

**14<sup>th</sup> May 2018****Agenda Item: 8****REPORT OF THE SERVICE DIRECTORS FOR MID NOTTINGHAMSHIRE AND  
NORTH NOTTINGHAMSHIRE & DIRECT SERVICES****PROCUREMENT PLAN FOR SHORT TERM AND ASSESSMENT/ RE-  
ABLEMENT BEDS AND NEXT PHASE OF THE CARE AND SUPPORT CENTRE  
CLOSURE PROGRAMME****Purpose of the Report**

1. The report seeks approval of:
  - a) the procurement process to ensure adequate provision of short term assessment and re-ablement beds in-line with the closure programme for the Council's Care and Support Centres.
  - b) the recommended next phase of the closure of the remaining Care and Support Centres is planned to be: St Michael's View in March 2019 and Leivers Court in June 2019, dependent on the successful procurement of alternative services.
  - c) decisions about closure dates for Bishop's Court and James Hince Court are deferred until the market is tested.
  - d) the extension of 1 fte (full-time equivalent) Social Worker (Band B) post from May 2018 to 31<sup>st</sup> July 2019 to work with existing residents and their families to support the closure programme.

**Information**

2. Some information relating to this report is not for publication by virtue of paragraph 3 of Schedule 12A of the Local Government Act 1972, this covers information relating to the financial or business affairs of any particular person (including the Council) and information relating to any consultations or negotiations on employee relations. Having regard to all the circumstances, on balance, the public interest in disclosing the information does not outweigh the reason for exemption because of the risk to the Council's commercial position and employee negotiations that disclosure is likely to pose. The exempt information is set out in the **Exempt Appendix**.
3. The closure of the Council's six remaining Care and Support Centres was approved by Full Council on 26 February 2015. £4.346m savings were associated with the total closure programme. This decision was made following full consultation and amendments were

made as a result of the consultation. £784,000 has already been delivered, with plans on track for a further £803,000 to be delivered in 2018/19.

4. The closure of each of the Care and Support Centres is predicated upon:
  - finding alternative residential care or extra care placements for the remaining long-term residents
  - reprovision of the short term social care assessment/re-ablement beds as well as the short term respite and interim care<sup>1</sup> beds
  - negotiating with health partners on time-scales for re-providing the NHS led short term intermediate care beds (currently 6 Falls and Fracture Beds remain at St Michael's View and 10 Intermediate Care Beds at James Hince Court)
  - a local Extra Care Scheme being available. In October 2017 Committee approved a request to establish a Members Reference Group to review the Council's future approach to Extra Care which reported back to Committee in April 2018.

### **Progress to date**

5. The original proposal included a decision that the Care and Support Centres would focus on providing short term and assessment and rehabilitation beds and would not admit any further long term residents to the homes in order to minimise the number of people who would be affected by home closures. This was part of the public consultation regarding the proposal. The number of long term residents has reduced over this period from more than 100 to just 24.
6. The condition of the Care and Support Centres estate is variable. Some environments are no longer fully fit for future purpose and are not an optimal model of modern provision in line with care home design principles or dementia friendly design. National minimum standards for new care homes built from 2002 onwards require a greater level of space, both personal and communal, and requirements for washing and bathing facilities are much more exacting with en-suite facilities being the norm for new care home registrations.
7. Kirklands Care and Support Centre closed in June 2016 following the opening of the Poppy Fields Extra Care Scheme in Mansfield. This delivered £784,000 annual recurrent savings. Poppy Fields includes 12 assessment and re-ablement apartments which have been successful at avoiding the need for people to move into residential care by helping people to regain their independent living skills and confidence before returning to their own homes. This evidenced that the best way to meet the broad range of people's needs is to have a mix of accommodation based assessment and re-ablement units; some in Extra Care Schemes and some in residential care homes.
8. Woods Court Care and Support Centre in Newark is on track to close in May 2018 which will deliver a further annual £964,000 of savings. It will closely follow the opening of Gladstone House Extra Care Scheme on Bowbridge Road, Newark, which will include eight assessment and re-ablement apartments.

