

13 November 2017

Agenda Item: 7

REPORT OF THE DEPUTY CORPORATE DIRECTOR, ADULT SOCIAL CARE AND HEALTH

INTEGRATED COMMUNITY EQUIPMENT LOANS SERVICE (ICELS)

Purpose of the Report

1. The purpose of this report is to request that Committee ratifies the following decisions made by the Integrated Community Equipment Loan Service (ICELS) Partnership Board on the basis that these posts generate significant savings for the Partnership and are therefore cost neutral:

- that the current temporary posts within the joint Integrated Community Equipment Loan Service (ICELS) Partnership Support Team be made permanent:

Equipment Review Team	FTE	Grade
Senior Practitioner Occupational Therapist (OT)	1	C
Qualified Clinician	1	B
Community Care Officer OT	2	5
Data Analyst	1	4
Review Support Assistant	2	3

Clinical Team		
Occupational Therapist	2	B

- appoint additional full time qualified clinicians and support on a temporary basis for 12 months, to increase the capacity and effectiveness of the ICELS Partnership Support Team:

	FTE	Grade
Qualified Clinicians	2	B
Review Support Assistant	1	3

Information and Advice

2. ICELS is a joint countywide service providing community equipment to help service users remain as independent as possible in their own homes. It is hosted and managed by the Council on behalf of all the local Clinical Commissioning Groups (CCGs) and Nottingham City Council. The service is delivered by the British Red Cross (BRC). It is overseen by a Partnership Board and has a Partnership Agreement and governance structure. A Pooled Budget is in place, which is contributed to by all partners. Each partner pays a percentage

of funds into the Pool. The budget contributions are reviewed annually and partner contribution levels are reset if needed. Any such changes are to reflect actual partner usage according to significant service changes, using a three year rolling average. The 2017/18 annual budget is £7.3 million of which the Council currently contributes £1.74 million. The Council's contribution has steadily reduced due to ongoing negotiation with Health Partners from £2.27 million in 2013/14, to £2.08 million in 2015/16 and now £1.74 million since 2016/17. These changes represent a reduction in the Council's annual contributions of £530,000 since 2013/14.

3. On 9th June 2010, Cabinet approved the establishment of a joint Integrated Community Equipment Loan Service (ICELS) for Nottingham City Council, Nottinghamshire County Council and the NHS bodies for Nottinghamshire. That report and a subsequent Delegated Decision on 7th April 2011 (AC/2011/00019) established the formation of the Partnership Support Team, which manages the service and leads on the interface between the partners and the service providers.
4. On 5th February 2016 Committee approved the following actions:
 - made permanent the core management posts within the Partnership Support Team
 - approved the extension of temporary contracts of the ICELS Equipment Review Team and ICELS Occupational Therapist until 31st March 2018
 - approved the appointment of an additional 'spend to save' temporary Occupational Therapist post to oversee non catalogue equipment purchase and improve staff training until 31st March 2018.
5. The service has been in existence since April 2004 in the south of the County and February 2006 in the north of the County. It operated as two services until 31st March 2011, when a new contract was set up to cover the whole county as one service with one service provider.
6. The ICELS is managed by the ICELS Partnership Support Team which is located at the Home Brewery Building in Arnold. The Partnership procures the service from the British Red Cross (BRC) with whom the current contract is in place for a countywide service until 31st March 2021, with an option to extend for a further two years.
7. A number of changes came into effect in April 2016 which have been beneficial to service users and professionals, these include:
 - 7 day operating, delivery and collections
 - Extended opening hours
 - Introduction of delivery time slots to give service users greater choice
 - A text messaging service to advise service users of the delivery time.
8. All of these improvements have been contained within the existing budget resources.

The Role of ICELS

9. The overall role of ICELS is to provide community equipment into clients' homes to:
 - Support discharges from hospital

- Prevent unnecessary admissions to hospital
 - Support on-going frailty
 - Prevent further deterioration, e.g. Falls prevention, Intermediate care.
 - Support client choice to remain in their own homes
 - Aid rehabilitation and re-ablement
 - Assist with children's support and development
 - Provide more specialist equipment when required
10. Equipment is ordered by occupational therapists, physiotherapists and community based nurses (Prescribers), who are employed by either health organisations or the Local Authority.
 11. The service loans equipment to individuals; it is therefore essential that equipment is returned when no longer required so that it can be refurbished and re-issued, which is an efficient use of resources.
 12. The service delivers over £19 million of equipment each year and collects back over £12 million of equipment; currently 92% of the returns are refurbished and able to be re-issued. Equipment is loaned for both short and long term usage, some items will remain with individuals for several years or even all of their lives, depending on need. Under national guidelines all such long term loaned equipment should be reviewed a minimum of once every three years.

