

Cabinet Meeting on Wednesday 18 September 2019

Arrangements for the Provision of Reablement Services for Adults in Staffordshire



Cllr Alan White, Deputy Leader and Cabinet Member for Health, Care and Wellbeing said

“The provision of reablement services plays a crucial role in keeping people out of hospital in the first place, speeds up their discharge to prevent bed-blocking and reduces the need for long term care.

Working with our partners we provide thousands of hours of care every week across the whole of Staffordshire and I am delighted that this vital service will continue to make such a difference to people’s lives.

Improvements in how we commission services and work together will allow staff to spend more time helping people and less time on travel and administration.”

Report Summary:

Midlands Partnership NHS Foundation Trust (‘MPFT’) and its progenitor organisation Staffordshire and Stoke-on-Trent Partnership Trust (SSOTP) have provided a reablement service on behalf of the Council. since 2012. This service is now part of a suite of ‘Home First’ services to help prevent hospital admission, facilitate hospital discharge, and reduce the need for long term care

The Section 75 Agreement for the reablement services expires in March 2020. Therefore, there is a requirement to enter into a new Agreement. The intention is to align the reablement services provided by MPFT with other Home First services commissioned by the CCGs.

Recommendations

I recommend that Cabinet:

- a. Approve the recommissioning of reablement services with capacity and funding as set out in Table 2 of this report.
- b. Approve the Council entering into a new Section 75 agreement with MPFT for reablement services as detailed in this report from 1 April 2020 until 31 March 2023, subject to recommendation d.
- c. Approve the Council entering into a Deed of Variation to vary the reablement contract with Nexus Trading Services Limited (‘Nexus’) for reablement services from 31 October 2019, subject to recommendation e.

- d. Authorise the Director of Health and Care and Director of Corporate Services, in consultation with the Deputy Leader and Cabinet Member for Health, Care and Wellbeing to finalise the terms of the Section 75 Agreement for reablement services.
- e. Authorise the Director of Corporate Services to finalise the terms of the Deed of Variation reablement contract with Nexxus.

Local Members Interest
N/A

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Recommendations of the Deputy Leader and Cabinet Member for Health, Care and Wellbeing

I recommend that:

- a. Approve the recommissioning of reablement services with capacity and funding as set out in Table 2 of this report.
- b. Approve the Council entering into a new Section 75 agreement with MPFT for reablement services as detailed in this report from 1 April 2020 until 31 March 2023, subject to recommendation d.
- c. Approve the Council entering into a Deed of Variation to vary the reablement contract with Nexxus Trading Services Limited ('Nexxus') for reablement services from 31 October 2019, subject to recommendation e.
- d. Authorise the Director of Health and Care and Director of Corporate Services, in consultation with the Deputy Leader and Cabinet Member for Health, Care and Wellbeing to finalise the terms of the Section 75 Agreement for reablement services.
- e. Authorise the Director of Corporate Services to finalise the terms of the Deed of Variation reablement contract with Nexxus.

Report of the Director of Health and Care

Reasons for Recommendations:

Background

1. Reablement services offer a short period of support for people to help them regain the skills and confidence they need to live independently, typically after a period of ill health – for example following a hospital admission. This helps to reduce their long term care needs
2. Reablement services are offered free of charge for up to six weeks. The duration of service should be shorter where people can be successfully reabled and no longer require the service – they may sometimes require only a few days. The average duration of service is expected to be around four weeks.

3. MPFT and its progenitor organisation Staffordshire and Stoke-on-Trent Partnership Trust (SSOTP) have provided reablement services on behalf of the Council since April 2012.
4. The Council has the power under Section 75 of the National Health Services Act 2006 to delegate the provision of reablement services to MPFT. The current Section 75 Agreement with MPFT ends in March 2020 and therefore there is a requirement to enter into a new Agreement.
5. Under the current Section 75 Agreement the Council commissions up to 2,590 reablement hours per week; up to 4,500 episodes per year alongside other services.
6. From 2017/18 the Clinical Commissioning Groups (CCGs) have commissioned additional reablement capacity from MPFT, a total of 2,400 hours per week in Newcastle and Staffordshire Moorlands.
7. In 2018/19 the Council commissioned additional reablement capacity from MPFT in Stafford using non-recurrent funding from the Improved Better Care Fund (iBCF), a total of 732 hours per week at a cost of £1.3 million annually. From 2019/20 the CCGs have taken over commissioning of this additional capacity on a recurrent basis.
8. From 2018/19 the Council commissioned an additional 615 hours per week of reablement from Nexus in the east / south east of the county, using non-recurrent funding from the iBCF, at a cost of £1 million annually. Nexus is a trading company that provides both home care and reablement, and is wholly owned by the Council. In 2019/20 the CCGs will provide funding for commissioning of this additional capacity. The Council has also commissioned additional 'hospital from home' services from Sevacare.
9. Council and CCG commissioned reablement services are increasingly operating as part of a suite of 'Home First' services that support people at home in order to a) prevent hospital admission; b) facilitate hospital discharge; and c) reduce long term care. The Home First services also include intermediate care, night sitting and palliative care.
10. Council and CCG commissioned reablement and other Home First services have enabled implementation of a 'discharge to assess' model of care whereby people are discharged from hospital to a short period of reablement and rehabilitation whilst any longer-term care needs are assessed. This in turn has supported a reduction in delayed transfers of care (DTC) by around 40% since March 2018.
11. 'Discharge to assess' has been fully implemented for University Hospitals North Midlands NHS Trust (UHM – both Royal Stoke and County Hospital sites) and partially implemented for University Hospitals Derby and Burton NHS Trust (UHDB) and the main four out of county hospitals: Good Hope, Walsall Manor, New Cross and Russell's Hall.

