

**AGENDA MANAGEMENT SHEET**

**Name of Committee**

**Cabinet**

**Date of Committee**

**15 June 2006**

**Report Title**

**Developing Telecare in Warwickshire**

**Summary**

Warwickshire is in receipt of the Preventative Technology Grant of £771,000 over 2 years (2006-2008) from the Department of Health to stimulate the development of telecare services. The development of telecare will be most effectively undertaken in partnership with the District/Borough Councils and PCTs and other key stakeholders.

In order to make speedy progress, it is proposed that subject to appropriate safeguards Warwickshire enters into a partner agreement with the Northern Housing Consortium, who provide a consultancy service and access to a procurement service for the purchase of telecare equipment.

**For further information please contact:**

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**Would the recommendation decision be contrary to the Budget and Policy**

No

**Framework? [please identify relevant plan/budget provision]**

**Background papers**

Simply Telecare – service overview (Northern Housing Consortium) – Appendix 1

Building Telecare (DoH July 2005); LAC (2006)5 Preventative Technology Grant 2006/7 2007/8; available from Jon Whiting, Service Manager Older People's Services, telephone 02476 746427, e-mail: jonwhiting@warwickshire.gov.uk.

**CONSULTATION ALREADY UNDERTAKEN:-**

Details to be specified

Other Committees

.....

Local Member(s)

.....

- Other Elected Members  .....
- Lead Cabinet Member  Cllr Colin Hayfield, Adult and Community Services  
Portfolio Holder – comments included
  
- Cabinet Member  .....
- Chief Executive  .....
  
- Legal  Paul Fairweather, Property, Project & Contracts  
Team  
Alison Hallworth, Adult & Community Team  
Leader
  
- Finance  Philip Lumley Holmes, Financial Services  
Manager
  
- Other Chief Officers  .....
- District Councils  .....
- Health Authority  .....
- Police  .....
- Other Bodies/Individuals  .....

**FINAL DECISION No**

**SUGGESTED NEXT STEPS:**

Details to be specified

- Further consideration by this Committee  .....
- To Council  .....
- To Cabinet  .....
  
- To an O & S Committee  .....
- To an Area Committee  .....
  
- Further Consultation  .....

**Cabinet - 15 June 2006**

**Developing Telecare in Warwickshire**

**Report of the Strategic Director of Adult, Health  
& Community Services**

**Recommendation**

1. That Cabinet approves and authorises WCC to procure telecare equipment through the arrangements put in place by the Northern Housing Consortium (“NHC”), which procurement will be funded by a Preventative Technology Grant.
2. That Cabinet approves and authorises WCC to negotiate and enter into:
  - (a) A partnership agreement with NHC;
  - (b) A supply agreement/s with the framework contractor/s appointed by NHC pursuant to the EU procurement undertaken by NHC; and
  - (c) Partnership arrangements with district and borough councils and other community alarm providers (and potentially also PCTs) in Warwickshire,

In each case, on terms and conditions acceptable to the Strategic Director of Performance and Development, the Strategic Director of Resources and the Strategic Director of Adult, Health and Community Services.
3. A further report detailing the implementation plans for telecare be presented to Overview and Scrutiny Committee and to Cabinet within six months.

**1. Background**

In 2001, The Department of Health produced a health and local authority circular (HSC 2001/008: LAC (2001)13) on integrating community equipment services. Reference was made to the emerging electronic assistive technology originally based on extensions to community alarm services (eg smoke and flood detectors, falls monitors etc). Much of the initial innovative work on telecare was carried out in housing environments.

Since publication of the 2001 circular there has been growing interest in the provision of remote technology to support housing, community safety and health options as well as supporting domiciliary care packages. With the development of intermediate care, long term condition management and alternatives to acute hospital admission the technology has moved further.

In February 2004, the Audit Commission published a series of five reports on the 'Ageing Society' entitled '*Older People: Independence and Well-being: The challenge for public services*' which examines the ways in which public services support the independence and well-being of older or disabled people.

In Spring 2005, the Government published the Green Paper on social care '*Independence, Well-being and Choice*' which included specific references to telecare as part of a preventative approach.

In July 2005, the Department of Health published '*Building Telecare in England*' which provided guidance on developing telecare services and sets out the purpose of the Preventative Technology Grant.

The White Paper '*Our Health, Our Care, Our Say*' (2006) highlights the contribution telecare can make in helping people retain their independence and improve their quality of life.

