

WANDSWORTH BOROUGH COUNCILHEALTH OVERVIEW AND SCRUTINY COMMITTEE – 27TH NOVEMBER 2024EXECUTIVE – 9TH DECEMBER 2024Report by the Executive Director of Adult Social Care and Public Health on the Commissioning of Extra Care services at Chestnut House and Ensham HouseSUMMARY

Extra Care Housing is designed primarily to meet the housing and care needs of older people with varying levels of care and support available on site in their homes. People who live in Extra Care Housing have their own self-contained homes, their own front door and a legal right to occupy the property through a tenancy agreement, but with responsive on-site care and support services 24 hours/7 days a week, in addition to assessed planned packages of care. This type of provision means that people can retain their independence longer, delaying and often completely avoiding the need for more restrictive residential care.

This report seeks approval for the re-commissioning of Extra Care services at Chestnut House (Roehampton Ward) and Ensham House (Tooting Broadway Ward). The current contractual arrangements in place expire on 31st August 2025.

Following a strategic review, it is recommended that a procurement exercise is initiated to ensure ongoing service provision for current and future service users.

The commissioning and procurement strategy outlined in this report sets out the aim to establish a strategic partner relationship with both the housing provider of the services and the care providers. The aim is for genuine partnership working across the organisations to improve the health and wellbeing of those who live in extra care, connections with their local communities and local services to bring about positive outcomes. The on-site care and support services will be based on a 'block and spot' design model to provide flexibility in care delivery which supports what residents have told the Council is important. Paragraphs 11-14 set this out in more detail.

The Executive Director of Finance comments that the proposals for the re-commissioning of extra care services contracts will ensure on going service provision for service users and deliver on the Council's vision to promote independence and ensuring people are valued members of their community. The cost will be fully met from within the existing Adult Social Care and Public Health Directorate budget.

GLOSSARY

CQC – Care Quality Commission
ECM – Electronic Call Monitoring
EINA – Equality Impact Needs Assessment
LLW – London Living Wage

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RECOMMENDATIONS

1. The Health Overview and Scrutiny Committee are recommended to support the recommendations in paragraph 2. If they approve any views, comments or recommendations on the report these will be submitted to the Executive or the appropriate regulatory and other committees for their consideration.
2. The Executive is recommended to:
 - (a) Approve the commissioning and procurement strategy for extra care services in Chestnut House and Ensham House, a contract for an initial period of 4 years with the option to extend for up to 2 years; at a total estimated total contract value of £10,914,453;
 - (b) Note that the terms and conditions of this contract will require the successful provider/s to ensure all those individuals engaged in the delivery of the contract will be paid a minimum of the London Living Wage (LLW); and
 - (c) Authorise the award of the contracts by Standing Order No. 83(A).

INTRODUCTION

Background

3. Extra care housing is specialised independent living housing that is designed to meet the needs of predominantly older people who require care and support to be available 24/7 because of their physical health, mental ill health, or disability. Nominations can be extended on occasion to working age adults age 45+ as the housing and care environment is enabling and adaptive to support people with long term conditions. Care and support are provided on-site 24 hours a day, 7 days a week. It provides a long-term housing solution, where tenants care needs may increase and can continue to be met in extra care, without the need to move on elsewhere provided their needs can continue to be met.
4. People who live in extra care have their own self-contained flat, their own front door and a legal right to occupy the property through a tenancy agreement. It offers independent living, with access to communal facilities such as lounges, communal kitchenettes to make tea and coffee, accessible bathroom, garden, laundry facility, guest flat, and scooter store.
5. All applicants must have their care needs assessed by Adult Social Services and meet eligibility criteria. Generally, for extra care housing, a nominated resident requires a minimum of 10 hours care a week. This can include daily visits from care workers to assist with personal care and domestic tasks. Providers of extra care services often aim for a balance of care needs amongst residents living in a scheme, such as one third each with high, medium and low needs.

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6. The Care Act (2014) requires local authorities to ensure the provision or arrangement of services, facilities or resources to help prevent, delay, or reduce the development of needs for care and support improving people's independence and wellbeing. Extra care housing can act as a preventative service in delivering the least restrictive care and support, to maximise people's independence in a more enabling and homely way.
7. Care and support providers who work in extra care housing schemes are required to be registered with the Care Quality Commission (CQC), as the primary service delivered is classed as 'personal care', a regulated activity.
8. There are currently three extra care services in Wandsworth and one new build under construction. Chestnut House and Ensham House are the two services that are in the scope of the commissioning and procurement exercise detailed within this report.

