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Report of: *Executive Director, People Services*

Report to: *Co-operative Executive*

Date of Decision: *20 October 2021*

Subject: Procurement for the Care and Support Services at the new Buchanan Green - Retirement Living Scheme due to open Spring 2022

Is this a Key Decision? If Yes, reason Key Decision:-	Yes <input checked="" type="checkbox"/>	No <input type="checkbox"/>
- Expenditure and/or savings over £500,000	<input checked="" type="checkbox"/>	
- Affects 2 or more Wards	<input type="checkbox"/>	
Which Cabinet Member Portfolio does this relate to? Health and Social Care		
Which Scrutiny and Policy Development Committee does this relate to? Healthier Communities and Adult Social Care		
Has an Equality Impact Assessment (EIA) been undertaken?	Yes <input checked="" type="checkbox"/>	No <input type="checkbox"/>
If YES, what EIA reference number has it been given? EIA - 959		
Does the report contain confidential or exempt information?	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>
If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below:-		
<p><i>“The (report/appendix) is not for publication because it contains exempt information under Paragraph (insert relevant paragraph number) of Schedule 12A of the Local Government Act 1972 (as amended).”</i></p>		

Purpose of Report:

The purpose of this report is to seek approval to develop a procurement strategy and then to tender for the contract for the delivery of adult's care and support services at Buchanan Green Retirement Living Scheme.

In order to do this, we would also like to seek approval from the Co-operative Executive to delegate authority to the Director of Adult Services to take the necessary steps to implement the Procurement Strategy and award the contract for Buchanan Green Retirement Living Scheme.

The report highlights the importance of ensuring the delivery of care and support services that meet the needs of the people within the new Scheme, by procuring a care and support provider able to fully meet the requirements of the Service Specification.

Recommendations:

It is recommended that the Co-operative Executive:

- 1) Delegate authority to the Director of Health and Adult Social Care in consultation with the Director of Legal and Governance Services, Director of Finance and Commercial Services and the lead Executive Member for Health and Social Care:
 - i) To develop a procurement strategy and award contracts in line with this report; and
 - ii) Take other such necessary steps not covered by existing delegations to achieve the outcomes and objectives of this report.

Background Papers: N/a

Lead Officer to complete:-	
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.
	Finance: <i>Ann Hardy</i>
	Legal: <i>Laura Garvin-Smith/ David Cutting</i>
	Equalities: <i>Ed Sexton</i>
<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>	
2	EMT member who approved submission: <i>Alexis Chappell</i>

3	Executive Member consulted:	<i>George Lindars-Hammond</i>
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Decision Maker by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	
	Lead Officer Name: <i>Sarah Swinburn</i>	Job Title: <i>Commissioning Officer</i>
	Date: 21 September 2021	

1. PROPOSAL

1.1 Proposal

- 1.1.1 Buchanan Green Retirement Living Scheme is a new independent living scheme developed at Parson Cross. It was built by Sheffield City Council Housing and Neighbourhoods and managed by the Older Peoples Independent Living Service. It comprises of 140 homes – 18 bungalows and 122 apartments (27 two bedroom, 95 one bedroom apartments). 8 of the one bedroom apartments will be for people with learning disabilities and nominated through Ault Social Care Learning Disabilities, these will not be included in the scope of this proposed procurement. 50% of the properties will be for people who have an assessed care and support need and will be allocated via nominations from Adult Social Care. The other 50% will be Housing tenants and will be nominated through Choice Based Lettings.
- 1.1.2 An integrated model of housing, care and health services will be delivered at the Scheme to support independence, health and wellbeing. The Scheme will have the most up to date assistive / telecare system which will support independence, prevention and better health and wellbeing as well as emergency response. It will also facilitate a café, communal space for activities that will support social inclusion and wellbeing; and development of a community hub where the local community will be encouraged to be part of the scheme. The scheme is scheduled to be completed in Spring 2022.
- 1.1.3 A thorough service review was recently completed to inform the re-procurement of the contracts at Sheffield's existing 4 Extra Care Scheme's and to underpin the long-term sustainability and quality of the service and maximise people's independence in the line with our Statutory Duty under the Care Act 2014. This review has informed the development of the new service model for Independent Living and Extra Care Schemes including the service this report seeks approval to procure for the new Buchanan Green Retirement Living.
- 1.1.4 Potentially 50% of the tenants (66 flats) living in the scheme will have an eligible care and support need. The proposal in this report is for the procurement of a care provider(s) who will deliver the planned pre-assessed

care and support services between 7am and 10pm Monday to Sunday via an on-site care presence. In addition, the provision of a 24/7 unplanned care and support service to all tenants living in the scheme when required.

