

## **Maritime Charities Funding Group**

### **Accommodation, Care and Support Strategy for Older Seafarers and their Dependants**

### **Supporting Documentation: Policy Context and Themes**

**April 2010**

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#### **1 National Policy**

##### **1.1 Introduction**

The older seafarer population live across the four countries of the United Kingdom, and are therefore affected by policy direction in each of England, Scotland, Wales and Northern Ireland. National policy considers the wider older population rather than being seafarer specific, but remains directly relevant:

- The majority of the older seafarers will use mainstream services in addition to, or instead of, seafarer specific services.
- Seafarer specific services will be part of a wider older person provider market, and will compete with mainstream provision for service users.
- If seafarer services are to access monies from a wider range of funders they will need to be seen to be meeting national guidance and good practice in older people services.

This review of national policy considers the main themes for national policy across the four countries and the questions these raise for MCFG and maritime providers.

##### **1.2 Overview of National Policy**

This overview summarises the position in England, Wales, Scotland and Northern Ireland, and goes on to draw out the overall themes for the UK as a whole, illustrated with examples from each country where appropriate. While broadly there is similarity between different parts of the UK, we have highlighted any significant areas of difference. For example, although each of the four countries has expressed an aspiration to offer free personal care to older people in some form, only Scotland has actually introduced it.

###### **1.2.1 England**

English Government has published a number of performance targets and strategies setting out different aspects of the policy and improvement agenda for housing, care and support for older people.

Its strategy for housing for older people, Lifetime Homes, Lifetime Neighbourhoods, makes housing and ageing a cross-government priority.<sup>1</sup>

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<sup>1</sup> Lifetime Homes, Lifetime Neighbourhoods: A National Strategy for Housing in an Ageing Society, 2008, HM Government

This approach was supported by the English funding and regulatory body (at that time known as the Housing Corporation)<sup>2</sup> in its strategy for housing in an ageing society<sup>3</sup>, which set out its aim *"to promote the provision of homes within existing and new communities that respond to an ageing society and older people's particular requirements for support, care and self-determination, thereby maximising their quality of life"*. Included within the actions it will take are to:

- Invest a proportion of the capital funding programme on housing which meets the needs of an ageing society (and also directly benefit older people).
- Identify and promote best practice models and new ideas for the provision of housing, care and support for older people.
- Encourage providers to offer choice to older people (including the information to make informed choices) and a maximum degree of independence in the way they live their lives.

Overall the key policy goals emerging from these documents are to ensure that everyone has the opportunity of living in a decent home, which they can afford, in a community where they want to live; and the need for older people to be able to achieve and sustain a good quality of life and to be supported to pursue an active and healthy lifestyle is a key goal for health and social care.

More recently, the Government has published a Green Paper<sup>4</sup> on the future of adult social care in England, and the Queen's Speech included proposals for a Personal Care at Home Bill. The Green Paper looked at options for funding, and proposed a more consistent provision of care across England. At its heart was a proposal to establish a national care service, providing all people with needs above a single England-wide threshold with access to some public funding for their care in older age.

### 1.2.2 Wales

The Welsh Assembly Government (WAG) published its Strategy for Older People in Wales 2008-13<sup>5</sup>, which was effectively the second phase, building on the 2003-08 strategy, whose primary aims were to raise awareness of older people's concerns and to put in place structures and processes to help sustain long term action. The second phase aims to focus on the importance of taking into account older people in all policy areas - often referred to as 'mainstreaming'. In addition to addressing continuing challenges in health and social care, the Strategy encourages local authorities and other stakeholders to build on work already underway and further address the concerns of the over 50s in areas such as planning and building regulations, economic development, education and skill development, transport, housing and income maximisation.

The section of the strategy on well-being and independence states a commitment to:

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<sup>2</sup> From December 1<sup>st</sup>, 2008, the Housing Corporation was succeeded by the Homes and Communities Agency for investment, and the Tenant Services Authority for regulation.

