

<b>Interim Executive Director for Adults and Health</b>	<b>Ref No:</b> OKD15 20/21
<b>June 2020</b>	<b>Key Decision:</b> <b>Yes</b>
<b>Contract extension - discharge to assess with reablement care services</b>	<b>Part I and Part II Appendix</b>
<b>Report by Head of Commissioning</b>	<b>Electoral Division(s): All</b>

### **Summary**

Discharge to assess with reablement care services support people to discharge from hospital into a residential setting where they are supported to 're-able' and regain independence skills. Assessments for social care needs are then undertaken in a non-hospital setting to determine if on-going support is required and the most appropriate service to support people to live as independently as possible.

Three contracts for the provision of discharge to assess with reablement services were awarded in 2018 for an initial fixed term of two years with options to extend to a maximum of five years. Two other services are delivered via the Council's strategic care homes contract and a re-configuration of an in-house service. Following the first two years of operation a decision is now required to extend the three contracted services for one further year. Extending services for a potential fourth and fifth year will need to be taken in due course and will be subject to a future decision.

### **West Sussex Plan: Policy Impact and Context**

The discharge to assess with reablement services ensure people are enabled and supported to discharge from hospital quickly and efficiently, supporting the [West Sussex Plan](#) ambition for keeping older people 'healthy and well' and independent for longer in later life. The aim of the services is to support people through a period of reablement and to remain living as independently as possible.

Discharge to assess with reablement services directly contribute to the following West Sussex Plan outcomes as part of Independence for Later Life.

- People who use services will feel safe and secure in their own homes.
- A reduction in delayed transfers of care from hospital that are attributed to social care.
- An increase in older people (aged 65+) who were still at home 91 days after discharge from hospital into reablement/rehabilitation services.

### **Financial Impact**

The total value of the 12-month extension for the discharge to assess with reablement services for the three contracted services is £1.080m. This will be funded through the Improved Better Care Fund (IBCF) in 2020/21.

## Recommendation:

The Interim Executive Director Adults and Health is asked to approve the extension of discharge to assess with reablement contracts listed in (1),(2) and (3) below, as detailed in 2.1 of this report, for a further 12 months until 31 March 2021.

- (1) Assured Care Services – The Heathers
- (2) Adelaide Healthcare Ltd – Bletchingley
- (3) Fulford Care Home

## Proposal

### 1. Background and Context

- 1.1 The decision to develop discharge to assess with reablement services was made in September 2017 ([AH01 17-18](#)).
- 1.2 Discharge to assess with reablement services currently operate at five locations across the county providing support to enable people to be discharged from hospital and to regain skills and abilities to be as independent as possible.

1.3

Provider	Location	Discharge to assess with reablement beds
Burleys Wood	Crawley	10
Bletchingley	Haywards Heath	10 (+2 seasonal pressure beds)
The Heathers	Worthing	6 (+2 seasonal pressure beds)
Fulford Care & Nursing Home	Littlehampton	6 (+2 seasonal pressure beds)
Marjorie Cobby House	Selsey	10

- 1.4 Contracts for services at Bletchingley, The Heathers and Fulford Care & Nursing Home were awarded following a full and compliant procurement process. Burleys Wood is operated by Shaw Healthcare as part of the Council's strategic residential care services contract. Marjorie Cobby House is a West Sussex County Council operated service where the service was redesigned to deliver the discharge to assess with reablement service.
- 1.5 The total cost of the services at Bletchingley, The Heathers and Fulford Care and Nursing Home is £1.08m and is detailed in Appendix 1, which is available to Members of the Council only on the grounds that publication would prejudice the position of the County Council when seeking tenders for this or similar procurements by virtue of Paragraph 3 Schedule 12A Local

Government Act 1972; information relating to the financial or business affairs of any particular person (including the authority holding that information).

- 1.6 The costs for services delivered at Burleys Wood and Marjorie Cobby House are not contained within this report. Service performance at these settings is included to provide context to the overall effectiveness of discharge to assess with reablement services.
- 1.7 The performance of services for the 12 months to 31 December 2019 is shown in 1.9. A total of 319 people were admitted to discharge to assess services in 2019 with an average length of stay of 4.6 weeks. The void rate represents the number of bed nights where services were vacant. A void rate target of 20% was set for these services which has not been achieved due to a number of issues which have largely been resolved.
- 1.8 The Council has recently developed a sourcing and placement team following an initial trial in the Northern operational area which has expanded to cover the whole of the county as part of the response to the COVID-19 pandemic. It is anticipated that part of the impact of this team will be to increase the effectiveness of referrals to discharge to assess services and reduce the void rate by working closely with the discharge to assess link workers from each of the hospital social work teams.
- 1.9 Vacancy Rates on Discharge to Assess beds:

