

Report to:	Cabinet	Date of Meeting:	8 March 2018
Subject:	Community Equipment Store		
Report of:	Director, Social Care and Health	Wards Affected:	All
Portfolio:	Adult Social Care		
Is this a Key Decision:	Yes	Included in Forward Plan:	Yes
Exempt / Confidential Report:	No		

Summary:

The purpose of this report is to provide a summary of the review surrounding the Community Equipment Service that has been undertaken, and convey the findings.

Recommendations: That the Cabinet:

1. note the findings of the Citizen Consultation, and proposed for future consideration by the Overview and Scrutiny Committee (Adults);
2. note that agreement for the provision of the Community Equipment Store is included within the Section 75 Agreement with South Sefton Clinical Commissioning Group and Southport and Formby Clinical Commissioning Group; and
3. establish a new Partnership Agreement with the Community Health Providers, North West Boroughs Healthcare NHS Foundation Trust and Mersey Care NHS Foundation Trust.

Reasons for the Recommendations:

To ensure that the Council carries out its legal statutory duties as contained in the Care Act 2014 in the most efficient and effective manner. That the Partnership Agreement with the CCG's is lawful and that the Partnership agreements with the Community providers supports the delivery of the Health and Social Care functions delegated to the Community Equipment Store.

Alternative Options Considered and Rejected: (including any Risk Implications)

No

What will it cost and how will it be financed?

(A) Revenue Costs

There are no additional cost arising directly from the report. The annual running cost of the Community Equipment Store is £1,077,350 funded 50% each by the Council and the NHS. Equipment budgets are not pooled in this arrangement. Any changes to the model of working at the store are to be further explored by the Overview and Scrutiny

Committee (Adults) with any financial impact being managed within the available budgets.

(B) Capital Costs

Not applicable

Implications of the Proposals:

Resource Implications (Financial, IT, Staffing and Assets): none
Legal Implications: Care Act 2014 Agreements under the Section 75 of the NHS Act 2006 can include arrangements for pooling resources and delegating certain NHS and Local Authority related functions to the other partner(s) if it would lead to an improvement in the way those functions are exercised.
Equality Implications: none

Contribution to the Council's Core Purpose:

Protect the most vulnerable: Ensuring the Statutory duties of the Council are conducted in an appropriate and timely manner.
Facilitate confident and resilient communities: Assist Citizens to have access to advice and information should they choose not to access Council services.
Commission, broker and provide core services: That provision is assured by the current and future arrangements.
Place – leadership and influencer: That the Council is clear on its duties and supports partners to deliver on their statutory duties and helps wider partners in any activities that support the wider aim on early intervention and prevention.
Drivers of change and reform:
Facilitate sustainable economic prosperity:
Greater income for social investment: In terms of the operational plan the service will explore the arrangements when decommissioning equipment for this to have a social return on the activity.
Cleaner Greener: In terms of the operational plan the service will explore the arrangements when decommissioning equipment for this to be greener.

What consultations have taken place on the proposals and when?

(A) Internal Consultations

The Head of Corporate Resources (FD5044/18) and Head of Regulation and Compliance (LD4328/18) have been consulted and any comments have been incorporated into the report.

(B) External Consultations

There has been formal Public Consultation and a report is included as a back ground document.

Implementation Date for the Decision

Following the expiry of the “call-in” period for the Minutes of the Cabinet Meeting

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Appendices:

Appendix 1 - Public Consultation Report

Report to Cabinet April 2017 – please follow the link below to access the report:

<http://modgov.sefton.gov.uk/moderngov/ecSDDisplay.aspx?NAME=SD2356&ID=2356&RPID=16639890>

Background Papers:

None

1. Background

1.1 In April 2017, Cabinet was asked to extend the Section 75 Partnership Agreement between Sefton Council and Liverpool Community Health Trust which was due to end, to enable the review of the Community Equipment Store to conclude and the findings and recommendations to be reported.