<sup>3</sup> Investing for Lifetimes: Strategy for Housing in an Ageing Society, 2008, Housing Corporation

<sup>4</sup> Shaping the Future of Care Together, 2009, HM Government

<sup>5</sup> <http://wales.gov.uk/strategy/strategies/2166490/olderpeopleII.pdf?lang=en>

- Promote the development of a range of housing, domiciliary care, support and advisory services to offer older people different types of support as their needs change, while preserving their independence.
- Ensure that older people - especially those with disabilities - have access to the help they need to remain in their own homes including timely access to heating, adaptations, repairs, telecare as well as other assistive technologies and supported housing programmes.

For older people living in homes owned and managed by registered social landlords in Wales, the Assembly Government supports the cost of adaptations through the Physical Adaptations Grant Scheme. In 2008-09, £4.5m was earmarked for core funding for Care and Repair and £2.1m for the Rapid Response Adaptations Programme.<sup>6</sup> More recently a further £4.9m was announced to support the work of care and repair organisations.<sup>7</sup>

WAG also promotes a new vision of future housing options for older people, expressing a clear view that Extra Care Housing<sup>8</sup> can provide more support than traditional sheltered housing while offering greater independence:

*"Care and support are close at hand and people live in a community of mixed tenures (they might own or rent) and mixed abilities. They have their own front door, yet can benefit from communal facilities, and their homes are built to lifetime standards in order to accommodate their changing care needs".<sup>9</sup>*

### 1.2.3 Scotland

Under the provisions of the Community Care and Health (Scotland) Act 2002 and the Community Care (Personal and Nursing Care) Scotland Regulations 2002, local authorities were no longer able to charge individuals aged 65 and over for the personal care element of care at home services after 1 July 2002. This had the effect of raising expectations about the availability of personal care services for older people in general, which in turn will have raised expectations amongst older seafarers, especially those on low incomes.

The Scottish Government published *All our Futures: Planning for a Scotland with an Ageing Population 2007*<sup>10</sup>. This placed a strong emphasis on integration and partnership working in developing and delivering services for older people; stated an intention to fund and support care and repair schemes, to enable people to remain in their own homes; and reaffirmed a commitment to develop all-age housing.

In July 2009, the Scottish Government, the Convention of Scottish Local Authorities (COSLA) and NHS Scotland set out a programme of work under the heading *Reshaping Services for Older People*, recognising that *"current service configurations for care for older people are simply not sustainable given the*

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<sup>6</sup> See glossary for further information about Home Improvement Agencies providing care and repair services.

<sup>7</sup> <http://wales.gov.uk/topics/olderpeople/news/funding/?lang=en>

<sup>8</sup> See glossary re extra care housing.

<sup>9</sup> The Strategy for Older People in Wales 2008 -2013, 2008, WAG

<sup>10</sup> <http://www.scotland.gov.uk/Publications/2007/03/08125028/0>

*demographic and financial pressure we face over the next 20 years.*" There would be a strong emphasis on considering how current services help older people maximise independence and wellbeing.

A new Housing Bill is to be introduced during 2010. One significant change anticipated will be the removal of the right to buy, with the intention of increasing the supply of housing provided by local authorities.

More recently, Sir John Arbuthnott was commissioned by eight councils covering one third of Scotland's population to produce the Clyde Valley Review 09<sup>11</sup>, which has mooted greater integration of health and social care and other service mergers. Any amalgamation of services would undoubtedly have implications for relationships with accommodation and care providers.

#### 1.2.4 Northern Ireland

The Northern Ireland Executive has included a commitment to overseeing the agreement and implementation of an action plan to tackle disadvantage and promote social inclusion for older people amongst its priorities for 2008-2011.<sup>12</sup>

In June 2008, the Northern Ireland Housing Executive (NIHE) published a Strategic Review of Housing and Housing-Related Information Needs of Older People. It acknowledged that the proportion of older people would grow significantly by 2020, and that in order to empower older people, the provision of advice and information would need to be improved.

