

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Executive Member for Adult Social Care and Public Health
Date:	21 March 2014
Title:	Permission to tender for Older Persons' Day Opportunities
Reference:	5615
Report From:	Director of Adult Services

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1. Executive Summary

1.1 The purpose of this paper is to seek approval from the Executive Member for Adult Social Care and Public Health to go out to tender and award contracts for externally contracted day services for older people for a maximum of up to 5 years (2+1+1+1), to commence on 1 January 2015 with an annual contract value of up to £2,096,800 and a total contract value of up to £10,484,000. This places the day opportunities in line with the support to stay at home strategy.

1.2 This paper seeks to set out:

- Why the tender is required
- The process that has been adopted to enable modernised and needed services to be commissioned.
- The overall model for preventative and enabling day services for older people.
- The model of service to be commissioned.
- The maximum value for the contracts.
- Savings achieved to date.

2. Older Persons Day Opportunities – approach and cost

2.1 The tender is required to provide a new contractual basis for day opportunities as current contracts are due to expire on 31 December 2014.

2.2 Day opportunities have been reviewed in the past 2 years, current contracts have introduced more modern and enabling approaches to the services and

have promoted increasing choice for service users. In order to build on that development, consultation events have been held with service users, families and providers and in addition, a recent countywide engagement exercise was undertaken to inform the new service specification. Older people highlighted the need for activities that reduced loneliness and those that improved nutrition.

- 2.3 The specified model of service is to establish day opportunities for older people which are more enabling and personalised, which support the current cohort of service users and their families and which also meet future demand. As such, day opportunities must provide a range of bespoke support, services which have an enabling focus and also offer meaningful support for older people with high needs and those with dementia. Key aspects of the new service are summarised in paragraph 8.2.3.
- 2.4 The model of service to be commissioned will therefore be more personalised, older people will have outcome-focused plans for support and will input into service development. Sessions of day service are being specified in terms of hours and providers are being encouraged to offer sessions which are either in the evening or at the weekend in order to meet the needs and demands of local communities.
- 2.5 The maximum value for the contracts will be £2.0968m per annum (£10.484m for a 5 year period)
- 2.6 Savings to date are £126,000. There is not a full year effect balance because a proportion of the savings was used to fund or part fund pilot schemes for carers, for older people from the Nepalese community and the Gosport Live at Home Scheme.
- 2.7 Further savings of £175,000 per annum will be achieved as a result of the commissioning process for next year.
- 2.8 The tender will be offered in 8 lots, lot boundaries are co-terminus with REACT lot boundaries to support operational access and to assist in providing seamless services for people.
- 2.9 Potential providers will establish detailed plans for covering a particular lot and consortia and partnership arrangements will be encouraged. Given the geography of Hampshire and the wide area that services need to cover, innovation will be required on the part of providers so that people do not spend more than 45 minutes travelling to services and are able to access support within their local communities.

3. Contextual information

- 3.1 Day centres for older people were primarily developed post-war as community centres for older people. Since then they have remodeled in an ad hoc way to respond to changing budgets and populations to provide day care for people with social care needs. Given the twin demands of a projected radical increase in the number of older people and the national drive to promote early intervention and prevention, these services are being reviewed to ensure that they meet the vision and direction of the department and the future needs and aspirations of older people themselves.
- 3.2 Older persons day services offer older people a range of activities and support, helping them to continue to live in their own home or with their family or carer. Services aim to provide access to activities, care and support that enable older people to remain resilient in the community.
- 3.3 Despite the demographic pressures, more older people are choosing not to use the present services. Changing aspirations on the part of older people have led to more older people opting, where possible, for a more personalised approach and services that support them to stay connected to and linked in with their local communities. Older people have told us that they want to continue to participate in activities they have always enjoyed and that are meaningful to them – activities which reflect them as individuals, their interests, needs and aspirations.
- 3.4 Therefore, and in line with the Departmental Vision, day opportunities for older people are being modernised to match personalised approaches, promote prevention and re-ablement and to improve cost effectiveness.
- 3.5 The review process has had two stages. As part of the first stage of the modernisation process, contracts for day services were extended to enable the department to conduct consultation with older people and the development of the long term direction. The first stage resulted in interim developmental contracts to move providers towards a more responsive model of care and to test new models of service. This stage is now complete.

4. Financial Implications

- 4.1 Existing contracts are awarded on a single tender basis and will expire on 31 December 2014. They have a total contract value to £2,271,800. Efficiencies to date have resulted in £126,000. Some of this funding has been used to fund the pilot schemes at a cost of £42,000 per annum. The scheme for older Nepalese people attracted match funding from Rushmoor Borough Council. The Live-at-Home scheme attracts external grants.
- 4.2 The tender will have a total value of a maximum of £2,096,800 per annum or a maximum of £10,484,000 over the possible total of 5 years. This includes realisation of an additional savings target of £175,000 per annum.

In one of the current service locations, Frogmore Day Service, there is a contribution from Section 256 monies for one more year. There is a risk that this contribution will not be ongoing. Ongoing savings will mitigate for any potential loss.