1.1.5 We anticipate procuring a 5 year contract with our ambitions for the new service to deliver the best possible outcomes and experience for people. The service will potentially include:

- The availability of care and support services to all tenants as an alternative to residential care allowing them to live independently in their own home.
- A seamless service through an integrated model of services from:
 - Health – regular GP surgeries delivered onsite.
 - Housing – housing staff providing onsite housing related support
 - Public Health – regular health sessions such as smoking cessation and breath-easy.
 - Social Care
- Onsite core social engagement activities such as bingo, arts and crafts, exercise classes.
- Tech Enabled care - offering interactive tech-based activities such as the 360 Magic Table.
- Outcome based services to provide tenants with person centred care.
- Support for tenants to live well with Dementia in a supportive, vibrant, independent living community.
- Connecting tenants within their immediate community and the wider local community through activities such as cinema evenings.

1.1.6 The proposed balance of care in Buchanan Green is detailed in the table below.

Proposed Service Levels	Proposed Balance of Care	Description of care/support needs
1	50%	No Care Needs.
2	20%	up to 7 hours per week of planned personal care and support
3	20%	7+ to 14 hours per week of planned personal care and support
4	5%	14+ to 21 hours per week of planned personal care and support
5	5%	21+ to 35 hours per week of planned personal care and support

1.1.7 All pre-assessed planned care through the night will continue to be delivered by the Care at Night service and is not within the scope of the proposed procurement.

1.1.8 It is recommended that the contract will be awarded following a competitive tender process in line with Public Contracting Regulations and Sheffield City

Council Standing Orders.

1.1.9 Based upon the service specifications and requirements outlined in this report, Commercial Services will undertake a procurement strategy outlining the intended route and associated terms and conditions. This will then be put out for tender.

1.2 **Current Market**

1.2.1 The current older people independent living market consists of 30 Sheffield City Council run Sheltered Housing Scheme's and 5 Sheffield Extra Care Housing Schemes across the city. This market has remained stable despite the challenges of the pandemic.

1.2.2 Sheltered Housing is the original model for independent living for older people over 60. Each Sheltered Housing scheme comprises of around 30 to 40 flats which can accommodate over 1,000 individuals. Onsite staff offer housing related support during working hours Monday to Friday and any eligible assessed care need is provided via the Home Care Framework, with out of hours emergency cover via city wide care alarms.

1.2.3 The 5 Extra care schemes are specifically designed for older people aged over 55 years and consist of between 40 – 80 apartments housing over 300 tenants across the sites. Under this scheme people live independently, with the added peace of mind from 24/7 onsite care and support services for both assessed eligible care needs plus the availability of unplanned care.

1.2.4 Buchanan Green will be hybrid of both these models for people over 60 with housing and/or care and support needs. It will be the biggest of all the schemes with the availability of 140 flats/bungalows with potential capacity for 167 tenants.

1.3 **Need For Decision**

1.3.1 The Buchanan Green Scheme will be opening in Spring 2022 and the procurement of the care provider(s) will be required for the delivery of planned and unplanned care and support services to all tenants living in the scheme.

1.3.2 The Independent Living and Extra Care Schemes services are important in that they support individuals to live independently, safe and well, preventing avoidable admissions to hospital and preventing or delaying the need for residential care.

1.3.3 Current care and support services are constrained by our traditional procurement model that means care is commissioned based on 'time and task'. The wider strategic shift is to out-come based service delivery which will support person-centred care, ensuring these services are more flexible and responsive in meeting people's needs.