## 2. What is Telecare?

'*Building Telecare in England*' (Department of Health, July 2005) provides a summary of telecare.

### *What is telecare?*

Telecare is as much about the philosophy of dignity and independence as it is about equipment and services. Equipment is provided to support the individual in their home and tailored to meet their needs. It can be as simple as the basic community alarm service, able to respond in an emergency and provide regular contact by telephone. It can include detectors or monitors such as motion or falls and fire and gas that trigger a warning to a response centre.

As well as responding to an immediate need, telecare can work in a preventative mode, with services programmed to monitor an individual's health or well-being. Often known as lifestyle monitoring, this can provide early warning of deterioration, prompting a response from family or professionals. The same technology can be used to provide safety and security through bogus caller and burglar alarms.

Another form of telecare often known as telemedicine is designed to complement health care. It works by monitoring vital signs, such as blood pressure, and transmitting the data to a response centre or clinician's computer, where it is monitored against parameters set by the individual's clinician. Evidence that vital signs are outside of 'normal' parameters triggers a response. To be successful telemedicine needs to be part of the local health and social care pathway for managing long term conditions.

All the examples outlined above can be used on their own or in combination in order to best meet the needs of the individual and get the best fit with local services, including those provided by family and friends. All telecare packages need to balance technology with other forms of care and support and be reviewed in the same way as all other packages of health and social care.

"Building Telecare in England" – Department of Health (July 2005)

## **An example of the potential of Telecare**

One project in Northamptonshire aims to support the independence of people with dementia by using technology to compensate for disabilities arising from dementia. Referrals to the project worker are made by social or health care professionals. A full assessment to identify how the technology can be tailored to meet specific needs then follows. The project worker also has responsibility for obtaining and arranging for the installation of this technology, and liaising with the local control centre who co-ordinate any social response.

Risk management of the service user and their circumstances is a major feature of the project, for example, the technology can detect the presence of gas and isolate the supply to a cooker or fire that may have been left on unlit, and an alert can be raised.

Key findings have been that people without telecare were four times more likely to leave the community for hospital or residential care over the 21-month evaluation period. The equivalent cost saving to the public purse was £1.5 million over the 21 months.

(From *'Building Telecare in England'* (July 2005). Case Study 3 (provided by Northamptonshire)

### **3. The Preventative Technology Grant 2006-2008**

In order to promote the development of telecare, the Government has made available the Preventative Technology grant for the financial years 2006/7 and 2007/8. It is primarily aimed at supporting older people, but can also be used for the benefit of people of all ages.

An important aim of the Preventative Technology Grant is to initiate a transformation in the design and delivery of health and social care services. This includes prevention strategies to enhance and maintain the well being, self-esteem, independence and autonomy of individuals by using telecare to support them to live safely and securely at home. As such telecare can be an important element of the low level prevention and well-being services which are currently being developed, as well as contributing to the support to people with greater needs to prevent their admission to hospital or residential care.

**The Preventative Technology Grant is being channelled through local Councils with Social Services Responsibilities (CSSRs) and is not ring-fenced. The total amount for England in 2006-7 is £30m and in 2007-8 is £50m. Warwickshire's allocation for 2006/7 is £287,000 and for 2007/8 is £484,000. It is expected that CSSRs will work closely with partners in housing, health, the independent sector and with Supporting People services. The key to such partnership working will be in acknowledging and understanding the priorities for service design and how this will link with local prevention strategies.**

#### **4. Progress to Date in Implementing Telecare**

In December 2005 a conference was held in Warwickshire, which was well supported by users and carers, District and Borough Councils, Housing Associations, Voluntary Organisations, the PCTs and the County Council. The conference provided information about telecare and its potential and there was a consensus and enthusiasm from those attending to take forward telecare in partnership. This conference was followed up by a workshop in February 2006, facilitated by Care Services Improvement Partnership (CSIP), which confirmed a willingness to work in partnership, and in particular to explore the potential to build on the existing infrastructure offered by the current community alarm service providers.

A Project Board has since been established. This will determine the commissioning approach to be taken and will drive forward the project and oversee implementation. The board is supported by an advisory group made up principally of provider organisations.

Prince2 methodology is being used for the management of the project.

#### **5. Telecare Development Issues**

There are a number of organisations in Warwickshire already providing services that might be viewed as telecare in its most basic form (e.g. alarm schemes run by the districts and Registered Social Landlords (RSLs), and which might provide a foundation for some of our telecare initiatives. However, in the way it is being envisaged by the government, and in terms of the technological possibilities, telecare is essentially a new development in Warwickshire. We do not currently have the expertise or experience within the county council or in our partner agencies to make the quick progress needed to take advantage of the Preventative Technology Grant.

