate an initial equality screening to identify whether any proposal has the potential for significant disproportionate adverse impact in respect of any protected characteristic i.e. whether the impact of the proposal falls disproportionately on any particular group – such as people with a disability.

- The initial screenings are then independently reviewed by a small group with knowledge of the equality legislation, comprising the Cabinet Member for PSR and Commissioning, a senior officer from the Deputy Chief Executive’s directorate, a senior officer from the Neighbourhoods directorate, and a lawyer from the Legal Services team.

14.10 The key aims of this review process are to:

- assess the potential equality impact of each proposal using the information provided.

- provide challenge to those where the Group feel the initial screening does not accurately identify those equality groups potentially affected and that a further screening process needs to be completed.

14.11 Full equality impact assessment – An equality impact assessment is carried out if the initial screening identifies that the proposal could have a potential significant, disproportionate adverse equality impact.

Involving elected members

14.12 A key element to assessing the equality impact has been the involvement of elected members. This involvement has included:

- Cabinet Member for PSR and Commissioning sits on the Equality Challenge Group.

- Consideration of equality impact throughout the Star Chamber process, including through the initial screenings on the proposal forms and a briefing paper.

- Briefings between Executive Directors and Cabinet Members during development of proposals and working together to consider the equality impacts and identify any mitigating actions.

- Both the EIA screening information contained with the budget proposals and the EIA forms themselves, where available, are submitted to, and
considered by the Performance and Value for Money Scrutiny Panel NB: The EIA forms are still in draft at this stage;

- Final EIAs are made available to Members alongside the budget proposals in the Council papers.

14.13 The Council in adhering to the legal requirements is already completing EIAs and progress will be reported on these throughout the budget preparation as it was last year.

15 **Equality Impact Assessment Completed?**

15.1 An equality impact assessment is carried out if the initial screening identifies that the proposal could have a potential significant, disproportionate adverse equality impact.

16 **Key Decision**

16.1 The decision to take this item to Cabinet on 25 February 2014 was agreed by Cllr McLaren, Chair of Overview and Scrutiny Board, under Rule 17 and therefore there is no Key Decision Reference Number.

17 **Forward Plan Reference**

17.1 As above

18 **Background Papers**

18.1 The following is a list of background papers on which this report is based in accordance with the requirements of Section 100(1) of the Local Government Act 1972. It does not include documents which would disclose exempt or confidential information as defined by the Act:

File Ref & Name of File: Cabinet 27th Jan 2014 – Oldham’s Ethical Care Approach to the Procurement and Delivery of Domiciliary Care

Records held in Level 4, Commissioning Team, Civic Centre, West Street, Oldham

Officer Name: Jane Bellwood
Contact No: 8459

19 **Appendices**

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<table>
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<tbody>
<tr>
<td>1</td>
<td>Consultation representations and council responses</td>
</tr>
<tr>
<td>2</td>
<td>Extra Care Housing Tenant Consultation Leaflet</td>
</tr>
<tr>
<td>3</td>
<td>Question and Answer Document shared during Consultation</td>
</tr>
<tr>
<td></td>
<td>Sample letter to Tenants or Advocates</td>
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<tr>
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<td>--------------------------------------</td>
</tr>
<tr>
<td>5</td>
<td>Table of numbers of Tenants in Extra Care to pay new charges</td>
</tr>
<tr>
<td>6</td>
<td>Proposed variation of tenancy agreements</td>
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</table>
Appendix 1: Consultation representations and Council response

The views recorded by tenants, be scheme are as followed:

Aster House – Coldhurst (33 flats)

At our public meeting three tenants responded and raised the following objections:-

v) The lounge is too small to accommodate greater numbers of people so the driver to get more people attending activities would not be possible there – they felt this would also adversely affect people currently living there as there would not be room to accommodate everyone for activities. They suggested going back to have another look at the facilities at the phase 2 schemes

Council response: All the other potential Extra Care schemes have been reviewed. Aster House has a population of 33 and the main communal space is disproportionately small for the size of the scheme. There are however some of the rooms on site in Aster House that are not being used fully or for use by residents. These could be brought back into use to be used for activities with tenants. There are also some options for expending available outdoor space that has not been fully used at this time. This should be reviewed after the year one pilot.

vi) Need to check how suitable flats are for wheelchair users as they thought a lot of flats would not be suitable for this

Council response: There are a number of flats in Aster (as in some of the other refurbished schemes) where they are too small to be suitable for wheelchair users. The Council are aware and is using information from an audit that is currently underway; to ensure that those in wheelchairs are not placed in unsuitable flats in future. Most of the flats in Aster House are suitable for wheelchair users and one has assistive door opening. This could be a part solution for the other flats, where appropriate. This should be looked at for Aster if the proposals go ahead.

vii) There is a very small amount of outside space so people with Extra Care needs would not be able to go outside in good weather.