1.3.4 Under the 2014 Care Act, we have duty to facilitate a vibrant, diverse and sustainable market for high quality care and support, for the benefit of their

whole local population. This includes accommodation-based care and support services for older people. This development supports fulfilment of this duty through the 24/7 care and support services offered to all residents.

Key Milestones

Co-operative Executive	20 October 2021
Service Specification	Oct/Nov 2021
ITT	November 2021
Contract Award	February 2022
Contract Mobilisation	February 2022
Contract Go Live	Spring 2022

2. HOW DOES THIS DECISION CONTRIBUTE?

- 2.1 Customer satisfaction is at the centre of the transformational change we are driving in homecare, extra care and Independent Living. The work on the new service design is supported by an ‘Expert by Experience’ with an Alzheimer’s diagnosis and draws on the feedback gathered from Sheffield citizens as part of the emerging Adult Social Care Strategy for the city.
- 2.2 The ‘Outcomes Based Test Bed’ currently being pioneered in The Meadows extra care Scheme is supporting the strategic shift from ‘time and task’ to outcome-based service delivery with the aim of expanding this to all tenants at the Buchanan Green Independent Living scheme. This outcome-based approach also supports the development of the blueprint for our new ‘Care and Wellbeing Service’ which is being developed through the Home Care Transformation Programme.
- 2.3 The overarching principles of the ambitions detailed in section 1.1.5 are consistent with the Corporate Plan, the emerging Adult Social Care Strategy and the Adult Social Care Transformation Programme.
- 2.4 The planned transformational developments to this model of care are expected to reduce health inequalities, with the new services subject to a stringent Equality Impact Assessment.
- 2.5 Provision of effective, efficient independent living will contribute to achieving these aims by supporting adults to live more independently in their own home. The services will be delivered to adults over 60 years of age with a wide range of physical, medical and other health and care needs; supporting people to increase and to maintain their independence and wellbeing leading to improved outcomes.
- 2.6 The service model being introduced at Buchanan Green is housing with care which, enables Health and Social Care services to provide managed care in the person’s home and prevent unnecessary hospital admission and readmission.

2.7

This proposal also assists the council to meet its statutory duties under the Care Act 2014.

3. HAS THERE BEEN ANY CONSULTATION?

3.1 As part of the thorough Extra Care service review, an engagement exercise was undertaken with people living in the existing four schemes and their family and carers. The survey was based around gathering opinions and satisfaction levels on the current services within the Extra Care schemes. The survey provided relevant information about the planned and unplanned care provision.

4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

4.1 Equality of Opportunity Implications

4.1.1 An Equality Impact Assessment for Buchanan Green Retirement Living was undertaken as part of the Extra Care procurement (EIA 959), which concluded there are low implications, but no adverse effects as a result of this proposal.

4.1.2 Independent Living schemes are specifically designed for older people, particularly 60 years and older. The scheme at Buchanan Green will also have specific accommodation for support living tenants, it is designed to be accessible and equipped to meet the need of people with disabilities and dementia.

4.1.3 A robust corporate marketing and promotion strategy will be developed to communicate the benefits of living in extra care and independent living schemes. This will target all levels and demographics to make schemes representative of the wider community. This strategy will include making links with cultural and community groups.

4.1.4 The tender process will be open and accessible to all, so interested voluntary, community or faith organisations have an equal opportunity to tender for the care and support contracts. The tender publication will be on PIN, the tender process will be completed via YorTender and market engagement sessions will be held prior to the tender process.

4.1.5 The contractor of care and support services will be expected to deliver meet present high quality standards of services and provide tenants and their family/carers with support to seamlessly settle into the new support services. SCC will need to reassure tenants the care provider will meet their needs and offer a quality outcome focused, person centred service as part of the initial conversations when arranging the tenancy.