- 4.3 Please see Exempt Item 4, overview of proposed contract lots, values and maximum budgets.

5. Legal Implications

5.1 In exercising its functions an authority must 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

5.2 Permission to tender is now sought as these contracts will end this year. The contracts will begin on 1 January 2015 for a period of two years with the option to extend for one year plus one year plus one year.

6. Equalities Impact Assessment

6.1 The vision for day opportunities for older people has been developed in partnership with older people themselves, with service providers and other key stakeholders. The aim of the project is to ensure that future day opportunities for older people are more personalised and outcome focused.

Services will have both an enabling focus and one which supports older people with high support needs. Day services for older people and older people with dementia or other high support needs (including physical and functional mental health needs and or sensory loss) play an important supporting role in maximising opportunities for well being, improving quality of life and promoting independence.

Potential Mitigating Actions

Since the main purpose of the project is to promote the development of day services and opportunities for older people that focus on personalisation, reablement, early intervention and prevention, age and disability have been identified as high impact factors and the impacts are intended to be positive.

These support services are designed to combat isolation and improve access for people, not only to formal services but to local communities and to assist in networking between people and between local groups. As such this project work is designed to directly address discrimination, exclusion and isolation felt by older people and their carers.

All other factors have been identified as low or no impact, though it is recognised that within the main group targeted by this project there are other sub groups that will need specific considerations in different areas of Hampshire.

The service provider will be expected to consider equalities issues and the diversity of the population in the different localities of Hampshire and take account of the particular issues , opportunities or needs as part of the project. The providers knowledge and understanding of diversity in its broadest terms will be evaluated at the Pre Qualification Questionnaire stage of the tender process .

The provider will be expected to respect beliefs and traditions of the people using the service and any impact this may have on their dietary needs or daily requirements. The provider will be expected to be aware of the needs of older people and their carers for intimacy. They will be expected to be discreet and respectful in all matters relating to a service users sexuality and understand that for many people it may be a sensitive and private matter that they find difficult to discuss.

7. Performance Implications

7.1 The modernisation of day opportunities for older people will enable the department to commission services in line with the national and departmental vision for improved early intervention and prevention. More people will be able to stay independent in their own homes and less people will be admitted to residential and nursing care as a result of this overall strategic direction.

8. Future service model and development

8.1 Review phase and pilot projects

8.1.1 A review of older persons' day services has been conducted. Consultation on potential future models for day services has already taken place with service providers and other key stakeholders. Additionally, there are three pilots of alternative models underway which have been evaluated. Results of both the pilot and consultation evaluation have informed the service specification for the tendered services.

8.1.2 The consultation process was designed by the Adult Services Research Manager. It was a period of informal engagement with some stakeholders focusing on what day opportunities in Hampshire should look like in the future. It started on 16 September 2013 and ended on 23 November 2013.

8.1.3 The majority of older people who completed the questionnaire said that, in order to best meet their social needs, it was most important to provide the opportunity to meet people with similar interests to themselves and the opportunity to make new friends. The chance to have tea and a chat with someone and mixed company were also commonly chosen as the most

important things. This indicates the importance of the service as a means of tackling social isolation in older people. This is a key outcome for people living in their own homes that is not addressed through traditional domiciliary care services.

8.1.4 The three pilots currently in operation are as follows:

a. **Gosport Live-at-Home Scheme**

Based on the successful model of the volunteer-based Winchester Live-at-Home scheme, the pilot is establishing whether or not this model can thrive in an area with a different social composition. It provides daily activities, exercise classes linked to hospital discharge, pub lunches, outings, holidays, shopping, phone contact, one-off requests for transport.

The service has been evaluated and it is recommended that it should continue and expand to other areas of the county.

b. **Support for Carers of people using day opportunities**

Primarily aimed at couples who support one another, with only one of the partners actually meeting eligibility criteria for funded social care, this pilot supported the other partner and linked them in to other services for carers.

This pilot has been evaluated and it is not recommended that this service should continue. There is little ongoing requirement for this type of service from carers.

c. **Older person's day opportunities in the Nepalese Community.**

This is a very newly formed community and it is necessary for the department to gain a better understanding of the care needs of the older people within it. This service enables us to engage more fully with older Nepalese people and work with them to develop services that are needed and valued by them.

The service has been evaluated and it is recommended that it should continue. However, the service will develop to offer more throughput to service users, both into other specialist services that have been established in the area and into mainstream service provision. This will enable present service users to progress and enable more new service users to access the service.

The review, including the viability of the pilots, and recommendations on future models of day services, is now complete and a new model of service has been developed.

8.2 Future approach

8.2.1 There is now an opportunity to transform day services in line with the review and consultation programme resulting in more personalised and community-focused approaches.

8.2.2 The overall approach for day opportunities is for there to be an increased emphasis on personalised and enabling approaches for older people with high support needs. These will be linked in with community-based preventative services, such as those provided by the Live at Home pilot. There are other low-cost preventative services in Hampshire that can be developed to meet a wider range of need. In addition to this, traditional buildings-based services such as those included within this tender will take a more re-abling focus and will have specific outcomes identified for each service user which will support them to maintain their independence and skills.

