

**10 July 2017****Agenda Item: 10****REPORT OF SERVICE DIRECTOR FOR MID NOTTINGHAMSHIRE****RETFORD EXTRA CARE AND THE POPPY FIELDS EXTRA CARE  
SHORT TERM ASSESSMENT APARTMENTS****Purpose of the Report**

1. This report seeks approval to:
  - a) terminate the Strategic Partnering Development Agreement (the agreement setting out the arrangements for the development and delivery of the Extra Care accommodation) dated 27<sup>th</sup> March 2013 for the creation of a Retford Extra Care scheme, as amended between Nottinghamshire County Council, AH Retford Ltd and Ashley House plc, on the basis that the long stop date (the date by which both planning and funding conditions needed to be met to allow the arrangement to continue), as extended on a number of occasions, has now expired and there is no legal basis that would prevent the Council from issuing a notice of termination.
  - b) continue the use of 12 Poppy Fields Apartments as Short Term Assessment units as business as usual, entering into a formal agreement with Mansfield District Council in line with the County Council's overall Poppy Fields Extra Care Scheme Co-operation Agreement.
  - c) develop a further 10 Short Term Assessment Apartments in Gladstone House Extra Care which is currently being built and due to open in March 2018 and to identify options for up to a further 20 additional places for Short Term Assessment Apartments to enable access across the north and south of the County.

**Information and Advice**

2. Some information relating to this report is not for publication by virtue of paragraph 3 and paragraph 5 of Schedule 12A of the Local Government Act 1972. Having regard to all the circumstances on balance the public interest in disclosing the information does not outweigh the reason for exemption because the information comprises confidential legal advice and commercial confidentiality about the proposed Retford Extra Care scheme. The exempt information is set out in the Exempt Appendix.

3. In 2012 the County Council procured a preferred development partner, AH Retford Ltd, to deliver Extra Care housing on the former Elizabethan school site in Retford. Following a tender process, the chosen Development Partner's scheme proposed 93 new homes for older adults on the former Elizabethan school site, along with 25 nomination units for the Council and communal space for community activities.
4. The Council's Development Partner obtained planning permission in autumn 2014, however construction of the scheme has not yet started. This is due to a number of issues which have resulted in significant delays to progress.
5. The length of time since the Strategic Partnering Development Agreement (SPDA) was signed in 2012 has also led to increased construction costs over time as well as increased land value. Under s123 of the Local Government Act 1972 the Council has a duty to achieve 'best consideration' when it disposes of land, which is generally deemed to be equivalent to market value.
6. The end date for meeting the requirements of the agreement (known as the long stop date) in the SPDA between the Council and the Development Partner for Retford Extra Care has expired and so the Council can decide to terminate the SPDA without any risk of contractual penalty.

### **Poppy Fields Short Term Assessment Apartments**

7. Alongside Extra Care and Assistive Technology, the development of short term assessment beds have enabled the Council to support increased numbers of people in their own homes and deliver savings by successfully reducing the number of older people living in residential care. They provide people with an opportunity to be assessed away from a hospital setting, giving a more accurate understanding of someone's ongoing care needs. Being in a crisis and/or in hospital is not the right place for the majority of people to make long term decisions about their future.
8. National policy and guidance on reducing delays in discharging people from hospital has identified eight High Impact changes that local systems should all put in place. National Health Service England (NHSE) monitor progress with implementing these via local Accident and Emergency Delivery Boards (A&EDBs). The Council has Service Director level representation at the three A&EDBs that cover Nottinghamshire County Council's boundaries. One of the High Impact changes identified is the need for systems to develop services that enable people to be discharged from hospital as soon as they are medically well enough and enable them to have any further period of assessment that they require, ideally back in their own homes, or in short term beds. This is often referred to as 'Home First' or 'Discharge to Assess'. Demand for such services is therefore increasing, due to the volume and faster speed at which people are coming through hospital discharge teams, as well as being referred to from the community in order to avoid hospital or long term residential care admissions.
9. Short Term Assessment accommodation provides a safe and supported environment, with care staff on hand twenty-four hours, seven days a week, where the Council can undertake a thorough assessment of an individual's care needs and help them to regain their living skills and confidence before they make a decision as to whether they can

return home with a package of support, or whether it is time consider a permanent move into either an Extra Care Scheme or residential care home.