Council response: The space outside Aster is small and is also shared with the residents association, who use some of this as a car park. The Council could look at options in the year for maximising the use of the available outdoor space to make it safe for residents, and to explore options to maximise some of the other space adjacent to the activities rooms in future for additional outdoor space.

Options for capital improvements to the current communal sitting/dining room could be looked at in future, if the pilot showed that the lack of outdoor space this is a limitation to operating a full extra care service.

viii) 3 of the chosen schemes (Trinity, Aster and Tandle View) are within a 2 mile radius of each other so the residents felt that it would make more sense to
choose another scheme in another part of Oldham so that provision is more borough wide

Council response: The main reasons for choosing Aster House were:-
• It’s size relative to other schemes
• Its proximity to Oldham Royal Hospital and the future opportunity to strengthen the links with health
• The level of care needs in scheme currently

The Council could consider choosing St. Herbert’s Court in Chadderton as a replacement scheme for Extra Care. It is a slightly smaller scheme, which will require less care as it has only twenty four flats (twelve 1 bed, twelve 2-bed). But it is preferable in terms of location, amenities, links to the local community, shopping, and outdoor space.

There are however only 6 tenants receiving commissioned care currently. The impact of this is that it would take 2-3 years to take more tenants with higher needs into scheme. This will impact on efficiency predictions linked to schemes in the short term, but potentially would mean a more suitable scheme with Extra Care in the medium term. The current level of needs in scheme would not justify the cost of subsidising a Care provider to be on site as well as a concierge at night.

The options for Cabinet around this aspect will be recommended

Trinity House, Coldhurst (52 flats)

One letter has been received from the local MP who has been asked to follow up a tenant’s enquiry into the proposals in the consultation. The full response to this has been sent to the MP w/e 30 January 2014.

One support worker called on behalf of tenants, concerned about ability to pay the increased costs.

Tandle View Court, Royton (60 flats)

Two representations from tenants have been made by the Court Manager on tenant’s behalf.

Tenant 1:
The representation was that she “wished to object on financial grounds”. This tenant stated that they did not want to be contacted by the Council on this matter.

Tenant 2:
The representation was “Mrs x strongly disagrees with the charges and feels people are being forced to accept these proposals. Mrs X says she doesn’t need night time concierge or care so feels she shouldn’t have to pay for something she doesn’t want. Mrs X says she already pays support charge for Helpline, therefore she doesn’t need the concierge. Mrs X would like to know what would happen if she refused to sign any changes to her tenancy agreement (presuming it needs a signature), Also, Mrs X said “Why should I pay for something I don`t need, my
pension won’t be going up enough to cover the new charges, Extra Care/service charge"

Council Response: The Council recognises that for those on fixed incomes this additional charge for tenants who currently do not require additional security or reassurance at night is not welcomed. The development of the service offer been awaited for some time. The aim has been to minimise as far as possible the financial impact on tenants on low incomes, so the role is Housing Benefit eligible, so those on low incomes will not need to pay. The charge for the helpline charge will remain as it offers emergency care and response, at times when the Concierge is not able to respond appropriately.

The benefits for residents, with low/or no care needs are that there is additional security for the building and the means to respond to emergency situations much more quickly that at present, out of office hours. For example when Fire Alarms are activated, Fire Doors opened or tenants are wandering from the schemes.

Only the Concierge charges are applied for those with no FACs eligible needs. For those who have low incomes Housing Benefit contributions will cover all or most of the Concierge charge. The offer on site and in the leaflet has been made for all tenants to help maximise their income from support via benefits contributions. Those who do not feel they need Extra Care can be supported in exploring other housing choices should this be an option for them. So they have been encouraged during the visits on site to make this known to their court managers who can assist in this area.

Charles Morris House – 25 flats

No representations have been made from tenants from this scheme.
Appendix 2: Extra Care Housing Consultation Leaflet
Appendix 3: Question and Answers: from Tenants and Carers

Question and Answer from Interviews w/e 11/11/2013, with Court Voices, Carers and Families and Tenants in Extra Care Housing.

We have recorded responses to some of the questions raised by those connected with Extra Care Housing, to help you understand the new offer and how it will work and be implemented.

1 New Care Provider:

1. How will the Council make sure that a good quality care provider is given the contract and the decision is not based on cost alone?

