

## Procurement of Care and Support Service in Extra Care

To: Adults and Health Committee

Meeting Date: 9 March 2023

From: Service Director: Commissioning

Electoral division(s): All

Key decision: Yes

Forward Plan ref: 2023/032

Outcome: To enable older people to continue to be supported to live independently in extra care.

Recommendation: Adults and Health Committee is recommended to:

- a) Approve the general procurement approach and the overall budgeted value of £5,431,190 (at 2022/23 prices) over 10 years;
- b) Tender the care and support in the following extra care schemes:
  - (i) Mill View, Hauxton
  - (ii) Willow Court, Whittlesey.
- c) Delegate responsibility for awarding and executing a contract for the provision of care and support in:
  - (i) Mill View starting 3 February 2024 and extension periods to the Director for Adults and Safeguarding (DASS)
  - (ii) Willow Court starting 10 February 2024 and extension periods to the Director for Adults and Safeguarding (DASS)

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# 1. Background

- 1.1 Extra care housing schemes are an important part of the overall provision for older people. The schemes are specialist housing schemes for older people that have been specifically designed to maximise people's independence. There are 18 extra care schemes in Cambridgeshire.

Table One: Extra Care schemes in Cambridgeshire

| District        | No. of schemes | Overall number of flats |   |
|-----------------|----------------|-------------------------|---|
| Cambridge City  | 4              | 126                     | Ditchburn Place; Dunstan Court++; Richard Newcombe Court, Willowbank++                              |
| East Cambs      | 3              | 149                     | Baird Lodge, Ely; Millbrook House, Soham; Ness Court, Burwell                                       |
| Fenland         | 4              | 184                     | Doddington Court, Doddington; Jubilee Court, March; Somers Court, Wisbech; Willow Court, Whittlesey |
| Huntingdonshire | 3              | 123                     | Eden Place, St Ives; Park View, Huntingdon; Poppyfields, St Neots                                   |
| South Cambs     | 4              | 175                     | Bircham House, Sawston; Mill View, Hauxton; Moorlands, Melbourn; Nichols Court, Linton              |

++ Dunstan Court and Willowbank in Cambridge City also have 17 and 13 sheltered flats respectively.

Each person will also have their own respective landlord.

- 1.2 All tenants have their own apartment with a front door and yet also benefit from the availability of the 24/7 on-site care and support service. The care and support service is flexible and tailored to individual's needs.
- 1.3 The supportive environment in extra care enables older people to live independently for longer, without having to worry about repairs or other on-going maintenance issues. It is an important aspect of the prevention agenda as people's health and wellbeing is maintained thereby delaying and/or reducing the use of residential care. A case study is attached in Appendix A.
- 1.4 The care and support services are delivered via contracts which are tendered by the county council. People living in extra care schemes can choose to make arrangements for their own care and would still be able to access the contracted care provider for emergency calls.
- 1.5 Applications for the extra care flats would have been considered by allocations panel, which would have included an up-to-date assessment of their care and support needs. The allocations into extra care housing are managed with the aim of developing a balanced and stimulating community that supports and promotes independence. Schemes are generally well located with good access to local facilities. Applications are usually considered by a multi-agency panel which consists of a representative from the respective adult social care

community scheme, the housing provider, the district council (but this varies from district to district), and the care provider (who will usually attend in an advisory capacity).

- 1.6 The contracts for these schemes are due to end in February 2024. Contracts in the other schemes have been re-tendered more recently and are not due to expire.

## 2. Main Issues

- 2.1 The Council tenders for a flexible core and add-on contract, so each scheme has core hours (i.e. the guaranteed element of the contract) which ensures that care staff are on-site 24/7. Any additional hours above the core daytime, are dependent upon the assessed care needs of the tenants and are invoiced separately. The additional hours i.e. flexible element of the contract, can vary from month to month.
- 2.2 In addition, there may be private self-funders (or people on direct payments) as well as people who purchase additional staff time for activities which are not covered by their assessment such as cleaning and laundry.

