

CABINET
11 JULY 2019**ADULT SERVICES: WORCESTERSHIRE COUNTY**
COUNCIL CARE AND SUPPORT SERVICES

Relevant Cabinet Member

Mr A I Hardman

Relevant Chief Officer

Avril Wilson – Director of Adult Services

Local Member

Mr J O'Donnell

Recommendation

1. **The Cabinet Member with Responsibility for Adult Social Care recommends that Cabinet:**
 - (a) **approves in principle the creation of a community re-ablement service and delegates the final decision upon it to the Director of Adult Services in consultation with the said Cabinet Member;**
 - (b) **approves the strategy for the direct provision of services by the Council to adults who are eligible under the Care Act 2014; and**
 - (c) **notes that capital expenditure will be required in future years relating to Howbury House, and a further report will be submitted to Cabinet subject to the development of a viable business case.**

Background

2. As part of the Council's commitment to taking a strategic commissioning approach, all services directly provided by Adult Services have been reviewed over the last years in line with the commissioning cycle, and where appropriate, officers have sought to identify an alternative provider. However, following formal tendering, market engagement and strategic review of market capacity, it has not been possible to identify an alternative provider, other than Timberdine Nursing and Rehabilitation Unit which was transferred to Worcestershire Health and Care NHS Trust. This has been largely due to the unwillingness of the market to take on the TUPE implications of any transfer, without a full underwriting by the Council, other than Timberdine Nursing and Rehabilitation Unit which was transferred to Worcestershire Health and Care NHS Trust.

3. Since 2014, the following changes to adult services directly provided by the Council has taken place:

- Timberdine Nursing and Rehabilitation Unit was transferred to Worcestershire Health and Care NHS Trust in April 2016
- Howbury House was re-provided as long-term residential care home in October 2017
- Following extensive consultation, Cabinet decided to retain its existing replacement care homes for people with learning disabilities in July 2018
- Cabinet decided to remodel its day opportunities for people with learning disabilities in November 2018, which included the closure of Wyre Forest Connect service in March 2019
- The Grange closed on 31 March 2019, following the decision of Cabinet in November 2018.

4. In November 2018, Cabinet approved the Adult Services Business Plan. This set a vision for adult services that Worcestershire residents are healthier, live longer, have a better quality of life and remain independent for as long as possible. This Plan set an action to review the services directly provided by the Council to ensure they were fit for purpose and the outcome of this, including a strategy, is now being brought to Cabinet for consideration.

5. The annual budget for in-house services is £13.8m (including Better Care Fund) with approximately 446 staff employed. This represents approximately 9% of total expenditure by the Council on care services to adults who are Care Act eligible. A brief overview of each current service for adults who are Care Act eligible which are directly provided by the Council is provided at Appendix A and a map of their locations at Appendix B. These can be summarised as:

- 32 residential care beds for Older People
- 36 units of accommodation (residential & supported living) for Adults with a Learning Disability
- 152-day opportunity places for Adults with a Learning Disability
- 3 Leisure Link social clubs for Adults with a Learning Disability
- Responsive service to support on average 70 new discharges from hospital each week
- Specialist domiciliary care services for adults with dementia
- Shared lives support to Adults with a Learning Disability in domestic family homes to promote independence.

Strategy for Services Directly Provided by the Council for Care Act Eligible Adults

6. In light of the commissioning challenges, and as set out in the Business Plan, the Directorate undertook a strategic review between September 2018 and March 2019. This review worked closely with all managers of the services with the aim of defining the vision and purpose of services directly provided by the Council for Care Act eligible adults, and the role in which the Council can play as a provider in the mixed economy of care.

