



EXECUTIVE BOARD DECISION

REPORT OF:	Executive Member for Adults Social Care & Health
LEAD OFFICERS:	Strategic Director of Adults and Health
DATE:	Thursday, 11 July 2024 8 th August 2024

PORTFOLIO/S AFFECTED:	Adults Social Care & Health
WARD/S AFFECTED:	(All Wards);
KEY DECISION:	Y

SUBJECT: Remodelling of the Extra Care Housing provision and Reprourement

1. EXECUTIVE SUMMARY

To note the completion of the review of Extra Care Housing, and to agree the recommendations related to the re-modelling of future provision, including the decommissioning of under-utilised provision. The report also details the proposed re-procurement strategy for Extra Care services across Blackburn with Darwen.

There are currently eight designated Extra Care (housing and care) tenancy-based schemes in the borough: three schemes in Blackburn (174 units of accommodation) and five schemes in Darwen (190 units). Seven schemes are for older people, and one is all age i.e. for people over 18 with a specific housing and care need.

Extra Care provisions all have a housing manager on site, and at least one member of staff providing care 24/7 hours per day, although care and support models vary across schemes. The Authority currently commissions two providers (three contracts) to provide the on-site care provision, and all three contracts are due for renewal.

As part of the Commissioning cycle, a review of schemes has taken place. Although this review identified the positive outcomes Extra Care can deliver, it also identified several issues which need to be addressed. These include: an over provision of Extra Care Housing in relation to demand and usage; some properties which are not fit for purpose as Extra Care Housing; and inconsistencies across the different contracted care and support models currently in place.

The proposals outlined below have been developed to make the best use of resources, meet current and future demand, and provide a consistent care and support model across schemes.

2. RECOMMENDATIONS

That the Executive Board:

- 1) Approve the remodelling plan for the existing Extra Care portfolio in Blackburn with Darwen:
 - i. Extra Care Services at Kingsway, Spring Bank Court, Riverside Heights and Albion Mill will have 24-hour background care with two core care staff onsite. The funding model for each site will be for 10 dedicated daytime care hours plus two waking night staff, in addition to individual costed care and support packages.
 - ii. Extra Care Services at Pembroke Court will support those who do not require 24-hour background care and will have 10 dedicated daytime care hours, in addition to individual costed

care and support packages. No onsite overnight care will be provided. Note: If demand for care changes these background hours will be reviewed by commissioners.

- iii. The following will be decommissioned as Extra Care Housing facilities; Lees Court, Hindle Court and Cotton Spinners and the future use will be:
 - Lees Court and Hindle Court – return to Sheltered Housing
 - Cotton Spinners – scope for Mental Health Supported Living (subject to a separate paper)
 - iv. As part of the transitional plan, service users at Pembroke Court, Lees Court and Hindle Court, will be offered a social care review which will include how needs will continue to be met, through care and telecare options.
- 2) Approve timescales for the remodelling and decommissioned work - phased between August to December 2024, following further consultation with tenants and housing providers.
 - 3) Approve the proposal to reprocure all remaining Extra Care provision within one procurement exercise. New Extra Care contracts to be awarded and commence by 8th November 2025.
 - 4) Approve the decision to reprocure Extra Care, based on the following procurement strategy:
 - i. Undertake an open tender exercise to comply with the Public Contracts Regulations and the Council's Contract and Procurement Procedure Rules.
 - ii. Through the procurement exercise seek to award contracts to two providers which focus on geographic areas i.e. one provider for Blackburn and one provider for Darwen. This will be built into the contract.
 - iii. Contracts to be for a total of up to 7 years (3 years with extension options of 2 + 1 + 1) and to start from November 2025.
 - iv. The contract/s for extra care services will include core background support, in addition to individual costed care and support packages which are based on the assessment of eligible needs.
 - v. The specification will indicate the requirement for staff to have contracted hours, and to work shifts rather than hours based on care undertaken i.e. staff will not work on zero hours contracts.
 - vi. Nomination agreements will be in place with all housing providers.
 - vii. Pending timely completion of the procurement exercise, a waiver may be required for a short-term extension, should there be any slippage (in addition to below).
 - 5) Note that any future Strategic Housing Needs Programme should actively focus on the expansion of suitable housing provision for older people including sheltered housing options. These future developments should include developments which meet the diverse demographics of the ageing population.
 - 6) Give delegated authority to the Strategic Director for Adults and Health, in consultation with the Executive Member for Adult Social Care and Health and the Deputy Director for Legal and Governance, to conclude any agreements necessary to facilitate the recommendations above.

