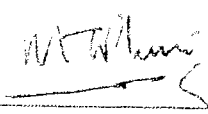


Haringey Council

Report for:	Cabinet on 13 November 2012	Item Number:	
Title:	Housing Related Support - Proposal to cease funding of ineligible tasks for older people		
Report Authorised by:	Mun Thong Phung Director of Adult and Housing Services		
	Signed 	Date:	1-11-2012
Lead Officer:	Rosie Green Commissioning Manager (Housing Related Support) E-mail: rosie.green@haringey.gov.uk Tel: 0208 489 4526		
Ward(s) affected: All	Report for: Key Decision		

1. Describe the issue under consideration

- 1.1 On 10 July 2012 Cabinet approved the Housing Related Support (HRS) Commissioning Plan 2012-15, which provides the strategic framework for the achievement of budget savings of £0.5m in 2012/13 and £1.5m in 2013/14.
- 1.2 In pursuit of these savings, the Council's older peoples' support service is being re-commissioned and Cabinet requested a report back on the outcome of resident consultation. This report provides feedback on the consultation and recommends that the re-commissioning proceeds to implementation.

2. Cabinet Member introduction

- 2.1 As a result of the review of the Council's sheltered and community good neighbour schemes, a number of recommendations have been made that necessitate changes to the way the service is delivered. A key finding was that a significant contribution would be made to achieving budget savings by ceasing to fund tasks, including cleaning and laundry that are ineligible for HRS funding.



- 2.2 As the Government provides welfare benefits to people who have poor health and limited mobility, it is appropriate that these benefits are used to pay for cleaning and laundry BY THE residents who need this service. Given the budget reductions that the Council is required to make, it is no longer appropriate for the Council to continue to provide this EXTRA ineligible support.
- 2.3 These proposals will result in a number of improvements for residents. The changes will be managed very sensitively and help will be provided to tenants to apply for Attendance Allowance or Disability Living Allowance and to then source a domiciliary care agency to provide the required cleaning and laundry services.

3. Recommendations

It is recommended that Cabinet:

- (a) Authorises the proposed recommissioning of the older people's support service and its implementation with effect from 1 April 2013;
- (b) Notes the feedback from resident consultation and endorses the mitigation set out in 5.15 of this report, involving the re-assessment of affected residents and assisting them to make appropriate alternative arrangements for domiciliary care in accordance with their needs.;
- (c) Confirms the principle that ineligible tasks will no longer be funded by the Housing Related Support programme, including the personal cleaning and laundry carried out by Scheme Support Assistants for individual residents of sheltered housing schemes, in order to contribute to the required savings; and
- (d) Notes the staffing implications set out in 5.20-5.24 of this report.

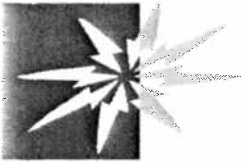
4. Other options considered

- 4.1 The option of continuing to fund ineligible tasks has been discounted as this will not contribute to the achievement of savings or comply with the HRS commissioning principles agreed by Cabinet in July 2012.

5. Background information

The Housing Related Support Programme and Savings

- 5.1 The Supporting People (SP) Programme (now known, in Haringey, as Housing Related Support) began on 1 April 2003, bringing together seven housing-related funding streams from across central government.

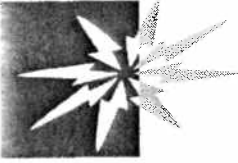


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- 5.2 Housing Related Support (HRS) is support that helps vulnerable citizens improve their quality of life and wellbeing by enabling them to live as independently as possible in their community. It is provided to a wide range of clients including homeless households, older and disabled people, people with mental health or learning disabilities, people at risk of domestic violence and young people including care leavers.
- 5.3 Support typically comprises help to access welfare benefits, employment or training, health services; support to deal with issues such as correspondence, paying bills and managing finance; reducing or eliminating antisocial behaviour. In essence it is not personal or domiciliary care but support to maintain independence. It may be delivered alongside care services but is not an alternative means of meeting personal care needs.
- 5.4 Haringey's current eligibility criteria for HRS funding exclude personal or domiciliary care services.
- 5.5 The Commissioning Plan agreed by Cabinet on 10 July 2012 sets out the strategic framework for the achievement of the budget savings required for the HRS programme, which are £0.5m in 2012/13 and £1.5m in 2013/14.
- 5.6 The approach to achieving these savings is based on the priorities and commissioning principles within the HRS Commissioning Plan. In order to prevent increased demand for other Council services (and minimise the financial pressures on other services) it is essential that HRS is used to commission preventative services and is targeted at those who are most vulnerable and in need, A core element of this approach is to ensure that the Council's eligibility criteria are applied to all HRS funding.
- 5.7 Regular reviews of services take place as part of ongoing contract management. In order to address the challenging savings target, almost all the 73 HRS services have been reviewed in the past year using the national Quality Assessment Framework (QAF) Value for Money assessment and benchmarked across the North London Strategic Alliance (NLSA).

