

City of Adelaide Commonwealth Home Support Program

Tuesday, 5 March 2024
City Community Services and Culture Committee

Strategic Alignment - Our Community

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Public

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EXECUTIVE SUMMARY

The purpose of this report is to inform Council of the current reforms underway in the Aged Care sector, the associated impacts on Council's Commonwealth Home Support Program (CHSP) and a recommended pathway for the delivery of a Positive Ageing Program in the City of Adelaide from 2024/25 onwards.

Through its City Lifestyle programs, the City of Adelaide supports 177 residents to remain independent and stay in their homes by providing brokered services in domestic assistance, home maintenance and modifications, medical appointments and assisted shopping, and group socialising opportunities.

In 2021, the Federal Government announced a reform of the Aged Care sector, including replacing the current CHSP and Home Care Package services with a new Support at Home Program, with roll out commencing in July 2025. In December 2023, the Federal Government announced that although some Support at Home Packages remain on track to commence in 2025, CHSP will continue to run until 2027.

This report outlines opportunities for the City of Adelaide to re-focus resources previously allocated to coordinating CHSP services, to a new Positive Ageing Program as part of the Community Development Strategy, that engages city residents who are 50 and older through a program of activities supporting 'ageing well' in the city.

Along with all the major providers of aged care services, there are 13 city-based organisations that receive funding to provide the same or similar services that the City of Adelaide currently provides to city residents. Should City of Adelaide withdraw from the CHSP program, this will not impact clients' eligibility to receive funding or services. It would allow for a more direct provider-to-client relationship.

City of Adelaide will work with clients and their respective new providers to ensure a smooth transition period and process for ceasing delivery of CHSP services. Appropriate stakeholder engagement and transition plans will be developed to ensure that the 177 residents remain connected to City of Adelaide programs as part of the Community Development Strategy and a proposed Positive Ageing Program.

The City of Adelaide's CHSP funding agreement and provider agreement expire on 30 June 2024. Should Council remain undecided on this matter, the City of Adelaide will need to issue a tender for a new service provider agreement by 1 April 2024.

RECOMMENDATION

The following recommendation will be presented to Council on 12 March 2024 for consideration:

THAT THE CITY COMMUNITY SERVICES AND CULTURE COMMITTEE RECOMMENDS TO COUNCIL THAT COUNCIL

1. Authorises the Acting Chief Executive Officer or delegate to advise the Federal Government funding body that Council will commence the transition out of delivery of Commonwealth Home Support Program services in 2024 with services facilitated through the City of Adelaide ceasing from 31 July 2024.
2. Authorises the Acting Chief Executive Officer or delegate to finalise a transition plan in line with Federal Government Funding guidelines.

3. Notes that services currently delivered to City of Adelaide residents by service providers through Council, will still be made available to City of Adelaide residents through more direct service provider to resident arrangements without intermediary processes through the City of Adelaide and that Administration will work with current clients to ensure a smooth transition to new direct service providers arrangements.
 4. Notes that a new Positive Ageing Program will be developed on exiting delivery of the Commonwealth Home Support Program and will be presented to a future City Community Services and Culture Committee.
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IMPLICATIONS AND FINANCIALS

City of Adelaide 2024-2028 Strategic Plan	<p>Strategic Alignment – Our Community</p> <p>This report supports the objective – Support our communities to thrive, specifically.</p> <ol style="list-style-type: none"> 1. Foster connection, learning and wellbeing, making Adelaide an interesting and comfortable place to live and visit. 2. Be an inclusive and welcoming community.
Policy	Not as a result of this report
Consultation	In 2023 Council partnered with the Council for the Ageing SA's social enterprise 'The Plug-in' to research to assist our understanding of the experience of ageing well for city residents aged over 50, and to learn how to maximise the value of existing Council programs.
Resource	Not as a result of this report. Additional resource already requested through budget bid process.
Risk / Legal / Legislative	Council must give at least three months' notice to transition out of delivering the Commonwealth Home Support Program.
Opportunities	This report presents an opportunity to ensure service provision is aligned with what the community seeks and allows for greater impact for all ageing city residents, not only the small cohort who qualify for Federal support.
23/24 Budget Allocation	\$17,904 operating budget and \$80,000 resource budget to complement Federal funding of \$265,883. Due to substantial costs increases in 2023/24 driven by changes in the Awards structure within the Aged Care sector (led by the Fair Work Commission as part of the Aged Care Work Value Case), a budget shortfall of \$77,000 for the remainder of the 2023/2024 financial year will be presented as part of the Q3 budget review. \$14,325 Healthy Ageing Program Budget.
Proposed 24/25 Budget Allocation	Administration has requested \$92,000 in the 2024/25 Annual Business Plan and Budget to accommodate an increase in CHSP service level costs. This is currently unfunded and is subject to, and needs to be considered in the context of, the prioritisation of projects, initiatives and service enhancements for the development of the 2024/25 budget, and within the parameters of the Long Term Financial Plan to ensure long-term financial sustainability.
Life of Project, Service, Initiative or (Expectancy of) Asset	Not as a result of this report
23/24 Budget Reconsideration (if applicable)	Not as a result of this report
Ongoing Costs (eg maintenance cost)	Not as a result of this report
Other Funding Sources	\$265,883 Federal Grant.