3. BACKGROUND

Extra Care Housing is tenancy based, purpose-built accommodation, with housing related support (i.e. an on-site housing manager plus an emergency alarm system), with a separate care team on site. The provision is therefore used for people with both a housing and a care need, and access is through a social care assessment / panel process.

The Registered (Housing) Provider manages the housing elements and the Authority commissions the care provided within the schemes.

The current Extra Care Housing schemes are as follows:

Scheme	Landlord (Registered Provider)	Care Provider
Springbank Court	Housing 21	ICare
Kingsway	Housing 21	ICare
Pembroke Court	Anchor	ICare
Lees Court	Anchor	ICare
Hindle Court	Anchor	ICare
Cotton Spinners	Regenda	ICare
Riverside Heights	Together Housing	Willowbrook Homecare
Albion Mill	Inclusion Housing	Willowbrook Homecare

The two contracts for Older Adults' Extra Care schemes, require recommissioning as they are due to end on the 31st Aug 2024, with no option to extend. The third contract for Albion Mill (all age Extra Care) ends on the 7th November 2024 but there is an option to extend for a further period (1+1 years until November 2026).

A commissioning review of Extra Care Housing has been undertaken, including detailed data analysis and extensive consultation with housing providers, professionals, care providers, and tenants. The review focused on four key areas:

- **Efficiency and Effectiveness:** the current Extra Care block model contract with ICare restricts the amount of care that can be delivered under the financial envelope. This affects the ability for the provider to be flexible and to grow care and support capacity, therefore not making best use of the housing resource. One setting (Hindle) is not currently fully operating as Extra Care Housing, as there is no care team on site.
- **Demand:** need modelling shows there is more Extra Care Housing than is required in the borough for the next 10 years, with particular over provision in Darwen. There are low levels of care in three Anchor schemes (Pembroke, Hindle and Lees Court), and monitoring data shows available capacity in schemes to support more people with care needs. Modelling also highlights an under provision of sheltered housing. See Appendix A for a summary of the modelling.
- **Housing Suitability:** Hindle and Lees Court are traditional sheltered buildings (with bedsit/ studio apartments) and are not fit for purpose as Extra Care Housing due to space/mobility issues.
- **Demographics:** the older population is increasing and the housing options need to meet the demand of the changing population i.e. an increase in sheltered type accommodation, bungalows, assistive technology, support to live at home with family etc. Detailed consideration is required to ensure future developments meet the diverse demographics of the ageing population.

The proposals put forward for the re-modelling and re-procurement are based on benchmarking within existing Blackburn with Darwen provision, other authority models, and the detailed analysis of the current needs, feedback from consultation, and the cost of provision.

The proposals are intended to ensure viability and sustainability for the care provider, an incentive to grow both the number and complexity of individuals in receipt of care, and deliver high quality provision for residents of the borough.

The aim of locality-based contracts is to promote locally based staffing, consolidate area management and to facilitate providers reaching out into the local community to develop strong local relationships, and act as a community asset.

To align contracts, and to remodel provision, we are proposing to phase the required work:

- 1) Remodelling the commissioned care element within schemes (August to December 2024).
- 2) Recommission all of the remaining Extra Care provision (to be completed by November 2025).

A full tender will be issued via the CHEST to comply with Public Contracts Regulations 2015, and new regulations which are laid out in the Transforming Public Procurement programme and expected to come effect in October 2024.