10. Traditionally this type of short term assessment has been provided through individually spot purchased places in residential care homes. This, however means that the person simply receives standard care and support, no re-ablement and is unlikely to have access to therapists trained to help them regain their independent living skills, mobility and confidence. People get settled in the home and there is a financial incentive for providers to encourage them to stay living there. The LGA <sup>1</sup>Efficiency Programme found that when people are placed temporarily in residential care homes in this way, there is an 80% chance that that person would remain there for the rest of their life.
11. In recent years the Council has therefore moved away from spot purchasing residential care places for short term assessment and consolidated its short term beds within the Council's own five Care and Support Centres (residential care homes) as a temporary solution whilst other models were explored. These have proved to be more successful and have contributed to the fact that over the past six months Nottinghamshire County Council has ranked nationally between the 5<sup>th</sup> and 12<sup>th</sup> best national performance for having minimal delayed transfers of care from hospital attributable to social care.
12. There are still, however, limitations to re-abling people within a residential care environment. Building on early success of utilising four places in a sheltered housing scheme, it was proposed to pilot using apartments in a community based Extra Care setting for short term assessment. This means that people can be assessed in an ordinary domestic and homely environment. For example, in Extra Care everyone has their own kitchen and can make their own drinks and meals, which is not possible in residential care due, for example, to industrial style kitchen facilities. Having a realistic home environment helps Occupational Therapists and social care staff to set goals and programmes with people to support them to retain and regain their skills and confidence more quickly. It provides a clearer understanding of people's on-going care needs, thereby helping to avoid any unnecessary admissions into long term residential care.
13. On 14<sup>th</sup> November 2016, Adult Social Care and Health (ASCH) Committee approved the pilot to test the use of short term assessment apartments within the Poppy Fields Extra Care scheme in Mansfield which, if successful, would be developed across the County. This report shares the outcomes of the evaluation of the pilot and recommends next steps based on this.

## **Model and Costs**

14. The pilot was conducted on the basis that using apartments/flats within Extra Care and sheltered housing accommodation has the potential to deliver better outcomes and also be a more cost effective option than residential care. As this was a completely new model the estimated costs required a period of running in order to be able to confirm them. The pilot identified 12 apartments at Poppy Fields, leased to the County Council for use as assessment apartments. Each Poppy Fields assessment apartment costs **£460** per unit per week and comprises the following elements:

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<sup>1</sup> Bolton, Professor John (2016) 'Predicting and managing demand in social care' Institute of Public Care, Oxford Brookes University.

Cost of bed/flat per week (rent, service charge and lifeline)	£137.36
Care from Homecare staff - per week per bed	£262.00
Additional Costs (utilities/domestics etc) - per week	£ 60.25
<b>Overall Cost per apartment, per week</b>	<b>£459.61</b>