8.2.3 The proposed service is summarised as follows:

- a. A diverse spectrum of high quality day opportunities are an essential element in Hampshire County Councils strategy to support older people to be enabled to remain as independent as possible and active participants in their communities.

This service will be one of the opportunities on that spectrum and will work closely with other services to achieve this outcome and where necessary route people to other services better placed to meet their needs.

- b. This is a developmental specification which will be used to facilitate change to the way day opportunities are delivered .This will require engagement with the Council , flexibility and a capacity to develop and change the service over the life of the contract to achieve all elements of the specification.
- c. Year one of the contract will be focused on embedding all the core elements of the specification. However the service delivered does not need to be limited to these elements and providers are encouraged to deliver additional elements such as breakfast clubs, take away meal / snack service, laundry etc. for which they may make an additional charge direct to the service user.
- d. This service will be delivered from a community based venue, with some flexibility in opening hours to include at least some provision on one day of the weekend.
- e. This service will provide people with an opportunity to mix with people who share similar interests and provide activities that are person centred

and reflect the needs of the service user. Activities will be stimulating, varied, of high quality and enjoyable.

- f. It will also empower people to exercise greater control over their lives because as users of the service they will be at the centre of decisions about how they choose to be supported and how they wish to see the Service delivered.
- g. Service users will be supported to participate in and help steer the direction of the Service which will facilitate access to other services such as those provided by the NHS, social care and voluntary sectors.
- h. The Service will support people throughout their ageing journey and adapt to their changing needs whilst ensuring that the activities and services offered are both personalised and appropriate to their needs and ultimately are outcome focused and life enhancing.

9. Tender approach

- 9.1 The services will be divided into eight lots and providers will be both able and encouraged to form a consortium for each lot.
- 9.2 Services will be costed on an equivalent basis for each lot, in response to volume of service. There lot values will be calculated according to a standard hourly rate for staff care across the county with variation built in for accommodation and transport costs.

In line with previous agreement and due to recent service reconfiguration, there will be additional capacity targeted at Lyndhurst.

- 9.3 Service providers will be responsible for arranging accommodation and transport for the service users.
- 9.4 It is estimated that the contracts will have a volume of 96,500 sessions per annum.

10. Social Value Act

The procurement of day opportunities in Hampshire provides a range of employment across the county and not just in urban locations. The specified service links with and contributes to the social well-being of the relevant area.

With a view to securing those improvements, the specification of this service is intended to improve employment for people and encourage improved pay and rewards for staff in Hampshire and clarifies how community links are to be made for people accessing the services and the wider community.

Consultation with stakeholders was undertaken to help improve this service specification and ongoing feedback is required throughout the contract cycle.

11. Summary

11.1 Approval is requested for a competitive tender to enable existing contracts for older persons day opportunities to move to a modernised service model as a result of the review that has been undertaken. This will be part of an integrated approach to prevention and re-ablement. The contracts will be issued from 1 January 2015 and will run to 31 December 2016 with the option to extend for a further one year plus one year plus one year.

12. Conclusion

12.1 Approval for a competitive tender for externally contracted day services for older people is sought in order to implement a model of provision that will meet future need as identified by the review of day opportunities, which will be subject to tender to commence July 2014. Approval is also sought to spend in relation to this tender and to award the contracts to the successful bidders.

13. Recommendation

13.1 That the Executive Member for Adult Social Care and Public Health give approval to go out to tender and award contracts for externally contracted day services for older people for a maximum of up to 5 years (2+1+1+1), to commence on 1 January 2015 with an annual contract value of up to £2,096,800 and a total contract value of up to £10,484,000.

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

Hampshire safer and more secure for all:	no
Maximising well-being:	yes
1. Improving health and well-being for all	
Enhancing our quality of place:	yes
3. Working with communities to enhance local services	

Other Significant Links

Links to previous Member decisions:		
	<u>Reference</u>	<u>Date</u>
Older People and Physical Disabilities Contracting Strategy	957	11 December 2009
Permission to tender for Older People's Day Opportunities	3922	29 June 2012
Older Peoples Day Opportunities	4877	28 June 2013

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.)

<u>Document</u>	<u>Location</u>
None	

IMPACT ASSESSMENTS:

1. Equalities Impact Assessment:

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2. Impact on Crime and Disorder:

- 2.1. Older people can be targeted for some types of crime. These day opportunity services will keep older people linked into a range of other services, including those aimed at protecting them from crime (organised through a partnership between Adult Services and Trading Standards)

3. Climate Change:

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

The day opportunity provider will be responsible for ensuring that people are able to attend the service. Where this is through use of a minibus, this will reduce the fuel consumption of people using individual cars.

- b) How does what is being proposed consider the need to adapt to climate change, and be resilient to its longer term impacts?

Through use of the day opportunity services, older people will be linked into other services such as those that address fuel poverty. Older people will receive information on keeping warm in a fuel efficient way.