

Item No.	Classification: Open	Date: 23 December 2019	Meeting Name: Strategic Director of Finance and Governance
Report title:		Gateway 3 – Variation Decision Anchor Trust Residential Care Contract Variation - Reablement Beds Provision	
Ward(s) or groups affected:		All	
From:		Director of Commissioning	

RECOMMENDATION(S)

1. That the Strategic Director of Finance and Governance approves the variation of the contract with Anchor Trust for the provision of 16 reablement beds at Waterside residential care home for a two-year pilot from 1 January 2020 to 31 December 2021.

BACKGROUND INFORMATION

Reablement Beds Provision – Case for change

2. One of the key challenges facing Southwark is the need to improve the outcomes for local people, whilst improving the quality of care and achieving better value for money. The health and care system face major pressures arising from reduced budgets, rising demand, increasing costs, greater transparency about the quality of care, and rising public expectations. Levels of hospital activity, especially admissions and corresponding residential care placements have continued to rise.
3. In Southwark, the number of people aged 65 and over will grow by 13,700 by 2030, which is an increase of 35%. The ageing population and increased prevalence of certain long-term conditions has a significant impact on health and social care provision locally. It has been estimated that local specialist accommodation utilisation will increase by 13% as the likelihood of individuals requiring support with activities such as walking, dressing and having additional co-morbidities will increase.
4. Responding to these challenges with 'more of the same' is not sustainable and or the best option for people. There is potential for reducing high cost demand on services by enabling people to live at home independently for as long as possible, through providing timely and tailored reablement with excellent care and support services and other innovations such as assistive technologies, in an age friendly borough.

Effectiveness of Reablement Beds Provision

5. Reablement beds are a critical tier within Intermediate Care. The Department of Health and Social Care defines Intermediate Care as a *range of integrated services to promote faster recovery from illness, prevent unnecessary acute hospital admission and premature admission to long-term residential care,*

support timely discharge from hospital and maximise independent living. The distinguishing factor of Reablement Beds tier is that on balance the provision is based on a social rather than medical model of care and aimed to rebuild a person's confidence and physical independence so that they can manage living at home.

6. Available evidence shows that well designed intermediate care provision can improve people's outcomes and levels of satisfaction, reduce admissions to hospital and long-term social care services and reduce delayed discharges.
7. The National Audit of Intermediate Care 2017 reports the following outcomes:
 - The average change in the dependency score of service users in bed-based services in 2017 was 18.8 points (representing a 35% improvement)
 - More than 91% of service users either maintained or improved their level of independence in undertaking activities of daily living, during their episode of care.
 - 69% of people who received bed based intermediate care following a hospital stay, were able to return to their own home.
 - 72% of people did not move to a more dependent care setting.
8. Locally the number of Intermediate Care beds across the system is low. Southwark residents can access a flexible number of neuro rehabilitation beds depending on need, six rehabilitation beds and seven step-down extra care flats.
9. The gap identified for Southwark is around provision for individuals who have reablement potential but due to complex needs they need to be in a more supported 24 hour supervised environment to enable a safe, timely and active recovery programme before returning home.
10. The proposed Reablement Beds provision will support people to rebuild their confidence and physical independence so that they can return home, some with a low level of care need and others will be fully independent. It will be short term service that can last up to six weeks, on an average the length of stay is expected to be for four weeks.

Priorities of Reablement Beds Provision

11. The key priorities of the Service will be to:
 - Reduce delayed transfers of care
 - Reduce permanent admissions to residential and nursing care
 - Reduce the number of long-term double-handed care packages
 - Reduce unnecessary admissions to the hospital

Reduce Delayed Transfers of Care

12. Improving Delayed Transfers of Care (DToC) is a national priority as it reduces unnecessary long stays in hospital. There has been a significant decline in DToC performance in Southwark over last 12 months. A variety of factors contribute to this, but the top most reason can be attributed to the lack of a variety of different discharge options available to facilitate safe transfers of care from the acute hospital setting. In 2018/19, 55% of delays were related to decisions to place individuals in residential and nursing care homes.

13. Reablement Beds provision will reduce the delayed transfer of care as there will be specific pathway for people to be discharged safely, whilst their longer-term care needs are assessed within a reablement care setting.

Reduce Permanent Placements to Care Homes

14. Discharging someone directly to care home from hospital can compromise an older person's opportunity to maximise their independence and wellbeing. Lack of alternative discharge provision in Southwark has contributed to this practise and a higher rate of admissions to care homes. As a comparison, whilst London average is 406 and average for our statistical neighbours is 404, Southwark has had 526 care placements in 17-18 and 560 in 16-17.
15. A retrospective analysis of nursing placements made during 2018 revealed that approximately one third of the cases were considered to have potentially been placed too early and may have benefitted from stepping down to a bed based social care reablement provision to determine a true picture of the person's level of needs.