<b>Provider</b>	<b>No. of Admissions</b>	<b>No. of Discharges</b>	<b>Avg length of stay (wks)</b>	<b>Void Rate</b>
Burleys Wood	55	52	5.3	31%
Bletchingley	92	86	4.3	31%
The Heathers	55	56	4.3	25%
Fulford Care & Nursing Home	32	32	4.3	51%
Marjorie Cobby House	85	84	4.9	21%
<b>TOTAL</b>	<b>319</b>	<b>310</b>	<b>4.6</b>	<b>31%</b>

- 1.10 The impact of services over the same period is shown in 1.13. Overall 44% of people were able to reduce their on-going care services based on an estimation of need at entry to the service and actual need on exit from the service. A target of 60% was set for people where a reduced care package was an outcome following admission to the service. Over the next 12 months, officers will work with providers to evaluate services in order to apply learning and improve the overall effectiveness in supporting people to be more independent.
- 1.11 Following admission to service 59% of people were able to return home against a target of 65%. In relation to the Adult Social Care Outcomes

Framework measure of the proportion of older people (65 and over) who were still at home 91 days after discharge from hospital into reablement/rehabilitation services, 7% of people were readmitted to hospital with 81% remaining in the community.

1.12 Whilst the return rate of service users' feedback in some of the settings was low, overall 98% of service users rated their experience of the service as good or excellent.

1.13 Performance outcomes on Discharge to Assess beds:

<b>Provider</b>	<b>Reduction in care package</b>	<b>People returning home</b>	<b>91-day reablement – readmitted to hospital within 91 days</b>	<b>Customer Satisfaction - % rating experience as good or excellent (Return Rate %)</b>
Burleys Wood	37%	69%	8%	100% (2%)
Bletchingley	57%	62%	10%	63% (63%)
The Heathers	52%	55%	11%	100% (4%)
Fulford Care & Nursing Home	38%	41%	5%	100% (6%)
Marjorie Cobby House	32%	58%	2%	97% (39%)
<b>TOTAL</b>	<b>44%</b>	<b>59%</b>	<b>7%</b>	<b>98% (30%)</b>

## **2. Proposal Details**

2.1 The contracts for services at Bletchingley, The Heathers and Fulford Care and Nursing Home were initially awarded for a period of two years with the ability to extend for further periods up to an additional three years. It is proposed to extend these contracts for a further year until 31 March 2021 with decisions on further extensions for year three and year four of the contract to be taken in the future and subject to performance levels and the achieved return on investment.

2.2 During 2020, all discharge to assess with reablement services will be reviewed in line with the emerging Older People Commissioning Strategy. The review of services will focus on the effectiveness of services, the financial implications and the wider impact on the Council's strategic priorities.

## Factors taken into account

### 3. Consultation

- 3.1 The services are well regarded within Adult Operations and across the health and social care sector. Discharge to assess with reablement services play an important role in hospital discharge pathways and are part of the joint health and social care system programme, Step Up Step Down, that is developing approaches to ensuring people are supported appropriately in the community following an admission to hospital.
- 3.2 Discussion with Clinical Commissioning Groups have taken place throughout the initial term, in particular around the commissioning of GP support for the service.
- 3.3 All of the service providers have been consulted with and are keen to extend services beyond the initial term.

### 4. Financial (revenue and capital) and Resource Implications

#### Revenue consequences of proposal

- 4.1 Since the contracts for Bletchingley, The Heathers and Fulford Care & Nursing Home were let in 2018 these have been funded through the Improved Better Care Fund (IBCF.) This is a time limited fund and therefore there is a requirement for these services to become self-financing as a minimum from the savings in care costs that they were and are expected to enable. At the levels of performance achieved to date that outcome has not yet been delivered so the extension for 20/21 financial year will continue to require resources to be made available from the IBCF. Nevertheless, the business case for the beds remains strong and they have clear potential to contribute towards the demand growth absorption targets which are included in the Medium-Term Financial Strategy. Consequently, the success of the actions which are planned to secure improved performance will be key to determining whether the contracts will be extended for a further two years.
- 4.2 The contracts were awarded at a fixed price for the entirety of the contract and so the cost in 2020/21 will remain at £1.080m.