NIHE conducted a Policy Review into the Housing Needs of Older People, which included a consultation, in which views expressed placed housing at the centre of better health and better outcomes for older people. Key themes emerging from the consultation included:

- The need to change the way older people are perceived in terms of service delivery. The emphasis must not be on 'dependency' but on the promotion of independent living and in acknowledging the contribution made by older people.
- The need to have better integrated planning and joint working between housing, health and social care.
- The requirement to lever additional sources of funding into the system e.g. through equity release for a range of applicants.
- A need for better advice and information with regard to the housing options for older people and their families.
- The need to utilise the potential of new technology in supporting independence, privacy and dignity among older people.

The Older People Housing Policy Review Action Plan 2008-10<sup>13</sup> was published with a series of recommendations on issues including better information, more

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<sup>11</sup> [http://www.renfrewshire.gov.uk/ilwwcm/publishing.nsf/AttachmentsByTitle/ce-ClydeValleyReviewNov09.pdf/\\$FILE/ce-ClydeValleyReviewNov09.pdf](http://www.renfrewshire.gov.uk/ilwwcm/publishing.nsf/AttachmentsByTitle/ce-ClydeValleyReviewNov09.pdf/$FILE/ce-ClydeValleyReviewNov09.pdf)

<sup>12</sup> Northern Ireland Executive Programme for Government 2008-2011, 2008, Northern Ireland Executive

<sup>13</sup> [http://www.nihe.gov.uk/older\\_people\\_housing\\_policy\\_review\\_action\\_plan\\_2008-2010.pdf](http://www.nihe.gov.uk/older_people_housing_policy_review_action_plan_2008-2010.pdf)

research into assistive technology, wider application of lifetime homes standards, and adaptations to support independent living. All require joint working across departments and organisations and with older people themselves.

### **1.3 Key Themes**

#### **1.3.1 Independence and Active Ageing**

The importance of housing in enabling older people to maintain independence and stay active is recognised across a range of policy documents. In England, Lifetime Homes, Lifetime Neighbourhoods<sup>14</sup> recognises that decent housing makes a fundamental difference to health and wellbeing. The policy review consultation carried out by NIHE placed housing at the centre of better health and better outcomes for older people.

Opportunity Age<sup>15</sup> set out UK Government priorities for action to enable older people to play a full and active role in society, with an adequate income and decent housing; and to allow older people to keep independence and control over their lives as they grow older, even if they are constrained by the health problems which can occur in old age. These themes have been further developed in Building a Society for All Ages which sets out a broad range of measures designed "to help Britain prepare for our ageing society."<sup>16</sup>

In Wales, Welsh Health Circular (07) 067 sets out the expectation of WAG that its initiatives in housing will be taken into account by each local authority and local health board in formulating Health, Social Care and Well Being Strategies. One of the indicators of change that will be used to measure the changing circumstances of older people is the quality of their housing.

#### **1.3.2 Housing Design and Quality**

There is consistency across the UK in the focus on working towards lifetime homes standards. For example, Lifetime Homes, Lifetime Neighbourhoods<sup>17</sup> recognises that decent housing makes a fundamental difference to health and well-being, and increases the effectiveness of the health and care systems; a sufficient supply of appropriate housing relieves pressures on homes, health and social care services. Under the strategy service providers are expected to work more closely together and to be more innovative in the way in which they deliver services across the housing, health and social care agenda to increase the range of housing options available to older people.

Key to the supply of appropriate accommodation is the development of extra care housing<sup>18</sup>, which is based on three principles, set out in the Extra Care Housing Toolkit<sup>19</sup>. They are:

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<sup>14</sup> Lifetime Homes, Lifetime Neighbourhoods, Op Cit

<sup>15</sup> Opportunity Age: Meeting the Challenges of Ageing in the 21st Century, HM Government, 2005

<sup>16</sup> Building A Society for All Ages, 2009, HMG

<sup>17</sup> Lifetime Homes, Lifetime Neighbourhoods, Op Cit

<sup>18</sup> See glossary for further information about extra care housing.