7. The full strategy is available at Appendix C. The vision, supported by all service managers, is “to maximise the health and wellbeing of people by working with others to ensure the right care is available at the right time, sharing best practice across services.” The strategy sets out that the Council has a role in the market and that the retention, development and investment in services should reflect this role. This role can be characterised as follows:

- The Council is one of a range of providers in the market.
- The Council should not set itself to compete directly with the market and should be seeking mutually beneficial partnerships.
- Where the Council provides services, this should be exemplary in terms of safety and quality – always rated at least ‘Good’ by CQC.
- The Council should provide care directly where the market is unable or unwilling to provide care at a price affordable to the Council.
- The Council should innovate new way of providing high quality and safe care, particularly where the market perceives the risk of innovation too great.
- The Council should share its learning with the independent sector
- Services provided by the Council should work collaboratively with all stakeholders, including social work teams, health partners and independent sector providers.
- Services should take a promoting independence approach, building on people’s strengths, in line with the Council’s vision and consistent with the 3 Conversation model of social work practice.

8. The services set out in Appendix A will now be collectively referred to as Worcestershire County Council Care and Support Services.

9. All current services have been reviewed to determine the extent to which they fulfil the above roles and what steps should be taken to improve or develop them where appropriate. The outcome of this is set out in page 15 of the Strategy in Appendix C. The review has confirmed that it remains appropriate for the Council to retain all current services at the same time.

10. By approving this Strategy, Cabinet is being asked to commit in principle to the investment and development of Worcestershire County Council Care and Support Services. In all cases, viable business cases will be developed for any investment or development, and approval sought from the Director or Cabinet as appropriate. At this stage, Cabinet is asked to consider proposals in respect of Howbury House and a Community Re-ablement Service.

Howbury House (Malvern)

11. Howbury House is a 32-bed residential care home for older people in Malvern, rated ‘Good’ by CQC which provides good value care in the Malvern area. In December 2017, the Cabinet Member with Responsibility for Adult Social Care agreed to an investment in the installation of assistive technology to enhance the care and support offered, and to model more innovative ways of providing care at reduced cost. The Council has since worked with Altium Limited and has been able to demonstrate an annual saving of £110,000. This has principally been achieved through the use of assistive technology to enable the home to care for people who would otherwise have needed to be placed in other more expensive external care

home placements due to the need for higher staffing ratios. The plan is for Howbury House to showcase its achievements to the wider market. Through the introduction of assistive technology, the management and staff at Howbury House have demonstrated a willingness and capability to embrace change and innovation, reflecting the principles of the new strategy.

12. Due to the changing needs of the older population and the increase in the number of people with high needs dementia, the Council is facing a growing market challenge to source appropriate good value care placements. This need was originally identified in November 2017 as an option for the re-provision of the Grange. Commissioners have since undertaken market engagement and development work with the independent sector and are satisfied that demand for this sort of care can be met across the County.

13. The Council is also exploring the feasibility of developing a high-needs dementia unit within Howbury House, taking advice from the Association of Dementia Studies at the University of Worcester. This feasibility study will assist the Council in its understanding of the cost of care when seeking placements from the market, and, subject to viability being proven, through a business case, will enable the Council to model this kind of provision supported by assistive technology. This approach is consistent with the strategy: providing exemplary services, innovating new ways of providing care and working in partnership.

14. Achieving this change, will require an investment to maintain the existing infrastructure and estate. A condition survey of Howbury House completed in September 2018 identified that £206k of capital investment is required over the next 5 years to maintain the existing fabric of the building and its environs.

15. Cabinet is asked therefore to note that future capital resources are likely to be required over the medium term to fund the desirable works.

16. Additional investment will also be required in the future to make the necessary adaptations for any high-needs dementia provision, although this has not yet been specified.

Community Re-ablement

17. Community re-ablement is a short and intensive service, delivered in the home, which is offered to people with disabilities and those who are frail or recovering from an illness or injury. Adult Services current reablement focus is only enabling timely discharge from hospital and does not offer a service to people living in the community. These services are therapy-led, usually by an Occupational Therapist and offered free of charge for up to 6 weeks. There is significant national evidence that such services have a major impact on enabling people to recover and sustain their independence and are recommended by the National Institute of Health and Social Care [see <https://www.nice.org.uk/about/nice-communities/social-care/quick-guides/understanding-intermediate-care>]

18. Community re-ablement is a key to enabling the Council to deliver its vision of promoting independence for adults. This would increase the options as part of the Three Conversation approach to respond to people in a crisis [Conversation Two]

and would support the health and social care system via Neighbourhood Teams in their ambition to reduce admissions to acute or residential care. The Directorate has developed a detailed business case and has requested funding from the Business Rates Pilot initiative.