Current Position

12. Total current commissioned capacity and funding of reablement and other 'Home First' services is shown in Table 1.

Table 1: 2019/20 commissioned capacity and funding of reablement and other 'Home First' services

	CCG commission				Council commission		
	From MPFT				From MPFT	From Nexus	From other providers
	Inter-mediate care	Palliative care	Night sit	Reablement	Reablement	Reablement	Hospital at home
Hours of care per week	2136	874	340	4932	2590	615	320
Expenditure (£k)	9759	1194	540	7415	5270	1000	300

13. There has historically been under provision of reablement services against commissioned capacity due to difficulties in recruitment. The current deficit of provided against the Council's commissioned capacity is around 300 hours per week for MPFT provided reablement. This has gradually been reducing and the residual deficit is being addressed through improvement plans.
14. There remain some issues with people staying longer than expected such that the average duration of service is around 2.3 weeks for MPFT reablement and 4.5 weeks for Nexus. This is being addressed through improvement plans.
15. The outcomes of Council commissioned reablement services are good. In respect of reablement services provided by MPFT reablement, 80% of people complete reablement with either no long term care needs or no more long term care needs than they had prior to the period of reablement. In respect of reablement services provided by Nexus the figure is 69%.

Recommissioning of services

16. The Council and CCGs wish to re-commission reablement and other 'Home First' services in order to:
- Increase capacity.** This will enable full implementation of 'discharge to assess' at UHDB and the four main out of county hospitals. It will be accompanied improvements in productivity, including increasing the proportion of staff time spent in frontline contact rather than travel or administration, and a reduction in average duration of service. Together these changes will allow more people will be able to benefit from the services whilst reducing unit price and allow the Council to make savings to contribute to the Medium Term Financial Strategy.
 - Standardise services.** Historically there have been differences in specification between Council and CCG commissioned reablement services, and between CCG commissioned other 'Home First' services in the north and south of the

county. Recommissioning will produce a single specification for Council and CCG commissioned reablement and other 'Home First' services for the whole of Staffordshire.

17. The CCGs will re-commission reablement in the north of the county and Stafford, including to provide support for the majority of UHNM discharges, as well as other 'Home First' services for the whole of the county. The CCGs will use MPFT as a provider, except in East Staffordshire where intermediate care, night sitting and palliative care has been provided by Virgin and a future provider has yet to be determined. The Council will commission 'Provider of Last Resort' services from MPFT to provide home care when no other providers are available in the market.
18. The Council will re-commission reablement for the rest of the county: East Staffordshire, Cannock Chase, South Staffordshire, Tamworth and Lichfield, including to provide support for the majority of UHDB and out of county hospital discharges. The Council will use both MPFT and Nexxus as providers. The Council's contract with Nexxus will increase Nexxus's capacity to be able to provide reablement services where MPFT are unable to provide them. This will give some resilience in the event that performance of either provider is unsatisfactory.
19. The CCGs, Council and MPFT have reached an agreement for re-commissioning reablement and other 'Home First' services for the period April 2020 to April 2023. This sets out the commissioning arrangements, the capacity required, and a unit cost for services which reduces over the period, thereby reducing the total price over three years.
20. Total recommissioned capacity of reablement and other 'Home First' services is shown in Table 2. This will provide an additional 389 additional hours of reablement, 49 hours of intermediate care, 269 hours of night sitting and 21 hours of palliative care per week. The unit cost and therefore the total price of services declines over the three year period.

