

<b>WILTSHIRE COUNTY COUNCIL</b>	<b>AGENDA ITEM NO: 9(2)</b>
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**OVERVIEW AND SCRUTINY COMMITTEE**  
**7 June 2007**

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**REVIEW OF CARE SERVICES WITH PARTICULAR REFERENCE TO  
THE ORDERS OF ST JOHN CARE TRUST CARE CONTRACT**

**Purpose of Report**

1. To update Members on work which is progressing on development proposals with The Orders of St John Care Trust (OSJCT).

**Background**

2. The Council has leased care homes and transferred service provision to a voluntary sector body (The Orders of St John Care Trust). These are currently operated under leases and care contracts which end in September 2025. Prior to 1998, the Council was permitted to offer only personal care (residential not nursing) in its care homes (residential homes) and when the homes were transferred to OSJCT the care contract was for the provision of a similar service.
3. The care contract requires the Council and OSJCT to redevelop the care home estate, these being mainly 1960s buildings and some are now unsuitable for current care provision and nearing the ends of their economic lives. The care contract requires the Council to block purchase 490 care only places.
4. The Council and OSJCT recognise that the current care contract does not reflect the future needs of Wiltshire's older population and there is a mutual willingness to address this. The particular needs unmet by the OSJCT contract are for nursing care, specialised dementia care and extra-care housing.
5. Modern care homes with nursing are similar to modern care only homes, other than they are better equipped and have a nurse on duty at all times. Changing existing care homes to meet the new registration standards for nursing is much more problematic.
6. Extra-care housing integrates care with housing, locating a care team for all owners or tenants on site and delivering care flexibly, frequently and cost-effectively. The accommodation is in self-contained flats, with the provision of communal facilities including the availability of daily meals on a pay-as-you-eat basis. Extra-care housing is not sheltered housing, offering many more facilities and much more personal and sometimes nursing care.
7. The Orders of St John Care Trust is a voluntary (not-for-profit) charity that operates care home groups transferred from Lincolnshire County Council, Oxfordshire County Council and Gloucestershire County Council. The Trust operates care homes with nursing and has developed extra-care housing in Oxfordshire and is developing some in Malmesbury.

## **Main Points for Consideration**

8. The County is facing a progressive increase in demand for care services for older people. Laing & Buisson's projections indicate that at present patterns of care demand for care home places is projected to be 14 percent higher in five years, 31 percent higher in ten years and 53 percent higher in 15 years. This assumes that there is no increased diversion from care homes to intensive homecare packages or extra-care housing. On this basis, within 17 years Wiltshire will need an extra 2,080 care home places, with 324 of these being in Kennet, 556 in North Wiltshire, 530 in Salisbury district and 670 in West Wiltshire. This is equivalent to five, ten, ten and 11 average-sized new care homes respectively, assuming no existing homes close.
9. The demand for care home with nursing places is expected to increase much faster than the demand for care only places. Patterns of care will have to change to meet the increased demand. The two current changes that are occurring are a move from care home admissions to intensive homecare packages and the development of extra-care housing, which is government policy. Both of these changes will affect the demand for care only places more than nursing care places, as older people requiring nursing care are less likely to be suitable for intensive homecare or extra-care. The demand for nursing care will therefore increase more rapidly than that for care only places.
10. There has been a reduction in the supply of care home places. Although the demand projections indicate an increasing requirement for care home places, especially nursing ones, the net trend has been for care homes in Wiltshire to close rather than to open. This reflects a national picture, but although the trend is slowing nationally it remains a cause for concern.
11. Services should meet users' needs, rather than users being fitted into available services. Older people want to stay at home when they get frail, either in their homes dispersed through the community or in their own homes in extra-care housing schemes. Extra-care is a model of care and accommodation favoured by older people and by the government. Wiltshire is poorly provided with this, having no rented and little leasehold stock. More generally, as care patterns change social services' needs will change and so the care contract should be flexible enough to accommodate this.
12. The supply of potential care workers is growing at a fraction of the rate of increase in demand. The increase in demand for care staff will greatly exceed the increase in supply of the adult female population that makes up most of the care workforce. It is essential, therefore, that patterns of care change to use care workers more efficiently. Extra-care, for example, uses homecare staff more efficiently than dispersed (community) homecare as staff are not travelling for one-quarter or more of their time.