DISCUSSION

Background

1. The City of Adelaide has lower than metropolitan Adelaide average numbers of residents in the 50–85 age bracket. Council's population target of 50,000 residents in the city by 2036 (from 26,120 in 2023), a rapidly ageing population, and a new generation of older people with diverse interests, present substantial opportunities for residential growth in the city among this age group.
2. The Federal Government is making changes to the Aged Care Sector that present an opportunity for the City of Adelaide to adopt new strategies fostering connection, wellbeing and lifelong learning for all residents in the 50–85 year old demographic, not only those that qualify for in home support.
3. For more than 35 years, Councils and many other non-profit organisations have received Commonwealth and State Government funding to support vulnerable people including frail aged people, younger disabled people, and carers. The objective of this funding has been to support residents to remain independent and live in their own homes for as long as possible, and, in turn, avoid premature admission into residential aged care facilities.
4. Since the inception of My Aged Care in 2015 (a one stop online portal facilitated by Federal Government), Councils have continued to navigate a changing service delivery environment. Over the past ten years the Federal funding arrangement has changed from three-year recurrent funding to annual funding and is now managed through an annual agreement, with payment made in arrears for service units delivered.
5. All City of Adelaide services are delivered by contractors. City of Adelaide staff play the role of client broker to process the administrative requirements of the CHSP manual and the Aged Care Quality Standards. There are eight Aged Care Quality Standards that Council must comply with when delivering CHSP services. A compliance audit is carried out every three years.
6. There are almost 1,500 CHSP providers across Australia and 68% of these are not-for-profit organisations. In the city region, 13 city-based organisations receive Federal funding and offer the same or similar services to the City of Adelaide, in addition to the major actors in Aged Care: Resthaven, HenderCare, Anglicare, Helping Hand, ACH, ECH and Southern Cross Care.
7. As further information about the sector reforms is released, Local Government Authorities (LGAs) nationwide are transitioning out of providing CHSP. Locally, some LGA's have already transitioned out or will be by the 2024/25 financial year. Other LGAs have ceased the delivery of certain services that for their organisations, are no longer tenable. Many Councils are currently in the process of making similar recommendations to their respective elected bodies.
8. The City of Adelaide CHSP program currently supports 177 older city residents in Adelaide and North Adelaide, equating to around 4.6% of city residents aged over 65. Census data from 2021 indicates that 6,092 (24% of the population) residents are aged over 55 in City of Adelaide, of which 2.9% receive CHSP services. With expected growth in this age cohort, Council has a growing responsibility to support, engage and connect older city residents, not only those that qualify for Commonwealth support services.
9. City of Adelaide staff managing CHSP spend over 90% of their time servicing the complex Federal grant requirements, leaving little time to focus on innovation and meaningful engagement in social and wellbeing opportunities for all older residents in the city. Council's weekly Community Market Bus is the only social offering, and there are ad hoc education sessions such as Advance Care planning information sessions. If Council were to transition away from delivering the CHSP, staff would be enabled to invest in innovation and connection with older residents and work towards developing an engaging program of Positive Ageing activities and community partnerships.

