

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Executive Member for Adult Social Care
Date:	14 June 2016
Title:	Older Persons Extra-Care; update on the provision of care in the New Forest Quaker and Riverside schemes
Reference:	7527
Report From:	Director of Adults' Health and Care

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1. Executive Summary

- 1.1. The purpose of this paper is to update the Executive Member for Adult Social Care on the work which has been undertaken at the Quaker and Riverside housing schemes in the New Forest following a request by the Executive Member during the Decision Day on 22 March 2016.
- 1.2. On 22 March 2016, the Executive Member considered a report on the retendering of Extra-Care for older people in Hampshire. The report set out how the Quaker Court and Riverside Court schemes differed from Extra Care schemes elsewhere in the County. The decision was taken not to include the contracts for care for people living in these 2 schemes in the tender process. The County Council will continue to deliver care within the schemes in a different way when the current contracts end in September 2016.
- 1.3. This report is designed to update the Executive Member for Adult Social Care on the work which has taken place subsequent to the decision in March in relation to the Quaker Court and Riverside Court schemes, to help ensure the provision of services beyond the direct delivery of care to residents within these schemes.

2. Context

- 2.1 As previously reported to the Executive Member of Adult Social Care on 22 March 2016, over the last twelve months a review of the way Extra-Care works had been carried out, taking into account the views of service users, care providers, landlords, district and borough councils as well as a review of performance, demographic demand and financial data.

- 2.2 As a result of the review the Quaker Court and Riverside Court schemes were identified as being in areas with a comparatively low number of older people with assessed, eligible care needs, despite the attractive nature of the schemes and the relative number of older people in the area. These circumstances have left the amount of care required by residents within these schemes at a low level despite efforts to improve the situation.
- 2.3 It was on these grounds that that the decision was made not to include these schemes within the re-tender for Extra-Care services. The contracts for these schemes would come to a natural end when they expired at the end of September 2016, at which point these schemes will no longer be designated as Extra-Care and the care needs of clients living within these schemes would be met via other arrangements, but that there would not be a 24/7 staff presence within the scheme from that date.
- 2.4 The Executive Member for Adult Social Care requested that an additional report be brought back to provide an update on work with residents of these two schemes on changing the way care was to be delivered and what if any actions the County Council could take to assist and minimise the impact of these changes.

3. Residents Views

- 3.1. Following on from the March 2016 report, County Council officers have been undertaking further work to identify what further effects the change to the way care is delivered may have at the two schemes. Meetings have been held with residents, both in a group setting and on a one to one basis, to listen to the concerns of residents. Further meetings have been held with residents' families, who have also attended the group events, to understand from their perspective what they consider to be the important elements of the schemes which may be lost as a result of the reorganisation of care.
- 3.2. Alongside these meetings, individual assessments are being carried out of resident's individual needs to ensure the County Council has fully up to date information.
- 3.3. County Council officers have also had conversations with both staff within the schemes and with representatives of the Landlord to identify what activities are currently being undertaken, and what role the Landlord may have in the scheme beyond the end of September 2016.
- 3.4. From these meetings, it is clear that there is a mix of anxiety and concern amongst residents and their families regarding what may be lost when the delivery of care within the scheme changes. The additional services being offered by the staff, including such things as help with meals provision, communal activities and wellbeing activities, are strongly valued by the residents, and this report takes those views and concerns into account, alongside information gathered as part of the wider review on Extra-Care, the review of County Council contracts and the requirements to make best use of public funds.

3.5. The previous report outlined a number of specific actions that would be followed to help ensure people living within the schemes be able to access the care they require. These were:

- **Continued Communication.** Following the report, a number of meetings have been held, giving all residents and their families the opportunity to say publicly what their concerns were. These have been followed by a number of smaller group meetings, and also individual meetings with residents and family members.
- **Assessments.** County Council officers are meeting with those residents and their families who have requested an assessment or review to ensure their care requirements are being fully met. A number of these assessments have identified additional needs, and given these residents and their families the opportunity to review what, and how, they would like their care to be delivered.
- **OPCIS.** The Older Persons Community Independence Service, known and referred to as OPCIS, is a community based service offering time-limited support specifically for older people aged 55 and over who just fall short of Adult Services eligibility. The service aims to maximise the long term independence of service users. Following a meeting with Hampshire officers, the possibility of accessing OPCIS has been reviewed for Quaker and Riverside residents, with referrals able to be made as part of the assessment process.
- **Telecare.** A meeting has been held between Hampshire Officers and Argenti, Hampshire's telecare provider, to discuss possible options for increased levels of telecare for residents who feel they may need it. The offer of telecare has been made to residents, and is being discussed with individuals where they feel they may benefit from the services.

4. Update

4.1. The way in which the County Council has contracted for the care within Quaker and Riverside Courts has enabled further, more preventative work to carry on within these schemes. This work is highly valued by the residents and their families. Evidence of improved social inclusion, nutritional wellbeing and the delivery of enhanced landlord functions can be found within both schemes. The meetings and conversations held with those involved closely with the schemes have identified four primary areas of concern which could be affected by the change in care arrangements.