<sup>19</sup> The Extra Care Housing Toolkit, Care Services Improvement Partnership, DH Housing Learning and Improvement Network, 2008

- To promote independence – the provision of self-contained accommodation with access to on-site care and support enables individuals to live independently in the community, promotes their well-being and helps to alleviate social isolation.
- To be empowering – primary health, care and support services should come to the individual, as and when needed, rather than the individual being required to change their accommodation in order to receive services that can and should be available in the community.
- To be accessible – where individuals live should be designed, or be capable of being adapted, to facilitate the delivery of personal health and social care services.

The recently published Housing our Ageing Population Panel for Innovation (HAPPI) report<sup>20</sup> has indicated clear intent within the Homes and Communities Agency (HCA), Department of Health (DH) and Department of Communities and Local Government (DCLG) to build on Lifetime Homes, Lifetime Neighbourhoods<sup>21</sup>. The panel was established in June 2009 to consider what further reform is needed to ensure that new build specialised housing meets the needs and aspirations of older people in the future. It calls for positive forward planning which can stimulate demand for better choice through a greater range of housing opportunities; and for older people's housing to become an exemplar for mainstream housing, meeting higher design standards for space and quality.

### 1.3.3 Prevention and the Role of Housing

National policy has increasingly recognised the role for housing in the prevention of health problems for older people<sup>22</sup>. A DH report on Falls and Fractures<sup>23</sup> sets out the emerging evidence that housing design (such as colour, floor design and lighting) can be instrumental in preventing falls amongst people with dementia. The role of Home Improvement Agencies and the range of services they provide is clearly critical in ensuring housing is appropriately adapted and maintained to help falls prevention.<sup>24</sup>

Other preventative services for older people include heating/insulation, home safety/security, cleaning, shopping, gardening, equipment, adaptations, community alarms, use of technology, handyperson/repairs, specialist housing, and benefit take-up advice. The intention is that such low level services will allow older people to remain within their homes.<sup>25</sup>

### 1.3.4 Personalisation

Personalisation is a key element in of the English Government's continuing programme of change and reform in adult social care and in health.<sup>26</sup> Briefings

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<sup>20</sup> HAPPI Housing our Ageing Population: Panel for Innovation report, HM Government, 2009

<sup>21</sup> Lifetime Homes, Lifetime Neighbourhoods, Op Cit

<sup>22</sup> For example, High Quality Care for All, Op Cit

<sup>23</sup> Falls and Fractures: Effective interventions in health and social care, DH 2009

<sup>24</sup> For further information see The Future Home Improvement Agency: Supporting Choice and Maintaining Independence – A report overview, 2008, CLG

<sup>25</sup> See National Evaluation of Partnerships for Older People Projects: Final Report, 2010, PSSRU for further discussion of the impact of preventative services.

<sup>26</sup> For example, Transforming Social Care, Local Authority Circular LAC (DH) (2008)1

from the Social Care Institute for Excellence<sup>27 28</sup> summarise what personalisation means, both for housing, and residential care providers. They state:

*"Personalisation means thinking about care and support services in an entirely different way. This means starting with the person as an individual with strengths, preferences and aspirations and putting them at the centre of the process of identifying their needs and making choices about what, who, how and when they are supported to live their lives...so that all systems, processes, staff and services are geared up to put people first.*

*The traditional service-led approach has often meant that people have not received the right help at the right time... Personalisation is...far wider than simply giving personal budgets to people eligible for council funding."*

The National Dementia Strategy<sup>29</sup> set out a strategic, cross-cutting approach to dementia care which aims to empower people with dementia to make choices about what they want, and to enable them to care for themselves. An important element of the initiatives designed to prevent institutionalisation and keep people with dementia within the community will be access to supported housing that is inclusive of people with dementia.

### 1.3.5 Partnership Working

In England, in relation to health and social care, there has been an emphasis on integration: *"Ultimately, every locality should seek to have a single, community based, support system focussed on the health and well-being of the local population."*<sup>30</sup>

On a broader level, there is clear recognition that partnership working is critical to delivering successful outcomes for older people's housing and care. National government guidance, planning and performance frameworks have increasingly been geared to securing greater partnership working at local and regional level around thematic priorities.