Delivery Model

10. City of Adelaide receives an annual grant from the Federal Department of Health and Aged Care to deliver CHSP services. The grant amount in 2023/24 was \$265,883. The grant agreement details agreed unit costs and outputs for each service Council provides. Council is required to submit a monthly report to the Federal Government tracking expenditure and outputs.
11. The CHSP grant does not cover the full service delivery costs for the program. Client contributions of approximately \$36,000 are received annually. Council also allocated \$18,000 in 2023/24 to meet the costs to deliver this service.
12. City of Adelaide are funded to deliver the following service types:
 - 12.1. In-home Support:
 - 12.1.1. Domestic Assistance: housework/cleaning.

- 12.1.2. Home Maintenance: basic plumbing and electrical, gutter clean, window clean and gardening.
- 12.1.3. Home Modifications: rails, key safes, ramps.
- 12.2. Community support:
- 12.2.1. Social Support Individual: Assisted shopping.
- 12.2.2. Social Support Group: group-based activities that promote social interaction.
- 12.2.3. Transport: group shopping and individual transport to medical, shopping, and social appointments.
13. The costs associated with administering CHSP have substantially increased in 2023/24 due to changes in the Awards structure within the Aged Care sector (led by the Fair Work Commission as part of the Aged Care Work Value Case). As the City of Adelaide administers the grant and outsources the contracts for the service delivery (we act as a service broker), the costs of applying the Award structure means that the costs of contracted services has increased. Council has successfully secured a one-off grant to compensate for a portion of this cost increase in 2023/24, however, the Federal Government is not offering an increase in annual grant funding to accommodate increasing costs of CHSP service delivery on an ongoing basis.
14. Over the past few years, Councils delivering CHSP service across the state have undertaken substantial collective advocacy regarding the need for more funding about these service cost increases in their anticipation, to no avail. Therefore, asking the Federal Government to offer more grant funding is not a viable option.
15. As part of the City of Adelaide's 2024/25 Annual Business Plan and Budget process, the City Lifestyle team has submitted a service change Business Case bid for an additional City of Adelaide contribution of \$92,000 to accommodate the ongoing increase in CHSP service level costs.
16. Council also allocates a separate annual budget of \$14,325 (2023/24) for Healthy Ageing projects. This budget is intended for social and wellbeing programs, however, due to CHSP administration absorbing most of the Healthy Ageing Coordinator's time, this has been challenging to expend. In 2023/24, this entire budget was allocated to the COTA Plug-in research (discussed in paras 48 and 49).
17. The City of Adelaide's indicative CHSP funding across the six CHSP service areas, is outlined in Table 1. The Federal Government sets the unit price for each service type by assessing the average service cost per hour (except in the case of home modifications) across a range of service providers, in the relevant region of the CHSP provider. The grant does not meet the additional costs associated with Council's administration of CHSP i.e. labour costs, or the ongoing costs of client information management systems specific to CHSP client files. Additionally, the proposed unit prices for 2024/2025 no longer reflect the full cost of service per hour, due to the abovementioned costs of applying the new Award structure.

Table 1: 2023-2024 Funding and Outputs with 3.5% annual indexation for 2024-25.

Activity Name	Funding 2024-25 (ex GST.)	Outputs 2024-25	Unit Price \$
CHSP Transport	\$33,318.54	1210 trips	\$27.54
Domestic Assistance	\$139,409.96	2434 hours	\$57.28
Home Maintenance	\$44,632.42	548 hours	\$81.45
Home Modifications	\$4,404.57	4404.57 dollars	\$1.00
Social Support - Group	\$22,622.96	772 hours	\$29.30
Social Support - Individual	\$30,800.85	473 hours	\$65.12
Total Funding	\$275,189.30		

18. All services are delivered by contractors on behalf of Council. Four volunteers support the Community Market Bus component of the social support group/transport CHSP service (discussed in paras 25-32). Table 2 details the organisations contracted to deliver services on behalf of Council.

Table 2: CHSP contracted organisations and services delivered.