4.2. The first area of concern is regarding access to, and assistance with, improved nutritional wellbeing. Having on-site staff has allowed for a communal lunch activity which, while delivered from an outside organisation, has been organised by staff within the schemes. In addition, staff support some residents to access this activity. This arrangement helps ensure that residents are accessing suitable meals and provides monitoring of nutritional health beyond that traditionally delivered through direct one-to-one care time.

- 4.3. The second area of concern is regarding social and community activities that build community within both the schemes and help reduce social isolation. While it appears that there have been some resident organised and run activities, the staff within the schemes currently play a very active role in the delivery of social and community activities from regular coffee mornings or afternoons, to physical activities, games and the arrangement of outside entertainment. These regular activities do have a positive effect for the residents, giving them the ability to interact with their neighbours, and could be attributed to the improved social outcomes of a number of residents.
- 4.4. The third area of concern is regarding the enhancements and local alternatives the on-site staff have delivered in relation to a number of landlord functions, including response to, and the resetting of fire alarms, some housing management functions, the reporting of building maintenance issues and site access arrangements. The change in the way that the delivery of care is organised would mean that these functions would need to be delivered in a different way.
- 4.5. The fourth area of concern is regarding the early intervention and timely support the on-site staff provide to residents which helps prevent the escalation of problems to the point where higher level services are required. Staff have been able to develop a long term relationship with residents and perform relatively simple support tasks that can help prevent more complex, more intensive interventions at a later stage. This can be the discussion of concerns with the on-site staff member, or through regular calls or visits to individuals to check on wellbeing. This service is highly valued by both residents and their families and can help to prevent other forms of intervention.
- 4.6. The overall level of eligible care within the schemes remains low, and the use and requirement for overnight services is similarly low. However, there are residents within these schemes who have seen improvements in their levels of independence, and the maintenance or improvement in their wellbeing through the provision of some sort of staff presence within the schemes.

5. Recommended way forward

- 5.1. Based on the information gathered by officers, and on the issues that residents and their families have raised as important, the County Council has looked at the benefits of contributing towards a staff presence at both sites. Such a presence, arranged as a one full time member of staff at Quaker Court, and a part time member of staff at Riverside Court, would need to be tasked with meeting the specific needs outlined above; namely nutritional wellbeing, tackling social isolation, continued delivery of landlord functions (where arrangements with the Landlord have been identified) and preventative 'wellbeing' checks for all residents to help reduce or delay the likelihood of the need for institutional care.
- 5.2. This service would need to be co-designed between Hampshire County Council, the landlord, and residents within the schemes and their families, and would need to be delivered in a way that both gave them control over the

use of this service, but also ensure that the County Council could demonstrate value for its investment through the provision of preventative, lower cost methods of service delivery.

- 5.3. Additional work is underway with the landlord to identify the functions undertaken by the on site staff in relation to the property itself, and to ensure current resident contributions towards the purely landlord functions can be best utilised alongside this funding.
- 5.4. A grant is considered the preferred method of contributing to this staff presence as a proportion of the work undertaken by the staff at both schemes would be the continued delivery of landlord functions alongside support activities that clearly provide early intervention and prevention initiatives.
- 5.5. County Council officers will continue to work with individual residents and their families, completing further assessments and reviews and putting in place specific packages and aids where required.

6. Finance

- 6.1. Based on the provision of 2 members of staff at an hourly rate consistent with the provision of similar services, the cost would be up to £47,000 pa, with a three year total cost to the County Council of £141,000. Mitigating factors such as the landlord function elements of the role may reduce this, but this would represent the maximum exposure position for the County Council.
- 6.2. The County Council would see a degree of avoided costs through the provision of a preventative type service which can be difficult to accurately quantify. If the service is able to help prevent or delay the admission of residents to higher cost methods of care such as residential care, then the County Council could see avoided costs, meaning that in the positive scenario, the delivery of this service could be largely cost neutral to the County Council.
- 6.3. The provision of this service would also help insure improved outcomes for the residents, which have both a positive effect for them and their families, but can also have wider system benefits to health, and mental health services, the third sector and others.
- 6.4. This report recommends making the funding available by way of a revenue grant up to the maximum value of £141,000 over the three years to help ensure full integration, with the resident contributions funding the landlord functions within the schemes.

7. Equalities

- 7.1. The Equalities Impact assessment undertaken has identified that all residents at Quaker and Riverside Courts are over the age of 55, some residents have disabilities, and there are more women than men living at these schemes. The proposals contained in this report would mitigate concerns raised in relation to the changes to care delivery at Quaker and Riverside Courts due to take place from October 2016, particularly with regard to the four main areas of concern noted above.

