

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Executive Member for Adult Social Care
Date:	17 January 2017
Title:	Chesil Lodge – Delivering Older Persons Extra-Care services into the new Winchester Development
Reference:	8014
Report From:	Director of Adults' Health and Care

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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 to spend approximately £436,000 per annum, up to a maximum of £3,051,000 over the life of the contract to enable the provision of older persons Extra-Care services in the new Chesil Lodge scheme currently being developed by Winchester City Council. This contract will be for an initial four years, with the option to extend by up to a further three years. The estimated start date is 31 October 2017, but may vary depending on the final completion date of the scheme.

2. Contextual information

- 2.1. The County Council has made a significant investment in older persons Extra-Care over the last ten years, both through the commitment of up to £45m of capital spend to support new building projects and through the revenue support of 24/7 care and support contracts within the schemes. This has allowed the County Council to realise savings as a result of improved outcomes for clients and the avoidance of higher cost residential care placements.
- 2.2. As more people choose to remain in their own homes, there is a continuing need to develop alternatives to residential care and shift the balance of investment towards alternatives that provide better outcomes and actively promote independence and choice.
- 2.3. Extra-Care Housing for older people combines the comfort, security and support of residential care including a dedicated care team available 24 hours a day, 7 days a week with the personal empowerment and independence of Sheltered Housing and Domiciliary Care aimed at preventing a move towards dependence.

- 2.4. The emphasis in an Extra-Care scheme is independence. Every resident has their own apartment, with their own front door, one or two bedrooms, living room, kitchen, and fully accessible bathroom. Within each scheme you will find a range of people from those who are able to live independently to those who need higher levels of care, and the partners of people who need care.
- 2.5. Extra-Care Housing for older people is primarily targeted at the over 75's, although it is normally accessible to those over 55 with a social care need. By 2020 the over 75 population is predicted to rise by 28.5% and the over 85 by 38.3%.
- 2.6. As a result of the consultation and reviews undertaken over the last twelve months regarding the delivery of Extra-Care, it was considered necessary to implement a new model of delivery within the Hampshire schemes. The County Council's new approach involves moving towards a proven and effective model favoured by a large number of other authorities across the region, and across the country. A paper outlining the new model, on which the contract proposed in this paper would be based, was presented to the Executive Member for Adult Social Care on 22nd March 2016.

3. History

- 3.1. The Chesil Street site was identified as being a suitable location for an Older Persons Extra-Care scheme by Winchester City Council and the proposal to release this site for Extra-Care housing development was taken to their Cabinet, and planning permission to develop the site was granted in 2015.
- 3.2. The Scheme will consist of 52 one and two bedroom apartments, of which 44 will be for rent on an affordable basis, with the remaining apartments being made available for either shared ownership or outright sale. The scheme will also provide a full range of communal facilities including a catering kitchen and restaurant facilities allowing for the provision of one hot meal a day, treatment and therapy rooms and assisted bathrooms in accordance with the principles of the County Council's Extra-Care Housing Design Guide.
- 3.3. The development of the site should also prove to be beneficial to other health and care provisions in the area, including the recently tendered Danemark Court and Matilda House, as they will be able to benefit from both the communal facilities within the scheme and from the proposed restaurant and catering facilities being provided.
- 3.4. The delivery model is one based around three elements; Directly Funded Hours to meet the requirements of a resident's assessment eligible need, alarm response and a core 'Night Cover and Wellbeing' element. Under this model, all residents within an Extra-Care scheme are equally responsible for the Night Cover and Wellbeing charge, which will guarantee the delivery of both waking night staff, and assistance with social and communal activities accessible by all residents, regardless of tenure.

- 3.5. Where a resident is in receipt of a County Council funded care package, the cost of the Night Cover and Wellbeing charge will be covered in line with the individuals financial assessment as part of their requirements for an environment which delivers both night care and additional support not found within a domiciliary care setting. Clients who do not have an assessed care need, but who nevertheless have the advantage of living in a scheme which provides the peace of mind of night cover and support with social activities, will need to fund the Night Cover and Wellbeing charge through a direct arrangement with the on-site care provider.
- 3.6. For Chesil Lodge, a scheme with a capacity of 52 apartments, this would provide 104 hours of staffing, sufficient to cover both waking night cover and additional hours to respond to the social, emotional, health and wellbeing needs of the service users during the day.
- 3.7. With any new Extra-Care development, the most high risk time from a delivery point of view is the first few months while the scheme is being filled. It is important to ensure that a development is occupied quickly, so that the landlord, does not hold voids for long, while at the same time it is important that new residents are moved in safely, and are supported during their move. This can create an administrative and financial difficulty for the care provider, who will need to ensure that they have sufficient staff on site from day 1 to ensure the provision of 24/7 waking care cover, but without sufficient volumes of care to sustain the staff spend. There is a responsibility on the County Council, as the commissioner of the care delivery, to ensure that these issues can be managed and do not act as a block to residents entering the scheme.

4 Finance

- 4.1 The care requirements of service users within the schemes change depending on a number of factors, including changing health and care requirements of existing residents and new residents entering the schemes with higher or lower levels of care need. Some residents will have very small levels of care need ranging from less than an hour to five hours a week, whereas others will have much higher levels of need, including double up care and regular support requirements which can be in the order of thirty, to forty hours a week. In order to ensure the contracts have the ability to respond to these changes, a 'maximum spend' position is identified, based on an average of 8.5 hours of care per week per client across all clients within the range of needs. While regular payments will be made that reflect the current level of care delivery within the scheme, by asking for authority to spend up to the maximum spend position, the County Council safeguards the schemes against future changes.
- 4.2 In order to ensure the safe and smooth delivery of the scheme in the first three months, it is proposed that the County Council make available a fund, up to a maximum of £10k, based on evidenced expenditure, payable to the service provider, to ensure that provider is able to sufficiently staff the scheme.

