

# HAMPSHIRE COUNTY COUNCIL

## Decision Report

<b>Decision Maker:</b>	Executive Lead Member for Adult Social Care and Public Health
<b>Date:</b>	16 July 2024
<b>Title:</b>	Rapid Support Service (HIOW and Frimley ICB) and Step-Down Live-in Care (Frimley- North East Hampshire)
<b>Report From:</b>	Director of Adults' Health and Care

**Contact name:** Denise Graham

**Email:** [denise.graham@hants.gov.uk](mailto:denise.graham@hants.gov.uk)

### Purpose of this Report

1. To seek spend approval from the Executive Lead Member of up to £18,720,000 to recommission the Rapid Support Service (RSS) contracts across the county over a three-year period commencing from 1st April 2025.
2. To seek spend approval from the Executive Lead Member of up to £2,808,000 to recommission the Short Term Services (STS) Live-In Care (LIC) for the North-East (Frimley ICB) over a three-year period commencing from 1st April 2025.

### Recommendations

3. That the Executive Lead Member for Adult Social Care and Public Health give approval to spend up to £18,720,000 to recommission the Rapid Support Services (RSS) contracts across the county on a 2+1-year basis as set out in this report.
4. That the Executive Lead Member for Adult Social Care and Public Health give approval to spend up to £2,808,000 to recommission the Short Term Services (STS) Live-In Care (LIC) for the North-East (Frimley ICB) on a 2+1-year basis as set out in this report.

### Executive Summary

5. In response to the Covid-19 Pandemic and national guidance at the time, the County Council, working with its partners in the NHS, led on the development of a Short Term Services offer. These Services were initially established to support patient flow across the Hampshire System by supporting people to recover and work towards greater independence through a discharge to assess (D2A) service outside of a hospital setting. This was critical during the

Pandemic and, in the context of current demand challenges and system pressures, it remains a priority for the Hampshire Health and Care system.

6. Since 2020, the County Council has continued to work effectively in response to the evolving requirements for hospital discharge and to develop the Short Term Services offer. This has enabled the system to maintain historic levels of performance with approximately 50% of people leaving hospital requiring some form of onward care to be safely discharged within two to three days of being declared as having No Criteria to Reside (the principle that unless required to be in hospital, patients must not remain in an NHS bed). Short Term Services remain important to supporting safe, appropriate and resilient discharge pathways and to leading to improved outcomes for Hampshire residents.
7. There are two types of Short Term Service offerings available to Hampshire residents. The first of these services is home-based, designed to help people with reablement in their own home to maximise their recovery and path to independence. The second service is bed-based, designed to provide additional recovery and reablement support to people who are not able to return home and these services are provided through HCC Care and Support. This paper is requesting a spending decision for the continuation of the home-based service offerings only (Rapid Support Service and Live in Care).
8. The recommendation is to recommission the home-based services in partnership with the Hampshire and Isle of Wight and Frimley Integrated Care Boards respectively, through a continuation of current spend. Funding will be managed within the Better Care Fund pooled budget to maintain oversight and shared governance.

## **Context**

### **Short Term Services and how they support our Strategy**

9. The County Council's Short Term Services programme for Older Adults directly supports the County Council's vision for Adults' Health and Care to help people live long, healthy and happy lives, with the maximum independence possible. The programme is central to supporting the rapid flow of individuals out of hospital. Individuals are supported through Short Term home based services to return to their own home where their need for care and support can be assessed, and they are supported to work towards greater independence. If the person is not able to immediately return home, 'step down' arrangements into a Short Term bed enables them to recover and work towards greater independence.
10. Short Term services comprise:
  - a) **Rapid Support Service (RSS)** – home based enabling and reabling domiciliary service for up to 28 days.
  - b) **Live in Care** – home based enabling and reabling Live in Care service for up to 28 days. This service only continues in the North-East area, as

contracts for South East, South West and North Mid areas ceased on 11<sup>th</sup> February 2024 at the request of the Hampshire and Isle of Wight Integrated Care Board (HIOW ICB).

c) **Short Term Service beds (Recovery and Assessment Suites)** – bed based enabling and rehabilitating service in a Nursing Home for up to 28 days – within HCC Care and Support Units.