4.2 Financial and Commercial Implications

- 4.2.1 The delivery of care in this model is predicated on moving existing clients from higher cost packages of care into an extra care scheme where they can remain as independent as possible and able to access services that they require.
- 4.2.2 The Council's current financial position requires a proactive approach to managing demand for and cost of services. The success of achieving the anticipated financial efficiencies requires identification of the right people to take advantage of the new scheme on offer.
- 4.2.3 Whilst there is no new budget to fund care at this scheme, identifying those new residents will have significant impact on avoiding rising costs of care and should drive reductions in costs longer term.
- 4.2.4 The contract will be awarded for 5 years from Spring 2022 until Spring 2027. The intention is to include a break clause at years 2, 3 and 4.
- 4.2.5 The potential value of the contract will be £4,419,943 for the 5 years term, at an annual cost of £883,989. As there is no exact comparison for the value of the contract, these costs have been estimated using the current costs for planned and unplanned care across the 4 Sheffield Extra Care schemes.

4.3 Legal Implications

- 4.3.1 The Care Act 2014 places a duty on the Council to meet the eligible needs of those in its area and it fulfils this duty in part through Council arranged services. The Council also has functions under the Care Act 2014 to ensure that service users:
- receive services that prevent their care needs from becoming more serious, or delay the impact of their needs;
 - can get the information and advice they need to make good decisions about care and support;
 - have a range of provision of high quality, appropriate services to choose from.
- 4.3.2 The European Convention on Human Rights requires local authorities to take into account their 'positive obligations' to actively promote and protect the rights of people as described in the Convention and maintains that providers of publicly funded care should consider themselves bound by the HRA.
- 4.3.3 The Council has to comply with its own Contract Standing Orders and the Public Contract Regulations 2015 so that the required legal obligations for fair and open competition are met. By developing a procurement strategy and undertaking a compliant tendering / procurement exercise these obligations will be met.
- 4.3.4 The Localism Act 2011 provides local authorities with a "general power of

competence” which enables them to do anything that an individual can do as long as the proposed action is not specifically prohibited. The proposed procurement of care services is incidental to the Council’s statutory functions.

4.4 Other Implications

4.4.1 None

5 ALTERNATIVE OPTIONS CONSIDERED

5.1 As part of the review of the Extra Care contracts the following alternative options were considered but scored poorly in the options appraisal against strategic fit, and neither option was recommended.

5.2 ‘To provide a service via the Home Support Framework’. Day time support arranged on a case-by-case basis from providers on the Home Care Framework and overnight support provided by City Wide Care Alarms. This is not consistent with any of the important elements of independent living and would have an unacceptably high impact on the individuals.

5.3 To operate an onsite 24/7 dedicated care and support service via procurement of a care provider to deliver the service. The 24/7 service would include planned and unplanned support to all tenants, with the exception of planned overnight care, that would continue to be delivered via the ‘Care at Night’ service. This option was unsustainable as tenants do not pay any contribution toward the cost of the ‘overarching’ 24 hour support.

6. REASONS FOR RECOMMENDATIONS

6.1 The Buchanan Green Scheme will be opening in Spring 2022. Potentially up to 50% of the tenants living in the scheme will have an assessed eligible personal care and support need. The procurement will be required for the delivery of planned care for those with an assessed care need, plus unplanned care and support service to all tenants living in the scheme. If a contracted provider is not established ready for the opening of the scheme, there would be no planned or unplanned care provision for tenants.

6.2 The majority of the tenants with eligible care needs will already have care and support packages in place prior to the move. The tenants who accessed council arranged Home Care services will potentially free up some much needed capacity within the Independent Sector and in most cases will reduce costs, with Home Care packages generally being charged at a higher rate.

6.3 Buchanan Green will be a vibrant independent living community, which is the central characteristic that differentiates it from a care home. The delivery of planned pre-assessed care and support services via an on-site care presence, and the provision of unplanned care and support where required to all tenants, is a key element to sustaining this ethos and promoting it as a feasible alternative to residential care.

6.4 This proposal also allows for the continued close working with Health,

Housing and Public Health colleagues.

- 6.5 The flexibility of the on-site support easily supports outcomes-based care and support, with positive outcomes for all tenants including people living with dementia.
- 6.6 The proposed levels of care will help support a balanced community and enable tenants to have a 'home for life', at the same time preventing or delaying the need for permanent care.