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Maritime Charities Funding Group

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

Report for MCFG

April 2010

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

1 Introduction

The Maritime Charities Funding Group (MCFG) commissioned the Institute of Public Care (IPC) to support the development of a vision and strategy for future older seafarer accommodation, care and support services within the seafarer sector.

The role of MCFG is primarily concerned with promoting the best use of resources among the seafarer charities, through:

- Encouraging best practice.
- Sharing information on grant applications, and the funding of grants for major projects.
- Sharing data and information amongst members.
- Seeking to harmonise grant making procedures.
- Jointly funding projects and research to the overall benefit of seafarer charities.

The vision and strategy proposed in this report have been developed to take account of the need for change, given the major challenges facing the sector. IPC recommends that MCFG consider the adoption of this vision and strategy to enable the step change required in the quality of support and care for older seafarers and their dependants.

This report presents IPC's recommendations on:

- A vision statement setting out the outcomes MCFG should be seeking to achieve for older seafarers and their dependants.
- A strategy to deliver this vision which combines:
 - A review of current grant making approaches.
 - A review of the role MCFG should play in supporting the delivery of the strategy.
 - A suggested programme of support for seafarer providers who may need to develop new skills and services to deliver the vision and meet the challenges of supporting an ageing seafarer population.

In addition to this report, IPC have produced a public executive summary and a range of supporting reports and appendices which are intended to inform and act as a resource for seafarer charities more widely:

Policy Context and Themes

A review of national policy and strategic direction in the four countries of the United Kingdom, highlighting those issues of particular relevance for older seafarers and providers of housing and related services.

Demand and the current provider market

The identification of the key characteristics of older seafarers as they compare with the older population generally to identify the key issues for the development and delivery of services. An overview of the current provider market in the sector and the challenges it faces.

Appendices

Appendix 1: Illustrative examples of older seafarers who have moved in to seafarer services.

Appendix 2: The current provider market

Appendix 3: Good practice examples.

Appendix 4: Glossary of key terms used in documents.

Appendix 5: Design standards.

2 Why Change? Why Now?

The current seafarer provider market is diverse and complex. Some providers have embraced the changing operating environment, have reviewed their services to inform future development, and have the resources and capacity to adapt accordingly. Some providers will find existing services unsustainable without reconfiguration and others will struggle to meet the needs of an ageing population with increasing care and support needs. For example, there is an awareness of Lifetimes Homes¹ standards amongst housing providers, as well as recognition that some stock is no longer able to meet those standards, and cannot support independent living. Some providers are struggling to provide long term housing in buildings designed for short term use only. There is therefore a need to improve housing quality. This section sets out the key changes that the sector needs to be able to respond to, and the implications of them for providers.

Changing needs and expectations: The traditional models of housing, care and support for older people have been challenged, and are changing, in the light of demographic pressures, increasing life expectancy, and changing expectations. Older people, including older seafarers, consistently express their preference for remaining within their own home. There is an increasing focus on enabling older people to remain within their own homes through community based care and support. There is a move away from residential care and sheltered housing, towards new models of well-designed housing that meet "Lifetime Homes" standards² and with flexible approaches to care and support that encourage and promote independence. Recognising that the older population is living longer, services are also being required to meet the needs of increasingly old and frail people, with growing numbers of people with dementia. Seafarer providers need to review their services and, along with many mainstream providers, consider whether their services have become outdated and are not capable of effectively meeting the needs and preferences of older seafarers. Do staff have the expertise to deliver effective services? Does the design of the buildings promote independence?

Increasing competition: There is an increasing emphasis from government on people having greater choice over what services they receive and who is to deliver them.³ Although there are specialist seafarer providers, the size of the older seafarer population means that the majority of older seafarers and their dependants will be accessing mainstream services in addition to, or instead of, seafarer specific services. Seafarer services will be competing with mainstream services for service users. Unless providers ensure they are providing services in line with expectations and capable of competing with mainstream services in terms of quality, service design and choice, providers will increasingly struggle to find older seafarers who choose their services. Some are already experiencing reducing demand. If providers are to survive in this increasingly competitive market, they need to consider whether their services are fit for the future and can meet expectations.

¹ See Glossary for further information about Lifetime Homes standards

² See Appendix 5 for further information about Lifetime Homes Standards

³ For further discussion of the implications of the personalisation agenda see the supporting document: "Policy Context and Themes"

The economic climate: An additional urgency is the current economic climate which means that external funding is increasingly focused on services which reduce the need for more expensive care and support, notably health services but also institutional forms of care. Services need to demonstrate the outcomes they are achieving for older people, and particularly the role they play in preventing deterioration or crises in physical and mental health and wellbeing. If seafarer providers are to be able to access either capital or revenue funding from non-maritime sources they will need to be able to demonstrate how they are meeting this agenda. For some providers the design of their buildings and the lack of staff resources and expertise mean this would be very difficult if not impossible. This could clearly threaten their future viability.