The ICELS Partnership Support Team

13. ICELS has continually evolved and expanded in response to local and national changes, and to meet partners' subsequent increases in demand. Consequently the 'Core Management' team of four employees was made permanent in February 2016, and the temporary posts were extended to 31st March 2018. **Appendix A** shows the structure chart of existing permanent and temporary posts
14. The Partnership Support Team has evolved into three areas: Core Team, Equipment Review Team and Clinical Team. This allows them to carry out an extensive range of primary functions, as detailed in **Appendices B, C and D**, which have increased as the Team's remit has expanded and changed.
15. ICELS continues to have service growth of 10% a year since it began in 2004. As a consequence the ICELS Partnership Board recognised that more needed to be done to manage the service within its available budget resources. The Team has moved from being 'contract overseers' providing feedback and guidance to the Partnership Board and Operational Managers, to providing a more proactive 'gatekeeping role', identifying potential areas for improvement and implementing change.
16. This service is recognised as being one of the best services in the country, with 99% of equipment orders being delivered on time and over 92% of equipment returns are refurbished and reissued which significantly reduces costs. Other national services regularly contact Nottinghamshire for advice, guidance and visits to view how the work is carried out.

ICELS Equipment Review Team

17. The purpose of the Equipment Review Team is to undertake reviews of equipment prescribed to people living in their own homes and in care homes, where the original loan period has expired. This reviewing activity ensures that the equipment is still required, safe and appropriate, but also helps to reduce the overspend of ICELS by returning equipment that is no longer required.
18. The Review Team has been in place since November 2014 and up to the end of July 2017 has reviewed £4.25m of loaned equipment in homes, ensured £2.5m of equipment is safe remaining in situ or replaced, and returned £1.4m of no longer needed equipment to ICELS.
19. For the financial year 2016/17, the Review Team staff costs including mileage was £192,000. The identified equipment returns cost for this time period were £625,000. When factoring in ratios for returns and recycling (90%) and contract credit percentages (85%) this translates to a Return on Investment (ROI) of 276%.
20. In addition to reviews in clients' own homes, the Review Team clinicians assist with visiting care homes to carry out audits of loaned equipment.
21. To the end of July 2017, 143 completed care homes audits have been carried out by the Partnership Support Team since May 2014, as well as 81 follow up annual reviews. In total £1.48m of equipment has been identified and returned to ICELS over this time. On average for each care home reviewed, £7,723 of equipment has been returned.
22. The database of equipment to be reviewed continues to grow every month. At the starting point of the project the database value stood at £3.5m. At the end of July 2017 the total value of all equipment on the database has reached £11.3m, leaving £7m still to be reviewed. This increases on average by approx. £2.6m a year. Since the start of the project the team's reviewing capacity has steadily risen each year from £1.1m in the first year to now having maximum review work capacity of approximately £1.5m a year. This can be estimated as £375,000 per Review Team clinician over a year.
23. ICELS is currently working with the Council's ICT department to design more efficient recording systems.
24. Successful links have been developed with Nottingham City Care to access limited client records which is enabling the team to carry out more reviews in Nottingham City. Nottingham City Council has implemented a new client records system, Liquid Logic, and work is being completed to allow access by the ICELS Review Team.

ICELS Clinical Team - Occupational Therapists

25. The ICELS Clinical Team consists of a permanent Senior Practitioner Occupational Therapist (OT) who is part of the original Core ICELS Team, and two temporary full time OTs. This team monitors all Minor Adaptation requests, oversees Non Catalogue Community Equipment (NCCE) requests, provides advice and guidance to prescribers to

improve practice, and improved prescriber equipment usage, by providing an enhanced consistent equipment training programme.