The Council has asked care provider to apply on to their Quality Standard for Care received at Home (Care at Home). They will all be given a quality rating. Only high quality providers will be invited to apply. The hourly rate paid to Care Workers is pre-set (Oldham living wage) and is above the minimum wage.

2. How will the Council make sure that the care provider for Extra Care is performing well? Will you ask tenants about the new provider's performance?

The Council will be closely monitoring the performance of the new provider in EXTRA CARE, they will be gathering views from tenants, families and Housing 21 to validate other performance information that the contactor will provide on the visits they make and the improvements/outcomes achieved.

3. Will care staff be able to help people who cannot access activities to do this?

Yes, for those who have care needs or who wish to buy the services of the provider, they will be able to access support from the care provider to access activities on-site. This was an issue which came out when we spoke to tenants so this will be part of care staff’s job

4. Could the care provider help privately with shopping/cleaning?

This could be arranged by private arrangement, but this will not be part of FACs eligible needs.

2 Financial Impact on tenants and options:

1. What support will be available to help tenants understand individual financial impact of the changes?

The Council will ensure each Extra Care scheme is visited and that every tenant has an opportunity to have private appointments to discuss their individual and financial circumstances and receive appropriate advice and support.

2. Can current tenants opt in/out of the new offer?
Current Tenants with no care needs will not be expected to pay the core care charge and will not therefore access the services of the care provider on site. However they can purchase this if they wish.

All tenants will be expected to pay any charges relating to the night time concierge that they are eligible to pay. For example: That are not covered by any Housing Benefit contributions they get.

3. **What support will be available to look at options for people who do not want to stay in one of the designated Extra Care schemes?**

There will be support provided to those who wish to move from EXTRA CARE. This could include help and priority within the bidding process, support to move and relocate and some help with the costs relating to the move.

4. **Concerns about additional charges for Extra Care + new service charges may mean that some people (self-funders) cannot afford to live in Extra Care**

The Council is aware of these concerns and will fully consider the responses from the consultation process and any mitigation measures before any final decision is made by Cabinet.

5. **What if I am already paying for care and I want to go with the new care provider? How much will it cost compared to what I pay now?**

The Council will encourage tenants to move to the new provider. The procurement process will endeavour to negotiate the best value for money for those living in Extra Care, but we cannot pre-judge the results of the competition at this point. However tenants will be able to benefit from a more consistent care team and more flexibility in how their care is delivered.

### 3 Night time Concierge:

1. **Will the night time Concierge be able to deal with care needs?**

The night time co-ordinator will not be able to deal with care needs but will be able to wait with and reassure anyone needing care until carers, family or emergency services arrive. They will be able to access more support from the Council’s helpline service and the Council’s First Response security service.

2. **At the moment the helpline cannot help during the night if someone is confused and trying to leave the scheme. Will the night time co-ordinator be able to help in situations like this?**

The night time co-ordinator will be able to play an active role in reassuring anyone who is confused and encouraging and persuading them to stay where they are safe. If a vulnerable person insists on leaving the scheme, the night time co-ordinator will contact emergency services immediately.

3. **How will the night time co-ordinator make sure that checks are done on the most vulnerable tenants?**
The night time co-ordinator will have access to relevant information about tenants, so will know which tenants are vulnerable or unwell. This will ensure that these tenants have the right checks in place to keep them safe.

4 Scheme Managers:

1. Question about why scheme manager does not have input into allocations

Once the new model starts, and the new allocation process is up and running the views of the scheme manager will be included in judgements on who we allocate into schemes.

2. How will we know who to see about what, when more than one person is on site?

The detail on this is being worked through, but as a general rule the Court Manager will still be the first port of call for any issues during the day. The Care provider will be working closely with the Court Manager, and will be responsible for reporting care issues/alerts or any booked care issues. At nights from 5 - 11 the Care Provider will also be the contact for tenants and at the weekend when the Court Manager is not on site. From 11pm -7pm the Night Time Concierge will be available to tenants to signpost and to respond as necessary.

If the Night Concierge or the Care provider is with another tenant when you call and they cannot respond immediately, the call will be routed through to Helpline and Response Service. They will still be available to you to respond as needed.

3. How long will the new pilot scheme last and what exactly will you be looking at?

The initial pilot will last a year, we will be looking at all aspects of how we can improve the quality of life for those living in Extra Care and will be monitoring and working with the care provider and Housing 21 to ensure that they deliver on this. For example: quality and speed of response support to access activities, improvements to activities and attendance, improvements to use of restaurant and facilities.
Appendix 4: Letter sent to Extra Care Tenants & Advocates

Monday 6th January 2014

Dear

RE: Proposed changes to Extra Care Service

Oldham Council is proposing to change the way extra care service is delivered as it is sheltered accommodation.