19. The proposal is to establish to expand the current reablement service run by the Council so that it responds to people in the community as well as though discharged from the Acute hospitals. The estimated cost of the expanded service would be £740k per annum and modelling based on the performance of similar services elsewhere has shown projected net savings of between £1.0m per annum from base budget when fully established from April 2020, based on 55% of people not requiring a care package following reablement. This proposed service is currently the subject of a bid for Business Rates Pilot Funding to fund the service for an initial 12-month period in order to establish "proof of concept" and refine modelling assumptions regarding the number of people who will benefit from reablement and the extent to which the service will reduce individual care requirements. This approach is consistent with the strategy for our Care and Support Services as the market is not currently developed enough to provide this service effectively and the Council is a successful provider of Urgent Care Promoting Independence: rated 'good' by CQC and meeting national targets for proportion of people rehabilitated within 90 days. As this would require the establishment of a new service, Cabinet is asked to approve in principle the creation of a community re-ablement service and delegate the final decision to the Director in consultation with the Cabinet Member.

Legal, Financial and HR Implications

20. Legal advice will be provided to support any changes in service delivery in accordance with the requirements of the council's policies and procedures. The Council will remain under an obligation to meet its statutory duties.

21. The existing DAS Capital Programme will be used to cover the urgent and immediate works required of £63k at Howbury House.

22. The remaining £143k of desirable works are likely to be required in the medium term along with further works to make the necessary adaptations for any high-needs dementia provision. The additional level of investment required will incur annual debt charges which would need to be accommodated within existing service budgets through more effective use of the building. A further report will be presented to a subsequent Cabinet meeting, subject to a viable business case.

23. The establishment of a Community Reablement Service would cost approximately £0.740m. To be cost neutral it would be necessary for approximately 25% of those using the service to be able to live independently without a care package for an average of 12 months following reablement. Experience elsewhere would indicate that on average 55% of people will not require a care package following reablement and this would deliver potential net savings of approximately £1m per year. This proposed service is currently the subject of a bid for Business Rates Pilot Funding to fund the service for an initial 12-month period in order to establish "proof of concept" and refine modelling assumptions.

24. No assumption has currently been made within the Council's MTFP for any savings arising from this service, however it is likely that additional savings will be

required to offset demographic growth in future years, which these savings will support.

25. HR advice will be provided to support any changes in service delivery in accordance with the requirements of the council's policies and procedures

Risk Implications

26. There will be individual risks associated with any changes to the Worcestershire Care and Support service and to ensuring reablement is a high focus and the service is redesigned with this in mind. All risks will be individually managed through project meetings and will be reported through highlight reports and actions will be taken to mitigate where necessary.

Public Health Impact Assessments

27. These proposals have no direct impact on public health. However, all directly provided Council services actively promote the physical and emotional wellbeing of residents.

Privacy and Data Protection Impact Assessments

28. These proposals have no direct impact on information risk or privacy impact at this stage

Equality and Diversity Implications

29. The Council must, during planning, decision-making and implementation, exercise a proportionate level of due regard to the need to:

- Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equality Act 2010
- Advance equality of opportunity between people who share a protected characteristic and those who do not
- Foster good relations between people who share a protected characteristic and those who do not.

30. An Equality Relevance Screening has been completed in respect of these recommendations. The screening did not identify any potential Equality considerations requiring further consideration during implementation.

See Appendices D, E and F

Supporting Information (available electronically)

- Appendix A – Overview of Provider Services
- Appendix B– Map Showing Adult Care Venues
- Appendix C - Worcestershire Care and Support Strategy
- Appendix D – Impact Screening
- Appendix E – Equality Assessment
- Appendix F – Equality Impact Screening

Contact Points

County Council Contact Points

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Specific Contact Points for this report

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Background Papers

In the opinion of the proper officer (in this case the Director of adult services) the following are the background papers relating to the subject matter of this report:

- Conditions Survey