Current provision

Service	Ward	Landlord	No. flats
Chestnut House	Roehampton	PA Housing	41 flats
Ensham House	Tooting	Southern Housing	45 flats

9. The landlords own each of the properties and provide housing support. The Council has 100% nomination rights to both services. Eligibility to the service is for residents aged 55 and above, assessed as being in need of housing with care needs. The Council commissions an on-site care provider who is on site 24 hours a day, 7 days a week and includes provision for 2 waking night members of staff.
10. The care and support offered in both services includes personal care, medication management, assistance with meal preparation, supporting with domestic and laundry services, and assisting with health appointments. There is a limited provision of on-site activities.

PROPOSALS

Service design

11. Through this service contract, the Council intends to establish a strategic partner relationship with a care provider as well as the housing providers (landlords) who share its vision and values to support people in living independent lives. The Council's partner will understand the holistic requirements of the service, that is able to be flexible and adaptive to resident's needs, responsive to the equality needs and diversity of their residents and promotes inclusion of their residents and local community. The provider will invest in the service as a prevention and early intervention ethos for it to flourish. The partnership with the housing landlord provider and care provider is also crucial in working together to deliver good quality care and positive outcomes for residents. Extra care services must be more connected to their local communities, and it is hoped this will support increased social and community benefits, with partnerships between local organisations. Partnership and collaborative working are vital in enabling the Council to achieve improved outcomes for Wandsworth residents and meet the Adult Social Care priorities.

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12. The service specification will set out the Council's expectations for extra care services. This has been developed with input from current service users of extra care, Adult Social Care operational staff, quality assurance team representatives and commissioners. It is also underpinned by what current tenants have told the Council they want from extra care, what is important to them, as well as the duties of the local authority in the Care Act 2014 to promote wellbeing, prevent, reduce, and delay care needs from escalating.
13. The service model will be set up on a 'block and spot' model. The 'block' enables the Council to purchase an agreed number of hours per service shared across all service users to meet a proportion of their care and support needs, as well as for waking night support and a dedicated activities health and wellbeing coordinator. This supports the providers positive workforce strategy too. The 'flexi' element relates to hours for each individual to continue meeting their assessed social care needs as outlined in their Support Plan. This model allows the Council and provider the flexibility to reduce or increase the level of support necessary as the needs of individual service users change. In most cases, people should be able to maintain their tenancies and live comfortably and with dignity without needing to go into residential and nursing care homes when their care needs increase. Table 1 below sets out the proposed service model in further detail:

Table 1

	Chestnut House	Ensham House
No. flats	41	45
Service availability	24/7	24/7
Housing provider	PA Housing	Southern Housing
Service model		
Block daytime care and support hours	460	500
Block waking night hours	112	112
Activity coordinator	15	15
Spot day time hours	217	246
Total hours	804	873

14. The block will provide a minimum number of daytime hours which is to be shared across all service users within the service to meet their basic care needs. This will also facilitate the requirement of 24-hour staffing on-site during daytime hours of 7am-11pm, enabling the care provider to roster staff on shift to meet planned and unplanned care needs. The provider will be expected to meet planned care and support hours initially from this block and the rest of the care and support hours in individual support plans will be delivered under the 'spot' flexible element.

