
Meeting: Executive
Date: 23 August 2011
Subject: Home Care Provision to 4 Extra Care Sheltered Housing schemes
Report of: Executive Member for Social Care, Health & Housing
Summary: This report updates the Executive on the progress made to change the provider who delivers home care to 4 extra care sheltered housing schemes across Central Bedfordshire and recommends in the exempt Part B report of this Executive agenda the awarding of contracts to the successful applicants.

Advising Officer: Julie Ogle, Director of Social Care, Health and Housing
Contact Officer: John King, Lead Commissioner
Public/Exempt: The report and Appendix A are public, Appendix B is exempt.
Wards Affected: Ampthill, Houghton Hall, Leighton Buzzard North, Sandy
Function of: Executive
Key Decision Yes
Reason for urgency/ exemption from call-in (if appropriate) N/A

CORPORATE IMPLICATIONS

Council Priorities:

The recommendations meet Council and Directorate priorities in the delivery of efficiencies and value for money and Council value of 'stewardship and efficiency'.

Financial:

The expansion of the reablement service will be funded mainly by a grant received from the health service. The Council seeks to expand this service through the redeployment of our existing resources, mainly with those staff currently working in the 4 Extra Care schemes (Appendix A). In addition, the Council is seeking to outsource the delivery of home care provision in the Schemes following a competitive tendering process.

Subject to a suitable tender sum being achieved through the procurement process, outsourcing would deliver savings to the Council on an ongoing basis. The current service costs around £1.4m per annum, and it is anticipated that the outsourced service will deliver an annual saving of £200k.

Legal:

Under the Transfer of Undertakings (Protection of Employment) Regulations (TUPE), staff currently employed within the Extra Care schemes would have a right to TUPE transfer (“under measures”) to any new provider. However, the Council wishes to retain its staff to work within the Reablement Service.

Risk Management:

The Council will need to ensure a smooth transition of who delivers home care within the 4 Extra Care Sheltered Housing Schemes. Plans including a handover period are in place to achieve this.

Staffing (including Trades Unions):

All staff and relevant Trade Unions have been fully consulted in accordance with Central Bedfordshire Council procedures.

Equalities/Human Rights:

Public authorities have a statutory duty to promote equality of opportunity, eliminate unlawful discrimination harassment and victimisation and foster good relations in respect of nine protected characteristics; age disability, gender re-assignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

An equality impact assessment has been undertaken as the proposal has been developed, see background Papers. This has highlighted a variety of issues related to the needs of residents and employees as follows:

Residents:

The majority of residents are aged 80+ and 72% have a disability. Concerns raised by residents and relatives related to a possible deterioration in the quality of care that would be delivered by an alternative service provider, the impact on personal safety and the potential complexity of using personal budgets. Relatives have been reassured by the measures that have been put in place to address these issues and will be encouraged to remain involved with any ongoing contract monitoring arrangements.

Employees:

A number of employees based at the Courts have highlighted a range of issues impacting upon their ability to work in the Reablement Service and consideration has been given to any reasonable adjustments that can be made to facilitate as smooth a transition as possible. Consultation has also been undertaken with the relevant Trade Unions and employees will be notified that they can either opt to remain with the Council and transfer into the Reablement Service or they can choose to transfer via TUPE ‘under measures’ to the new provider.

The Central Bedfordshire Equality Forum has received two presentations relating to the proposal and has made recommendations which have been considered as part of the process. The Forum has welcomed the steps that have been taken to ensure that the needs of residents and employees are fully considered and addressed.

The Council has actively worked to address and balance the needs of residents and employees.

Community Safety:

None

Sustainability:

None

Summary of Overview and Scrutiny Comments:

- A progress report was provided to the Social Care, Health and Housing Overview and Scrutiny Committee on the 1 August 2011.
- The Committee commented on the good practice and positive approach to consultation with residents, staff and all those involved in the project.
- A Member stated that she had received complimentary feedback regarding the consultation process which had taken place.

RECOMMENDATION:

1. **that the Executive Committee agree to award the contracts as set out in the exempt part B of this report.**

Reason for Recommendation: This will deliver budget efficiencies to meet target SCHH6 and enable greater capacity within the Council's reablement teams.

Background

1. As part of the 2011/12 budget setting process, it was agreed to change the provider of care in the 4 extra care sheltered housing schemes to achieve an efficiency saving. A project group was set up to oversee the process of deploying the Council's home care staff to the reablement team and tendering the home care support to the 4 extra care schemes.
2. The proposal was to change the provider of care and it is clear that the 24/7 core care service would continue to be delivered to those tenants who need it.

3. The Council has involved Housing Providers, tenants and their relatives throughout the process and they have been actively engaged in the procurement process developing the specification, in short listing, and recommending to the Executive the new providers.