	Year 1 2020/21
Cost of contracts	£1,080,000
Funding from iBCF	£1,080,000
Change from Proposal	0

- 4.3 The contract also contains incentive payments of £100 for each service user discharged from the service.

### 5. Legal Implications

- 5.1 The provision of services to support people with health and/or social care needs following admission to hospital is detailed within the Care Act 2014.

- 5.2 Paragraph 8.14 of the Statutory Care and Support Guidance states that local authorities may not charge for assessments, community equipment and minor adaptations, intermediate care or reablement for up to six weeks.
- 5.3 Contracts for Bletchingley, The Heathers and Fulford Care & Nursing Home were awarded following a fully compliant procurement process. Extensions to contracts beyond the initial two-year period are contained within each contract.

## 6. Risk Implications and Mitigations

Risk	Mitigating Action (in place or planned)
Increasing costs	Contracts were awarded on the basis of a set unit price for the duration of the contract including any extension periods. There have been no reports to date of a requirement to increase rates.
Service usage may decline and void rates increase.	An Adult Operations group has been established to oversee all hospital discharge services alongside commissioners. Adult Operations to provide quarterly monitoring summary of service utilisation and performance. Demand for services has been increasing during the COVID-19 pandemic.
Services may have to restrict new admissions for any period due to infection control measures (including those related to COVID-19) or any other unforeseen situations. Restrictions to new admissions would potentially increase discharge delays whilst increasing void rates and reducing cost effectiveness of services	Service providers will be supported by the Council and NHS in response to implementing measures for minimising risks and for managing any outbreaks.  Contract terms and conditions state that the Council shall not pay for voids where the Care Quality Commission have restricted admissions.
Impact of service and return on investment may be lower than anticipated.	Services and benefits will be fully evaluated as part of any decision to extend for future years, to cease services or to recommission discharge to assess services.

## 7. Other Options Considered

- 7.1. Terminating the service is an option but it is considered that ending a hospital discharge service during the COVID-19 pandemic would have a negative impact on the current pressures within hospital systems.

- 7.2. Recommissioning of discharge to assess with reablement services would require time and resource to adequately evaluate demand, engage with the market, design new services and then undertake a full procurement process.
- 7.3. Extending the service for longer than the twelve months proposed has been considered. However, further evaluation on the impact of the service both in terms of service user outcomes and financial implications needs to be undertaken to aid decision making on a longer-term extension.

## **8. Equality and Human Rights Assessment**

- 8.1 This proposal will positively support to the County Council's equality duty in relation to people with the protected characteristics of age and/or having a disability. These groups will be disproportionately affected positively in relation to those without those characteristics as they will have access to additional care and support on discharge from hospital. It is considered that those with other protected characteristics will be neither positively nor negatively affected in relation to those without those characteristics.
- 8.2 Service providers are required to meet equality legislation and ensure that recruitment and staff development processes reflect the same level of equality for people with protected characteristics. Services are provided through a consistently trained workforce in accordance with Care Quality Commission regulations and the contract. It is therefore expected that providers of discharge to assess with reablement services will be delivering a comparable service to all customers, including those presented as a result of their protected characteristic.

## **9. Social Value and Sustainability Assessment**

- 9.1 The proposal supports sustainability of the care market in West Sussex. An extension of this contract will enable contractors to plan delivery, recruit staff and invest in future sustainability of the service due to commitment afforded through a defined contract term and training opportunities provided by the Council to contractors as part of the discharge to assess pathway.
- 9.2. The proposed extension to services contributes positively to the following West Sussex Corporate Plan Measures:
  - 49 Quality of care in residential settings: ratio of residential providers rated good or outstanding by the Care Quality Commission.
  - 51 People who use services who say that those services have made them feel safe and secure.
  - 52 Delayed transfers of care from hospital that are attributable to social care.
  - 53 Older People (aged 65+) who were at home 91 days after discharge from hospital.
  - 56 Level of satisfaction of the services received by our residents.
  - 58 Residents who find it easy to access information, services and support they need.
  - 91 Percentage of people in receipt of reablement who either aim achieve or have a reduction in their level of support.

## **10. Crime and Disorder Reduction Assessment**

- 10.1. The proposals are not anticipated to contribute positively or negatively to crime and disorder reduction.

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### **Appendices**

Exempt Appendix 1 – Cost of discharge to assess with reablement services

Available to Members of the Council only on the grounds that publication would prejudice the position of the County Council when seeking tenders for this or similar procurements by virtue of Paragraph 3 Schedule 12A Local Government Act 1972; information relating to the financial or business affairs of any particular person (including the authority holding that information)

**Background papers** None