

ADULT SOCIAL CARE AND PUBLIC HEALTH COMMITTEE**Tuesday, 11 October 2022**

REPORT TITLE:	REABLEMENT REVIEW
REPORT OF:	DIRECTOR OF CARE AND HEALTH

REPORT SUMMARY

This report provides members of Adult Social Care and Public Health Committee with the outcome of a review of reablement provision in Wirral, including an options appraisal with a recommended option for future service delivery. This report follows a previous review of reablement report to members from September 2021.

The report supports the Council's priorities from the Wirral Plan:

- Working for safe and vibrant communities where our residents feel safe and are proud to live and raise their families.
- Working to provide happy, active and healthy lives for all, with the right care, at the right time to enable residents to live longer and healthier lives.

This is a key decision that affects all wards.

RECOMMENDATION/S

The Adult Social Care and Public Health Committee is recommended to:

- 1) Consider the content of the report and the options described at section 2, and to approve in principle the recommended Option 1 - To establish an in-house reablement service delivered by the Council.
- 2) Request the Director of Care and Health to progress with engagement, service design and financial modelling for an in-house service, and bring a further report to a future committee detailing the proposed service arrangements.

SUPPORTING INFORMATION

1.0 REASON/S FOR RECOMMENDATION/S

- 1.1 Health and care system leaders have considered an optimum model for reablement across the Wirral Health and Care economy, following a previous report which was presented to the Committee in September 2021. This has included consideration of best practice NHS models in Barnsley and in house provider models in Stockport (background papers). As part of this review, consideration has been given to the risks, costs, and quality of delivering reablement services with the included alternative models.
- 1.2 The current Care and Support at Home contract takes a full reablement approach, with all of its domiciliary care workforce providing an enabling approach but with no specific part of this service that solely provides reablement as its specialism. Reablement services, as they are currently provided, have therefore been affected by the current capacity pressures attributed to recruitment and retention challenges in the sector.
- 1.3 There has been a drop in reablement activity from 2020 people in financial year 2020/21 to 1054 people receiving a reablement service in financial year 2021/22. The impact of this is longer waiting times for people needing reablement support, both in the community and also for people awaiting hospital discharge.
- 1.4 A responsive and effective reablement service offer is important to enable people to regain and maintain their level of independence and wellbeing. Sustained pressures within the hospital service have resulted in high numbers of people awaiting discharge, and without responsive reablement services people risk losing their independence, resilience and daily living skills.
- 1.5 The return of some services to direct Council provision offers an opportunity to consider reablement services being directly provided by the Adult Social Care and Health Directorate.
- 1.6 The Council has an opportunity to transfer, recruit and train an experienced workforce to improve the reablement offer for Wirral residents. A directly provided reablement service would provide greater opportunity for developing a team of well-trained reablement staff, solely focussing on providing high quality reablement services. With an in house reablement service, there would be greater opportunity to direct the resource to those who would benefit the most.
- 1.7 The Council has an opportunity to respecify the current Care and Support at Home contract, prior to contract extension options being considered in 2023 for extension or recommission in 2024.
- 1.8 The Council also has an opportunity to review the delivery arrangements for its Social Care functions, currently provided by the NHS Wirral Community Health and Care Foundation Trust (WCHCFT). This service includes the assessment and co-ordination of reablement packages of support by its Short-Term Assessment and Reablement (STAR) Team. A report is to be presented to October Committee with options for future delivery arrangements.

