

Decision Maker: **Adult and Community Portfolio Holder
for pre-decision scrutiny by Adult and Community Policy
Development and Scrutiny Committee**

Date: 27th September 2011

Decision Type: Non-Urgent Non-Executive Non-Key

Title: **GATEWAY REVIEW AND PROCUREMENT STRATEGY -
RESIDENTIAL AND NURSING HOME RESPITE CARE FOR
OLDER PEOPLE**

Contact Officer: Andrew Crawford, Commissioning Manager
Tel: 020 8461 7446 E-mail: andy.crawford@bromley.gov.uk

Chief Officer: Terry Rich, Director of Adult and Community Services

Ward: Boroughwide

1. Reason for report

- 1.1 The report sets out the future approach to the provision of residential and nursing respite care and the development of alternative models of respite for older people and recommends a procurement strategy for care home based respite following the end of the current contract with Shaw Healthcare at Kingswood House.

2. **RECOMMENDATION(S)**

The Portfolio Holder is asked to:

- i) Endorse the approach to the provision of residential and nursing respite care and the development of alternatives to care home respite; and
- ii) Approve the procurement intentions to establish contracts for residential respite services as set out in paras 3.13 – 3.15.

Corporate Policy

1. Policy Status: Existing policy.
 2. BBB Priority: Supporting Independence.
-

Financial

1. Cost of proposal: Estimated cost £283k per annum for 3 years
 2. Ongoing costs: Recurring cost.
 3. Budget head/performance centre: 8241003629; 8241003603
 4. Total current budget for this head: £425,000 ; £214,120
 5. Source of funding: ACS Portfolio
-

Staff

1. Number of staff (current and additional): N/A
 2. If from existing staff resources, number of staff hours: N/A
-

Legal

1. Legal Requirement: Statutory requirement.
 2. Call-in: Call-in is applicable
-

Customer Impact

1. Estimated number of users/beneficiaries (current and projected): Approximately 200 individuals aged over 65 currently access care home respite.
-

Ward Councillor Views

1. Have Ward Councillors been asked for comments? N/A.
2. Summary of Ward Councillors comments:

3. COMMENTARY

Respite care

- 3.1 There are an estimated 30,800 carers in Bromley, approximately 4,000 of whom are known to the Council or its partners. They provide unpaid support to relatives, neighbours or friends who are older, disabled or vulnerable, enabling people who might otherwise need a high level of Council funded support or even require residential or nursing home care to remain living in the community and with a degree of independence. Respite care is an essential support for many carers, providing them with much needed breaks that help them to continue to care, sometimes in very difficult and stressful circumstances.
- 3.2 The majority of respite care for older people is currently provided through:
- Care home respite in residential or nursing homes – most residential respite care is currently provided under a block contract with Shaw Healthcare at Kingswood House. Nursing home respite and some specialist residential respite is provided through spot purchase arrangements at various care homes within and outside the borough.
 - Respite at home services - this includes “sitting” services provided by Bromley Mind and by Carers Bromley. They tend to be provided where there are high levels of need that might make it difficult for a person to leave their home. They are also often provided where the carer is seeking a more flexible break in terms of length, start and finish times or simply as a matter of preference.
 - Day centres - provide a service in which breaks for carers is a significant component often providing the opportunity for a carer to undertake regular activities, including work, which they would not otherwise be able to do.
- 3.3 In a recent survey conducted by Carers Bromley on behalf of the Council, it was identified that people who use respite care would like a range of options such as care at home, sitters who undertake personal care and day care but also including traditional care home respite (both residential and nursing). They also noted a requirement for more flexibility in the provision of respite care (e.g. booking in advance or at short notice, for short periods or longer stays, for frequent and regular breaks or just occasional support). In recognition of this the Council is also exploring :
- Extra Care Housing – the new extra care housing schemes being developed in Bromley provide an opportunity to set aside units to be available for respite care and this is being explored.
 - Adult Placement Schemes – the current adult placement scheme in Bromley (BSAP) could be developed to offer short break options for older people.
 - Community Service Volunteers (CSV) – to provide short term support and care to older people in their own homes that is potentially cost effective and flexible.
- 3.4 This report sets out the commissioning intentions for residential and nursing home based respite; a further report will be submitted to a later committee regarding the development of other forms of respite.

Care home respite

Residential respite – block purchased

- 3.5 The Council currently contracts for 15 respite care beds at Kingswood House (operated by Shaw Healthcare), 7 specifically for people with dementia and 8 designated for people who are physically frail. This is a block contract for which the cost is £388,354 (per annum; 2011/12 cost) regardless of the level of occupancy.
- 3.6 In the 12 month period from April 2010 to March 2011 overall occupancy was 57% with occupancy of the physically frail provision lower than for the dementia provision. This means that the Council is currently paying for beds that are not used. It also reflects the increasing proportion of people supported by the Council who have some level of dementia. The block contract arrangement also means that carers and service users have little if any choice about where they receive residential respite.
- 3.7 The contract with Shaw Healthcare for Kingswood House ends in March 2012 when Kingswood is scheduled for closure.