The recommendations in summary were to:

- 1) Extend the current Section 75 Agreement for a maximum period of one year from 1 April 2017 to 31 March 2018.
- 2) Note the work that is being done to review the Community Equipment Store which would be reported to Cabinet.

1.2 Since then, a comprehensive Citizen Consultation exercise has been undertaken and reports presented to both the Overview and Scrutiny (Adults) and to the Health and Wellbeing Board outlining how the Community Equipment store operated.

2. Sefton`s Increasing Population of Citizens likely to require support

2.1 According to the 2015 mid-year population estimates the Sefton population currently stands at 273,700. 23% of residents are aged 65 and over, compared to England, the North West Liverpool City Region (LCR) and Merseyside where the 65 and over residents make up 18% of the total populations. The population of residents in Sefton aged 65 and over is projected to increase by 39% by 2039. This means that it is predicted that 65 and over residents will make up 30% of the Sefton population, which again is higher than the forecast for England (which is estimated to increase to 24% of all residents), the North West, the Liverpool City Region (LCR) and Merseyside (which are all estimated to increase to 25% of the total population).

3. Review Approach

3.1 A comprehensive review was undertaken with key stakeholders and an extensive consultation exercise was completed with Citizens during August – November 2017. The review mapped the increasing demand.

4. Review Findings

4.1 **The Demand for Community Equipment** - The review mapped the increasing demand for the number of deliveries from 2009 to 2016/17, representing a 19% increase over 2009-10 and a 27% increase over 2010-11. The review found an increased number of items collected over the same period, a rise of 65% over the eight years. The review found an increase in deliveries and collection that equated to an 11% increase in 2 person deliveries from one year to the next. There has been no corresponding increase in resources to manage the demand and the increase in demand is matched by the increase in the hours worked “On Call”. In recent months there has been agreement to bring in temporary additional staff to assist to manage the cleaning process.

4.2 **Managing Demand - Analysis of when referral calls made for “same day” and “Out of Hours” hours deliveries worked.** Three separate periods have been looked at during the review. Monitoring has continued into 2017. For the three separate periods the calls that were made for same day delivery came into the store during the day however most of the same day deliveries are made out of hours as the driver slots are already filled and busy. This means that same day requests nearly always happen in the on call evening slots.

- **Period 1** Most of the referrals are received during the working day, average 31 hours on call worked each week.
- **Period 2** Most of the referrals are received during the working day, average 23 hours on call worked each week.
- **Period 3** Most of the referrals are received during the working day, average 24 hours on call worked each week.

4.3 **Reuse and recycling** - Statistics show that in some circumstances Equipment is issued less than twice in their useful life before return and decommission. With some items it is a question of length of time they are in use and the purpose for which they are designed. The least expensive item is £1.10 and the most costly

item held as regular stock is £900. On the whole the equipment supplied by social care is less expensive, needs no maintenance and when returned has been out a long period. Items that have been used in bathrooms or inexpensive items are often not reissued.

4.4 **The Budget Arrangements for the Provision of the Equipment** - The Budget for the Equipment is not pooled with health.

4.5 **Customer Satisfaction** - A very small number of complaints are received. That said, a common theme is that equipment is not collected quickly enough when it is no longer needed. Whilst it is understandable that all equipment delivered is collected quickly, it would be smarter to have a number of arrangements in place to ensure that citizens have a number of options of how to return or dispose when equipment is no longer required. This should be clearly communicated on delivery and citizens advised of collection, return and disposal arrangements. The review also identified opportunity for recycle and refurbishment activities as a social enterprise initiative or a social impact approach in terms of opportunities for employment and work with the third and voluntary sector. Examples are; third and voluntary sector collection employing people with additional needs (West Lancashire) or where disposal of metal has funded charitable enterprises. (Warrington)

4.6 The Store could assist with establishment of a number of ventures with both an environment, training/work opportunities and economic benefit. This could be part of the consultation on a future approach wider than the current store functions.