15. By way of comparison, a spot purchase bed in the highest band of residential care costs £533 per bed. This is the cost of the place only and does not include costs of staff who are trained to re-able people, or the additional costs associated with regular change of people living there.
16. Care and support is provided to people staying at the Poppy Fields Short Term Assessment Apartments under the existing Extra Care contract arrangements with the onsite homecare team Mears. All Mears staff at Poppy Fields are employed on guaranteed minimum 25 hour contracts, with flexibility to do further hours if these are required. The provider is able to respond in a cost effective and flexible way to any variation in demands for support across the Assessment Apartments, Extra Care homes and the specialist bungalows that support people experiencing dementia. Mears is therefore able to maximise flexible use of the block contracted care hours (£262 per person per week) across the differing and sometimes fluctuating needs of all the people living at the Poppy Fields scheme.
17. Assessment and care planning that supports people to make decisions and put in place arrangements for when they are ready to leave the Short Term Assessment Apartments at Poppy Fields is provided by Social Care Assessors and Occupational Therapists in the Council's Short Term Independence Service (STIS). The STIS works closely with their community health Intensive Home support counterparts and is developing increasingly aligned teams and pathways. The purpose of the STIS is to work with people who require short term support in social care and health's community and bed based services, to either avoid a residential care or hospital admission, or enable a timely return home after a hospital admission. The team has oversight of the Council's social care re-ablement services in the community, as well as the Short Term Assessment Apartments and beds with the aim of ensuring that people do not stay in a service longer than they need to and to work with individuals to maximise the benefit of the services.
18. Following the success of the Poppy Fields Short Term Assessment Apartments, it is proposed to develop similar assessment apartments across the County. Some people's short term assessment stays will still need to be in a residential care setting in order to meet their specific needs, however, this number will be much smaller. Based on the pilot, current demand and needs, it is projected that approximately half the number of people who currently access short term assessment beds in residential care homes could have better outcomes and a more cost effective service provided through the Short Term Assessment Apartments model utilising Extra Care and other forms of supported housing.
19. Gladstone House Extra Care scheme in Newark is currently being built and is due to open in March 2018. It is proposed that 10 of the Council's overall 40 nomination units at Gladstone House are utilised as Short Term Assessment Apartments. A needs assessment has concluded that there is local demand for this service and that this is an

ideal site for the scheme geographically. The approach taken towards Assessment Apartments at Poppy Fields will be used as the basis for including the Short Term Assessment beds into the County Council's Co-operation Agreement for the Gladstone House scheme.

20. Demand analysis further projects that in order to provide countywide coverage and meet local needs, a further 10 Short Term Assessment Apartments will be required each in Bassetlaw and South Nottinghamshire. Work is now required to identify options for delivering these.
21. On 14<sup>th</sup> November 2016, ASCH Committee approved the commissioning plan for Short Term Independence Services for Older Adults 2017-19 which, based on current available data and demographic increases, projected that a mixture of 54 Assessment Apartments and residential care beds in total are needed across the County. Initially, this will be provided by having proportionally more Short Term Beds in Residential Care settings, whilst the Assessment Apartments are developed. Some Short Term Beds in residential care settings will always be required for people with extremely complex multiple long term conditions who require very high levels of supervision because their needs are often still fluctuating considerably following a period of ill-health. They require, however, a further period of recovery and re-ablement prior to making a decision about their long term care needs. This ensures that all options for a return home have been considered before thinking about whether a permanent move into residential care is the most appropriate option for them. Led by the Corporate Procurement team, a dialogue with independent sector providers commenced in June 2017 regarding options for the residential care beds model and costs of providing these. This is due to conclude in September 2017. Options and recommendations from this will be brought to Committee for consideration.
22. The cost of providing assessment beds will initially be met from Better Care Fund (BCF) funding up until March 2019, as detailed within the report 'Commissioning Plan for Short Term Independence Services for Older Adults 2017-19' approved by Committee on 14<sup>th</sup> November 2016. Additional funding availability will be dependent on reprovision costs to be released during the closure programmes of the Care and Support Centres.

## Outcomes

23. The table below provides an overview of the outcomes for people from the end of November 2016 to the end of May 2017. Six beds opened in November and a further five at the end of February. The table compares outcomes for people using Poppy Fields Short Term Assessment Apartments with the outcomes for people who access Care and Support Centre Assessment residential beds for the same time period. It shows an overall increase of 13% more people returning home or moving into Extra Care.