Ensuring older seafarers are not disadvantaged: There are particular health issues faced by older seafarers, which mean they are often more likely to need care and support than the general older population⁴. Seafarer providers face a challenge in ensuring their services are designed to be capable of meeting these needs and contribute positively to the health and wellbeing of older seafarers. Clearly the seafarer sector needs to consider how to ensure older seafarers are not disadvantaged if they receive seafarer services rather than having their needs met by mainstream services.

Maintaining good governance: In a rapidly changing environment, trustees need to be able to make good business decisions which promote the development and delivery of sustainable, high quality services to meet the needs of older seafarers. Historically, for a number of providers, trustees have not had access to expertise in the specialist area of older people's housing, care and support. There are also a number of providers who struggle to replace trustees. The sector need to recognise that additional support may be needed if charities are to tackle these issues effectively, and continue to make best use of maritime resources.

⁴ See supporting documentation: Demand and the provider market

3 The Vision

Given the challenges facing the sector, the funding constraints, and in order to facilitate a step change in the quality of care and outcomes for older seafarers and their dependants, it is recommended that MCFG adopts as its vision the aim to achieve the following outcomes:

- Older seafarers are helped to be independent, healthy and happy.
- Older seafarers are able to live in the community and accommodation they want.
- Older seafarers are able to make informed choices about where and how they live.
- Older seafarers with complex needs are able to receive high quality specialist care.

The proposed vision underpins MCFG's desire to make the best use of available resources to support housing, and associated care and support services for older seafarers and their dependants over the next 25 years.

3.1 What does the vision mean?

The proposed vision recognises the national shift towards a focus on the outcomes achieved by a service, and away from inputs, processes and numbers of services delivered. The vision for services for older seafarers and their dependants is described in terms of the outcomes MCFG wishes those services to achieve for individuals. This will help ensure that limited resources are used to achieve the greatest impact for older seafarers. This section considers the implications of the outcomes in more detail.

Outcome 1: Older seafarers are helped to maintain their health and independence

Why is this important? This outcome covers the physical and mental health and wellbeing of older seafarers, and includes the approach to the delivery of services which support them. It is a fundamental principle that services will be designed to maximise the positive health and wellbeing of older seafarers, and will be delivered in a way that promotes independence rather than dependence. This is in keeping with national policy direction and good practice, as well as delivering the outcomes that older seafarers would seek for themselves.

What does this mean for MCFG? This is a broad outcome that goes beyond just accommodation, and takes a more holistic approach to the identification of need and the delivery of services for the older seafarer. This means that, in addressing accommodation, care and support, MCFG will need to:

- Consider funding a wider range of services than those that meet housing need alone. These services will need to actively promote physical and mental health and wellbeing, and the independence of individual older seafarers. Services could include:

- The provision of information and advice, including welfare benefits and housing advice, particularly targeting those in the older seafarer community who are most vulnerable.
- Care and support in the community, through domiciliary care services and social support such as befriending and other services that tackle social isolation.
- Health promotion services which support healthy living particularly targeting those most at risk.
- The provision of assistive technology to enable people to remain in their own home for longer. For example, this could be the provision of a pendant and access to an emergency call centre.⁵
- Transport services which enable older seafarers to access services and opportunities that may support them.
- Promote a partnership approach to the delivery of these services where seafarer providers are unable to deliver the services themselves. This partnership approach could be an ongoing referral arrangement whereby providers can refer individual older seafarers to those who do provide these services and enable them to make informed choices. Alternatively, seafarer providers could fund other organisations to provide these services for their residents.
- Promote an approach that enables independence rather than one which supports or creates dependence. Such an approach would be new in many accommodation, care and support services and would have an impact on staff and their training, on trustees and their skills, and on the design of services.
- Promote the development of housing models which actively support independent living, such as extra care housing.⁶

Outcome 2: Older seafarers are able to live in the community and accommodation they want.

Why is this important? This outcome recognises that older seafarers, along with the wider older population, want to be able to choose where they live and that what is particularly important to them is being able to stay within their own home and community. Where a move out of their home is necessary, staying within their community becomes even more important. For some seafarers staying within the seafaring community is more important than staying in a geographical community. This is typically the case where strong links have not been formed in local or other communities.