11. These services have a clear aims and criteria for admissions, ways of working, average length of stay and outcomes for the individual and the service. All Short-Term Services are non-chargeable to the individual for the period of their assessment.
12. Short Term Services continue to be key to delivering on the County Council's ambition to ensure hospital discharge performance remains strong. These services support discharge and flow from all Hampshire and surrounding hospital systems. Overall discharge performance remains good with the County Council's continued contribution to both the commissioning and operational delivery landscape remaining strong and impactful against a backdrop of continuing high service demand.
13. We have worked with the NHS to maximise the funding available to support hospital discharges and have jointly focused on performance to optimise outcomes for individuals, enable lean and robust processes and ways of working, and to limit expenditure wherever possible. The Short Term Service approach promoted and led by Adults' Health and Care is robustly supported with a suite of performance data that is shared and debated with partners to help drive continuous improvement and to secure value for money.
14. The spend approval sought is for a continuation of home-based (RSS and Live in Care) services that have been successfully delivered across Hampshire since 2020. The current contracts cease in March 2025 and to ensure continuity of service, approval to spend is required to enable a retendering process to commence this summer.
15. The RSS service for the HIOWICB and HCC population will be jointly funded by Hampshire County Council and the Hampshire and Isle of Wight Integrated Care Board and the RSS and LIC services for the Frimley and Hampshire County Council population will be jointly funded by Hampshire County Council and Frimley Integrated Care Board.

### **Outcomes for residents**

16. Evidence shows that the County Council's Short Term Service offering is supporting positive outcomes for residents, enabling them to remain at home for longer.
17. Achieved outcomes for individuals supported through these services are a clear indicator that there are positive outcomes for Hampshire residents, their families and carers and the wider health and social care system. A high proportion of individuals remain in or return to their own home, enabling them to be as

independent as possible and delaying high cost and potentially restrictive health or social care interventions. These outcomes include a positive impact on physical and emotional health and wellbeing for individuals and carers, stability in our care market through the managed flow of referrals, supporting our NHS services to ensure timely discharges from hospital and meeting the needs of those most vulnerable when required. This leads to wider positive impacts for Hampshire residents, enabling them to live well for longer and live safe, healthy, and happier lives.

18. The County Council has been the commissioner of these services and will continue to purchase the services to support the system flow.

## **Finance**

19. Funding for services and staffing resources to support flow and commissioning activity were jointly agreed with NHS commissioning bodies for 2022-2024, with a shared ambition to continue working in a collaborative way. This funding included a 2 year plus 1 contractual arrangement for the Rapid Support Service and Live In Care.
20. Both Integrated Care Boards have given written commitment to the County Council for the ability to spend up to the full surge contract value for the maximum three-year contractual term (April 2025 – March 2028).
21. Financing of Rapid Support Service and Short Term Service Live in Care Step Down (North East) is intended to continue to be jointly funded by the Integrated Care Boards and the County Council. As current process, the cost of these services are captured within the ledger and are reclaimed through an invoice issued to the Integrated Care Boards on a quarterly basis. Hampshire County Council will contribute financially to this as a shared funded service. Funding is intended to be managed within the Better Care Fund pooled budget to maintain oversight and shared governance.
22. Regular Council and H10W and Frimley (North East Hampshire) Integrated Care Board meetings are in place to ensure that any changes to funding or level of service are jointly agreed, that any changes remain within the contractual and procurement requirements and no stakeholders' finances or reputation are adversely affected.
23. The maximum contract values for each service are estimates, based on the maximum contract price of the current pricing model. The final price will be set by the provider, within a managed and set range established by the County Council as part of the formal tender and will not be greater than the maximum spend approval requested.
24. These services have been agreed by the County Council as meeting the criteria for Intermediate Care. That is, services which offer time-limited, short-term support and rehabilitation to promote independent living. This may include assistance to become independent following a hospital stay, support to remain at home despite increasing difficulties due to illness or disability or preventing a

permanent move into residential care. Intermediate care is provided free of charge for up to six weeks, so these services will be non-chargeable until the Care Act Assessment is completed and any long-term eligible needs are established.

25. Outlined below are the estimated costs of these contracts.

- Rapid Short Service: Maximum contract total for 2+1years = £18,720,000
- Short Term Service Live in Care (North East): Maximum contract total for 2+1 years = £2,808,000

26. These costs have been calculated based on service delivery over the length of the current contract and allowing the ability to increase/decrease hours as required to meet system needs.

27. The maximum cost for all contracts over the three-year period would be £21,528,000.

28. This baseline would support approximately 3,500 individuals to be discharged from an Acute Hospital per year and a maximum contract level of 4,000 Rapid Support Service hours and 15 Live in Carers could support approximately 600 individuals per year. The ability to enable contractual flexibility will ensure demand is able to be met at peak flow.

29. The duration of the contracts will be for two years plus the option to extend for one further year. Contracts include regular review periods and a three-month notice period to stand down the whole service by area and four weeks to make service level changes.

30. The service will be regularly contract managed by Hampshire County Council commissioners and operationally will be managed through Hampshire County Council Reablement teams for Rapid Support Service and Hospital Social Work teams for Short Term Services Live in Care North-East.

