“Dementia is a challenging condition and we want to ensure that people in Staffordshire with dementia are able to live lives that are as independent, safe and fulfilling as possible, drawing where necessary on the best support and care. As the number of people with dementia increases, due to demographic change, Staffordshire County Council is determined that they should have access to high quality support, housing and care. The County Council is tackling this issue head on by undertaking the nationally-leading Dementia Centres of Excellence Project.

The centres, which will be national models of best practice, will help people with dementia to maintain a better quality of life by providing specialist services and comprehensive care where these are needed. They will support people, and their families, at all stages of their condition, recognising the changing needs of those with dementia.

The result will be greater choice, control and dignity for people with dementia and their families, and a reduction in the number of people who need to move to residential or nursing care in the later stages of the condition.

We propose to appoint a partner who will develop our Dementia Centres of Excellence to provide outstanding care and meet the needs and expectations of future generations of Staffordshire people. This project will revolutionise dementia care in Staffordshire and demonstrates our commitment to supporting local people in being safer, happier and more supported in their community.”
Report Summary

1. Within Staffordshire, we have an existing pathway for people who either suspect a cognitive impairment or have a confirmed diagnosis of Dementia. As part of our trailblazing approach and as a result of thorough analysis, we will further improve this pathway through the creation of Dementia Centres of Excellence, which will ensure that local people will have access to good quality care for people living with dementia as the demand for care services increases.

2. This proposal will ensure that accommodation and care services are of an excellent quality, meeting the needs and expectations of future generations in Staffordshire. We plan to provide a range of services that reflect the progressive changes associated with a dementia related illness. This will include the ability to vary care and support levels as and when required, enabling people to “age well” with dementia and supporting those with more challenging or complex behaviours.

3. The proposal will firstly address the continued provision of specialist dementia care for the people currently living within the County Council’s existing homes. It is recommended that Symphony is appointed as the Preferred Bidder who will provide both residential and nursing care, and build new Centres of Excellence. As the County Council cannot legally offer nursing care, this will provide an improvement in service for the residents ensuring they are not required to re-locate to alternative premises as their condition develops. The proposal is designed to ensure that current residents of the County Council’s existing homes experience as smooth a transfer as possible into the new Centres of Excellence. There is then the option to expand the project and build further Centres of Excellence in other areas of Staffordshire, dependent upon demand.

Recommendation - I recommend that:

a) Cabinet agrees to award Symphony with Preferred Bidder status as outlined in the report to assist the County Council in developing Dementia Centres of Excellence.

b) The Director of Finance and Resources, in consultation with the Cabinet Member for Care, be given delegated authority to agree the most appropriate financial package, award the contract to Symphony and take all and any steps as are required to implement that decision.
Local Members Interest

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Cabinet – 18 June 2014

Centre of Excellence for Dementia and Ageing well

Recommendations of the Cabinet Member for Care:

a) Cabinet agrees to award Symphony with Preferred Bidder status as outlined in the report to assist the County Council in developing Dementia Centres of Excellence.

b) The Director of Finance and Resources, in consultation with the Cabinet Member for Care, be given delegated authority to agree the most appropriate financial package, award the contract to Symphony and take all and any steps as are required to implement that decision.

Report of the Director for People and Deputy Chief Executive

Reasons for Recommendations:

What is a Centre of Excellence for Dementia and Ageing Well?

1. The objective of the Centres of Excellence for Dementia and Ageing Well is to ensure that accommodation and care services are of an excellent quality to meet the needs and expectations of existing and future generations in Staffordshire, and will do so by providing a range of services that reflect the progressive changes associated with a dementia related illness.

2. The County Council is proposing to introduce a minimum of two new homes to offer the finest dementia care in the UK. Older homes will gradually be replaced with state-of-the-art buildings and facilities. Quality and consistency of care are the foundations of our proposed Centres. The need for dementia sufferers to be
relocated as their illness develops will be reduced and we will offer them choice, control and dignity as the norm.

3. Currently the County Council operates three care homes which specialise in the provision of residential care for people with dementia. Legislative factors mean that the County Council is not permitted to register as a provider of nursing care. The current buildings are not suitable to meet the future demand or service expectations of future generations. There are currently 109 residential beds in these homes and 135 will be provided in the proposed new Centres of Excellence, accommodating all our existing residents and additionally able to offer nursing care.