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<sup>1</sup> Interim Care is when a person is waiting for a home care package or permanent independent sector residential care to become available

9. Further work has also been undertaken in preparation for the procurement of assessment and re-ablement beds. In November 2016 Committee approved a mixed model of up to 54 assessment and re-ablement beds, some in Extra Care and some in residential care. However, due to unknown closure dates linked to the development of some Extra Care Schemes it has not been possible to progress a tender to procure all of these to date.
10. The Council continues to work with Bassetlaw Clinical Commissioning Group regarding future options for the residential Intermediate Care and Assessment Bed service based at the Council's Care and Support Centre, James Hince Court in Carlton-in-Lindrick, as well as the Falls and Fracture Beds at St Michael's View. Initial options considered by the CCG did not progress to a viable business case.

### **Planning for future services**

11. In addition to short term assessment and re-ablement beds, the Care and Support Centres currently also provide a total of 38 other short term beds for respite and interim care use. These are used in addition to the spot purchasing of further such beds in the independent sector. In some areas of the county there is sufficient capacity to purchase these on a spot basis from the independent sector which offers maximum choice and flexibility for people and their families. In some areas of the County however, there are fewer available short term vacancies and a small number of respite beds may need to be block purchased in the future. The way in which both the short term assessment/re-ablement beds and the short term respite/interim care beds are contracted therefore needs to be done in a flexible way that enables the Council to have some capacity to negotiate reasonable increases and decreases with providers to respond to differing availability and demand across the County.
12. Soft market testing has been undertaken with the residential independent provider sector. During this engagement, residential and nursing care home providers indicated that they would be able to respond to the need for short term assessment and re-ablement beds in all areas, if purchased on a block basis of five or more beds.
13. However this is not a guarantee that the independent sector will subsequently be able to meet the specification requirements at the costs initially indicated during the soft market testing. This will only be known once a tender is undertaken and providers submit their formal proposals. There are a number of variables that are likely to impact on costs and providers' ability to deliver the service, including staff recruitment and retention (particularly in light of the need to provide higher staffing levels and specific re-ablement skills) and the increased resources required for infection control and administration associated with higher turnover of service users.
14. The short term accommodation based assessment and re-ablement services are core to the delivery of social care. They provide good outcomes by supporting people to (re)gain their independence, which in turn also reduces the amount of care and support people may require. In order to mitigate the associated risks of not having these services available or of them operating at reduced performance, it is recommended that a phased approach is taken that tests the market's capacity to deliver this new type of service before closing all the Council's own services. This will reduce the risks associated with an untested market. Phasing will enable the Council to test the care home market and provide actual information on its potential capacity and costs.

15. In May 2018, Adult Social Care and Public Health Committee recommended a new Housing with Care Strategy to Policy Committee for formal approval. This sets a target of an additional 258 Extra Care beds to be developed for nominations by social care by 2021, rising to 1,015 by 2021. The Council is now engaging with partners and stakeholders to develop an implementation plan. The two Care and Support Centres that still require a plan for local Extra Care to be developed are Bishop's Court (Ollerton) and St Michael's View (Retford). These two areas are a priority for agreeing schemes with partners in 2019. The new strategy seeks to use a variety of models to deliver Extra Care and does not rely solely on new buildings being constructed. This can significantly reduce the time-scales required to plan and put in place Extra Care.