Nursing and residential respite – spot purchased

- 3.8 Short term respite in nursing homes and specialist residential respite places are purchased from a variety of providers on a spot basis with an actual spend in 2010/11 of £137.3k (the budget for this is separate from the budget for Kingswood House respite). The spot purchasing arrangement means that people are less able to plan this type of respite care in advance as availability is dependent on care homes having vacancies.
- 3.9 Although there are 12 care homes in the borough that explicitly state that they provide respite care, 10 of those are nursing homes and only 2 are residential.
- 3.10 A significant problem identified by both carers and care managers is the inflexibility of local care homes in providing respite care. Although a number of homes provide respite care only one local home operates any dedicated respite care beds. All of the other homes will only release a bed for respite care if they have a vacant long term bed. Whilst this does mean that it can be possible to find a place at very short notice it also means that they are not able or willing to take bookings in advance, a difficulty for those carers who want to plan ahead.
- 3.11 Homes are also generally unwilling to offer flexible short stays, usually only offering respite breaks of a week or more at a time. This restriction can mean that the respite care is declined or that a carer will take a longer break than they would otherwise wish, at unnecessary cost to both the Council and to themselves.
- 3.12 The development of other respite options, such as respite in extra care housing, a CSV scheme, or developing Adult Placement could impact on future demand for care home respite care. The future contract arrangements will therefore need to be flexible in order to ensure volumes can be adjusted to match demand trends.

Procurement proposals

- 3.13 The procurement proposals set out below are based on the following principles:
- To secure adequate capacity to meet a basic level of demand for residential respite care based upon historical occupancy of Kingswood House and which reflects the increasing demand for places for people with dementia.

- To respond to stated demand for more flexible nursing respite, particularly for people with dementia, by seeking to secure nursing respite that can be booked in advance and for stays of varying length.
- To develop other types of respite that expands the range and flexibility of available options so that carers have more alternatives to care home respite.
- To establish flexible contracting arrangements to avoid under occupancy and respond to any changes in the local respite market (eg availability of other types of respite).
- Demand over and above the block contracted provision to be secured through spot purchase arrangements.
- To work with providers to encourage them to provide respite places that respond more readily to the requirements of carers by being flexible and accessible so that more is available via spot purchase and for people who self fund.

3.14 It is proposed to contract for a total of total of nine respite places, made up as follows:

- 4 places for residential physically frail respite
- 4 places for residential dementia respite
- 1 place for nursing dementia respite

3.15 The arrangements will be established through open competitive tendering with contracts for a period of three years from 1st April 20102. As noted above the contracts will be flexible, including review points, break clauses and first refusal arrangements, to avoid under occupancy and to enable the Council's level of purchasing to be flexed to respond to changes in the availability of other types of respite. Although the provision will be procured on a "block" basis, there is potential for the contracts to be split between providers if one single provider is unable to provide for all categories.

4. POLICY IMPLICATIONS

4.1 The proposal meets the Council's priority to support independence by providing respite breaks for carers, thereby helping them to continue in their caring role, enabling vulnerable people to remain in the community and in their own homes.

5. FINANCIAL IMPLICATIONS

Current costs

5.1 The chart below summarises spend on care home respite care and the number of users.

	Costs	No of Users
Kingswood House contract	£388,354	142
Spot purchased residential/nursing care home respite	£137,327	69

5.2 Costs of other types of respite vary widely and are very difficult to compare with care home respite as they are costed in a different way e.g. hourly or by session. However most other forms of respite are more cost effective than residential or nursing home respite and as previously noted are more flexible in respect of the length of time for which respite is provided.

Cost of proposal

- 5.3 Typically the cost of purchasing respite care has been higher than the Council's normal ceiling rate for residential and nursing care placements due to providers having more frequent cleaning, laundry and other "hotel" costs and higher staffing ratios to manage people who may be coming into unfamiliar surroundings.
- 5.4 At present the management and administration of respite bookings is the responsibility of individual care managers and the care home providers who reflect this cost in their prices. It is proposed that under the new contracts the management and administration of bookings will be carried out by the Council's care brokerage team which will enable closer management of eligibility for respite, more opportunities to consider alternative forms of respite and closer management of the allocation of respite time to individuals. The cost of the additional work in the brokerage service will be approximately £15k per annum.
- 5.5 The anticipated costs of the new arrangement shown below is predicated on ceiling rates plus 10% to allow for the additional costs. However it is possible that in the current climate and with the reduction in the number of contracted places, a tender process will achieve a lower cost and it will be the aim to achieve the contract at ceiling rates which would give a total cost of £243k p.a. plus £15k brokerage costs.

	Ceiling rate	Ceiling rate +10%
4 PF residential beds	£102,200	£112,420
4 EMI residential beds	£106,371	£117,008
1 nursing bed	£34,675	£38,143
SUB TOTAL	£243,246	£267,571
+ Brokerage @ £15k	£258,246	£282,571
Current Kingswood costs	£388,354	
SAVINGS	£130,108	£105,783

- 5.6 It is anticipated that, provided the tender can achieve the anticipated prices, these new arrangements will produce efficiency savings in excess of £100k on the current block contract for Kingswood and a further potential £30k from the nursing respite budget. It is proposed that some of the saving could be invested in the development of other forms of respite which will be the subject of a further report.

6. LEGAL IMPLICATIONS

The Council has a duty to provide respite services to elderly clients pursuant to ss21 and 29 National Assistance Act 1948 where this is not otherwise available to them. This means that having assessed that a client requires respite care the Council needs to consider whether or not they have sufficient resources and capacity to arrange this for themselves. If they don't then the Council should arrange it.

7. PERSONNEL IMPLICATIONS

- 7.1. It is not anticipated that there will be any personnel implications arising from this report for the existing care management staff who currently undertake the current administration arrangements for respite bookings as this work represents a small percentage of the overall work that they currently undertake. The creation of a new part-time position in the brokerage team may however provide a suitable redeployment opportunity for an employee, who may otherwise have been made redundant, following recent reductions to Government and grant funding for local authorities.

Non-Applicable Sections:	
Background Documents: (Access via Contact Officer)	[Title of document and date]