4. Following the completion of an options appraisal, it was recommended that the County Council completes a competitive dialogue process to select one or two providers to develop new Centres of Excellence within the areas of identified need. In addition, the provider(s) will take over and manage the current three homes, while the new Centres of Excellence are being developed, and then manage the closure of the existing sites as residents and staff transfer to the new facilities.

5. The provider(s) will provide a step change in the quality of provision for people with dementia; providing additional services and catering for the different stages of dementia.

**Strategic Context**

6. The Centres of Excellence for dementia care and ageing well are one part of a wider Staffordshire strategy, which consequently will support the improvements set out in the ‘Prime Minister’s Dementia Challenge’.

7. Within Staffordshire, we have a pathway for people who either suspect a cognitive impairment or have a confirmed diagnosis of dementia. As part of the dementia strategy work, a gap analysis for Staffordshire has been undertaken with the following identified as priorities for investment:

   a. Early diagnosis and interventions:
   b. Better care at home or care home;
   c. Better care in hospital;
   d. Appropriate use of antipsychotic medication

   The Centres of Excellence will contribute to achieving early diagnosis and interventions, better care at home or care home, and appropriate use of antipsychotic medication.

8. We have identified a number of pathway gaps including; holistic diagnosis process, support in the community, specialist end of life/palliative care, care home liaison and better information, advice and guidance. The development of Dementia Centres of Excellence, will directly contribute to addressing these areas, whilst also being an integral part of delivery, and as such are directly
9. Centres of Excellence will ultimately ensure personalised care and a high quality of life for people living with dementia. The Centres of Excellence will have an important role to play in relation to care co-ordination, staff training and the creation of dementia friendly communities.

Why Change?

10. The current provision of dementia care will not meet the anticipated future demand, and the County Council needs to ensure sufficient provision is available in the future so it can continue to meet its statutory obligations.

11. The demographic trends demonstrate that by 2030 the older population (males aged 65 and over /females aged 60 and over) will grow by 62.6%, rising from 175,200 to 284,900 individuals. By 2030, the number of people living with dementia in Staffordshire is predicted to almost double, from 10,594 to 20,625.

12. Dementia presents a huge challenge to society, both now and increasingly in the future. It is a common condition, which has a large impact on carers and society with an increasing cost attached to caring for people within the community.

13. The majority (two thirds) of people living with dementia live in the community, and the remainder live in care homes. Currently the independent sector would not have sufficient capacity of suitable quality care to meet this increase in demand for care provision. Since the policy objective of the County Council is for people to “live well” with dementia, then the current provision of dual registered homes within Staffordshire is insufficient to meet demand, currently requiring people to move to alternative provision as their care needs advance and nursing care is required.

14. In addition, the quality of care for people living with dementia delivered via the current in-house provision is restricted by the dated design of the current buildings, and will not be adequate to meet future generations’ expectations.

15. Early engagement with staff, service users, and service users’ carers and family members was completed to understand what people liked about the services currently provided, how they can be improved, and their thoughts on the proposals for the new Centres of Excellence.

16. The results of this engagement were generally positive: people liked the locality of the current facilities, but the buildings are old and need to be improved; the feedback is that existing staff are well trained and perform their current roles very well; and many responses praised the County’s proactive approach and welcomed the new vision. In addition, a number of respondents have welcomed the opportunity to engage further as the project progresses.

17. The direction for national and local policy in health and social care is now focused firmly on the development of enabling services to ensure that people can
maintain their independence, have choice and control and can lead fulfilling lives within their local communities wherever possible. The Centres of Excellence will therefore enable the County Council to meet this national policy through establishing operating models and systems that deliver this agenda.

18. The Centres of Excellence will provide a range of services from preventative, educational, specialist day opportunities through to full care and other services needed to support the dementia care pathway. This will include the ability to vary care and support levels as and when required enabling people to “age well” with dementia and avoid multiple exclusions for those exhibiting more challenging or complex behaviours.

19. The Centres of Excellence will ensure the modernisation of dementia care services across Staffordshire, including the retained homes in Staffordshire, to make them fit for the future and meet the need for the provision of high end dementia care across the county.

Why not do this ourselves?