The scoring and subsequent allocation of contracts will be based on the quality of the tender and social value considerations. The price will be based on a fixed price model for the core provision, calculated using the core hours multiplied by the agreed hourly rate, plus additional individually commissioned care and support hours (which will vary according to individual need).

4. KEY ISSUES & RISKS

- **Interest in tender:** An expression of interest was advertised on the CHEST in October 2023 to test out assumptions for the re-procurement process, and 20 domiciliary providers responded, of which 9 were experienced Extra Care providers.
- **Partnership working:** Both the Housing and Care providers will need to be fully involved in implementation, with any processes and agreements amended as appropriate, including service level and nominations agreements.
- **Consultation:** All tenants will need to be informed of changes sensitively where relevant, and families and local representatives kept fully informed of the rationale and impacts. Note: an Equality Impact Assessment has been completed for proposals.
- **Resources:** Commissioning and social work resources will need to be identified to affect all the changes to schemes.
- **Dependencies:** The development of the Regenda Cotton Spinners scheme as a mental health provision, and the changes to the Anchor schemes (Pembroke, Hindle and Lees Court) are linked as part of the same current contract with Icare, and require a transition process.
- **Procurement:** The tender documentation, contract and service specification will incorporate details to ensure that the successful provider will be experienced in the provision of the Extra Care services, demonstrate positive outcomes, and adhere to quality standards and legal requirements. TUPE transfer implications will be considered as part of the process.

5. POLICY IMPLICATIONS

Local authorities have a statutory duty to meet eligible needs under the Care Act 2014. Extra Care provision is one of the ways in which authorities can meet this obligation, alongside domiciliary care and residential provision. Extra Care Housing schemes offer the opportunity for re-ablement, due to the accessible environment, and greater independence and therefore provides a less restrictive option for people who may otherwise be placed in residential care. Extra Care also meets the housing need of individuals who can no longer live in their current home.

The Equality Impact Assessment checklist and full toolkit assessment has been completed.

6. FINANCIAL IMPLICATIONS

The current care provision within Extra Care Housing is commissioned on a block contract basis for **core background support** with additional commissioned **care and support packages for individuals** as required.

The current cost of the three existing contracts is approximately £3.919 million per annum:

Current Contracts 2024-25	Fixed Costs (Core)	Variable Costs (Individual Care & support packages)	Total Cost
	£	£	£
Contract 1 (6 schemes)	1,762,742	-	1,762,742
Contract 2 - Riverside	132,154	1,076,579	1,208,733
Contract 3 – Albion Mill	209,779	737,842	947,621
Total	2,104,675	1,814,421	3,919,096

The proposed costs following remodelling, and decommissioning 3 schemes as Extra Care is £3.455 million per annum:

Proposed	Fixed Costs (Core)	Variable Costs (Individual Care & support packages)	Total Cost
	£	£	£

Contract 1 (3 schemes)			
Springbank Court	219,117	257,406	476,523
Kingsway	219,117	284,516	503,633
Pembroke Court	78,256	78,256	156,512
Lees Court	-	24,036	24,036
Hindle Court	-	25,992	25,992
Cotton Spinners	-	15,651	15,651
Riverside	219,117	1,076,579	1,295,696
Albion Mill	219,117	737,842	956,959
Total	954,723	2,500,279	3,455,002

The above proposal includes £65,679 of funding to support the continued provision of commissioned homecare support whilst the schemes are decommissioned.

This proposal results in a reduced cost of £464K which may be required for future housing and care schemes to ensure we meet the needs of a wider group of people, for example, staffing Cotton Spinners or alternate provision as a mental health scheme. However, this would be predicated on the overall position of the Portfolio and the Council's overall budget position and subject to approval through appropriate governance processes.

This remodel of Extra Care is expected to deliver greater value for money by increasing the number of people with care, and the complexity of that care (where appropriate).

The budget is reviewed annually as part of the council's financial plan. Any inflationary changes to the fees would be factored into this process and the budget amended accordingly.