What does this mean for MCFG? This outcome creates challenges for the seafarer providers, as well as some opportunities. MCFG will need to:

- Consider funding a wider range of services that will enable older seafarers to remain within their own homes and which may not be accessible from mainstream services. These could include:

⁵ See glossary for an explanation of assistive technology, and the good practice examples for how it can be used.

⁶ See glossary

- Home improvement services which, for example, provide basic adaptations to homes such as stairlifts, ramps or grab rails.
- Housing advice services which support older seafarers in making choices about their future homes.⁷
- Ensure providers take these older seafarer preferences into account in developing new and reviewing existing services. For example, providers will need to be aware of other provision within communities which might be more attractive in terms of location (or design) and meet this preference for remaining within communities. Equally, the degree to which seafarers will choose to leave their communities, even for seafarer specific accommodation, needs to be monitored given the demographic trends and these increasing expectations in the wider sector.
- Encourage providers to explore working in partnership to deliver sustainable services which support this outcome. This could be through:
 - Developing shared housing developments with mainstream providers, with a proportion of the accommodation reserved for older seafarers.
 - Providing seafarer specific support and outreach services into mainstream provision where older seafarers live.
 - Providing alternative opportunities for social interaction between older seafarers, such as social events in local meeting places.

Outcome 3: Older Seafarers are able to make informed choices about where and how they live.

Why is this important? It is self evident that people want to be able to make choices about where and how they live, and this desire is now being supported in national policy, particularly in England where there is a strong emphasis on the “personalisation” agenda.⁸ However, the ability to make choices is restricted if individuals do not have information about what services are available, and which services might best support them to achieve the outcomes they seek for themselves. Someone with restricted mobility may not be aware of the impact housing adaptations could have on their lives, nor of alternative better designed housing options in the local area; their apparent choices would then be limited.

What does this mean for MCFG? This outcome again widens the potential services beyond just housing, and demands that seafarer providers have a good knowledge of their residents, the local community, and the services provided there, and provide an individualised approach to service delivery. It means MCFG will need to:

- Consider funding a wider range of services, including:
 - Bespoke information services for older seafarers about the options available for them.
 - Training programmes for staff working with older seafarers to ensure they have a good understanding of the potential needs of older people, and the services available to support them.

⁷ See good practice examples for approach to housing advice services.

⁸ See Section 2: Policy Context and Themes for more discussion of the personalisation agenda.

- Promote existing seafarer information services and ensure they are accessible to older seafarers as well as their families and carers.
- Raise awareness of the needs of older seafarers, particularly where there are known concentrations of population, with local authorities, primary care trusts (or equivalent), and mainstream housing, care and support providers.

Outcome 4: Older Seafarers with complex needs are able to receive high quality specialist care.

Why is this important? The consideration of the demand for services⁹ highlights a number of areas where the health of older seafarers appears to be worse than that of the older population in general. In addition, as people age they have a greater chance of developing age related conditions, such as dementia, hearing and sight loss. This means that an increase in the number of older people in the population will be linked to an increase in the number of people with age related conditions. While we know that the number of older seafarers will decline over time, some older seafarers and their dependents will develop age related conditions and some will have complex needs that have developed in earlier life. This suggests that there will be numbers of older seafarers who will need specialist care at some point, whether this is brought into their homes or provided in a specialist setting.

What does this mean for MCFG? MCFG will have to encourage providers of housing, care and support services to consider how they could meet these complex needs either themselves or in partnership with specialist providers. MCFG will need to:

- Consider funding a wider range of services, which could include:¹⁰
 - Respite services to support carers.¹¹
 - Specialist advisors to support staff working with older seafarers who have complex needs and live in non-specialist seafarer accommodation.
 - Advice and information services specifically targeting carers of older seafarers with complex needs, including dementia.
 - Housing aids and adaptation which enable people with disabilities to remain living independently.
 - Models of housing, particularly extra care housing, which are designed to enable complex needs to be met within them.
- Promote awareness of specialist health and care needs amongst providers (both trustees and staff) to ensure that services are capable of meeting them either directly or through other services.
- Raise awareness amongst providers of existing specialist seafarer services to ensure these services are accessed where appropriate.
- Encourage an ethos amongst providers of seafarers' services that people with complex needs are enabled to remain within their own homes, with appropriate support, for as long as the individual wishes and it is practicable to do so.

⁹ See Demand and the Provider Market

¹⁰ See good practice examples for approaches taken by other providers.

¹¹ See glossary for description of respite services.