Brokered Organisation	Services delivered to City of Adelaide CHSP clients
HenderCare	Domestic assistance (cleaning) Minor Home Maintenance (including window cleaning) Gardening Social Support Individual (support for an individual to go shopping or to a medical appointment)
Support Worker Co	Domestic assistance Social Support Individual
Hall & Baum Plumbing	Gutter cleaning
Hi-Line Hardware	Minor Home modifications (grab rails)
Suburban Taxis	Transport for medical appointments
Adelaide Coachlines	Transport/bus provision only for social support group (Adelaide Central Market)

19. City of Adelaide staff managing CHSP administer all program elements. This includes reporting to the Federal Government monthly along with an annual acquittal process, client onboarding, service changes, satisfaction surveys, annual reviews, development of the Grapevine newsletter and managing the volunteers and passengers for the Community Market Bus. As well as contract management with service providers, Staff receive phone calls and emails daily from older residents not registered with the City of Adelaide who often need advocacy and support.
20. Staff are responsible for developing, reviewing, and adhering to 16 internal staff guidelines and one work instruction to comply with the Aged Care Quality Standards.

Client Journey

21. Residents who need in-home support initially request assistance through My Aged Care. Their needs are then assessed by a Regional Assessment Team or Aged Care Assessment Team (for high level needs., ie homecare packages for high levels of frailty and cognitive issues). Residents then receive a referral plan and can choose from a list of providers in their local area.
22. If residents choose Council as their service provider, they contact City of Adelaide with their referral code from My Aged Care. The resident then becomes a City of Adelaide CHSP client and liaises with our Healthy Ageing Coordinator to create a client support plan and connect to the relevant brokered contractor to commence their respective services.
23. For ongoing services, the Healthy Ageing Coordinator carries out annual reviews with the clients to determine if the services are meeting the required needs.
24. City of Adelaide cannot accept new referrals from My Aged Care as Federal grant funds are already fully committed for the remainder of this financial year.

Community Market Bus

25. Council's Community Market Bus provides a weekly trip to the Adelaide Central Market for up to 14 clients. It is a kerb-to-kerb service where clients are collected from outside their houses and dropped off at the Adelaide Central Market. They then have time to shop and sometimes have a cup of coffee or lunch before being collected and dropped back outside their houses. Clients make a \$2.00 weekly contribution to this service, which is collected by a volunteer and banked by staff.
26. Delivery of this service costs approximately \$13,500 per annum in bus hire. A weekly volunteer accompanies passengers on the bus throughout the journey. There is a pool of four volunteers, with one required weekly. The Healthy Ageing Coordinator manages these volunteers.
27. Eight of the existing passengers are CHSP clients (57%), the remaining 43% are city residents but not CHSP clients. On average, there are six passengers per week using this service.

28. The Healthy Ageing Coordinator is responsible for administrative tasks in relation to the Community Market Bus. These tasks include:
 - 28.1. Coordinating, managing, and supporting volunteers.
 - 28.2. Organising and paying for bus (brokered to Adelaide Coachlines with same driver weekly).
 - 28.3. Promotion of the service.
 - 28.4. Contacting clients on a weekly basis to confirm attendance.
 - 28.5. Recording attendance for the Federal Grant.
 - 28.6. Banking co-contributions.
29. There is no capacity to increase the number of people accessing this bus service.
30. The Community Market Bus is classified as a transport service under the CHSP agreement, each passenger (registered with CHSP) is counted as two weekly trips, including travel to and from the Central Market.
31. The service remains the same weekly, year on year with no trips to other retail outlets or social trip offerings. Should this service continue outside of the CHSP program, there is opportunity to develop a new program and expand activities and attendance, in consultation with the community.
32. Without the Federal grant, Council would have to allocate budget for this service, should they wish it to continue. This would be approximately \$15,000 annually to continue in its current format.

Aged Care Sector Reform

33. Following the Aged Care Quality and Safety Royal Commission, the sector is undergoing extensive reform, which is due for completion by 2027. This includes:
 - 33.1. Review of the Australian Government *Aged Care Act (1997)*
 - 33.2. Changes to the Aged Care Quality Standards
 - 33.3. Changes to the Aged Care Quality Commission's role, regulatory powers and responsibilities
34. CHSP will be replaced by a new Federal program – 'Support at Home' from 1 July 2027.
 - 34.1. Support at Home will not be delivered in the current 'grant program' format, instead it will operate like the NDIS open marketplace, mostly funded by fee for services delivered in arrears.
 - 34.2. A new Federal Aged Care Taskforce will be developed to design the Support at Home program, incorporating a review of prices and service classifications.
 - 34.3. Consultation on the proposed Support at Home program will take place before the end of the existing CHSP program in 2027.