	Home or Extra Care	Other (e.g. Long Term Care, Hospital etc.)
<b>Poppy Fields Assessment Apartments</b>	44%	56%
<b>Care and Support Centre Assessment beds</b>	31%	69%

24. To date there have been 30 referrals to the scheme, with 25 people completing a full period of assessment there. The average length of stay for people was 24 days. Following their stay, 14 people required long term residential care, whilst 11 continued to be supported in the community, with seven returning to their own homes and four moving into Extra Care.
25. The people who have been referred to the Poppy Fields Short Term Apartments all have complex needs including multiple long term health conditions, dementia and familial dispute and were at the point that residential care is being considered. The Assessment Apartments provide a final option to assess if people are able to have an appropriate package of community support put in place to manage risks to independent living at home.
26. A phased approach was taken to the pilot, starting by initially opening six of the Assessment Apartments. The remaining flats were opened at the end of February. The Short Term Independence Service took over the operational oversight of the pilot in June 2017 and is implementing the opportunities to maximise capacity and outcomes that were identified during the evaluation. The target number of people expected to access the apartments for the whole year 2017/18 is 100. This will increase to 150 in 2018/19, which will reflect a full year effect of planned activities as above.
27. The target average Occupancy Rate has been set at 85%. The National Audit Office<sup>2</sup> notes that services with average bed occupancy levels above 85% would mean that people referring to the service 'can expect to have regular shortages' of availability. This would mean that there would be times when the short term apartments would not be able to take new people requiring them promptly and these people would need to go into short term residential care. Occupancy levels in the short term apartments will be monitored by the STIS team manager, who will liaise with the hospitals and referring teams to ensure that the service is well known and used whenever appropriate. The target aim is to increase the number of people who access the assessment units who then return home or enter Extra Care, from the current 44% performance, to 48% in 2018/19.

### **Case study example**

28. 83 year old Mrs X was admitted to a rehabilitation ward in a community hospital after a short stay in hospital, following an earlier diagnosis of vascular dementia, Mrs X appeared to be confused whilst on the rehab ward but expressed a clear desire to return home. Mrs X's family has lasting power of attorney for Mrs X's finances and feared that Mrs X would be unable to cope at home alone, as evidenced through neglect of herself and her home prior to hospital admission. The family had decided that a move to a residential care home would be most beneficial. The Social Worker recommended that Mrs X should have a short term assessment away from a hospital setting and within a homely apartment at Poppy Fields. Mrs X agreed and settled in quickly, commenting how much she liked the apartment and the space and privacy it gave her. The involved occupational therapist tailored a package of equipment for her stay in the apartment, and a care plan which focused on meal and drink preparation was devised, as this was an area of self-neglect whilst at home. Within two weeks Mrs X's family remarked how happy and settled Mrs X seemed and how confident they felt that she would cope on her

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<sup>2</sup> Source; NHS England Bed Availability and Occupancy data, Overnight. 31<sup>st</sup> May '017

own at home with appropriate support. After three weeks Mrs X returned to her home with the same Assistive Technology and OT equipment package as had been trialled at the apartment and an appropriate package of care, and remains at home three months after she was discharged from hospital.

### **Other Options Considered**

29. Adult Social Care and Health Committee gave approval in 2012 for the award of a contract to the preferred bidder for the development of a Retford Extra Care scheme. Since that date, the Council has been working to support the Development Partner to explore options to be able to deliver this scheme.
30. Different models for Short Term Assessment accommodation has been explored and compared in the evaluation. Whilst some people's needs will be such that they do require a stay in a short term specific re-ablement residential bed, the evaluation has shown that for those people who can stay in apartment style short stay accommodation, they have better outcomes as well as it being a more cost effective alternative.

### **Reason/s for Recommendation/s**

31. The County Council has been unable to progress with the development of the Retford Extra Care scheme with the Development Partner in accordance with the timescales and terms of the SPDA.
32. Short Term Assessment beds have evaluated positively and are a key part of enabling people to remain living independently in their own homes and supporting timely hospital discharge.