4 The Strategy

To achieve this vision for older seafarer housing, care and support services, MCFG will need to encourage providers to consider their role in local communities, their relationship with the local care and support market for older people, and how they can best achieve the four outcomes for older seafarers. In particular, MCFG will need to stimulate partnership working with other providers of services for older people both within the sector, and in the wider community, with an approach which considers the overall pathway for the individual through the range of services they need.

It is proposed that MCFG's strategy to deliver this vision should consist of the following elements:

- A review of funding: there should be clear priorities about how funding should be directed, with clear information, guidance and support for providers to enable them to plan their services and access available funding.
- A review of the role of MCFG: this should consider how a national group should be configured to most effectively deliver the vision.
- The delivery of support for providers: if the MCFG is to encourage the modernisation and improvement of services to seafarers through its funding mechanism it will need to recognise and respond to the considerable challenge that this will pose to some organisations.

Each element of this strategy is described in more detail below.

4.1 A review of grant funding

To play its part in ensuring delivery of the four outcomes for older seafarers and their dependants, it is vital that MCFG makes the best use of limited resources. This suggests applying a tighter focus to funding and setting out a transparent framework to enable providers to understand specific MCFG and broader public policy priorities as they make their applications.

It is recommended that, from 2010 (or at an early date to be defined by MCFG), all applications for funding through MCFG will need to demonstrate that they comply with:

- Three overarching funding principles applicable to all funding applications, with effect from 2010 (or at a date defined by MCFG).
- A range of funding criteria which ensure services are designed to achieve the outcomes for older seafarers described above. These criteria will be applied in two stages to take account of the changes in approach that some providers will need to make.

4.1.1 Funding Principles

The overarching principles that all funding applications (regardless of the nature of the service) will need to demonstrate compliance with are:

- The service is designed to meet the needs of older seafarers and their dependants, rather than other older people. Where a proportion of the

service is intended for other older people, an application can only be made for the seafarer proportion of the service's total funding and evidence will need to be provided on how the proportion was determined.

- The service is financially viable, with:
 - A demonstrable future demand for the service.
 - An exit strategy which would be adopted if demand for the service fails.
 - Robust governance arrangements which include access to a range of skills and expertise including knowledge of older people services.
- The applicant has explored the potential for funding from other sources, including match funding, and has defined all applications made and their results and set out reasons for not approaching other funding sources.

4.1.2 Funding Criteria

MCFG will adopt the following criteria in assessing members' contributions to achieving these outcomes. Applications for funding will be expected to demonstrate how they meet these criteria, as appropriate.

Purpose of the service:

- The proposed service actively seeks to contribute to one or more of the following for older seafarers:
 - Physical health and wellbeing.
 - Mental health and wellbeing.
 - The promotion of independent living.
- The proposed service actively seeks to support older seafarers to remain within their own home or community.
- The proposed service actively seeks to deliver informed choice for older seafarers and their dependants.

Design of the service:

- The provider will offer evidence of how the proposal meets relevant national standards as applicable in their country.
- The proposed service will be delivered in a way which enables independence for older seafarers rather than dependence.
- Where the service is accommodation based, and funding is sought to refurbish or improve existing accommodation, the provider will demonstrate they are working towards design standards which promote independent living, as set out in Appendix 4. New housing developments will need to be designed to these standards, with any compromises justified.
- There is evidence that staff and trustees have undertaken, or are committed to, training that will support delivery of the four outcomes.
- Providers will provide evidence of their approach to supporting people who have complex needs. This is likely to include partnership arrangements and staff training.

Working in partnership:

- The proposed service demonstrates working in partnership with other services to deliver these outcomes where providers are unable to do so themselves. Partnerships may be formal arrangements (including, for

example, buying in services), or informal arrangements (for example, information is shared).

- Where there is statutory duty on a state agency to provide the proposed service, the provider will demonstrate partnership working with the agency, and support for individuals to access these statutory services. The provider will not seek to replace statutory services.

Sustainability of the service:

- There is evidence of ongoing demand for the service, and of demand to support the application.
- There is evidence of the ongoing financial viability of the service.

4.1.3 Timescales

It is recommended that the overarching funding principles should be applied as early as possible. However, in recognition of the change that is required for some providers, it is recommended that MCFG should apply the funding criteria in two stages:

- 2010 – 2015: All applications for funding will need to demonstrate how they intend to deliver the outcomes for older seafarers through meeting the relevant funding criteria. It will also be necessary to set out a clear action plan with timescales by which outcomes will be delivered.
- 2015 onwards: All applications for funding will need to demonstrate how they deliver outcomes and meet all of the relevant funding criteria.