26. The two temporary OT posts have generated further savings whilst improving practitioners' skills and knowledge.
27. Non Catalogue Community Equipment are items which are not listed on the ICELS standard equipment catalogue. By virtue of their specialist nature these meet specific clinical needs that cannot be covered by the standard catalogue range. Examples of NCCE equipment are:
 - Postural seating
 - Specialist beds
 - Specialist bathing and showering aids
 - Bespoke slings
 - Paediatric seating systems.
28. The team has successfully reduced costs of new NCCE purchases by overseeing ordering activity by practitioners and in some cases suggesting more cost effective alternatives. On average 60% of all NCCE equipment delivered are items from refurbished stock. **Appendix D** contains some further detail and examples.
29. At the end of 2016/17 the NCCE budget within the ICELS total budget overspent by 40%, which was offset at year end by savings achieved from the Minor Adaptations budget. So far in 2017/18 the NCCE budget is projected to overspend by 20%, a reduction of 20% in spend levels, as a direct result of intervention by the ICELS team. A large range of measures are being put in place to improve this area and will create further savings this year.
30. During July 2017, the team completed contact sheets for the calls, emails, visits, and work done so that the volumes and kinds of enquiries being dealt with can be better understood. See **Appendix D** for broad outlines.
31. Further savings could be achieved by increasing the number of equipment reviews being undertaken each year and greater clinical oversight on NCCE orders, however this would require additional qualified clinician time.
32. Based on the efficiencies and savings being generated from the current permanent and temporary staff, the ICELS Partnership Board have approved the creation of additional temporary staff to further increase capacity and performance. These additional staff should enable the review team to increase its reviewing capacity from £1.5m a year to £1.875m and increase the clinical team input to continue the work they are doing to reduce spend on NCCE. This would allow the team to develop capacity in a measured approach balancing demand with other Partnership measures to tackle general equipment returns awareness. Review support would also need to increase to support the additional clinicians.

Post	Full year Cost	Estimated Returns
2 fte Qualified Clinician (Band B)	£91,552 } £115,000	£317,000
1 fte Review Support Worker (Scale 3)	£23,412 }	

Governance

33. The ICELS Partnership Board has agreed continuation of the on-going management of the team by Nottinghamshire County Council as the host partner in accordance with the terms defined within the ICELS Partnership Agreement (January 2016).
34. The Deputy Director, Adult Social Care and Health will continue as executive lead for the partners and the Commissioning Manager will continue managing the Partnership Support Team Manager.

Other Options Considered

35. The options of not extending or making the posts permanent were considered, but there are some potential risks and concerns associated with this including: the current financial position could revert back to an overspend; the equipment review work would not be completed, potentially leaving individuals with older unsafe or unnecessary equipment or electrical equipment found that has missed annual inspections; audits of loaned equipment in care homes would not be completed; there would be no oversight of minor adaptations orders or consistent staff guidance and training across the Partnership.

Reason/s for Recommendation/s

36. The contracts for all the temporary posts are due to cease on 31st March 2018. The ICELS Partnership Board has kept all the posts under review and ascertained that the services provided bring significant added value to the ICELS service and secure savings that would not be realised without them. As a consequence the Partnership Board has taken the decision to make all these posts permanent and add further temporary posts to increase the Partnership Support Team's capacity and effectiveness.

Statutory and Policy Implications

37. This report has been compiled after consideration of implications in respect of crime and disorder, data protection and information governance 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, smarter working, sustainability and the environment 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

38. The ICELS annual Pooled Budget is £7.3 million. Prior to 2016/17 the service was routinely overspent at year end; in 2013/14 the service overspent by £590,000. With the introduction of the Review Team and then the OTs this overspend started to reduce and by 2016/17 it had been turned into a £501,000 underspend.