Financial Impact of Reforms

35. As per paragraph point 12, changes to the Social, Community, Home Care and Disability Services Industry Award (SCHADs) have resulted in some key changes to operational costs.
36. It is not possible for Council to meet the CHSP grant agreement outputs without additional funding to top up the Federal grant.
37. Administration successfully secured an additional \$20,000 from the Federal Government to support with these extra costs in 2023/24. Additional funding will not be made available in the future.
38. Table 3 (below) details a breakdown of budgeted costs vs the actual forecasted costs associated with the delivery of CHSP in 2023/24.

Table 3: Income and Direct and Indirect Costs of Delivering CHSP

INCOME	FULL YEAR BUDGET	ACTUAL FORECAST
From Federal Grant	\$265,883	\$265,883
From Community Market Shopping Bus	\$815	\$815
Co-Contributions (client fees)	\$35,665	\$35,665
Additional Federal Grant		\$20,000
TOTAL INCOME	\$302,363	\$322,363
Direct Costs		
Contractor Fees	\$219,862	\$298,945
TOTAL DIRECT COSTS	\$219,862	\$298,945

Overheads		
Labour	\$80,212	\$80,212
Software	\$15,375	\$15,375
Printing	\$2,050	\$2,050
Membership Fees	\$1,538	\$1,538
Volunteer reimbursement	\$718	\$718
Catering	\$512	\$512
Annual leave (timing of leave & loading	\$383	\$383
TOTAL OVERHEADS	\$100,405	\$100,405
TOTAL COSTS	\$320,267	\$399,350
REQUIRED COA CONTRIBUTION	\$17,904	\$76,987

39. Council will have to cover a shortfall of \$77,000 for the remainder of the 2023/2024 financial year. This is a 328% increase in costs to City of Adelaide from 2022/23 financial year to meet delivery of existing clients' services alone, with no capacity to increase service provision. Table 4 (below) shows the change in service costs for the main services provided through CHSP from 2022/23 to 2023/24 financial years. All LGA's that broker CHSP services are experiencing the same cost increases.

Table 4: Change in CHSP Service Costs 2022-2024

Service	2022/23 Cost (per service)	2023/24 Unit Cost (per service)	Unit Cost % Increase (per service)
Domestic Assistance	\$55.34	\$80	45%
Home Maintenance	\$78.69	\$94	19%
Social Support Individual	\$62.92	\$85	34%
Social Support Group	\$26.97	\$85	68%

40. The City of Adelaide's CHSP funding agreement and provider agreement expire on 30 June 2024. Should Council remain undecided on this matter, the City of Adelaide will need to issue a tender for a new service provider agreement by 1 April 2024.
41. Despite the delays from the Federal Government, our recommendation for the future of CHSP is to cease service provision as soon as possible. Importantly, any residents still registered for the service would be transitioned to new arrangements with another city-based provider.
42. Ceasing delivery of CHSP will present significant cost savings as well as the opportunity to redirect resources to broader community development activity with an opportunity to target initiatives towards key priority groups, inclusive of all older city residents.
43. Following a transition from CHSP, we propose integrating a broader, more inclusive, and diverse Positive Ageing Program to be available for all older residents across the city.
44. Table 5 (below) highlights risks associated with ceasing delivery of CHSP.

Table 5: Risks of ceasing CHSP service

#	Risk	Analysis
1	Client anxiety about changing service provider.	HenderCare, our main brokered agency, provides services to most of our clients. They have indicated they are willing and able to manage all City of Adelaide clients if required.
2	Reputational Risk Council seen as not providing services for older residents.	Clear campaign promoting the Federal Government changes and shift in delivery and benefits to wider community of a new Positive Ageing social program.
3	Remaining as a provider without resources to compete with other services and meet standard requirements.	Existing resource allows only to maintain status quo for CHSP delivery. Additional resource and FTE would be required to realistically compete in a new environment.