5. **The Section 75 Partnership Agreement**

5.1 The Section 75 Agreement with the South Sefton CCG and the Southport and Formby CCG includes the provision of a community equipment store which discharges both health and social care functions. The CCG's had in the past commissioned Liverpool Community Health Trust to undertake their responsibilities in relation to the community equipment store. However, the CCG's have now commissioned Mersey Care NHS Foundation Trust together with the North West Boroughs NHS Foundation Trust to perform this role and it will now be necessary for the Council to enter into an agreement with them to formalise our working relationship and obligations.

5.2 The financial value of the partnership is £1,077,350.

6. **About the Community Equipment Store**

6.1 Community Equipment is vitally important in supporting people to remain independent and able to live at home. In recent years the increased focus on prevention, rehabilitation and care at home, together with an increasing population of older people has resulted in an increasing demand for community equipment services.

6.2 The purpose of Sefton's Community Equipment Service is to supply, deliver, install, service, maintain, collect, clean and eventually dispose of all equipment. All equipment is provided on loan, the equipment remains the property of the

Community Equipment Service for the duration of the life span of the equipment. When the equipment is no longer required it is collected and returned to the service for decontamination, and possible reissue. If it cannot be used again it is disposed of. Before equipment is disposed of it needs to be cleaned.

6.3 Equipment is provided following a comprehensive assessment by a Health or Social Care professional, registered with the Community Equipment Service, to people deemed by the professional to have a need that could be met by provision of equipment. People must be

- A permanent resident within the geographical boundaries of Sefton for equipment funded by social care; or
- Registered with a Sefton GP (includes Residential Care and excludes Nursing Home residents) for equipment funded by Health
- A “Looked after Child”, including those from other Authorities where needs can be met by core stock (specialist equipment must be sought from placing authority).
- Community Equipment is not provided to people who reside in Nursing Homes or Day Centres as these services have alternate funding streams for equipment.

6.4 The aims of the service are to;

- Provide a comprehensive community equipment service which promotes personal independence and facilitates a user friendly equipment loan service.
- The service strives to ensure that all equipment provided within the community is
 - safe
 - of good quality
 - is manufactured to the highest standards
 - is delivered and installed promptly and competently
 - Decontaminated, recycled and maintained to the highest possible standards.

6.5 Over a number of years the types of equipment that have been provided have been shaped by the referrer’s experience of what meets client need, what is available by suppliers and what is found to be cost effective and fit for purpose. The price that equipment can be purchased for is determined by the volume of orders expected at year beginning. The equipment is funded by the NHS, Social Care or funded by both, jointly. The types of equipment are

- Beds & Pressure Care
- Toileting and Commodes
- Household (trolleys and raisers)
- Transfer M&H Aids
- Suction/Respiratory
- Hoists Stand Aids & Slings
- Wheelchairs Loans & Cushions

6.6 There are 27 permanent staff all employed by Sefton Council. There are also 5 staff employed by North West Boroughs Healthcare NHS Foundation Trust based in the store and aligned to the joint function.

- 6.7 Most equipment is delivered in the “Normal Working Day”, Monday to Friday 8.30am – 17.00pm. For equipment with a higher priority then there are extended hours in which equipment can be delivered. This “out of hours” service only provides specific types of equipment and the list is agreed with our health partners. “Out of Hours” times are Monday to Thursday 17.00pm – 19.00pm Friday 17.00pm - 21.00pm. Saturday/Sunday/Bank Holidays 09.00am – 11.30pm.
- 6.8 In addition to the above out-of-hours service the store provides a second on-call service to facilitate emergency end-of-life care through the provision of profiling beds and appropriate mattress the times are Monday to Friday 17.00pm – 23.00pm, Saturday- Sunday & Bank Holidays 09.00am – 23.00pm.
- 6.9 When a referrer makes a request for equipment there are three timescales for delivery described as “Priority Levels”. These are:
- **Priority 1** – (Target delivery within 24 - 48 hours) To provide equipment for people who are terminally ill or at immediate risk of accident, injury and/or equipment essential to facilitate hospital discharge.
 - **Priority 2** – (Target delivery within 7 days.) To provide equipment for people who have an element of risk and/or to support independent living.
 - **Priority 3** – (Special order/no specific timescale) To provide equipment for people whose specific needs cannot be met with “core stock.”
- 6.10 The Community Equipment Service produces quarterly reports Key reporting areas include performance against KPIs, along with updates on any audits completed in the period.