Older Peoples' Services

- 5.8 In order to inform the recommissioning of the HRS service for older people with a view to achieving budget reductions, a review of the Council's sheltered and community good neighbour schemes took place during April and June 2012. This was an exceptionally in-depth review involving residents and staff and its main findings were as follows:
- Tenants want more activities to participate in, which will promote social inclusion;
 - Support planning is too onerous and needs to be reduced, allowing scheme managers more time with tenants;



- The personal cleaning and laundry carried out by the Scheme Support Assistants (SSA) for individual tenants is not HRS eligible. This service is currently wholly funded by HRS and is provided free of charge to the tenant.

5.9 It is important to note that this type of domiciliary service is not funded for external older people's service providers in Haringey and indeed not generally funded across sheltered housing schemes in England.

5.10 The Government provides welfare benefits (Attendance Allowance for those aged over 65, and Disability Living Allowance for those aged under 65) to pay for additional living costs associated with ill health and lack of mobility. This is the appropriate source of funding for this type of service.

Recommissioning Proposals

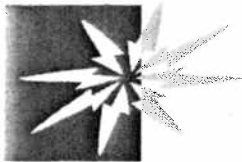
5.11 The proposal is that Scheme Support Assistants (SSAs) no longer provide cleaning and laundry and other tasks that are not eligible for HRS funding. This will mean the number of SSAs can be reduced (see 5.20 below).

5.12 There will be **no change** to:

- (a) Scheme managers - they will continue to be based at sheltered housing schemes and will provide support for tenants who need it both in sheltered and community good neighbour schemes.
- (b) The daily wellbeing check will remain.
- (c) The 24 hour community alarm service will not change and will operate in the same way.
- (d) The cleaning of communal areas will continue to be done.
- (e) The tenancies will not change.
- (f) The designation of sheltered housing and community good neighbour schemes will not change.

5.13 The **changes that will be made** include the following:

- (a) The paperwork for recording support needs and how the support will be delivered will be changed to make it less time-consuming.
- (b) There will be more resources allocated to putting on activities for tenants as residents strongly expressed their concerns at the lack of these.
- (c) Domiciliary services (such as laundry and cleaning) will now have to be paid for. This does not mean that the tenant will have to pay for it. Each person currently receiving this service will be assessed to determine if they can receive this through a personal budget or if not eligible for this, helped to claim Attendance Allowance to pay for the service.



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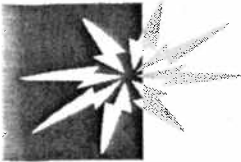
- (d) The SSAs will not be able to undertake handyman services; collect prescriptions; shop or accompany to appointments. The support service will deliver the same tasks as found in other sheltered housing schemes in Haringey and across England.
- (e) A reduced number of SSAs will continue to have responsibility for the communal cleaning and litter picking in the sheltered and community good neighbour schemes on a peripatetic basis.

Benefits of the proposed changes

- 5.14 Through recommissioning, it will be possible to provide a number of benefits, including the following:
- (a) Savings of £368,000, whilst at the same time ensuring that those tenants who need domiciliary services can still get them, using funding from the correct source.
 - (b) The housing related support (such as the eligible tasks) that residents receive will not change.
 - (c) The paperwork associated with support plans will be reduced, allowing staff more time to spend with residents.
 - (d) More resources will be invested in scheme activities. This is what residents said they wanted during the recent review.
 - (e) Haringey's sheltered housing service will be brought into line with other sheltered housing schemes for older people and with the national Quality Assessment Framework.
- 5.15 There are 350 tenants (from a total of 1,283 housing units) who currently receive help with these ineligible tasks. In order to mitigate the potential impact of this change, affected tenants will be reassessed to establish if their care needs can be met from their personal budget or if not, assisted to claim Attendance Allowance or Disability Living Allowance and then to source an appropriate service.

Resident and Stakeholder Consultation

- 5.16 The following consultation activity was undertaken:
- (a) The Cabinet Members for Adults and Housing and the Member Older People's Champion were briefed. Following this a detailed briefing to all Members was circulated with details of the scheme meetings in case they wished to attend.
 - (b) All residents were written to, inviting them to attend one of 25 consultation meetings held at the schemes. A list of all the meetings was attached in case they could not attend their own venue/time. All residents were written to, not only the 350 people directly affected (i.e. those who receive personal cleaning



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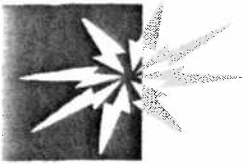
and/or laundry) and including tenants at community good neighbour schemes, who were invited to their linked sheltered scheme.