#### **6. Proposal**

The project officer and chair of the project board have looked at options for ensuring capacity and expertise for progressing the development of telecare.

Three main options exist:

- Using consultants
- Appointment of a project manager
- Using the services of the Simply Telecare division of the Northern Housing Consortium (NHC)

The first of these three options will mean engaging consultants at commercial rates and will therefore be relatively expensive. The second will give dedicated time to developing telecare but we are unlikely to appoint before the autumn and there is no guarantee that we will appoint successfully; there is a shortage of people with the relevant knowledge and expertise as this is a new and developing area. However we may wish to consider this option at a later date.

The third option is to become a member organisation of the Northern Housing Consortium (NHC) which has a dedicated telecare division called 'Simply Telecare'. This is the option that is recommended.

## 7. The NHC

The NHC is a Not for Profit Company, Limited by Guarantee and owned by its member organisations; the majority of the 135 member organisations are LAs, registered social landlords (Housing Associations), LVSTs (Large Scale Voluntary Transfers) and ALMOs (Arms Length Management Organisations). It is unique in its membership structure and in the advantages it offers thorough membership. Its prime objective is to provide support to its members through a range of support services, one of these being 'Simply Telecare'.

Although primarily a housing focused organisation they have expanded their activities to encompass telecare and are unique in what they offer. Affiliate membership allows access to the following telecare related benefits and services:

- Consultancy services to:
  - Help develop a telecare strategy
  - Work on an implementation plan
  - Work with provider organisations (District & Borough Councils, RSLs, etc.) to flowchart their telecare operations and processes
  - Assist in developing client assessment criteria and pro-formas
  - Develop response centre protocols
  - Assistance with staff training
- Procurement through a purchasing consortium arrangement which is tailored to comply with member organisations' own contracting and procurement requirements

Further information on the NHC and 'Simply Telecare' is given in appendix 1.

### **The Advantages of Working with the NHC**

- It is a low risk option which provides a range of advantages.
- The tailored consultancy service is provided free of charge to NHC members.
- The partnership with NHC offers us access to the expertise they have developed in their work with other local authorities that have successfully implemented telecare.
- They will be able to assist us with solutions on a range of issues from strategic planning to detailed implementation issues such as staff training, response protocols, monitoring and evaluation arrangements, etc, ensuring we will not have to 'reinvent the wheel' in these areas.
- They can provide sufficient input to get us started (although we will need to consider appointing someone to manage the programme once it is established).
- The partnership represents excellent value for money as affiliate membership is just £650 pa.

- Rather than WCC undertaking its own EU procurement exercise to procure the telecare equipment, NHC have already undertaken this EU procurement exercise on behalf of its members and have a list of approved suppliers (framework contractors). The agreement we would have with HNC would be customised to ensure compliance with our own procurement processes and financial standing orders.

The NHC telecare lead officer has attended 2 Telecare Board meetings and has explained the NHC's role and the contribution they can make. The Board has been happy to support this approach.

## **8. The Agreement with NHC**

The main agreement with NHC will be through a Partnering Agreement. This would give us access to the procurement of telecare equipment at advantageous prices using the NHC purchasing power in much the same as much of the county council's supplies and equipment is procured through the Eastern Shires Purchasing Organisation (ESPO). The Partnering Agreement would mean that our first port of call for purchases will be through NHC. However if the equipment or prices do not meet our requirements then we will be free to purchase elsewhere.

## **9. Supply Contracts between WCC and Approved Framework Contractors**

The likelihood is that the majority of the telecare equipment (ie "hardware" only) would be supplied direct from the approved framework contractors (appointed through the NHC procurement process). WCC would enter into contractual relationships direct with these approved framework contractors for the equipment. The nature of the Partnering Agreement with the NHC will mean that we will be able to purchase outside that process if we can find better pricing or alternative equipment that would not be available through that process.



**10. Partnering Agreements between WCC and district and borough councils and other community alarm service providers (and potentially also PCTs) in Warwickshire**

Some local councils and other community alarm service providers in Warwickshire have in place the technical and response infrastructure that can be built on to provide telecare services. A key decision we will face in the development of a telecare strategy is whether this is suitable for building on (in whole or in part) or whether we should seek to develop a single scheme for the whole of Warwickshire. Either option is likely to mean that WCC will enter into contractual relationships with these councils and service providers. Legal advice is that there is a risk here *when* these contract/s with these local councils/service providers are entered into. Accordingly, we will not commit to purchasing telecare equipment, through NHC or any other procurement process, prior to establishing the need for and entering into any such agreements as necessary and appropriate. These processes will be factored in to the project management approach that we are taking.