## **Performance**

31. The Directorate works collaboratively with other commissioners and partners to review available insight and intelligence to support evidence-based decision making and determine what is required in terms of services being commissioned.

32. As part of the contractual arrangements', providers will be expected to participate in contractual management protocols proportionate to their service delivery. This will be supported through the County Council's commissioning teams.

33. All contractual arrangements will have key performance indicators for all providers that will be monitored through automated digital functions, contract management calls and meetings.

34. Performance measures and monitoring processes will be published as part of the service specification.

### **Consultation and Equalities**

35. Engagement has been carried out with our current providers and our operational teams to understand demand, practice and gather feedback. A survey is given to every individual who receives a Short Term Service, providing an opportunity to seek feedback and action any positive change opportunities. This has been invaluable to make improvements to the service.
36. An Equalities Impact Assessment has been undertaken and is included within this report. Our Equality Impact Assessment has identified positive impacts on age, disability, race and rurality. The services are designed to support adults of all ages, but predominantly older adults aged 65+.
37. The services will support people who are living with dementia, by improving the ways that care staff work with individuals on the pathway and during the assessment and discharge process. The inclusion of technology assisted care (TEC) will promote wider access to services and also promote independent living at home for people living with disability. Providers will tailor packages of care to individual needs and will ensure that translators are involved in assessments where required, to allow the individual to be fully engaged and to take account of both care and cultural needs. Supporting people to receive short term support service in their own home will be a benefit for rurally isolated individuals with little or no access to transport.

### **Climate Change Impact Assessment**

38. Hampshire County Council utilises two decision-making tools to assess the carbon emissions and resilience impacts of its projects and decisions. These tools provide a clear, robust, and transparent way of assessing how projects, policies and initiatives contribute towards the County Council's climate change targets of being carbon neutral and resilient to the impacts of a 2°C temperature rise by 2050. This process ensures that climate change considerations are built into everything the Authority does.
39. Having reviewed the proposals against the decision-making tools, it has been identified that the service is moderately vulnerable to the impact of climate change, especially with respect to extreme weather be this heat, cold or flooding which may have an impact on the delivery of the Short-Term Services.

### **Conclusions**

40. This report has summarised the background to the Short Term Services and outlined the rationale for Hampshire County Council to continue to commission the Rapid Support Service for Hampshire and Frimley (North East Hampshire and Short Term Service Live In Care for the North-East (Frimley ICB). Investing in the continuation of these Services supports the County Council's vision and strategy for the future of Adults' Health and Care by helping people to have

positive health and care outcomes enabling them to live independently at home for longer.

41. The report has considered the potential financial risks and impacts to Hampshire as well as any possible legal and financial implications.
42. The report has also provided details of the Equality Impact Assessment that has been produced in respect of the proposal.

**REQUIRED CORPORATE AND LEGAL INFORMATION:**

**Links to the Strategic Plan**

<b>Hampshire maintains strong and sustainable economic growth and prosperity:</b>	Yes
<b>People in Hampshire live safe, healthy and independent lives:</b>	Yes
<b>People in Hampshire enjoy a rich and diverse environment:</b>	Yes
<b>People in Hampshire enjoy being part of strong, inclusive communities:</b>	Yes

**Other Significant Links**

<b>Links to previous Member decisions:</b>	
<u>Title</u> Rapid Discharge Service and Discharge to Assess Live-in Care	<u>Date</u> 21-09-2021
<b>Direct links to specific legislation or Government Directives</b>	
<u>Title</u>	<u>Date</u>

<b>Section 100 D - Local Government Act 1972 - background documents</b>	
<p>The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)</p>	
<u>Document</u>	<u>Location</u>
None	



## **EQUALITIES IMPACT ASSESSMENT:**

### **1. Equality Duty**

The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited by or under the Act with regard to the protected characteristics as set out in section 4 of the Act (age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation);
- Advance equality of opportunity between persons who share a relevant protected characteristic within section 149(7) of the Act (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic within section 149(7) of the Act (see above) and persons who do not share it.