- 4.3 The County Council is therefore seeking authority to spend approximately £436,000 per annum, up to a maximum of £3,051,000 over the life of the contract to cover the three elements outlined in 3.5 above, over the maximum seven years contract period.
- 4.4 While this is a new contract, and is therefore a new spend against the Extra-Care contracts, it does not represent an additional budget pressure for the County Council, as the funding covers the delivery of care for service users the County Council would have a duty to meet. Delivery of care within an Extra-Care setting can offer a more cost effective solution than supporting someone in a residential home, or via a traditional domiciliary care package as a result of the purpose built nature of the scheme, and hourly rate efficiencies.

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 Equalities 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 Council Standing Orders and procurement regulations govern the procurement of services. The proposals to tender the contract for this scheme will be compliant with Hampshire County Council Standing Orders, and are subject to the European Union (EU) Procurement Directives (Directive 2014/24/EU and Public Contracts Regulations 2015).

6. HR Implications

- 6.1 As the services at the proposed Extra-Care schemes will continue to be provided by an independent Service Provider there are no Hampshire County Council staff issues involved with this process.
- 6.2 It is considered that TUPE may apply in this instance; however the transfer of existing staff is an issue to be resolved between the outgoing and incoming providers. The County Council contracts state that all providers must comply with all applicable laws, including laws governing employment and national minimum and living wage, and not to do so could constitute a breach of these contracts.

7. Equalities Impact Assessment

- 7.1 Overall, the Equality Impact Assessment undertaken in respect of the development Extra-Care housing for Older People is positive.

- 7.2 For the individuals who move into Extra-Care, it enables them to remain independent for as long as possible, living in their own /apartment rather than moving to less independent care settings, such as residential care.
- 7.3 For the local community the schemes will offer a local neighbourhood focus and a community hub which will help in responding to the demands of Hampshire's growing older population, to which this scheme is directed. The schemes will also offer employment opportunities. The variations to the delivery model identified in this report are designed to ensure fair access to services.
- 7.4 When implemented, the new model will represent an equal, universal charge based on need. It is anticipated that the group who may be most affected by this will be those individuals who live within the Extra-Care scheme who do not have assessed care, as they will be asked to make a contribution towards its delivery. In the case of newly built schemes such as this, the impact of this can be mitigated by ensuring that all future residents are informed of the arrangement before moving in.

8. Recommendation

- 8.1 That the Executive Member for Adult Social Care gives approval to spend up to the maximum value of £3,051,000 over seven years (4+1+1+1) from late October 2017 for the proposed tendered care contract for the new build Chesil Lodge Extra-Care scheme in Winchester.

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

Other Significant Links

Links to previous Member decisions:		
<u>Title</u>	<u>Reference</u>	<u>Date</u>
Modernisation of Adult Social Care – Project Extra-Care	3175	24/11/2011
Transforming Adult Social Care: Improving outcomes for older people through modernisation of care and support	3772	25/05/2012
Corporate Procurement and County Supplies Contracting Activity and Approvals for 2014/15 (BLAPP and EMPR)	5677 & 5678	18/03/2014
Capital Programme Review	6117	18/09/2014
Extra-Care Housing Tendering & Procurement	3546	16/01/2012
Extra-Care Housing Tendering and Procurement	4322	26/10/2012
Extra-Care Housing in Eastleigh - Tendering and Procurement	4533	11/12/2012
Extra-Care Housing Tendering & Procurement	4679	19/03/2013
Tender of the Care and Support contract at Surrey Court Extra-Care Assisted Living, Eastleigh	5455	24/01/2014
Procurement via Single Tender Approval of care and support services in Fernhill, Rowan and Laburnum Extra-Care schemes	6583	11/03/2015
Procurement via Single Tender Approval of care and support services in Gore Grange, Winfred and Barfields Extra-Care Schemes	5161	20/09/2013
Delivering Older Persons Extra-Care in Hampshire County Council	7287	22/03/2016
Direct links to specific legislation or Government Directives		
<u>Title</u>	<u>Date</u>	

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.)

DocumentLocation

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.

1.2. Equalities Impact Assessment:

The Equality Impact Assessments undertaken in respect of the development Extra-Care housing for Older People is positive.

For the individuals who moving into Extra-Care schemes, it enables them to remain independent for as long as possible and living in their own flat/apartment rather than having to move unnecessarily early into residential care or nursing home accommodation.

For the local community the schemes will offer a local neighbourhood focus and a community hub which will help in responding to the demands of Hampshire's growing older population, to which this scheme is directed. The schemes will also offer employment opportunities. The variations to the delivery model outlined in the in the *Delivering Older Persons Extra-Care in Hampshire County Council (7287)* report are designed to ensure fair access to services

When implemented, the new model will represent a universal charge which applied equally and based on need. It is anticipated that the group who will be affected by this will be those individuals who currently live within the Extra-

Care schemes who do not have assessed care needs but who are accessing the night care and wellbeing services free of charge where those who have an assessed care need are making a contribution.

2. Impact on Crime and Disorder:

2.1. There will be no significant impact on crime and disorder.

3. Climate Change:

3.1. All new Extra-Care developments are required to meet the sustainability requirements for housing within the District Local Plans which requires all new housing to meet Code for Sustainable Homes Level 5. At this level the schemes will need to be designed in such a way as to minimise their carbon footprint / energy consumption to meet the standard. In addition the location of any proposed development is aimed at being sustainable, enabling residents to be within easy walking distance to amenities in the town centre reducing the reliance to use the car thereby minimising emissions.