Commissioning Process

4. The commissioning process adopted has been supported by the Corporate Procurement Team to ensure that the steps followed were rigorous, in accordance with Council policies and procedures, were legal, and would ensure that at least 2 new providers are awarded the contracts.
5. The advertisement for the new providers was placed on 10 May and Expressions of interest received by 8 June.
6. The Council received a significant number of completed Pre Qualification Questionnaires by 14 June and issued Invitations to tender to 7 shortlisted providers on 16 June.
7. The closing date for tenders was 21 July and these were evaluated on 25 July. Shortlisted providers were invited for interview on 2 August.

Staffing

9. As part of the council's budget proposals for 2011/12, a 90 days Adult Social Care Workforce Consultation process commenced on the 3 December 2010 which included the home care staff working in the extra care schemes. See **Appendix A**.
10. Following this period, 1-1 meetings have taken place with all Home Care staff, who had the right to be accompanied by a work colleague or trade union representatives. The future plans for the services have been discussed in depth, and individual discussions on alternative posts within the reablement teams and other areas of direct service provision have taken place.
11. Staff consultations are continuing and it is hoped that the majority of staff will decide to remain with the Council, rather than transfer to the new providers.
12. However, there are no comparable posts within the Council's services for those staff that are engaged in sleeping-in at the Extra Care schemes, and as such in March it was confirmed that these staff will be eligible for TUPE transfer to the new providers on existing terms and conditions, unless they wished to be considered for alternative posts.

Financial

13. The expansion of the reablement service has been funded in part by a health grant received to enable more rapid hospital discharges and to prevent hospital admissions through proactive periods of support to people in their own homes.
14. It is anticipated that the outsourcing of the home care service in the 4 schemes will result in savings of approximately £200,000 pa with no diminution in service.

15. However, the TUPE implications potentially mean that if it is not possible to redeploy staff within the Council successfully, or if the tender prices received are too high, the anticipated financial savings may not be achieved, and the Executive will be advised accordingly.

Service user and relatives' engagement

16. The Council has involved service users and their relatives throughout this process. Initially, there was a high level of concern and anxiety about the change of care providers, along with local media interest. The Director and Executive Member held meetings with relatives to explain the proposal.
17. To inform service users and relatives and address their concerns the following steps have been taken:-
- Letters were sent to all tenants and relatives followed by personal visits to all tenants across the 4 Courts to offer a 1-1 if needed, to address additional concerns.
 - There have been 4 initial discussion meetings held across central Bedfordshire in February with relatives of the tenants.
 - Tenants and relatives have received responses to all their communications, including letters, emails and phone calls, throughout this process.
 - Further meetings with relatives were held on 17 May and 9 June which included procurement training and to address queries raised after review of the draft service specification. Relatives elected two members from their group to represent their views and be part of the selection panel for the new providers.
 - Relatives have been fully involved in shaping the draft service specification and all issues and concerns have been addressed.
 - Two newsletters have been produced to date which have been distributed to all tenants and relatives across the 4 Courts. A copy has also been sent to the Managers of the Courts to display for visiting relatives and friends. Each newsletter has been well received and feedback complimentary.
 - Council staff have confirmed with the relatives group that relatives will be part of the transition process as well as the ongoing monitoring of the new contracts.

Conclusion and Next Steps

18. The organisations recommended to provide the home care support in the 4 extra care schemes have undergone a competitive and rigorous tendering process in line with the Council Procurement Policy. Following agreement of the Executive contracts will be awarded to ensure a prompt and effective start to the delivery of provision. This is likely to be in November 2011.
19. There is a comprehensive implementation plan involving tenants and their relatives to ensure a smooth transition and handover process to the new care providers.

20. Quality assurance measures and performance management measures are in place to ensure effective delivery of care within the 4 Extra Care Sheltered Housing Schemes.

Appendices:

Appendix A – Consultation Document Restructuring of Extra Care Services

Appendix B- Part B (exempt) report

Background Papers: (open to public inspection)

The equality Impact assessment is available through the following web link

http://www.centralbedfordshire.gov.uk/images/110805%20EIA%20SCH%26H%20Extra%20Care%20Service%20Restructure%20V6_tcm5-41604.pdf

Location of papers

None

Appendix A

Consultation Document Restructuring of Extra Care Services

Purpose

This document sets out proposals to change the councils approach to the way it organises and manages the Extra Care services. It is designed to inform staff and unions about the business pressures to restructure the service in order to meet business needs. It should be considered in conjunction with the Adult Social Care Workforce Consultation that commenced on the 3 Dec 2010 and is part of the councils 90 days consultation on the budget proposals for 2011/12.