## **Opportunities to Address the Issues Above**

13. There are three options related to the OSJCT contract that would address these current and future problems.
14. The care contract with OSJCT is inflexible, requiring the Council to purchase almost 500 care only places, when the main increase in demand for care home places is projected to be for nursing places. OSJCT is willing to change this, and the Council could take advantage of this opportunity. Although the current care homes are unlikely to be suitable for conversion to offer nursing care, the introduction of

nursing care could be arranged as part of the homes' redevelopment plans previously agreed with OSJCT.

15. OSJCT is willing to develop extra-care housing instead of care only places as part of the homes' redevelopment plans previously agreed between itself and the Council. The Council might wish to take advantage of this opportunity, as care homes can rarely be converted to extra-care once built.
16. As part of the review of care services the care contract could be amended to enable the provision of specialised care homes or units within care homes for older people whose dementia is severe enough to require specialised dementia care.

### **Environmental Impact**

17. All changes to the redevelopment plans for the OSJCT care homes will be subject to the same planning and other approvals as would the original redevelopment plans. It is anticipated that the provision of nursing and specialised dementia care in OSJCT's homes will reduce the travelling distance for each older person's friends and relations, and the provision of extra-care housing will reduce the travelling time for domiciliary care workers, in both cases reducing the consequent pollution.

### **Risk Assessment**

18. The intention is to set up a project team which will progress the work and approval will be required from Cabinet to vary the contract and agree development proposals for each site. Such proposals will include a full business case.
19. One of the first tasks for the project team will be to develop a Project Initiation Document and a plan which will include a full assessment of the risks and how they will be mitigated. The project team, including a specialist project manager with expertise in this field, will include legal and finance representation. A bid to enable the project team to be established and the work to progress will be considered by the Budget Scrutiny Task Group on 21 June 2007.
20. The financial risks of not progressing this include being committed to purchasing unnecessary care only places, of paying higher nursing and dementia care fees than could be the case. The service risks are that the Council may be unable to meet its future responsibilities to provide care for older people, and that the services offered will neither be of the right type for older clients nor meet their aspirations.

### **Financial Implications**

21. The intention is to ensure the revenue and capital implications from the development proposals are cost neutral. Future reports will expand on this.
22. The position is broadly – whilst the revenue costs from additional nursing care will be more expensive than care homes places the cost of extra care housing is less expensive to the County Council due to additional Government funding. Therefore the same number or more people could be provided with improved services from current resources. Development options will include building on land owned by OSJCT and the Council. The opportunity is also being taken to look at the possibility of joint working with the PCT.

## **Legal Implications**

23. Legal advice has been sought and a report prepared for the Department. This is available to Members if required. The summary of the report states: "I am of the view that the Council may lawfully proceed with the development of these proposals...within the scope of the contractual arrangements concluded on October 14<sup>th</sup> 2005".

## **Conclusion**

24. That for service and financial reasons the Council should progress work on the development proposals with OSJCT to include nursing care, dementia care and extra-care housing.

## **Recommendation:**

25. Members are asked to :
- Acknowledge officers will work with OSJCT on the residential care contract which will include development proposals to meet the changing needs of older people to enable the services offered by OSJCT to more closely meet current and future demand for care from Wiltshire's older population.
  - Note that a bid for resources from the 2007-08 Development Fund will be considered by the Budget Scrutiny Task Group on 21 June to provide capacity to progress the proposals.
  - Note that further reports on the developments proposals will be made to Overview and Scrutiny Committee and Cabinet.

## **SUE REDMOND**

Director, Department of Community Services

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Unpublished documents relied on in the production of this report: None

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