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15. Hours of support delivered during the day will be paid in accordance with individual service user support plan hours. The total amount paid will vary as individual needs or the number of service users living at each service change. Two waking night staff will be available on-site at each scheme for 8 hours, 11pm-7am through block hours to provide access to support for both emergency and planned care requirements such as responding to care alarm calls, assistance with regular turning and personal care tasks.
16. An activity, health and wellbeing coordinator role will be a key part of the commissioned service, to be funded through block hours. The importance for social connectedness, stimulating activities and improving of physical health came through strongly during engagement with tenants in both schemes. Through the investment of this dedicated role, extra care service will be required to design and deliver activities with people, that meet outcomes of physical health, mental and emotional wellbeing and social inclusion. The tenants themselves and their families will be encouraged to arrange and volunteer to lead activities in the schemes. The care provider will also create links with the local community, building relationships with the landlord, the voluntary community and faith sector, schools for intergenerational activities and applying for grants to fund the cost of activities/ tutors. There is a growing body of evidence of the benefits social inclusion has on the health and wellbeing of older people. Without provision of on-site activities, extra care clients would otherwise be assessed to attend a day centre and/ or need to have their needs met in a more restrictive residential care placement.
17. Quality of care will be measured through regular visits to the services including a review of electronic call monitoring data, feedback from extra care service users and unpaid carers and other professionals. The services will be registered with the Care Quality Commission as independent locations in their own right to provide visibility and transparency of quality from the care regulator.
18. The provider/s will be required to use electronic call monitoring (ECM), with this data being used to verify that care workers visited the tenant, the time they arrived and left, thereby recording the duration of the care visit. It will also show the consistency of the care worker team. Often this information feeds directly into a scheduling or rostering system. The ECM data returns will form part of contract monitoring and be used to improve service quality via service improvement plans. An ECM solution will also facilitate with e-invoicing, providing a full audit of payments at client level.

Procurement strategy

19. The intention of this procurement is to appoint either a single provider for these two schemes or two separate providers. The procurement process will test the potential for development of a strategic partner to operate across more than one home and the benefit this will bring in improved relationships, connectedness to the community and outcomes for residents.
20. The contract will operate for a period of 4 years with the option for the Council to extend the term by 2 years making a potential total contract period of 6 years.
21. The contract will be procured using the competitive procedure with negotiation under the Public Contract Regulations (PCR) 2015.

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- 22. TUPE may apply to the existing provider staff. No Council staff will be affected. Tenderers will be advised to form their own views as to whether TUPE applies. The Council will require that the successful provider(s)' transition plan includes this should it be relevant. It will then remain for the successful tenderer to resolve any employment issues in consultation with the existing provider as part of the mobilisation period.
- 23. The contract will be awarded using most economically advantageous tender evaluation method with a weighting of 50% for price, 40% for quality and 10% social value. Tenderers will be required to meet the Council's suitability assessment at the Selection Questionnaire (SQ) stage in order for their tender to be considered against the award criteria. The price/quality ratio will ensure that the Council can select an experienced strategic partner to deliver these services against robust quality criteria.
- 24. Prices will be fixed for one year through the tendered hourly rate and annual rate increases will be linked with the London Living Wage and CPI (consumer prices index).
- 25. Tenderers for the procurement will be asked to detail and evidence how they will deliver social value at a local level.
- 26. The table below provides details of the proposed schedule for the procurement process:

Activity	Timeline
Issue contract notice and ITT	13/01/2025
Closing date for tender returns	12/02/2025
Approval of contract award via SO83A	25/04/2025
Alcatel period	19/05/2025
Contract award issued	20/05/2025
Contract mobilisation commences	21/05/2025
Contract start date	01/09/2025

Provider relationship management and contract monitoring

- 27. The Council seeks to establish a strategic partnership relationship with the care provider(s) fostering an innovative and collaborative approach to delivering these services to maximise resources and improve outcomes for residents.
- 28. Regular formal contract monitoring meetings will be held with the care provider(s) and these meetings will include analysis of service performance data to ensure that services are operating well.

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SERVICE USER/CARER ENGAGEMENT

29. Engagement has been undertaken with people who use the extra care services through a paper survey, group events, and 1:1 meetings. The aim was to understand what people like doing, how they spend their time, what works well in relation to current services provided, what could be improved and what would be needed in future. The following key themes emerged from this engagement:
- Provision of a varied activities offer, for social connectedness, physical health and wellbeing. This is lacking in the current provision.
 - Support to access the wider community, both locally and further afield.
 - Flexibility with care call times and care workers staying for the length of the care call, not rushing to see the next person.
30. The commissioning team has also attended the Wandsworth Co-production group of people with adult social care lived experience to provide an overview of the commissioning intentions, share key findings from engagement with current extra care residents and provide an opportunity to contribute to the service specification.
31. Local residents with lived experience will be invited to join the tender evaluation panel. Within this they will be able to provide their views on the information submitted by the bidders. It is recognised that evaluating procurement bids can be technical and officers will provide support throughout this process to understand the material and to engage in this project.