- (c) A clear, easy to read, larger font Frequently Asked Questions sheet was produced that summarised what we said at the meetings. This had points of contact for further information.
- (d) Questionnaires were given to all tenants asking them if they understood the changes, what their views were about the changes, did they want to talk with us again and did they require help to claim Attendance Allowance or Disability Living Allowance even if they do not get SSA help with cleaning and/or laundry.
- (e) HRS Officers attended the Supported Housing Forum (a forum for representatives from all the sheltered schemes) to discuss the proposal.

5.17 381 people attended the consultation meetings and, of these, 366 were residents (298 sheltered and 68 community good neighbour) and 15 were carers or relatives. The Cabinet Members for Adult and Housing Services and the Older People's Champion Member attended several meetings.

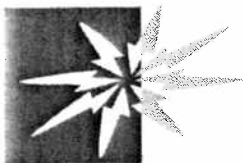
5.18 To date, nearly 400 questionnaires have been returned. The overall feedback from these and verbal feedback given directly at the meetings is summarised below, with commentary in response to the issues raised:

<i>Feedback from residents</i>	<i>Comment</i>
The majority of the residents can understand the rationale for the proposal, indeed some tenants may be better off financially because they are paying for their own domiciliary care worker but were unaware that they may be eligible for Attendance Allowance.	For those residents who do not receive a community care package or a welfare benefit, the scheme manager will help them source assistance. Scheme managers will refer any resident who is unable to cope with the proposed changes, even with the assistance provided, for a social work assessment.
While understanding the reasons, residents have personal concerns for SSAs and what will happen to them in the future as residents have trust and affection for their own SSA.	The value that the residents place on the individual scheme support assistants is understandable and the proposals are not a reflection on individuals.
A number of people said the service should not be withdrawn.	In future residents in receipt of the relevant welfare benefit will have more choice and control over who helps with cleaning and laundry, and how often help is provided. Residents will be advised to source their assistance through a recognised agency to provide assurance on matters such as training, safety, reliability and quality of service.



<i>Feedback from residents</i>	<i>Comment</i>
	<p>Scheme managers will continue to be scheme based and will assist residents attend coffee mornings and scheme activities.</p> <p>The HRS team in its role as commissioner will continue to monitor the quality of support services provided in sheltered housing and community good neighbour schemes through its review programme. The commissioner will facilitate meetings with external providers and managers from Council managed schemes to share good practice.</p>
<p>How will it work in practice - if there are many different domiciliary care workers coming into the scheme how will the laundry rota work.</p>	<p>The laundry is a communal facility and local arrangements exist to manage the use of the laundry; these local arrangements may require amendment and any changes will be discussed with residents in the usual way.</p>
<p>Concerns about health and safety of the scheme if there is only the presence of the scheme manager and not the SSA too.</p>	<p>Schemes provide a secure and safe environment through secure door entry systems. Health and safety risk assessments are carried out by scheme managers to identify and manage risks, and this will not change. Provision of the 24 hour community alarm service will not change.</p>
<p>Concerns about the communal cleaning and will the standards be maintained.</p>	<p>Tenants at the meetings were reassured that this will not change. Cleaning of the communal areas will continue to be undertaken by scheme support assistants, and monitoring will be undertaken by Homes for Haringey (HfH) in the usual way.</p>
<p>There was feedback in relation to the housing management function (which is the responsibility of Homes for Haringey).</p>	<p>This feedback has been detailed and passed to HfH by the Cabinet Member for Housing, who is monitoring resolution of any issues.</p>

5.19 The findings from the resident consultation are detailed in appendix 2.



Staffing Implications

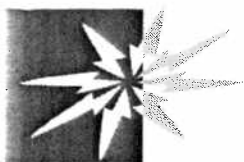
- 5.20 These proposals will reduce the staffing establishment for SSAs from 25 to 8. A number of other adjustments to management, administration and activities staff are proposed. The Head of Adult Prevention and Provider Services has recently completed consultation with staff and trade unions on these proposals.
- 5.21 During this consultation, 11 staff applied for voluntary redundancy which, if agreed, will leave 14 staff competing for 8 posts. With the other proposed changes, there may therefore be up to 7 compulsory redundancies.
- 5.22 Unison has expressed its opposition to the proposals, in particular the reduction in the SSA posts.
- 5.23 Discussions with staff and trade unions are continuing and the proposed restructure will be implemented under delegated authority in accordance with the Council's Restructure Policy and Constitution, as less than 50 posts are affected.
- 5.24 The service is currently provided by the Adult and Housing Services Directorate within the adult care service. As set out in the July Cabinet report, this service is more appropriately located within the housing service and as part of the restructure, a transfer to the housing service is being considered.