7. Citizen - Consultation

- 7.1 The aim of the Citizen consultation was to find out their experience of using the service. The following highlight their experiences;
- 70% of people who completed a questionnaire said they had positive experience
 - 55% of those had the equipment delivered and 45% had collected themselves either at a hospital or from the store
 - 61% of those were satisfied, 17% did not reply, 2% neither satisfied nor dissatisfied and 3% were dissatisfied
- 7.2 In the main, customers were satisfied with the Service, praising the professional attitude of the staff and the service. Some customers felt that the wait for equipment was too long and referenced opportunities for the future could include the option of a delivery date and timeslots for customers.
- 7.3 There were 48 comments given in relation to the choice of collecting small items of equipment. Some people would be willing to pick up equipment as they believe it would be more convenient and would like the option to pick up from somewhere local to people who are unable to collect due to mobility issues and/or someone to collect on their behalf. Those who have shown an interest to collect, would like the option to collect, rather than it be compulsory.

8. What a Good Model Might Look Like

- 8.1 The Community Equipment Store is one element in a complex health and social care system. The offer of equipment made following an assessment is a statutory obligation of both health and social care. That said many citizens will not approach statutory services for assessment either by choice or by the fact that they are not aware and informed of this. The model thus touches on the elements that people will need on the basis that access to advice and information about equipment is useful and helpful to people along with the provision of timely equipment when needed. Equally, access to knowledge about what is available in the community to try, buy or loan for some is suffice for need and preference.
- 8.2 People need easy access to **high quality information, advice and guidance** about equipment and whenever possible and appropriate, they need to be able to self-serve or their Carers and families need to be able to do so on their behalf. This approach allows people to maintain control and to exercise choice at whatever point they are at in their lives. Further, it helps the Council to use its resources more effectively.
- 8.3 Building on this, it is essential that when people contact adult social care, they are given a positive response and support to help resolve the issues they face but by emphasising what people can do for themselves, what support is available from other organisations and what support is available in the community. The aim is to ensure that people receive care and support that is appropriate and that enables independence rather than fostering dependency. This means giving information about where people could go to try and buy equipment as well as access to on line directories and web based information and advice. For example seftondirectory.com
- 8.4 People **need access to equipment in a timely, accessible and flexible way**. By this we mean not having to wait a week for it to be delivered and equally to collect when the equipment is no longer needed. There should also be a choice where this is convenient for people to collect an item and an easy way to return or dispose when the equipment is no longer needed. There should be advanced arrangements made to deliver equipment and deliveries and collections should have a reasonable slot so that people don't wait all day for an items to be delivered or all day for them to be collected.
- 8.5 People require and respond better **to personalised services**. The approach that works most effectively always puts users and carers at the centre and builds support round them rather than fitting people into rigid services. When delivering equipment there is an opportunity to ensure that the person is also "warm, well and connected". A good service would ensure that at vital points it uses this opportunity to "make every contact count".

9. An Alternative Delivery Model - The "Retail/Prescription Model"

- 9.1 The "Retail Model" extends only to small pieces of equipment, equipment that needs no maintenance or is concerned with pressure care. All Health equipment is either large, needs maintenance, or is for pressure care. So on this basis Health equipment is not in scope for the "Retail Model."