20. A feasibility study was completed to identify whether the current buildings could be redeveloped to meet the future demand. This was not feasible due to the cost of re-developing the sites and also it would be necessary to move service users to an alternative location whilst works were completed, necessitating two moves for residents. In effect, refurbishment of the existing buildings affects the existing residents and staff in the same way as would closure. There would also be a reduction in overall capacity during the refurbishment works.

21. As a local authority, the County Council cannot legally provide nursing care, hence we are unable to offer a residential care provision which can evolve to offer nursing care if a person’s care needs develop.

What outcomes are we seeking?

22. The model of care will:-
   - deliver quality, person centred care and be flexible, allowing an individual to be supported right up until the end of life, including nursing care which the Council cannot legally provide
   - be clearly defined, with specific quality outcomes
   - promote choice and enable individuals to live as independently as they are able
   - support the development of dementia friendly communities by promoting the principles of person centred care for people with dementia

The services will:-
   - be accessible and flexible in order to meet the changing needs of all people living with dementia
   - offer resources/services that can be shared with or visited by the local community
   - provide state-of-the-art facilities which enable delivery of the care model
What is the scope of the Centres of Excellence?

23. The County Council currently operates three homes for people living with Dementia:
   a. Bracken House, Lichfield
   b. Hillfield, Burton on Trent
   c. Meadowyrthe, Tamworth

24. On commencement of the new agreement these homes would be operated by Symphony until the new Centres of Excellence are developed.

25. Symphony are proposing initially the development of two new Centres of Excellence which would replace existing sites, together providing in the region of 135 beds, and the current County Council provision would be removed, a net increase of 26 beds. There would then be potential to develop further Centres of Excellence in other areas of the County as demand dictates.

26. The new centres will support people’s physical and mental health at all stages of their illness by offering a range of services. The scope and design of each Centres of Excellence will vary depending on local needs.

What are the advantages of the preferred bid?

27. The proposed Centres of Excellence are a way of bringing together building design which is small scale and ‘home like’, along with passionate and highly trained staff who act as personal assistants. There will be a smooth and well planned move of current service users into the new homes, alongside known staff and residents.

28. The financial model developed by Symphony enables these Centres of Excellence to provide high quality care within a specially designed environment which is also affordable and comparable with other care home settings.

How will the existing services be transitioned and the new arrangements mobilised?

29. From award of Preferred Bidder status, Symphony will work with the project team to develop a contract. It is anticipated that, subject to any issues emerging, the contract would be signed in October/November 2014.

30. Symphony will take over the management of the three in-house homes at that point. Site surveys and investigations will be conducted on the new sites in October/November 2014 (depending on contract award date), aiming for planning approval and vacant possession of the two new sites in March 2015. Work will start on the new sites in May 2015, with the build works completing in Burton in August 2016 and in Lichfield in February 2017.
31. It is anticipated that Hillfield House in Burton will close in October 2016 and Bracken House and Meadowyrtle in April 2017, with residents transferring to the new facilities.

Financial Evaluation

32. The outcomes sought for this project have been focused on achieving excellence in care at an affordable price, and there has been no requirement for this project to deliver MTFS savings. However, value for money has been assessed, and there is the potential for the project to deliver savings over a number of years. The financial aspects have been carefully considered, as there is only one bidder remaining, and comparisons have been made against the Council’s current costs, national and local comparators, and opportunity costs, in order to secure assurance that the figures represent good value for money.

33. The Bidder, Symphony, submitted a Commercial Model demonstrating cost proposals for the following areas:
   - Management of the existing homes;
   - Development and build of replacement Centres of Excellence for dementia;
   - Transition of existing staff and service users;
   - On-going operational costs for Dementia Centres of Excellence.

34. The financial model developed by Symphony enables these Centres of Excellence to provide high quality care within a specially designed environment which is also affordable and comparable with other care home settings, and includes nursing care which is not currently provided.

35. Included in the final bid were a number of options, and service proposals, developed around a base case scenario. The model allows the Council to see the effect of land contribution, whether or not to offer PWLB to reduce the cost of borrowing, to specify the extent of any block contract for beds, and to understand the impact of TUPE, all of which affect the bed price which Symphony is proposing to guarantee.