6. Comments of the Chief Finance Officer and financial implications

- 6.1 The budget for Housing Related Support in 2012/13 stands at £12.231m. This assumes that savings in the sum of £0.5m can be achieved in 2012/13 and a further £1.5m in 2013/14. The Service is on target to achieve the savings for 2012/13 but further action is required for 2013/14. The proposals contained in this report will contribute £368k in savings against the target of £1.5m for 2013/14.
- 6.2 The report also proposes that although certain services would cease, resources will be allocated so as to provide more activities for residents. These will be carried out within existing resources.

7. Comments of the Head of Legal Services and legal implications

- 7.1 The proposed changes could have an adverse impact on service users. The Council has rightly consulted with the services users that are likely to be affected by the proposed changes. The Council must take into account the outcome of the consultation exercise.
- 7.2 As part of its decision making process, the Council must have "due regard" to its equalities duties. Under Section 149 Equality Act 2010, the Council in exercise of its functions (with regard to supporting people, housing and social services) must have "due regard" to the need to eliminate discrimination, advance equality of opportunity between persons who share a protected characteristic and those who do not, foster good relations between persons who share a relevant protected characteristic and



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persons who do not share it in order to tackle prejudice and promote understanding. The protected characteristics are age, gender reassignment, disability, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

7.3 In line with its equalities duties, the Council has carried out an Equality Impact Assessments (EqIA) of the proposals on the protected groups. The Council is required to give serious, substantive and advance consideration of the what (if any) the proposals would have on the protected group and what mitigating factors can be put in place. This exercise must be carried out with rigour and an open mind and should not be a mere form of box ticking. These are mandatory considerations. The outcome of the consultation on the proposals together with the analysis of the EqIA must be considered before reaching a final decision on this proposal.

7.4 The suggestion in paragraph 5.15 for service users affected to be assessed to determine if they can receive this service (laundry and cleaning) through a personal budget under the community care legislation or through an Attendance Allowance could help to mitigate the impact of the changes.

8. Equalities and Community Cohesion Comments

8.1 A comprehensive Equalities Impact Assessment has been completed for this proposal and signed off by the corporate Equalities team. This is attached as appendix 1.

8.2 Impacts have been identified against 2 of the nine equality strands, namely age and disability. Mitigating actions have been developed and these will be monitored to assess their effectiveness and if necessary further measures will be identified.

9. Comments of the Head of Procurement

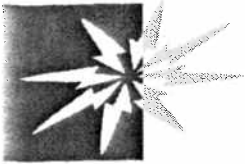
Not applicable.

10. Policy Implications

10.1 The Council's policy is set out in Haringey's Older People's Housing Strategy 2011-2021 and Haringey's Housing Related Support Commissioning Plan 2012-2015.

10.2 The Council's policy priorities include support to enable older people to live independently for as long as possible, ensuring that specialist housing and support is targeted at those most in need and that HRS resources are used appropriately to ensure the best use of housing stock and to provide eligible support.

10.3 The proposal to apply HRS funding in line with eligibility, to support residents to access welfare benefits and to make appropriate domiciliary care arrangements are in keeping with these policy priorities.



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11. Reason for Decision

11.1 The Housing Related Support programme is required to achieve £1.5m savings in 2013/14. The proposed recommissioning of the older people's support service and its implementation with effect from 1st April 2013 will contribute £386,000 to the achievement of this target.

11.2 In order to contribute to the required savings, the principle that ineligible tasks will no longer be funded by the Housing Related Support programme is being applied. This means that the personal cleaning and laundry carried out by Scheme Support Assistants for individual residents of sheltered housing schemes will cease to be funded and alternative, appropriate funding will be sought.

11.3 Access to appropriate funding for domiciliary care is effective mitigation of the proposals set out in this report. The proposed re-assessment of affected residents, along with assisting them to make appropriate alternative arrangements for domiciliary care in accordance with their needs, will help to maintain services as appropriate while making budget savings.

12. Use of Appendices

12.1 Appendix 1 - Equality Impact Assessment for the proposal to cease funding of ineligible tasks for older people.

12.2 Appendix 2 – Resident and Stakeholder Consultation Summary

13. Local Government (Access to Information) Act 1985

13.1 Haringey's Housing Related Support Commissioning Plan 2012-15