Introduction

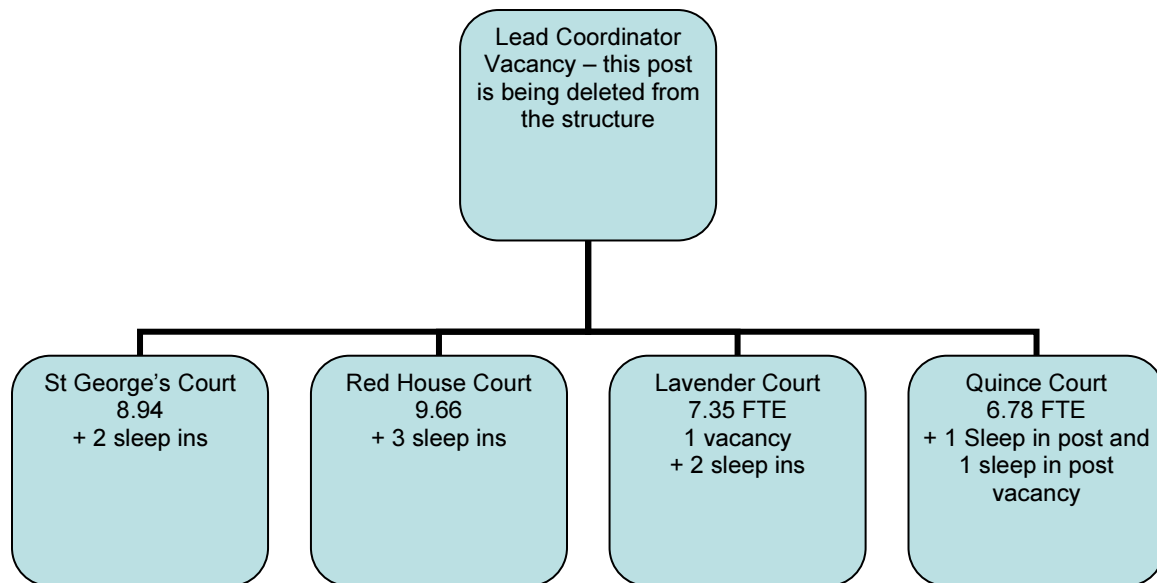
The Council's strategy to address the changing needs of the population requires wide-ranging changes to the ways in which the Council delivers services and the range of services offered to ensure they offer the truly vulnerable greater choice and control. The financial constraints placed on the Council by a reduced government grant and the need to make efficiencies mean that the services need to be cost effective providing value for money.

Extra Care Housing is designed with the needs of frailer older people and is a real alternative to entering a care home. Varying levels of care and support are available on site. People living in Extra Care Housing have their own self contained homes, their own front doors and a legal right to occupy the property.

There are four Extra Care Schemes ('the Courts') across Central Bedfordshire where the council works in partnership with Housing Providers and provides care and support delivered by the In-House Domiciliary Care Service. Customers (tenants) will be assessed through the care management process and will receive varying levels of care and support depending on their assessed needs. The service operates 24hrs a day throughout the year.

Lavender Court	Quince Court	Red House Court	St. Georges Court
Dunstable Street	Engayne Avenue	Clarks Way	St Georges Close
Amphill	Sandy	Houghton Regis	Leighton Buzzard
Beds. MK45 2BX	Beds. SG19 1BW	Beds. LU5 5BH	Beds. LU7 1BF

There are 32.73 FTE carers working 7am – 10pm plus 9 sleep in-staff who cover the building from 11pm to 7am who respond to emergency calls only during this time. In addition to this there are 5.05 FTE Team Co-ordinators.



The council intends to review how the extra care service is provided to ensure the most cost effective way of delivering the service. The current service level agreements with Housing Associations mean that the service is staffed 24 hours a day with a requirement of a minimum of two staff between the hours of 7.30am to 10.00pm.

Proposed Service Changes

The proposal is that all existing staff/posts are transferred in to the councils Re-ablement Service within the locality they are currently working so as to provide the additional capacity required to meet the growing demand. Reablement workers focus on enabling individuals to maximise their independence to their full potential and to achieve the desired outcomes for the individual. The aim of the Reablement Worker is to return individuals to self care where possible or to identify how ongoing services could be provided. Training will be provided to all staff to help them adjust to the role of a Reablement Worker. Consideration will need to be given to the future deployment of those staff who provide the sleep-in cover.

Consultation Process

Staff are able to comment on the proposed changes using the attached questionnaire to Pauline Sanderson, and verbally in staff meetings and if requested in one to one meetings. The consultation period will run until the 11th February. At the end of this period, having considered all input, a final proposal will be sent for approval with copies sent to staff. It is very important that staff take every opportunity to understand the proposal and to contribute to the consultation.

Implementation

The process will be managed using the Council's Managing Change Policy.