Due regard in this context involves having due regard to:

- The need to remove or minimise disadvantages suffered by persons sharing a relevant protected characteristic that are connected to that characteristic;
- Take steps to meet the needs of persons sharing a relevant protected characteristic that are different from the needs of persons who do not share it;
- Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

### **2. Equalities Impact Assessment:**

**Title:** Short Term Services – Homebased: Rapid Support Service and STS Live-In Care (NE)

**Service affected** – Short Term Services programme Hampshire County Council (HCC)

**Description of the service/policy/project/project phase** - Hampshire County Council (HCC) Older Adults' Short-Term Services (STS) programme currently offers a safe environment, where dedicated staff work in partnership to enable individuals and their families time to think, recover and maximise independence. The project builds upon this to allow for rapid flow from hospitals to a care setting or support in an individual's own home for assessment of an individual's needs and support to become more independent. This is currently through the use of the Rapid Support Service, Short Term Services Live-In Care and our bed-based

services located across 4 HCC Care and Support Service sites for both hospital discharge and admission avoidance into hospital or placement (where possible). There is also a Step-Up model in place for beds, whereby the Community Social Work teams are able to access services to carry out Care Act assessments to determine an individual's long term care needs and requirements.

**New/changed service/policy/project** - As part of the STS programme, HCC now deliver Rapid Support Service, Short Term Live-In Care Service and Step Down beds to support hospital discharge. We have also implemented Step Up beds that Community Social Work teams can access to carry out care act assessments. The contracts For Rapid Support Service and Short-Term Live-In Care for North-East are due to end in 2025 and need to be retendered. We have approval from the ICB to proceed with the retendering of these contract and we will be seeking further approval from Executive Member to retender these services.

**Engagement** - The team has sought feedback from individuals that accessed the service around areas of improvement and taking some of this onboard to make changes to the service specification. They also carried out engagement with our current providers and operational teams to ascertain from them what the current demand is and the areas in which they cover, if these continue to work or not.

## **Equalities considerations - Impact Assessment**

### **Age**

**Impact on Public:** Positive

**Impact on staff:** Positive

**Rationale:** The services are designed to support adults of all ages, but predominantly older adults, aged 65+. The continuation of our home based Short Term Services will have no disproportionate impact on the service user and staff because of their age

### **Disability**

**Impact on Public:** Positive

**Impact on staff:** Neutral

**Rationale:** The inclusion of the utilisation of TEC (Argenti) equipment within the project should improve access to the service and improve individuals' journeys through the utilisation of these technological enhancements.

An aspect of the programme is to review effectiveness of the Short Term requirements for individuals with dementia. The adoption of improved ways of working of care staff will improve such individuals' journeys through the assessment and discharge cycles, either to home or long term care.

### **Gender Reassignment**

**Impact on Public:** Neutra

**Impact on staff:** Neutral

**Rationale:** No disproportionate impact with regards to peoples' gender reassignment identified because of the continuation of our home based Short Term Services

### **Pregnancy and Maternity**

Impact on Public: Neutral

Impact on staff: Neutral

Rationale: No anticipated changes to current public service user position expected through programme delivery however this is likely to provide a benefit as an aspect of the programme is to continue to investigate the use of COBOTS within RSS/LIC and HCC Care and Support Services environments. This may well provide a benefit through improved and assisted handling technology and techniques which will prevent less strain on the individual carer.

### **Race**

Impact on Public: Positive

Impact on staff: Neutral

Rationale: Providers will tailor packages of care to the requirements of the individual receiving the service and Social Workers will ensure that translators are involved in assessments if required in order for the individual to be fully engaged and involved in the assessment to determine their long-term care requirement. This benefits both with regards to their care and cultural needs.

### **Religion or Belief**

Impact on Public: Neutral

Impact on staff: Neutral

Rationale: The continuation of our home-based Short-Term Services will have no disproportionate impact on the service user and staff because of their religion or beliefs.

### **Sex**

Impact on Public: Neutral

Impact on staff: Neutral

Rationale: No disproportionate impact with regards to peoples' sex because of the continuation of our home-based Short-Term Services

### **Sexual Orientation**

Impact on Public: Neutral

Impact on staff: Neutral

Rationale: No disproportionate impact with regards to peoples' sexual orientation identified because of the continuation of our home-based Short-Term Services

### **Marriage and Civil Partnership**

Impact on Public: Neutral

Impact on staff: Neutral

Rationale: No disproportionate impact with regards to peoples' marital status identified because of the continuation of our home-based Short-Term Services

### **Poverty**

Impact on Public: Negative – Low

Impact on staff: Neutral

Rationale: No disproportionate impact identified because of the continuation of our home based Short Term Services

*Mitigation:* If an individual only has 1 bedroom and unable to access LIC, they may be able to access the Rapid Support Service as an interim measure in order to carry out a care act assessment or be placed in a Short-Term Service bed to determine long term care requirements.

**Rurality**

Impact on Public: Positive

Impact on staff: Neutral

Rationale: One of the key focus aspects of the programme is to enable individuals to remain within their homes prior to assessment for care needs or from discharge from acute care into a Short Term bed setting.

**Geographical Impact:** All Hampshire