WAG clearly states, for instance, in relation to its approach to housing: *"By providing high quality support services, suitable housing and modifications older people can remain independent for longer. Making this happen requires co-ordinated work between housing, health and social care services."* This intent is clearly reinforced in its strategy for older people<sup>31</sup>, which emphasises the need to take account of older people's needs in all policy areas.

In England, Local Area Agreements (LAAs) have been the key mechanism for the planning and prioritisation of local services. LAAs are expected to bring together housing, health, social care and other key agencies (including, crucially, voluntary and community sector organisations, and social enterprises) to find

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<sup>27</sup> Social Care Institute for Excellence Personalisation Briefing: Implications for Housing Providers, July 2009 (in conjunction with National Housing Federation)

<sup>28</sup> Social Care Institute for Excellence Personalisation Briefing; Implications for residential care homes, November 2009 (in conjunction with the National Care Forum)

<sup>29</sup> Living Well with Dementia: A National Strategy, 2009, DH

<sup>30</sup> LGA, ADASS, NHS, Putting People First. A shared vision and commitment to the transformation of Adult Social Care, 2007

<sup>31</sup> Strategy for Older People in Wales 2008-13, Op Cit



better ways of working. One of the four themes that LAAs have to address is 'Healthier Communities and Older People' which includes tackling health inequalities. Increasingly, LAAs have become the key strategic mechanism for sharing and pooling funding and resources. This is significant for providers of housing for older seafarers, as the strategic partnerships implementing these agreements are the potential source of revenue and capital funding.

DH guidance on Joint Strategic Needs Assessment in 2007 offered an opportunity for housing to become a central part of local planning. However, slow progress on the involvement of housing leads meant that the Local Government and Public Involvement in Health Act 2007 hardened up a requirement for local authorities and Primary Care Trusts to work together to produce a strategic assessment of the health, health care and social care needs of the local area – potentially meaning, for example, a greater focus on home care which allows older people to be cared for in their own homes.

A key change arising from this legislation was that since April 2009, the Comprehensive Performance Assessment (CPA) framework has been replaced by the Comprehensive Area Assessment (CAA), which has a much greater focus on outcomes and effective partnership working, bringing together different inspectorates to produce joint, locality-focussed assessments, the first results of which have been published on a new Oneplace website.<sup>32</sup>

In Scotland, this process has been mirrored by the creation of Single Outcome Agreements (SOA), initially between each council and the Scottish Government, based on 15 national outcomes, including one focused on living longer, healthier lives, and another on strong, resilient and supportive communities. Since 2009/10, SOAs have been between the wider Community Planning Partnerships and the Scottish Government.

#### **1.4 Funding Options**

The current economic climate means public spending will shrink significantly from 2010/11 onwards and this will have an impact on statutory services. Clearly, this will have implications for MCFG and providers of housing for older seafarers, both in relation to revenue support for service users, and capital funding for new buildings, improvements and adaptations to existing property. Arguably, this places even greater importance on the need for partnership working and collaboration.

Funding streams have been developed across the UK in line with the development of policy relating to older people's housing and support. In general, Government funding is available to support the drive towards enabling independent living for older people.

In England, the Homes and Communities Agency (HCA) will consider bids for new or remodelled housing for older people and extra care housing where the project fits with both the Regional Housing Strategy, and if one exists, the local strategy for older people. Homes for older people are expected to have three habitable

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<sup>32</sup> <http://oneplace.direct.gov.uk/Pages/default.aspx>

rooms (including bedroom, kitchen/living area/en suite facilities), unless a case can be made for demand for smaller units.<sup>33</sup>

In Scotland, the Housing Association Grant (HAG) is available to registered social landlords to acquire land or buildings and to build, convert or improve housing for rent or low cost home ownership.