2.0 OTHER OPTIONS CONSIDERED

- 2.1 **Option 1** - To establish an in house reablement delivery provision in the Council to work as part of a Multi-Disciplinary Team (MDT) model, working collaboratively with Wirral Community Health and Care NHS Foundation Trust (WCHCFT). A separate report will be presented to the Adult Social Care and Public Health Committee in October 2022 with a review of the delegated Social Work contracts provided by WCHCFT, who also currently provide the assessment and case management of reablement packages. These functions may also form part of an in-house delivery service.
- 2.2 **Option 2** - To continue to provide the reablement service as part of the current Care and Support at Home contract recognising the current capacity pressures within the system. Officers did not recommend this option due to the desire to develop an improved reablement service offer.
- 2.3 **Option 3** - to commission a fully delegated assessment and reablement delivery service from the NHS. Officers did not recommend this option as this would not have enabled the Council to directly design and control service delivery.
- 2.4 **Option 4** - The Council could have opted to commission a fully delegated assessment and reablement delivery service from the Care market. Officers did not recommend this option due to pressures in the sector and to a reduced ability to directly design and control service delivery.

3.0 BACKGROUND INFORMATION

- 3.1 The Council has a statutory duty under the Care Act 2014 to ensure a responsive and sufficient care market to meet the needs of its population. The Care Act also requires Council's to promote wellbeing and independence.
- 3.2 In 2018, Wirral Health and Care Commissioning (WHCC), and the Healthy Wirral Partnership were established. This presented the opportunity for a jointly commissioned, ambitious, fully inclusive service called the "Care and Support at Home Service" delivering:
- Reablement
 - Domiciliary Care
 - Complex Care (Domiciliary)
 - CHC non-complex (not requiring nursing from registered provider)
 - End of Life Care
 - Trusted assessment / provider-led reviews.
- 3.3 A review of the existing Care and Support at Home contract is due in 2024, one year prior to the end of the first 5-year contract period, and officers will be able to respecify for the community care market providers, trusted assessment and reablement requirements, and ensure that the community care market offer is aligned to the Councils new offer of in house reablement delivery service should Members approve the recommended option.

- 3.4 At September 2021 Committee, members considered a reablement report which detailed that other Local Authority Council led reablement services had on average 840 people who used the serviced per year, and they were in receipt of a reablement service for an average 3.5 weeks.
- 3.5 Reablement Data for Wirral from April 2020 – March 2021 shows that:
- 2020 People received a reablement service
 - 60,000 hours of reablement were delivered in 2020/2021
 - People were in receipt of the service for an average of 21 days
 - At the end of the period of reablement:
 - 39% of people went on to having long term care at home
 - 38% of people aims achieved their reablement goals and had no ongoing service
 - 15% of people went onto a bed-based service
 - 8% of people ceased the service
- 3.6 Reablement data for Wirral from April 2021 – March 2022
- 1054 People received a reablement service
 - 28,000 hours of reablement were delivered in 2021/22
 - People were in receipt of the service for an average of 15 days
 - At the end of the reablement period
 - 37% of people went on to having long term care at home
 - 45% of people aims were achieved and no ongoing service required
 - 11% of these went onto a bed-based service
 - 6% of people ceased the service
- 3.7 We have seen a 48% reduction in the reablement service from 2020/21 to 2021/22.
- 3.8 The care provider market in Wirral has experienced difficulties in recruitment and retention since the re-mobilisation of services for health, hospitality, and retail from June 2021. A range of incentives have been used to support the market to improve performance. However, activity in the Care and Support at Home Service remains at a reduced level, impacting on reablement outcomes.
- 3.9 The Council has previously provided a directly delivered reablement service offer, in collaboration with the community care market. This new service offer will be strengthened by a Health and Care system-wide response to reablement with complimentary service offers.
- 3.10 WCHCFT is developing a “Home First” and reablement service pilot which will go live in August 2022, and phase one will be to prove the concept of the “Home First” model. A developed Council reablement offer would be a fundamental part of any future MDT model on Wirral, contributing to wrap-around support to keep people independent and living in their own homes.
- 3.11 The overall annual cost of the current reablement offer within the Care and Support at Home Service is £1.1M, based on current activity at the significantly reduced level.

4.0 FINANCIAL IMPLICATIONS

4.1 The overall annual cost of the current reablement offer at the current reduced level, within the current contract, is £1.1M.

4.2 If members approve the officer recommended Option 1, service design and financial modelling would be required prior to the final approval of any new service. The financial modelling would be included as part of a future committee report with detail of the proposed service arrangements inclusive of costs and contractual considerations.