The council is also proposing to charge for a concierge service in its sheltered accommodation. This proposal would involve the council serving you with a variation of your tenancy agreement and these changes will be reflected in a revised tenancy agreement showing any new charges and services that relate to your tenancy.

As the enclosed leaflet explains, initially the council proposes to introduce changes at Tandle View Court, Aster House, Trinity House and Charles Morris House. However, the changes may be extended in the future.

What are the proposed changes?
We have consulted informally with Court Voices and tenants to help shape a new and improved service in Extra Care. The enclosed booklet details the proposed changes and how they will affect you. Please read it carefully. If you have any questions you can speak to your Court Manager.

As well as reading the enclosed booklet, please read the proposed variation of tenancy agreement, which is included as a schedule to this letter.

We will also be available in your Extra Care Court during week beginning the 13th January to provide further support to explain the proposals; details of when we are having the meetings are in the leaflet.

To help you to fully consider the proposals your Court Managers have been briefed and are able to discuss with you and gather your views on the proposals for you.

The council recently consulted on other proposals regarding service charges in all homes managed on its behalf by Housing21. Please note that the proposals presented in this present letter are in addition to those proposals.

When will the changes take place?
This is the timetable of the proposed changes:

- 6th January    Formal consultation on proposals opens
- 3rd February   Formal consultation on proposals closes
- 15th February  Consideration of responses closes
- 24th March     Council Members consider proposals and decide
- May 2014       Indicative date new service begins, if proposals go ahead
What you can do now?
You can have your say on these proposed changes. We will consider all comments that we receive before we go any further with this proposal.

Please have your say by Monday 3rd February in any of the following ways:

Speak to your Court Manager: They will record your views and pass them to the Council.

Write to:
Housing Strategy Team
Oldham Council
Civic Centre
PO Box 22
West Street
Oldham
OL1 1UW

Call: 0800 0327316 (Freephone) open from 10 – 12 each day
Email: consult@oldham.gov.uk

If you are concerned about how these changes may affect you, the enclosed booklet offers details of advice and support available.

Yours Sincerely

Jane Bellwood
(Extra Care Project Manager)
Appendix 5: Table of numbers of Tenants in Extra Care to pay new charges

The table below sets out the extent the financial impact of the proposals on tenants within EXTRA CARE as a result of the proposed new Extra Care housing service:-

<table>
<thead>
<tr>
<th>Extra Care Scheme</th>
<th>Number tenants in scheme</th>
<th>Number liable to pay new concierge charge (Self-funding who do not qualify for Housing Benefit)</th>
<th>Numbers receiving Commissioned Care/Support (Tenants can either have care managed privately or via OMBC)</th>
<th>Numbers liable to pay full new Well-Being charge (£27 per week)</th>
<th>Numbers liable for partial contribution to Well-being charge (Only to level of assessed contribution)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Tandle View Court, Royton</td>
<td>67</td>
<td>20</td>
<td>17</td>
<td>2</td>
<td>0</td>
</tr>
<tr>
<td>Aster House, Coldhurst</td>
<td>36</td>
<td>11</td>
<td>16</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>(N.B. 2 new tenants awaiting reassessment, 1 ending reablement)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Trinity House, Coldhurst</td>
<td>53</td>
<td>8</td>
<td>27</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>(N.B. 2 new tenants awaiting assessment for care charges)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Charles Morris House, Failsworth</td>
<td>29</td>
<td>11</td>
<td>12</td>
<td>1</td>
<td>3</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>(N.B. Tenant supported to have financial assessment)</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Totals</strong></td>
<td><strong>185</strong></td>
<td><strong>50</strong></td>
<td><strong>72</strong></td>
<td><strong>5</strong></td>
<td><strong>6</strong></td>
</tr>
</tbody>
</table>
Appendix 6

Proposed changes to the tenancy agreement

The changes proposed to the tenancy agreement mean that the following provisions would be added to the tenancy agreement:

**Concierge service**

1. You will be liable to pay a charge for the concierge service if your home is located within one of the following schemes:

   - Trinity House, Coldhurst.
   - Aster House, Coldhurst
   - Tandle View Court, Royton
   - Charles Morris House, Failsworth

2. You will be liable to pay a charge for the concierge service if:
   a) the council has given you 28 day’s notice in writing that it will charge for the concierge service, and
   b) your home is located within one of the following schemes:

   - Old Mill House, Saddleworth
   - Walton House, Failsworth
   - Hopwood Court, Shaw
   - St Herbert’s Court, Chadderton

3. The concierge service will provide additional security to the building in which your home is located and will protect against damage and unauthorised intrusion.