In Wales, as well as a funding programme to support extra care housing, various home improvement grants are available: Home Repair Assistance helps older people with minor repairs so that they can remain in their own homes; Disabilities Facilities Grants help disabled people modify their homes; the Rapid Response Adaptations Programme (£2.1m in 2008/09) is distributed to Care and Repair Agencies and is designed to enable people to leave hospital or residential care as soon as they are able.

The NIHE, in the light of funding shortfalls and the economic situation, prioritises new build housing for investment, and has significantly curtailed its grants programme. NIHE currently funds two Home Improvement Agencies and is undertaking a strategic review of grants for home improvement. The current position is that Disabled Facilities and Mandatory Repairs Grants will continue, but discretionary funding, such as Home Repair Assistance Grants, are now only likely to be approved in exceptional circumstances. NIHE has adopted a Lifetime Homes standard, which applies to all Private Sector grants.

The Supporting People programme has brought together several previously separate streams of public funding into a single budget, and breaks the link between either tenure or type of accommodation and the support received. Supporting People has created opportunities for floating support models to help people stay at home - and for funding to follow the person (reflecting the personalisation agenda) should they need or want to move to a new home.<sup>34</sup> Older people have historically formed the largest client group for this programme. However, from 2010/11 Supporting People funding will cease to be ring-fenced and will form part of a broader Area Based Grant, aimed at enabling more flexible support for vulnerable people. This may threaten existing Supporting People funding being received by providers, and require increased negotiation on behalf of residents. Providers in Scotland have raised concerns about a similar transition process relating to the Housing Support Grant.<sup>35</sup>

## **1.5 Conclusion**

Demographic pressures, increasing life expectancy and changing expectations have contributed to recognition across the four countries of the UK that the traditional model of housing, care and support for older people needs to change.

- There has been a move away from residential care and traditional sheltered housing. The former has been rejected by most older people as not meeting their needs as has been shown by a wide range of surveys, the latter has been seen as too small, not accessible and increasingly stigmatising as an approach.

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<sup>33</sup> See Appendix 4 for further information about design standards

<sup>34</sup> See good practice examples for approaches to floating support, and glossary for further information about what it means.

<sup>35</sup> See discussion in 3.8.7

- Conversely policy has emphasised the development of extra care housing (ECH) as a sort of residential care/sheltered housing hybrid (although an increasing number of people may move into ECH when they have no care needs) and improved support for people within their own homes. It has been noticeable that as a consequence the residential care population has been getting older, increasingly frail and/or more demented.
- Recent government policy particularly in England is also moving away from a care and support system defined by professionals to one where individuals receive funding to purchase their own services. There is an emphasis on people having greater choice over what services they receive and who it is to be delivered by.
- There is also a move to focussing more on the outcomes that any service might achieve and looking at how services can be purchased by the outcomes they should deliver rather than by cost and volume.
- Finally, there is an increased emphasis on seamless services through organisations working in partnership wherever possible. For example, integrated services developed by both health and social care to remove boundaries between the two.

Whilst those who seek MCFG funding and the wider sector for seafarers may feel they do not necessarily have to follow these changes it needs to be recognised that:

- The majority of the older seafarer population will be accessing mainstream services in addition to, or instead of, seafarer specific services.
- Seafarer specific services will be working as part of a wider older person provider market, and will be competing with this mainstream provision for service users.
- If seafarer services are to access monies from a wider range of funders they will need to be seen to be meeting national guidance and good practice.

This policy direction presents a number of challenges for seafarer providers:

- Does the accommodation provided for older seafarers reflect the national shift from residential care and sheltered housing to extra care and care within the community?
- Are current approaches to service delivery designed to promote a good quality of life, and in particular to promote independent living?
- Do providers have information about and access to other local services which could contribute to quality of life? Are staff knowledgeable about such services in their local communities?
- Do providers work in partnership with specialist providers to support older seafarers with specialist needs?
- Have providers considered how they will meet the needs of an increasingly aging population of residents?
- Do they work with their local authorities to promote awareness of the needs of their client group and contribute to the development of local policy which affects older seafarers?