4.3 The Council may be required, dependent on its in-house service offer to establish a registered office with Care Quality Commission (CQC) to provide domiciliary care activity. Based on the current CQC fees calculator, the following fees could apply:

- 100 clients £5669 pa
- 200 clients £11,100 pa
- 500 clients £27,591 pa

4.4 The fees payable to CQC cover all the costs of:

- initial registration
- any changes to the registration
- CQC activities associated with monitoring, inspection, and rating.

4.5 The amount of fees paid is dependent on the type of services provided, and the scale of services.

5.0 LEGAL IMPLICATIONS

5.1 The current commission of the Care and Support at Home Service has been undertaken in accordance with The Public Contract Regulations 2015 and the Council's Contract Procedure Rules. It should be noted that the current contract is for 5-years (2019-2024) with the option to extend for a further 5 years (2029), considerations would need to be given to the contractual obligations and any specification as a result of this service change.

5.2 The Council will be required to meet any regulatory requirements under Care Quality Commission for the establishment of any new directly delivered regulated service options.

5.3 The Council is required under the Care Act, to meet both its duties for care and support, for eligibility and assessment and to sustain a sufficient and responsive community care market.

5.4 The Council has a duty under the Health and Safety at Work Act 1974, to ensure the health and safety of its employees and any people who use the Council services.

6.0 RESOURCE IMPLICATIONS: STAFFING, ICT AND ASSETS

- 6.1 The Council may need to refresh the current IT equipment for staff who may transfer to the Council.
- 6.2 The Council will have to take into account as part of any staff hybrid working arrangements, desk-based calculations for future accommodation.
- 6.3 The Council will need to consider resources to enable it to manage its duties under the Health and Safety at Work Act 1974 and subordinate regulations.

7.0 RELEVANT RISKS

- 7.1 There is a risk that if an improvement is not made to the way that reablement services are delivered in Wirral, that the numbers of people who receive this service will continue to fall and will not be able to return to independent living.
- 7.2 There is a risk that the Council will not meet its statutory duty under the Care Act to meet current unmet demand for Care and Support at Home Services if an improved service offer is not put in place.
- 7.3 There are risks of returning the service to the Council in terms of capacity for training and health and safety oversight and these risks are being managed and mitigated.

8.0 ENGAGEMENT/CONSULTATION

- 8.1 There has been significant engagement across the health and care system partnership working arrangements to agree a new a model for reablement delivery that includes both and NHS and Council led models, to work in collaboration to achieve the best outcomes for people.
- 8.2 Should members approve Option 1 as the preferred option, then further engagement will be undertaken with people who have used, or may use reablement services, their family carers and stakeholders, to inform the design of the future service.

9.0 EQUALITY IMPLICATIONS

- 9.1 Equality Impact Assessments will be an integral part of building of the new service and assessments will be done at the earliest opportunity.

10.0 ENVIRONMENT AND CLIMATE IMPLICATIONS

- 10.1 The current model for Care and Support at Home supports reducing carbon emissions as staff rotas / care schedules are co-ordinated to enable care staff to undertake their work by walking, car sharing or the use of a bicycle. This plays a valuable role in the reduction of air pollution levels.

11.0 COMMUNITY WEALTH IMPLICATIONS

- 11.1 Reablement Service provides opportunities for local employment in the care sector.

11.2 Reablement services supports vulnerable people in the community through enabling independence for individuals to live fulfilling lives to the best of their abilities.

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APPENDICES

N/A

BACKGROUND PAPERS

<https://www.scie.org.uk/reablement/what-is/principles-of-reablement>

<https://www.nhs.uk/conditions/social-care-and-support-guide/care-after-a-hospital-stay/care-after-illness-or-hospital-discharge-reablement/>

Care Quality Commission - Regulatory Fees

SUBJECT HISTORY (last 3 years)

Council Meeting	Date
Adult Social Care and Public Health Committee	7 June 2021