- 7.2. The current care and support contracts are due to come to an end in September 2016, at which point the current provision of staff available at night and the provision of some of the support services will end. Hampshire County Council has a duty to provide the care for those residents who have an assessed eligible care need, and will continue to meet such needs beyond the end of the Extra-Care contract via the home care market.
- 7.3. It is clear from the meetings held with residents and their families and advocates that there are concerns regarding the impact of these changes on all tenants, not just those with assessed eligible care needs.
- 7.4. Reviews and assessments completed by County Council officers have also identified some residents within the schemes who may face negative impact from the changes, particularly with regard to their ability to access a suitable meal service with the ability to monitor long term nutritional health.
- 7.5. The proposed retention of an on-site staff presence will have a high positive impact on all residents as this role will be used to support them in sustaining or increasing their levels of independence, help maintain health and wellbeing through supporting group meal opportunities, and help reduce levels of social isolation by promoting community cohesion, improving the resilience of those living within the schemes.
- 7.6. The proposed retention of an on-site staff presence (maximum of Monday to Friday, day time only) will also provide reassurance for residents and their families in the continuation of support for all residents in the event of changes in their health or support needs (either gradual or sudden).
- 7.7 It is for the Executive Member as decision maker to have due regard to the need to: Eliminate discrimination, harassment, victimisation and any other conduct prohibited under the Equality Act and advance equality of opportunity and foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

8. Recommendations

That the Executive Member for Adult Social Care:

- 8.1. Notes the content of this report
- 8.2. Gives delegated authority to the Director of Adults' Health and Care to award a grant of up to a maximum of £141,000 over a period of 3 years for the purpose of supporting the provision of a preventative service at Quaker Court and Riverside Court to start from October 2016.
- 8.3. Gives delegated authority to the Director of Adults' Health and Care in consultation with the Executive Member to determine the exact amount of the grant and the organisation to which it is to be paid in order to achieve the purposes as set out in the report.

CORPORATE OR LEGAL INFORMATION:**Links to the Corporate Strategy**

Hampshire safer and more secure for all:	yes
Maximising well-being:	yes
Enhancing our quality of place:	yes
OR	
This proposal does not link to the Corporate Strategy but, nevertheless, requires a decision because:	

Other Significant Links

Links to previous Member decisions:	
<u>Title</u>	<u>Reference</u>
Modernisation of Adult Social Care – Project Extra -Care	3175
Transforming Adult Social Care: Improving outcomes for older people through modernisation of care and support	3772
Corporate Procurement and County Supplies Contracting Activity and Approvals for 2014/15 (BLAPP and EMPR)	5677 & 5678
Capital Programme Review	6117
Extra-Care Housing Tendering & Procurement	3546
Extra-Care Housing Tendering and Procurement	4322
Extra-Care Housing in Eastleigh - Tendering and Procurement	4533
Extra-Care Housing Tendering & Procurement	4679
Tender of the Care and Support contract at Surrey Court Extra-Care Assisted Living, Eastleigh	5455
Procurement via Single Tender Approval of care and support services in Fernhill, Rowan and Laburnum Extra-Care schemes	6583
Procurement via Single Tender Approval of care and support services in Gore Grange, Winfred and Barfields Extra-Care Schemes	5161
Delivering Older Persons Extra-Care in Hampshire County Council	7287

Direct links to specific legislation or Government Directives	
Title	Ref no.

Section 100 D - Local Government Act 1972 - background documents

The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)

Document

Location

None

IMPACT ASSESSMENTS:**1. Equality Duty**

1.1. The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act;
- Advance equality of opportunity between persons who share a relevant protected characteristic (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, gender and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

Due regard in this context involves having due regard in particular to:

- a) The need to remove or minimise disadvantages suffered by persons sharing a relevant characteristic connected to that characteristic;
- b) Take steps to meet the needs of persons sharing a relevant protected characteristic different from the needs of persons who do not share it;
- c) Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity which participation by such persons is disproportionately low.

An Equalities Impact Assessment has been completed. The conclusions of that assessment were that the following levels of impact would be felt by the following groups:

Impact Level	Identified Groups	Commentary
HIGH	<ul style="list-style-type: none"> • Older people • People with disabilities • Women 	<p>All people resident at Quaker and Riverside Courts are over the age of 55</p> <p>Some residents have disabilities</p> <p>There are more women than men living at Quaker and Riverside Courts</p>
MEDIUM	<ul style="list-style-type: none"> • none 	
LOW	<ul style="list-style-type: none"> • none 	

Impact on Crime and Disorder:

- 2.1. Some older people and people with disabilities can be viewed as more vulnerable and can be particular targets for some types of crime. An on-site support service will be able to monitor security within the housing schemes and ensure that the buildings are secure and well maintained to deter crime. This service would also reassure residents of the housing schemes that they would have support in the event of a crime happening in reporting and dealing with the consequences of such an incident, as well as providing emotional support for those who have been a victim of crime. Such a service can also keep people linked into a range of other services and community networks, including those aimed at protecting them from crime.

3. Climate Change:

- a) How does what is being proposed impact on our carbon footprint / energy consumption?

The service would be delivered at a specific location and there would be a low impact on our carbon footprint/energy consumption.

- b) How does what is being proposed consider the need to adapt to climate change?

n/a.