### **Statutory and Policy Implications**

33. This report has been compiled after consideration of implications in respect of crime and disorder, finance, human resources, human rights, the NHS Constitution (public health services), the public sector equality duty, safeguarding of children and adults at risk, service users, sustainability and the environment and ways of working and where such implications are material they are described below. Appropriate consultation has been undertaken and advice sought on these issues as required.

### **Financial Implications**

34. Existing Council policy links the creation of Extra Care in Retford to the closure of the St Michael's View Care and Support Centre (CSC). Associated savings of £739,000 are already agreed as part of the Council's medium term financial strategy. The delays experienced in developing the scheme have impacted on the 2018/19 time-scales by which these savings were planned to be achieved. Alternative options for these savings will need to be considered as part of a review by the Council of the future vehicles available to deliver housing with care and support.
35. The Short Term Assessment Apartments and Beds are more cost effective than residential care whilst providing better proven outcomes. The assessment beds can be funded from the Better Care Fund until re-provision money can be released from the

closure of the Care and Support Centres. If long term funding is not secured then other options will need to be developed if the Council wishes to continue to provide assessment beds after 2018/19, as outlined in the report to ASCH Committee in November 2016 - Commissioning Plan for Short Term Independence Services for Older Adults 2017-19.

### **Implications for Service Users**

36. There are no current users of the Extra Care service in Retford.
37. Short Term Assessment Beds mean that older adults do not have to make critical decisions about their long-term care and support needs whilst still in hospital and support people to remain living at home.

## **RECOMMENDATION/S**

That Committee:

- 1) approves the termination of the Strategic Partnering Development Agreement (the agreement setting out the arrangements for the development and delivery of the Extra Care accommodation) dated 27<sup>th</sup> March 2013 for the creation of a Retford Extra Care scheme, as amended between Nottinghamshire County Council, AH Retford Ltd and Ashley House plc, on the basis that the long stop date (the date by which both planning and funding conditions needed to be met to allow the arrangement to continue), as extended on a number of occasions, has now expired and there is no legal basis that would prevent the Council from issuing a notice of termination
- 2) approves the continued use of 12 Poppy Fields Apartments as Short Term Assessment units as business as usual, entering into a formal agreement with Mansfield District Council in line with the County Council's overall Poppy Fields Extra Care Scheme Co-operation Agreement.
- 3) approves the development of a further 10 Short Term Assessment Apartments in Gladstone House Extra Care which is currently being built and due to open in March 2018 and to identify options for up to a further 20 additional places for Short Term Assessment Apartments to enable access across the north and south of the County.

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## **Short Term Assessment Apartments**

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## **Constitutional Comments (HD 16/06/17)**

38. The recommendations in the report fall within the Terms of Reference of the Adult Social Care and Public Health Committee.

## **Financial Comments (KAS 27/06/17)**

39. The financial implications are contained within paragraphs 34 and 35 of the report.
40. Future reports to this Committee will be required once alternative options to mitigate the savings currently within the MTFs have been considered and also if long term funding is not released by closure of the Care and Support Centres for the Short Term Assessment Apartments.

## **Background Papers and Published Documents**

Except for previously published documents, which will be available elsewhere, the documents listed here will be available for inspection in accordance with Section 100D of the Local Government Act 1972.

Aiming for Excellence – Extra Care Update – report to Adult Social Care & Health Committee on 29 October 2012

Update on Development of Retford Extra Care – report to Adult Social Care & Health Committee on 15 July 2015

Update regarding new Extra Care schemes in Bassetlaw – report to Adult Social Care and Health Committee on 10<sup>th</sup> October 2016

Report to Finance and Property Committee “Lease for Older Adults Short Term Independence Assessment Accommodation – Poppy Fields Mansfield” on 19<sup>th</sup> September 2016

Commissioning Plan for Short Term Independence Services for Older Adults 2017-19 - report to Adult Social Care & Health Committee on 14<sup>th</sup> November 2016

## **Electoral Division(s) and Member(s) Affected**

All.

ASCPH479