**11. Recommendation**

Cabinet is therefore asked to approve the recommendations set out at the beginning of this Report, which will give the Strategic Directors referred to the authority to agree the structure and timing of this project and the terms and conditions of the contracts. Cabinet should also note that our due diligence in respect of these arrangements is ongoing.

GRAEME BETTS

Strategic Director of Adult Health & Community Services

Shire Hall  
Warwick  
May 2006



## Simply Telecare- Service Overview

Simply Telecare is a tailored consultancy service which is provided free of charge to NHC members.

By providing a high level of practical support combined with an OJEU tested procurement process, Simply Telecare will simplify the process of gaining support for, implementing and managing telecare services in order to maximise overall success.

Simply Telecare Provides:

- Comprehensive partnership support covering all aspects of telecare strategy development and implementation.
- Practical support with any aspect of telecare service delivery and assistance in the development of a full scale implementation plan.
- Independent 'best practise' advice and assistance drawing from substantial experience working on local authority telecare programmes in order to avoid past pitfalls and the need to 're-invent the wheel.'
- Support and advice on the evaluation of a telecare service.
- Methods of evaluating the effectiveness of a telecare service and advice on independent organisations with the ability to carry out telecare evaluation can be provided in order to ensure that end user satisfaction levels and cost efficiency gains are fully understood
- Assistance with staff training, asset management and the marketing of a telecare service
- Support with the practical issues around telecare implementation can be provided on a free of charge basis in order to maximise service efficiency and to ensure that awareness of the service and its many benefits is both generated and maintained.
- Provision of a simple route to telecare equipment procurement.

Simply Telecare provides access to an OJEU best value procurement service in order to ensure that you obtain the best possible pricing on telecare equipment without the need to conduct an individual tendering exercise. The NHC will guarantee to provide the lowest pricing on Tunstall and Initial equipment and members are free to use other procurement methods at any time should this not be the case.

### **What assistance is available?**

Help in bringing the right people together:-

- Identification of relevant stakeholders
- Arranging educational seminars
- Meeting participation / presentation delivery

Help with obtaining funding:-

- Development of an effective and achievable proposal, considering practicalities and operational issues.
- Strategy formulation
- Business case development and justification
- Assistance with developing and delivering credible proposals

Help with the implementation of a telecare service:-

- Determining client assessment criteria
- Determining response protocols
- Inventory and asset management tools
- On-demand equipment purchase
- OJEU best value procurement service
- Project management assistance
- Staff training

Help with the marketing of a telecare service in order to generate awareness together with an understanding of benefits and successes of a telecare service:-

- Branding of the service
- Targeted communication to all stakeholders
- Setting up a demonstration / evaluation facility

Help with the ongoing running and development of a telecare service:-

- Evaluating performance of a telecare project
- Addressing ongoing operational issues and considerations.

## **Reasons for Choosing Simply Telecare**

- Simply Telecare provides independent, free of charge telecare consultancy advice and support covering all aspects of telecare strategy development and implementation, delivered by a not for profit organisation, owned by its local authority members and run solely for their benefit.
- The sole aim of Simply Telecare is to provide NHC members with greater levels of success with their Telecare projects through the development of stronger, well justified proposals, greater stakeholder buy-in, effective implementation and thorough evaluation to ensure mainstream funding.
- Simply Telecare allows members to draw from the experiences of other telecare projects so that pitfalls can be avoided and best practise implemented to ensure immediate success.
- Simply Telecare will accelerate project implementation by using a series of proven templates developed from the experiences of past projects, thereby eradicating the need to re-invent the wheel.
- Simply Telecare smoothes the process of telecare implementation, making it less labour intensive through the use of project management support together asset management and assessment software, thereby ensuring credible service provision straightaway, freeing up more resources to deliver packages of care to support more people.
- By ensuring that districts / RSL's order via the NHC, County Councils can be supplied with audit reports detailing who spent what money, when and for what purpose thereby gaining greater control of the money that they are ultimately responsible for.
- By using the NHC, members have greater importance and weight than going it alone therefore they can potentially get better levels of service and more effective issue resolution via user group meetings.
- The NHC guarantees overall best pricing.