39. The turnaround was achieved due to all of the following factors:
- new contract implemented in April 2016 which secured reduced prices on some equipment and on contract delivery fees
 - equipment changes in practice put in place by the ICELS Partnership Team
 - ICELS Equipment Review Team
 - ICELS Care Homes Audits
 - ICELS Minor Adaptations Service review
 - ICELS Clinicians implementing tighter controls on some areas of NCCE
 - ICELS Clinicians providing more equipment training which improves practices and gains better outcomes for clients.
 - Health Partners working more proactively with ICELS Partnership Team to actively review activity statistics and target appropriate mattress and beds usage to reduce costs.
 - some partners carried forward Pooled Budget Balances due to savings the previous year.
40. All costs for these posts are contained within the jointly funded ICELS Pooled Budget. Under the terms of the Partnership Agreement, Partners have agreed to share any financial risks arising from making these posts permanent.
41. The full year cost of the ICELS Partnership Support Team is as follows:

Posts	FTE	Band	2017/18 Salary	2017/18 including on-costs
Permanent Staff already in place				
Partnership Manager	1	D	£41,967	£55,865
Finance Officer	1	5	£24,964	£32,774
Senior Administrative Support	1	4	£21,268	£27,755
Lead Clinician Senior OT	1	C	£39,177	£52,076

Requiring approval in this report:

Current Temporary Staff to be made permanent

Review Support Assistant	1	3	£18,070	£23,412
Senior Practitioner OT	1	C	£39,177	£52,076
Qualified Clinician	1	B	£34,538	£45,776
Community Care Officer OT	2	5	£49,928	£65,548
Data Analyst	1	4	£21,268	£27,755
Review Support Assistant	1	3	£18,070	£23,412
Occupational Therapist	2	B	£69,076	£91,552

Additional Temporary Staff to be appointed for 12 months

Qualified Clinician	2	B	£69,076	£91,552
Review Support Worker	1	3	£18,070	£23,412

Total annual cost of all staff	16 fte		£464,649	£612,965
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42. Comparison of ICELS staff costs to savings generated by the team:

Annual Equipment Review net returns	£531,000
Annual Care Homes Audit Equipment net returns	£415,000
Anticipated annual savings from Minor Adaptations reviews	£300,000
Anticipated annual savings from NCCE orders reviews	£177,000
Total estimate	£1,423,000

43. These savings figures are based on actual achieved savings in 2016/17 and savings identified so far in 2017/18.
44. Further background information on the service effectiveness is provided as **Appendix E**. This is the summary of service activity for 2016/17.

Human Resources Implications

45. All posts are filled with no vacancies.

Implications for Service Users

46. This service forms a vital part of the support network which enables clients to exercise choice by remaining in their own homes to live independently. It enables clients to be discharged safely home from hospital settings and prevents admission to acute care. The ICELS Partnership Support Team oversees the contract to ensure quality of service to clients is maintained.

Implications for Sustainability and the Environment

47. This service has been in place since April 2004 and successfully remains efficient and effective in re-cycling and re-using its equipment resources, vastly reducing impacts in waste. The service endeavours to collect back and re-issue 90% of equipment returned. Annually the service processes a total of £30m in equipment deliveries and collections with a budget of £7.4m. The ICELS Partnership Support Team works closely with the service provider to identify more efficient ways of working and increase collections as part of on-going savings. This includes engaging with GP practices to increase public awareness.

RECOMMENDATIONS

- 1) That the Committee ratifies the following decisions made by the ICELS Partnership Board:
- make permanent the following temporary posts within the ICELS Equipment Review Team:

Equipment Review Team	FTE	Grade
Senior Practitioner Occupational Therapist (OT)	1	C
Qualified Clinician	1	B
Community Care Officer OT	2	5
Data Analyst	1	4

Review Support Assistant	2	3
<ul style="list-style-type: none"> make permanent the two temporary Occupational Therapist posts within the ICELS Clinical Team: 		
Qualified Clinicians	2	B
<ul style="list-style-type: none"> appoint additional temporary full time staff to further increase the capacity of the Review Team and Clinical Team on a 12 month basis: 		
Qualified Clinicians	2	B
Review Support Worker	1	3

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Constitutional Comments (SMG 26/10/17)

48. The proposals outlined in this report fall within the remit of this Committee.
49. The Employment Procedure Rules provide that the report to Committee include the required advice and HR comments and that the recognised trade unions be consulted on all proposed changes to staffing structures (and any views given should be fully considered prior to a decision being made).

Financial Comments (DG 01/11/17)

50. The financial implications are contained within paragraphs 38 - 44 of this report.

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.

Delegated Decision AC/2011/00019 - 7th April 2011
Integrated Community Equipment Loans Service (ICELS) – report to Adult Social Care and Health Committee on 5th February 2016

Electoral Division(s) and Member(s) Affected

All.

ASCPH495