- 9.2 The model is in place in West Lancashire and in St Helens and it has been in place for the last 12 years. The “Retail Model” describes the arrangements once the assessor has assessed for equipment. The person is provided with a “prescription”. This is presented to a local private supplier who then in turn “dispenses” the equipment. If needed the supplier can deliver and fit the equipment if the assessor deems that this is necessary.
- 9.3 We looked at the model in terms of;
- What benefits are there for Citizens?
 - What might be the benefits and disadvantages for Sefton if we applied the same model?
 - Could we adapt the model to help make the current offer better for Sefton’s Citizens?
- 9.4 There are additional costs associated with the model.
- **The equipment itself** - The procurement of equipment using a “Retail Model” entails a higher cost per item than the costs available when purchased through the Council via the Store, where economies of scale can be obtained through the bulk buying power as is the case with Sefton Council.
 - **“Prescription” handling costs** - When a “prescription” is issued, the retailer is paid a fee when the “prescription” is presented. We are aware of the fee that “Another Borough” has been agreed with the retailers. It cannot be assumed that Sefton would achieve the same fee with retailers.
 - **Charges incurred for Delivery and Fitting** - Some Citizens will need to have the equipment delivered and help to fit as they have no means to do this for themselves. In “Another Borough” half of all items are issued with a delivery request or a delivery and fit request. The decision to request a deliver and fit remains with the referrer and in early days they may seek to offer this in more circumstances than needed. This would result in a potential for costs not to be know or capped on this activity. Also it cannot be assumed that Sefton would achieve the same charge with retailers as the other Boroughs have achieved over many years of working with retailers. Sefton given its geography as a long borough and travel times is likely to have greater costs than the boroughs looked at. The costs for delivery and fit are therefore likely higher and without ability to control appropriately.
- 9.5 In terms of the “Retail Model” there would be fewer resources required from the Community Store in the following way;
- Less would need ordering - Staff
 - Less would need to be stored - Staff and buildings
 - Less would need to be delivered – Staff and vehicles/costs
 - Less would be collected – Staff and vehicles/costs
 - Less would be decontamination and refurbished – Staff
- 9.6 There are some features in the “Retail Model” that echoes with the findings from the Citizen consultation.
- Can collect at a time of their choosing rather than wait for delivery
 - Can collect on same day as assessment as appose to when delivery prioritised which if a lower priority could be at 7 days or longer for delivery at busy times.

- The activity to collect equipment positively exposes the citizen to the “disability shop” experience.

9.7 The full “Retail Model” is not felt to be a viable option financially nor one that citizens are likely to receive positively given the matters raised in the consultation and we don’t seek to recommend this model for Sefton. However there are some good features of the model that given the feedback from Citizens would be useful to replicate. These are

- The opportunity to choose to collect, and in particular for smaller items.
- That some equipment is gifted and not loaned on issue, as it is not cost effective to collect or issued again once collected.

10 Conclusion

10.1 We know from the review that some of the equipment is not fit for reissue and is inexpensive for the store to purchase. Yet we collect and clean and dispose of all equipment. So we suggest it is time to rethink this. We suggest that for small and inexpensive items that are not very often good for reissue that we stop collecting. In the first instance this will be for small items that can be disposed of in the ordinary waste collection and in the future only when there has been a full consideration of the cost effectiveness of delivery and recycle against the cost and impact of disposal. It is noted that other places has green schemes in place with third and voluntary organisations. This also should be measured in terms of the social value of any upcycle activities.

10.2 The changes are principally to enhance the offer to enable citizens to collect. This would take into account the need to make this arrangement accessible and flexible and in addition the note that over time the Council will work to bring into place an approach whereby small inexpensive items that are not cost effective to collect will be issued on a gift bases to citizens. Before embarking on this model it is proposed that this will be further explored by the Overview and Scrutiny Committee (Adults).

10.3 As detailed the legal entity for the Partnership is a Section 75 Agreement. This enables a Council to be delegated to conduct a health function and vice versa. The Health functions, in this context are; to deliver, fit, collect, maintain and dispose of equipment for a health need.

10.4 The CCG have agreed to the inclusion of the Community Equipment Service in the Section 75 Agreement. This ensures that the legal requirements for the Partnership have the appropriate level of detail in respect of the governance, finance and risk share arrangements in place.

10.5 The arrangements to ensure good working relationships, protocols and dependencies between the provision of the equipment and the community services will be set within a Partnership Agreement. This is currently being constructed by the partners and it is likely to take the form of a Memorandum of Understanding.