7. LEGAL IMPLICATIONS

Under the Care Act 2014, local authorities have statutory duties to meet eligible needs under the Care Act 2014, and to promote the efficient and effective operation of a market in services for meeting care and support needs in their area. Assessing the current and future demand for particular kinds of services has ensured that the Authority is aware of current and expected demand for Extra Care and supported housing services, and to shape plans for re-modelling provision to meet these needs and support the sustainability of the local market for these services.

An open tender process will be followed to ensure this tender attracts providers with sufficient knowledge and expertise to enable quality delivery. The tendering process will comply with the Public Contracts Regulations and the Council's Contract and Procurement Procedure Rules and new regulations which are laid out in the Transforming Public Procurement programme and expected to come effect in October 2024. Contracts will be in a form approved by legal officers in the contracts and procurement team.

8. RESOURCE IMPLICATIONS

The management and implementation of the tender will be actioned by Blackburn with Darwen Borough Council team resources including input from Legal, Finance, Strategic Commissioning and Adult Social Care.

9. EQUALITY AND HEALTH IMPLICATIONS

Please select one of the options below. Where appropriate please include the hyperlink to the EIA.

Option 1 Equality Impact Assessment (EIA) not required – the EIA checklist has been completed.

Option 2 In determining this matter the Executive Member needs to consider the EIA associated with this item in advance of making the decision. *(insert EIA link here)*

Option 3 X In determining this matter the Executive Board Members need to consider the EIA associated with this item in advance of making the decision. *(insert EIA attachment)*

10. CONSULTATIONS

Options and final proposals have been discussed with all the current Housing and Care providers, and wider stakeholders. The proposals have been in part determined by consultation with those living in existing Extra Care schemes.

11. STATEMENT OF COMPLIANCE

The recommendations are made further to advice from the Monitoring Officer and the Section 151 Officer has confirmed that they do not incur unlawful expenditure. They are also compliant with equality legislation and an equality analysis and impact assessment has been considered. The recommendations reflect the core principles of good governance set out in the Council's Code of Corporate Governance.

12. DECLARATION OF INTEREST

All Declarations of Interest of any Executive Member consulted and note of any dispensation granted by the Chief Executive will be recorded in the Summary of Decisions published on the day following the meeting.

VERSION:	2
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CONTACT OFFICER:	Hira Miah, Victoria Walker
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DATE:	12/07/2024
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BACKGROUND PAPER:	
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Appendix A: Modelling - Estimated Need (based on Housing LIN model updated 2024) and Impact of Proposed Changes to Extra Care Housing

OLDER PEOPLE PROVISION 2024 Blue: Over provision Red: Potential under provision	Current supply in BwD	Proposed supply following Extra Care Housing review	Modelled Demand 2024	Modelled Demand 2027	Modelled Demand 2030	Modelled Demand 2037
<i>Data Sources</i>	<i>Accomm data April 24</i>		<i>HLIN/BwD prediction model - based on population estimates, supply information and prevalence of demand (reviewed April 2024)</i>			
Sheltered /Enhanced sheltered (over 50/55s)	593	661	862 units (under provision of 269/ 201 units)	903 units (under provision of 310/ 242 units)	942 units (under provision of 349/ 281 units)	1051 units (under provision of 458/ 390 units)
Extra Care Housing (includes all provision as majority for older people)	414*	337*	270 units (over provision of 144/ 67 units)	283 units (over provision of 131/ 54 units)	296 units (over provision of 118/ 41 units)	329 units (over provision of 85/ 8 units)
Residential care (over 65s)	492	N/A	458 units (over provision of 34 units)	480 units (over provision of 12 units)	501 units (under provision of 9 units)	560 units (under provision of 68 units)
Nursing care (over 65s)	459	N/A	400 units (over provision of 59 units)	419 units (over provision of 40 units)	437 units (over provision of 22 units)	489 units (under provision of 30 units)

*Includes 50 units at **Larmenier** (private Extra Care Housing scheme)