### **Recommended procurement and closure time-scales**

16. It is therefore proposed that a tender is now commenced to establish a county wide Dynamic Purchasing System (DPS) for short term assessment and re-ablement beds, as well as short term respite/interim care beds. A strong contractual focus will be placed on re-ablement and promoting independence. A DPS is essentially a list of Providers who evidence that they meet the core specification for the service. The Council can then invite Providers who are on the list to submit bids for a number of block purchased beds in one place. Providers are able to apply to join the DPS at any time. This system will provide flexibility for the Council if demand fluctuates up or down. CCGs can be invited to sign up as associates to use the same system to purchase short term beds, which will support the delivery of more integrated services.
17. It is planned to have the DPS Framework in place by Autumn 2018 and use it initially to procure up to 25 short-term assessment and re-ablement beds, including up to 10 for Mid-Notts (to support the closure of Woods Court and remaining Kirklands capacity) and up to 15 on a block basis in the south of the County (to support the closure of Leivers Court). In addition to this, short term respite/interim care beds will be spot purchased from the DPS as required.
18. The new short term and assessment beds need to be running before the Care and Support Centres close. The cost of double running the services until funds are released from the closure of the Care and Support Centres will be met from the Better Care Fund money already approved in November 2016.
19. It is therefore recommended that the next phase of Care and Support Centre closures are planned to be: St Michael's View in March 2019 and Leivers Court in June 2019. These dates are dependent upon the successful procurement of the alternative services. Residents, their families and staff will be kept informed of progress with this. Extra Care is already in place local to Leivers Court following the opening of the St Andrew's scheme in Mapperley in June 2015. Although there is not currently a planned Extra Care Scheme in Retford linked to St Michael's View, the building environment is the least optimal from an operational perspective and is less well utilised than James Hince Court, particularly in respect of supporting discharge from hospital. The new Housing with Care Strategy broadens the range of models that the Council will use to develop Extra Care and it is therefore now possible and the Council's intention, to plan to have a local scheme available within 2019/20. This scheme will be prioritised in the first phase of implementing the Council's new Housing with Care Strategy.

20. James Hince Court (Worksop) and Bishop's Court (Ollerton) are two of the most used Care and Support Centres. It is recommended that decisions about closure times for these final two Centres are made when firm information is available on market cost, capacity and ability to deliver a service that is new to the independent sector in terms of the model and the outcomes that the Council requires. The Extra Care development linked to James Hince Court is Abbey Grove on which work is underway with an expected completion date of April 2019. Ollerton does not currently have a scheme in development, but will be also prioritised in the first phase of implementing the Council's new Housing with Care Strategy.
21. Having a dedicated Social Worker to be a central contact point and to liaise with people, their families and the Care and Support Centre staff, in order to not only identify suitable alternatives but also to support a smooth transition has proved to be very successful in the closure of previous centres. The Social Worker supporting the closure programme is already established and was extended up to March 2018 by Committee to support the closure of Woods Court utilising the Improved Better Care Fund. It is therefore recommended that the existing 1 fte Social Worker (Band B) post is extended from 31<sup>st</sup> May 2018 to 31<sup>st</sup> July 2019 at a cost of £60,755.

### **Other Options Considered**

22. Early commencement of a tender for all short term residential assessment and re-ablement beds required, if successful, would mean that all the Care and Support Centres could potentially close by April 2019/20, delivering all the remaining associated savings of £3,562,000. However, whilst the soft market testing has given positive indications, it does not guarantee that following a tender exercise that short term care will be delivered to time, cost, quality and specification in the external market.
23. This option is not therefore recommended because there is still uncertainty about the ability of the external market to provide all of the short term and assessment beds required which could risk more people moving into long term care unnecessarily.
24. The option of not starting to plan for the closure of a Care and Support Centre until local Extra Care is definitely available was also considered. However, the implementation plan for the new Housing with Care Strategy prioritises the two remaining localities for schemes and also includes a wider range of models which could be developed more quickly. Some Centres now have very low numbers of long term residents and when this is coupled with the impact of environmental factors in some centres on providing care and support for people with multiple long term conditions, keeping them open is becoming increasingly unviable from an operational perspective.