Consultation & Engagement

36. The overall aim of the stakeholder engagement has been:
   - To inform stakeholders of the final detailed solutions submitted
   - To help and support stakeholders to understand what this means for them
   - To provide stakeholders with an opportunity to feedback views on the proposed care model and raise any concerns or likely impact this may have before awarding the contract
   - Feedback from this, along with the other engagement carried to inform the final decision making process.

37. A great deal of engagement and consultation has taken place with all the relevant stakeholders ranging from families and carers of residents within the three in house homes, to staff and 3rd sector organisations. The aim was to inform people
about the project and invite people to help shape the outcomes that we want to achieve as well as the service itself.

38. Stakeholders have been invited to a range of engagement events in order to learn about the project and input in any way that they can, whilst also being given the chance to meet the remaining bidders and hear about their proposed care models. More specifically an engagement event was held in February 2014 with families, staff, provider representatives and 3rd sector organisations, giving them a chance to meet with Symphony and learn more about their care model and their vision for the delivery of the Centres of Excellence.

39. In May 2014 further engagement took place with residents, families and staff within the three in house homes in order to inform them about Symphony’s final bid, whilst also giving them the chance to ask questions and inform us of their thoughts, ideas and concerns about the future.

40. The number of stakeholders directly affected amounts to some 279 people (109 residents and 170 staff), with an additional number of people affected in the form of friends and families of the residents. A total of 87 feedback forms were received by the Council, and over 70 members of staff and family members attended the sessions in total. Feedback from the sessions and forms received is summarised below, and in Appendix 2, and a more detailed analysis is being undertaken by the Insight team to ensure all impacts are recognised and mitigated where possible.

41. Generally staff have been supportive of the commissioning intentions and have indicated that the current buildings could be better and access to nursing care would enable them to care for residents for longer. The quality of care is currently good, and both staff and families have indicated that continuity of care for residents is important to them. A positive desire has been expressed by some staff to help shape the future service and staff wish to understand in more detail how the care model will work, which includes the role of apprentices and volunteers.

42. Understandably almost all staff have general concerns about TUPE, future terms and conditions, pensions, pay and training, whether voluntary redundancy is an option and how any changes will impact on their lives. All stakeholders agree that TUPE of staff is important to maintain continuity of care for service users, but there may be the opportunity for voluntary redundancy for some staff as we move forwards. Information sheets are being developed by the project team to address these questions and provide more details.

43. Concern has been expressed by both employees and carers about the ability of private sector providers to provide quality of care as high as that currently being delivered in the three homes, and about potentially poorer terms and conditions for employees in the private sector.

44. Families in the Tamworth area were frustrated and disappointed that there would be no new Centre of Excellence for Tamworth, and some families in Burton felt the proposed site was in a built up area and not suitable. With the proposed
changes to locations there has been feedback around ability of both staff and families to access the new sites, in terms of transport and travel arrangements and any potential extra costs associated with this. Work is currently underway to understand which families and staff would be affected and if any mitigations can be put in place.

45. Other questions were raised and comments made, including why more homes were not currently planned and whether enough beds would be available, whether the Council was doing this to save money, would bed prices be affordable (current residents will not have to pay more than they are currently paying), and how much could stakeholders influence the project.

46. A large number of people requested that we continue to keep them informed as the project progresses, regularly and as and when new information is available to be shared. Open and honest communications were requested and responses requested to concerns raised. The Council will be working with Symphony to develop joint engagement and transition plans for residents, families and employees, in order to capture the necessary engagement and consultation activity that will need to take place post Preferred Bidder announcement and prior to contract award. This will involve all the relevant stakeholders as well as a formal employee consultation process, regarding TUPE.

47. A more detailed breakdown of responses is being carried out by the Insight team which will be used to inform the project moving forwards and where and how best to address any concerns which have been raised.

List of Background Documents:

Appendix 1 (to Cabinet Paper) Procurement and Evaluation Process
Appendix 2 (to Cabinet Paper) Summary of May 2014 Consultation Findings
Dementia Centres of Excellence Final Business Case v1.0
Appendix A (to Business Case) Dementia Care Demand for Staffordshire
Appendix B (to Business Case) Commissioning Intentions
Appendix C (to Business Case) Services in Scope
Appendix D (to Business Case) Community Impact Assessment

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