45. The current CHSP clients supported by City of Adelaide would not experience any long-term disadvantages by transitioning to another aged care provider. However, the change-over period may cause concern and likely attract issues that are commonly associated with service changes. One benefit of the proposed change is that residents would have greater consistency in service support by directly liaising with the aged care service provider. As highlighted in previous Audit recommendations, the three-way relationship between City of Adelaide, the client, and the brokered agencies, results in inconsistencies in shared information.
46. HenderCare is the primary brokered agency currently used by City of Adelaide to deliver CHSP services. HenderCare management have confirmed they are willing and able to take on all the City of Adelaide clients directly should this be required. HenderCare supports most City of Adelaide clients, so clients would remain with a familiar organisation and a known support worker if they choose to.
47. Should clients opt not to transfer to HenderCare, there are numerous other providers of CHSP services. All the major providers in the aged care sector offer services within the city. The My Aged Care website lists 27 organisations offering house cleaning in the city and 17 offering home maintenance services.
48. CHSP service providers must notify their Funding Arrangement Manager and the Department of Health and Aged Care (the Department) in writing of their intention to transfer all or part of their services and provide a 'draft' transition out plan, no later than three months before the proposed transition date. The service provider must negotiate a suitable transition date with the replacement organisation and the Department. The service provider must assist the Department and new service provider/s in transitioning goods and/or services to achieve an effective transition. This includes a client care continuum for the transferral of the provision of goods and/or services from City of Adelaide to the new provider.

The Future

49. In 2023, Council partnered with the Council for the Ageing SA's social enterprise 'The Plug-in' to research to assist our understanding of the experience of ageing well for city residents aged over 50, and to learn how to maximise the value of existing Council programs. Council's 'Healthy Ageing' Budget was used to cover the cost of this research piece in the 2023/24 budget.
50. The research was undertaken in two parts; phase one was a survey of 100 respondents and the second phase was a series of workshops held in early August 2023. The Plug-in team explored key themes from the survey results through the workshops. From these engagements, we learnt:
 - 50.1. Residents are seeking ways to participate in organised activities that are 'new' or 'out there', which they may have had limited access to in the past or may be difficult to find and join.
 - 50.2. Some residents want better access to affordable exercise programs and group activities.
 - 50.3. For those who do not like gym environments, exploring the city and Park Lands on foot or by cycling was important for keeping active.
 - 50.4. Footpath maintenance and pedestrian crossings and signals are critical for supporting residents to age well by keeping people safe, mobile, and active.
 - 50.5. Age-related language for advertising events and activities is not always the answer. Focusing advertising on programs, activities, and events on ability instead of age is a more positive way of engaging with community.
 - 50.6. City residents seek consolidated communication to learn about events and activities. Many residents rely on word of mouth to find out what is on in their city, and it can be difficult to get this information promptly.
51. The Plug-in have compiled a full summary of both phases of the research which are linked in [Link 1](#) & [Link 2](#).
52. These findings will assist Administration in reviewing the Healthy Ageing program to ensure it is meaningful and relevant to residents. If Council supports the recommendation to transition out of CHSP, these review findings would be used to inform program planning.
53. Future programming will include opportunities to foster connection, learning and wellbeing utilising city spaces and places including our libraries, community centres, the Adelaide Town Hall and the Adelaide Park Lands, as well as offerings outside of the city boundaries, such as shopping trips to Westfield Marion, Burnside Village and day trips to Virginia Nursery and Mount Lofty Botanic Gardens.
54. Due to limited staff resources, a comprehensive new Positive Ageing Program will be designed after the CHSP transition out plan has been fully executed. However, consultation on future programming will be incorporated as part of the engagement process to support the transition out process.
55. A first steps towards designing the new program would include establishing an Ageing Well Consultative Committee to test ideas and trial new programs.

Next Steps

56. If the recommendations in this report are supported, Administration will develop a draft CHSP transition out plan and notify the Federal Funding Arrangement Manager of the City of Adelaide's intention to cease delivery of CHSP in 2024, negotiating a final date to exit delivery.
57. The Healthy Ageing Coordinator will establish an appropriate stakeholder engagement plan to work with clients and their respective new providers to ensure a smooth transition period and process for ceasing delivery of CHSP services.
58. At the cessation of CHSP delivery, the Healthy Ageing Coordinator will develop a new Positive Ageing Program for the City of Adelaide and will be presented to a future City Community Services and Culture Committee.

DATA AND SUPPORTING INFORMATION

Link 1 - The Plug-in - City of Adelaide Full Interim Quant Report - Positive Ageing In The City

Link 2 - The Plug-in - City of Adelaide Qualitative workshop report - Positive Ageing In The City

ATTACHMENTS

Nil

- END OF REPORT -