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

25. These are outlined in **paragraphs 16-24**.

### **Statutory and Policy Implications**

26. 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

27. The original Business Case to close the six Care and Support Centres will deliver a total of £4.346m savings after accounting for the costs of providing alternative care. This is broken down in the following table:

Care and Support Centre	Savings £000	Progress
Kirklands, Sutton-in-Ashfield	784	Completed
Woods Court, Newark	964	On track for closure May 2018
Leivers Court, Arnold	587	Extra Care already in place. Closure dependent on procuring short term beds
St Michael's View, Retford	739	No short term assessment beds to reprovide for. Extra Care requiring a development proposal.
James Hince Court, Carlton-in-Lindrick	678	Extra Care development is underway and will be in place April 2019. Closure is then mainly dependent on the Council procuring short term beds and health decision regarding their 10 IC beds
Bishop's Court, Ollerton	594	Extra Care requiring a development proposal. Closure is then mainly dependent on the Council procuring short term beds
<b>Total</b>	<b>4,346</b>	

28. Approval of the recommended option will mean that in addition to the £784,000 savings delivered and the £964,000 (full year effect) on track to be delivered from May 2018, a further £739,000 (full year effect) will be delivered in 2019/20 from the closure of St Michael's View in March 2019 and £440,250 (part year effect) from the closure of Leivers Court in June 2019. £60,755 to extend the 1 fte Social Worker (Band B) post from 31<sup>st</sup> May 2018 to 31<sup>st</sup> July 2019 and the costs of procuring up to 25 short term assessment and reablement beds for two years would be funded from a mixture of the BCF money already approved in November 2016 and re-provision costs as these are released following closure of the Centres.
29. The recommended option will mean slippage of £2.464m (associated with James Hince and Bishop's Court) from 2018/19 into 2019/20 or 2020/21, pending a decision regarding these remaining two Care and Support Centres once the capacity of the independent sector to provide the short term beds is established. This slippage has already been approved and included within the Council's Medium Term Financial Strategy.

## Human Resources Implications (SJJ 01/05/18)

30. There are HR implications associated with the closure of the Care and Support Centres but these would need to be assessed once the final plans are confirmed and may differ from centre to centre. The closure of Woods Court is currently being supported by HR and relevant employment procedures

## **Implications for Service Users**

31. There are currently a total of 13 long term residents living in St Michael's View and Leivers Court who will need to be supported to find alternative long term placements. Having a dedicated Social Worker to liaise with people, their families and the Care and Support Centre staff in order to not only identify suitable alternatives, but also to support communications and enable a smooth transition, has proved to be very successful in the closure of previous homes and therefore extension is recommended.

## **Implications for Sustainability and the Environment**

32. Sustainability will be tested as part of the phased introduction of using more short term and assessment beds in the independent sector.

## **RECOMMENDATION/S**

That the Committee approves:

- 1) the procurement process to establish a Dynamic Purchasing System to ensure future adequate provision of short term and assessment/re-ablement beds
- 2) the recommended next phase of the closure of the remaining Care and Support Centres is planned to be: St Michael's View in March 2019 and Leivers Court in June 2019, dependent on the successful procurement of alternative services
- 3) decisions about closure dates for Bishop's Court and James Hince Court are deferred until the market is tested
- 4) the extension of 1 fte Social Worker (Band B) post from 31<sup>st</sup> May 2018 to 31<sup>st</sup> July 2019 to continue to work with existing residents and their families to support the closure programme.

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## **Constitutional Comments (SLB 02/05/18)**

33. Adult Social Care and Health Committee is the appropriate body to consider the content of this report.

### **Financial Comments (AGW 01/05/18)**

34. The financial implications are contained within paragraphs 27-29 of this report.

### **HR Comments (SJJ 01/05/18)**

35. There are HR implications associated with the closure of the Care and Support Centres but these would need to be assessed once the final plans are confirmed and may differ from centre to centre. The closure of Woods Court is currently being supported by HR and relevant employment procedures.

### **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.

Annual Budget 2015/16 - report to County Council on 26 February 2015

Commissioning Plan for Short Term Independence Services for Older Adults 2017-19 - report to Adult Social Care and Health Committee on 14 November 2016

Retford Extra Care and the Poppy Fields Extra Care Short Term Assessment Apartments - Report to Adult Social Care and Public Health Committee on 10 July 2017

Better Care Fund: 2017/18 Progress Update and Approval for the Use of the BCF Care Act Allocation and the Improved BCF 2018/19 – report to Adult Social Care and public Health Committee on 12 March 2018.

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

All.

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