The breakdown of the hours for December 2022 for each of the schemes are set out below:

| <b>Scheme</b> | <b>Weekly daytime core hours</b> | <b>Weekly hours above daytime core – Dec 22</b> | <b>Private hours</b> | <b>Total</b> |
|---------------|----------------------------------|---|----------------------|--------------|
| Mill View     | 105                              | 0   | 57.25                | 162.25       |
| Willow Court  | 140                              | 156   | 75                   | 371          |

Table Two: Breakdown of care hours December 2022

- 2.3 It is proposed that contracts for care and support for both schemes are tendered at the same time thereby reducing overall procurement costs. It is also proposed that the services should be re-tendered for 5 + 5 years with a standard 6 months' break clause.
- 2.4 Recruitment and retention of staff in the care sector is challenging and longer term contracts would provide more certainty for care providers, enable more investment in training and provide the opportunity to build long term relationship with the housing provider. The new contract will also include an obligation on the provider to pay the Real Living Wage. These elements should enable providers to plan for the longer term and invest in upskilling staff regarding technology enabled care innovations, supporting people living with dementia and linking with the wider community. The development of staff skills would also support the Council's direction of travel to enable people to continue to live in extra care for longer.

## 3. Mill View

- 3.1 Mill View extra care scheme in Hauxton, south Cambridgeshire was developed by bpha (Bedfordshire Pilgrims Housing Association) and opened in August 2019. The scheme consists of 70 flats, of which 45 are 2 bedroomed leasehold properties and 25 are 1 bedroomed rental flats as well as a range of communal facilities. Mill View is the only scheme in Cambridgeshire where the number of leasehold flats far outweighs the rental flats.

## 4. Willow Court

- 4.1 Willow Court in Whittlesey was developed by Longhurst Group and was specifically designed for people living with dementia. The scheme opened in February 2020 and has 60 flats, of which 47 have one bedroom and the remaining 13 flats have two bedrooms. The scheme has a range of communal facilities including a micro-shop which is operated by the tenants.

## 5. The Procurement

- 5.1 In-house provision for the care service in the schemes has been considered and would cost considerably more, mainly due to organisational overheads and would not represent value for money. It is therefore proposed that the schemes should be re-tendered as two separate lots. Service users will be involved in formulating and evaluating a method statement which will form part of the quality criteria. Bidders' social value offer will be evaluated and use of the Social Value Portal will be used to implement the Themes, Outcomes and Measures (TOMs) approach to do this.
- 5.2 A high level project plan has been produced and the key timelines are below:
- Specifications and consultation End of May 2023
  - Tender Go Live June 2023
  - Evaluation and Moderation End of August 2023
  - Approval of award 27 September 2023
  - Decision to Award / standstill period mid-October 2023
  - Implementation and Mobilisation mid-October 2023 – Feb 2024
- 5.3 It is proposed that the contract will include a capped formula for future increases to the contract price to enable providers to meet increases in salary costs and other direct costs which they cannot control. This uplift will be incorporated into the annual business planning process through the annual uplift strategy, thereby ensuring the services are financially sustainable for the Council and appropriate governance is in place. In addition, the Council intends to raise the awareness of extra care and its benefits in enabling people to live independently. Information on the council's website will be reviewed and a leaflet will be developed which social care staff can give people who may want to consider extra care at the time of their assessment or in the future. This will generate more interest in the schemes and ensure that the care contracts are used more effectively and potentially reduce the need for residential care.

## 6. Future development of services

- 6.1 The Council continues to encourage schemes to become more active in the local community and incorporating Social Value into the procurement will provide an opportunity for bidders to include wider aspects beyond the delivery of the care and support service. Many schemes have facilities which can be used by people living locally, such as a large communal lounge and encouraging their use will help to ensure they become vibrant communities. This will not only increase people's awareness of extra care but should increase their popularity as well. From previous consultations with older people and their families, many are aware of sheltered housing and residential care but not aware of extra

care schemes. Appendix B provides an explanation of the different types of provision.

## 7. Alignment with corporate priorities

### 7.1 Environment and Sustainability

There are no significant implications for this priority.

### 7.2 Health and Care

The report above sets out the implications for this priority in paragraphs 1.1 and 1.2.

### 7.3 Places and Communities

The report above sets out the implication for this priority in paragraph 6.1.

### 7.4 Children and Young People

There are no significant implications for this priority.

### 7.5 Transport

There are no significant implications for this priority.

## 8. Significant Implications

### 8.1 Resource Implications

There are likely to be resource implications as there have been significant increases in staffing and associated on-costs in the care market since these services were last tendered. However, usually there are a healthy number of responses to extra care tenders which ensures they are secured at a competitive rate. Work is underway to incorporate learning from recent procurements. A formula or mechanism for price reviews over the course of the contract will be incorporated into the contract.

### 8.2 Procurement/Contractual/Council Contract Procedure Rules Implications

Work is underway with Procurement to apply Contract and Procurement Rules and Public Contract regulations.