Table 2: recommissioned capacity and funding of reablement and other 'Home First' services

	CCG commission				SCC commission		
	From MPFT				From MPFT	From Nexxus	From MPFT
	Inter-mediate care	Palliative care	Night sit	Reablement	Reablement	Reablement	Home care provider of last resort
Hours of care per week 2020/21 – 2022/23	2185	895	609	5657	1954	915	300
Expenditure (£k) 2020/21	9112	1541	889	10261	3544	1446	544
Expenditure (£k) 2021/22	8173	1388	748	9563	3303	1475	507
Expenditure (£k) 2022/23	7779	1325	734	9316	3218	1505	494

Note these figures assume inflation at 2.5%

New Section 75 Agreement

21. There is a requirement to consult with the public prior to entering into a Section 75 Agreement. The Council and MPFT previously consulted with the public:
 - a. In 2011 prior to the Section 75 for older people and people with physical disabilities commencing April 2012, which included provision of reablement services; and
 - b. In 2016 prior to the section 75 for older people and people with physical disabilities being varied in April 2017, which included provision of reablement services.

22. For this Section 75 Agreement the Community Impact Assessment has demonstrated that there is no impact on individuals, and therefore it would not be an efficient use of council tax payer's money to repeat the consultation process again.

23. The agreement between the CCGs, Council and MPFT includes in principle agreement about the key terms of a new Section 75 Agreement. The specifications for the services have been reviewed and updated them to reflect how services have improved and evolved.

Financial Implications

24. Total recommissioned funding and savings in reablement and other 'Home First' services is in Table 3.

Table 3: funding and savings in reablement and other 'Home First' services

Budgets and expenditure £k	2019/20	2020/21	2021/22	2022/23
SCC recurrent budget @ 2018/19 level	5896	5896	5896	5896
MTFS savings	-400	-400	-400	-400
CCG transfer to SCC	1000			
SCC revised recurrent budget	6496	5496	5496	5496
SCC expenditure with MPFT	5270	4088	3810	3712
SCC expenditure with Nexus	1000	1446	1475	1505
SCC expenditure with other providers	300			
SCC total expenditure	6570	5535	5286	5217
SCC overspend (underspend)	74	39	-210	-279
CCG recurrent budget @ 2018/19 level	17608			
CCG investment	3450	4500	4500	4500
CCG revised recurrent budget	21058	22108	22108	22108
CCG expenditure with MPFT	18908	21803	19873	19154
CCG transfer to SCC	1000			
CCG total expenditure	19908	21803	19873	19154
CCG overspend (underspend)	-1150	-305	-2235	-2954
MPFT income	24178	25892	23684	22866

Note these figures assume inflation at 2.5%

25. The CCGs have collectively invested £4.5 million annually compared to 2018/19 levels in order to fund additional reablement and other 'Home First' services. £2.3 million of this will be used for recurrent funding of the additional reablement services in Stafford and the east / south east of the county that were funded non-recurrently by the Council in 2018/19. The remaining £2.2 million will be used to fund further additional capacity, although not all of this will be required and the CCGs will achieve a saving against their revised recurrent budget.
26. The Council will be able to achieve the £0.4 million of revenue savings required in the MTFS against reablement services as well as a further £0.2 million savings by 2021/22, which will offset the savings gap in adult social care assessment and case management services. A small overspend in 2019/20 will be mitigated through non-payment in respect of services not provided by MPFT, as provided for in the current Section 75 Agreement.

Community Impact Assessment

27. The recommissioning savings will increase capacity in reablement and other 'Home First' services and allow more people to benefit. It is not anticipated that there will be any adverse impact on people

Alternative Options Considered

28. Alternative options are:
 - a. **Discontinue the Section 75 Agreement with MPFT and Nexxus contract and seek new providers for all reablement services.** It is very unlikely that a new provider could be found to provide services on this scale; transition is likely to be highly disruptive; and this would mean new providers of reablement on behalf of the Council operating alongside MPFT as the provider of CCG commissioned reablement and other 'Home First services, which would be difficult to co-ordinate.
 - b. **Discontinue the Section 75 Agreement with MPFT and transfer all reablement services to Nexxus.** Placing all services with a single provider would make the Council vulnerable in the event that performance is unsatisfactory.
 - c. **Transfer all reablement services to MPFT and discontinue the contract with Nexxus.** Placing all services with a single provider would make the Council vulnerable in the event that performance is unsatisfactory.

Risk Assessment

29. **Service Performance.** There is a risk of continued under provision of services against commissioned capacity due to difficulties in recruitment, and of ongoing issues with people staying longer than expected. There is also a risk of

deterioration in outcomes as capacity is expanded. This will be mitigated by ongoing performance management and service improvement plans.

Next Steps

30. The Council and MPFT will draft and finalise a legal document for the Section 75 Agreement, based on the key terms. The Council will also finalise a Deed of Variation to vary the reablement contract with Nexxus Trading Services Limited.

List of Background Documents/Appendices:

Community Impact Assessment – Summary Document

Contact Details

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