TRANSITION ARRANGEMENTS

32. Following the award of contracts there will be a mobilisation period of 4 months. A mobilisation project team will be established to work with the selected provider/s to ensure a smooth transition to the new service arrangements. Should there be a change in provider, this will include staff who have rights under TUPE regulations 2006.

SUPPORTING THE WANDSWORTH ENVIRONMENT AND SUSTAINABILITY STRATEGY (WESS)

33. In line with the WESS, the providers will be required to develop their own environmental policy outlining their commitment to minimising harm to the environment. This may extend to supporting the extra care tenants in recycling of household waste and minimising their own organisational waste.
34. The extra care scheme buildings are owned by housing providers, who are responsible for identifying and delivering such measures.

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COMMENTS OF THE EXECUTIVE DIRECTOR OF FINANCE

35. This report seeks approval for the commissioning and procurement strategy of contracts for the provision of extra care services at Chestnut House and Ensham House in the London Borough of Wandsworth at an estimated cost of £1,819,075 per annum. This will be for an initial period of 4 years with the option to extend for up to 2 years, to commence 1st September 2025.
36. This will be split into two separate lots:
- Lot 1 - Chestnut House - £872,115 per annum
 - Lot 2- Ensham House - £946,960 per annum
37. The cost of the contracts will be fully funded from within existing budgets for the Adult Social Care and Public Health Directorate. The contracts will be subject to indexation; however, the actual financial implications will not be known until the procurement is completed and appropriate budget adjustments can be made.

CONSULTATION/ ENGAGEMENT

38. Soft market testing and a market engagement event was carried out during 2024 through both an online questionnaire and MS TEAMS. The questionnaire sought feedback on various areas, including the service model, provision of activities, supporting client care need, workforce recruitment and training, the procurement route and contracting solution. Feedback from these exercises has informed the service specification and the nature of the contract.

EQUALITY IMPACT ASSESSMENT

39. The Equality Act 2010 requires that the Council when exercising its functions must have “due regard” to the need to eliminate discrimination, to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it and to foster good relations between persons who share a relevant protected characteristic and persons who do not share it. As such an Equality Impact Needs Analysis (EINA) has been undertaken on extra care services. This EINA is attached as Appendix 1 to this report.

Some of the key findings from the equality impact assessment include:

- There are more residents aged 65+ who are in receipt of care and support in extra care housing than other age groups. As the life expectancy of older adults increases, people will experience a number of health conditions and/ or social care needs which can be supported or potentially avoided in extra care housing.
- There is a fairly even split between male and female service users of extra care.
- There are low numbers of people in extra care from the LGBTQIA+ community.
- The extra care schemes have a diverse population, in Chestnut House 63% of service users are white and 30% are Black or Black British. In Ensham House 35% of service users ethnicity is White, 35% is Black or Black British, and 19% is Asian or Asian British.

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- The extra care service has a positive impact on disability as the building environment is purpose built as enabling and adapting, thereby supporting tenants living in the scheme who have a disability.
40. There are no known negative equality impacts of the recommendations contained within this report.
41. As a regulated care service, providers are required by the CQC to deliver person centred services and culturally appropriate care. Cultural identity or heritage can cover a range of things. For example, it might be based on ethnicity, nationality or religion. Or it might be to do with the person's sexuality or gender identity. Tender evaluation will require bidders to demonstrate how they will promote equality, diversity and inclusion both within their workforce and in service delivery.

CONCLUSION

42. Extra care housing provides accommodation with on-site 24 hour care and support to predominantly older people who have a housing and care need. This service enables people to remain living independently in the community, with their own front door and tenancy agreement. It provides a flexible and responsive service which can adapt and respond to changes in care and support needs. Through provision of a dedicated activity coordinator post, the service will help to alleviate social isolation through connecting people to services available in their local community, encourage connections between the local community and the extra care service residents and staff, as well as organising and delivering scheme based and local activities to promote positive outcomes for health and wellbeing, social inclusion, and physical activity.

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19th November 2024

Appendix 1 – Equality Impact Needs Assessment (EINA)

Background papers

There are no background papers to this report.

All reports to Committees, the Executive and the full Council can be viewed on the Council's website (www.wandsworth.gov.uk) unless the report was published before May 2001, in which case the Democratic Services Officer can supply it if required.