### 8.3 Statutory, Legal and Risk Implications

There are no significant implications within this category.

### 8.4 Equality and Diversity Implications

There are no significant implications within this category.

### 8.5 Engagement and Communications Implications

Meetings will be arranged with people living in each of the schemes, as well as family members. The aim will be to explain the procurement process, ascertain their views of the current service to incorporate changes to the service specification.

### 8.6 Localism and Local Member Involvement

There are no significant implications within this category.

### 8.7 Public Health Implications

There are no significant implications within this category.

8.8 Environment and Climate Change Implications on Priority Areas  
There are no significant implications within this category.

8.8.1 Implication 1: Energy efficient, low carbon buildings.

Neutral:

Explanation: The buildings where this service will be delivered are out of scope for this contract, therefore the status is neutral.

8.8.2 Implication 2: Low carbon transport.

Status: Neutral

Explanation:

8.8.3 Implication 3: Green spaces, peatland, afforestation, habitats and land management.

Status: Neutral

Explanation:

8.8.4 Implication 4: Waste Management and Tackling Plastic Pollution.

Status: Neutral

Explanation:

8.8.5 Implication 5: Water use, availability and management:

Status: Neutral

Explanation:

8.8.6 Implication 6: Air Pollution.

Status: Neutral

Explanation:

8.8.7 Implication 7: Resilience of our services and infrastructure and supporting vulnerable people to cope with climate change.

Status: Neutral

Explanation:

Have the resource implications been cleared by Finance? Yes

Name of Financial Officer: Justine Hartley

Have the procurement/contractual/ Council Contract Procedure Rules implications been cleared by the Head of Procurement and Commercial? Yes

Name of Officer: Clare Ellis

Has the impact on statutory, legal and risk implications been cleared by the Council's Monitoring Officer or Pathfinder Legal? Yes

Name of Legal Officer: Linda Walker

Have the equality and diversity implications been cleared by your EqIA Super User?

Yes

Name of Officer: Lisa Sparks

Have any engagement and communication implications been cleared by Communications?  
Yes

Name of Officer: Simon Cobby

Have any localism and Local Member involvement issues been cleared by your Service Contact? Yes

Name of Officer: Will Patten

Have any Public Health implications been cleared by Public Health?  
Yes

Name of Officer: Emily R Smith

If a Key decision, have any Environment and Climate Change implications been cleared by the Climate Change Officer?

Yes

Name of Officer: Emily Bolton

## 9. Source documents guidance

9.1 None

## Appendix A

A detailed case study was provided for a 68 year old man who suffered with severe depression who had moved into one of the schemes. His care and support package comprised 15 minutes in the morning, lunchtime and evening (total 5.25 hours per week). This was mainly for prompts with medication, personal care, daily living tasks, food and fluid preparation and monitoring of mental health concerns. He had no family or friends, had been diagnosed with prostate cancer, a high falls risk, mental health concerns and anxiety that made him feel physically unwell. He had not left his previous flat in two years due to depression and anxiety and was visited by a mental health nurse and a volunteer from Age UK. He found moving and changes difficult and his anxiety was exacerbated very easily. Communication was particularly difficult in that he could not even articulate what he wanted to eat.

The care provider began to support him and devised a step-by-step plan to improve his independence, confidence, self-esteem and to help him to manage health concerns both physical and mental. Over the course of five months care staff supported him to start making friends, firstly in controlled quiet environments with minimal individuals in the vicinity. The staff then arranged for him to sit with compatible individuals in the dining room for lunch and then over time he started to engage and participate in conversation and jokes. In terms of his health, staff supported him to read his visual prompts (devised by the care team) to ensure that he understood the importance of food and had sufficient fluid intake. He has greatly improved in terms of his mental health and does not experience many low and anxious days. He now uses his strategies to redirect himself away from the negative thoughts and feelings.

He has made such good progress that he has been signed off by the mental health team. He is now able to speak with confidence about how he is feeling, what he needs and how to find his own solutions to problems.

He received radiotherapy treatment for 12 weeks and was moved to tears when he received a hospital letter to tell him that his treatment had been successful, and he was in remission from the cancer.

Shortly afterwards, he decided with his new lease of life feeling that he wanted to do something that he had been wanting to do for years, he bought himself a car. He now goes out nearly every day running errands, visiting community groups and has subsequently made a circle of friends outside the extra care scheme and has even found himself a partner, and they are planning a holiday for next year together.



# Accommodation provision for older people

Appendix B