Reduce long term double handed care packages to single handed care

16. There is an increasing demand for people who require double handed care for community reablement and rehabilitation services. These services provide an excellent support function within the community, however, as well as having limited capacity, they can only accept people who can be left alone and have identified reablement goals.
17. Support provided through reablement beds provision would benefit people without identified goals that require an increase to double handed care. At present this cohort will not receive any further therapeutic follow up and instead will be scheduled for an annual care review. Reablement beds will be utilised for an assessment period to determine someone's long term level of need, as well as to implement single handed care solutions through appropriate support, aids and adaptations.

Reduce hospital admissions

18. Southwark has a medically supported @ Home service and a therapy-led urgent care service that aims to provide support to people in their own home thereby preventing the need for hospital admissions. However, some patients cannot be accepted onto these services because of many risks associated with the individual's care that requires more intensive/available support. This is particularly pertinent for older people who live alone and do not have someone at home to support them whilst recuperating. Reablement Beds provision will provide an effective pathway for this cohort of vulnerable older residents in the borough.

Proposed Model: Southwark Reablement Beds Provision

19. The proposal for a new Reablement Beds provision is set within the strategic local context detailed above. The provision to be implemented within a residential care setting will be short term service and across 16 beds will support 160 people annually. The average rate the council pays for the cost of residential care (in/out of borough) as at August 2019 is £642 a week. For the investment to break even, 16 (10%) people would need to return home without any care needs and avoid a

permanent care placement within 12 months. An audit of Intermediate Care benefits indicates this is a very low expectation and therefore should be achievable. This provision when run effectively will contribute to reducing long term care costs and help manage the demand of our ageing population.

20. An effective Reablement Beds provision requires a partnership approach between a multidisciplinary health and care team overseeing the reablement pathway and therapeutic process and a care provider team that supports service users in achieving their reablement goals.
21. There is a timely opportunity to work in partnership with Anchor Trust for bringing in use a vacant unit in one of the Council owned homes. The Council has a good working relationship with Anchor Trust and all the four homes have been rated as Good by the Care Quality Commission. Anchor Trust senior management believe and understand the ethos of reablement and have expertise in providing a similar service in Westminster.
22. Officers from Adult Social Care and Commissioning directorates have been in discussions with Anchor Trust exploring different potential uses that this refurbished unit could be used for. In the context of identified gap in local health and care provision and the demographic need, it is proposed that the Avon unit in Waterside home be used for Reablement Beds provision. The case for change and investment has been agreed at the Better Care Fund Planning Group and is in the BCF Plan for 2019/20.

KEY ISSUES FOR CONSIDERATION

Key Aspects of Proposed Variation

23. It is proposed that the block contract with Anchor Trust for 134 beds is varied for a two-year plot to include 16 reablement beds at the Waterside Avon unit from 1 January 2020 until 31 December 2021.

Reasons for Variation

24. The Council has a 25 year contract with Anchor Trust, which commenced in year 2000 for residential care provision, operating from four Council owned buildings. Waterside home has a separate unit of 16 beds, requires renovation and is not in use. The facilities management team has already initiated plans to refurbish the entire home including Avon unit.
25. In utilising the existing refurbished unit, officers will be able to move at a pace to deliver this service within a short timescale, potentially to address this year's winter pressures. In the absence of this opportunity, there would be time and resource implications in locating a building and a provider with experience of delivering this type of service.
26. As this is an additional number of beds to the existing block arrangement, a variation is required to the current contract. The key aspect of the variation is to amend the contract to increase the number of beds available from 134 beds to 150 beds which is 67% of the overall available beds.

27. Officers are proposing the variation with Anchor Trust to benefit from the current relatively competitive rate for the provision of this service than would be achieved if the service was provided elsewhere.

Future Proposals for this Service

28. The Reablement Beds provision will initially be provided on a two-year pilot with the intention of the service becoming a permanent part of Southwark Intermediate Care beyond the initial pilot phase.
29. In the event, that the service cannot be continued either because of budget constraints or if the pilot does not achieve the expected benefits and outcomes, then the unit could be developed either as specialist Dementia provision or released to Anchor Trust as residential care provision for self-funders
30. During the pilot period, there will be an ongoing robust oversight to monitor the outcomes and benefits both to the service users and on demand across Adult Social Care and Health system. An in-depth review will be undertaken to inform the future arrangement for the pilot and decision for Anchor Trust contract from June 2021.

Alternative Options Considered

31. The following options have been considered in relation to the procurement of this provision:

No.	Option	Impact
1.	Do nothing	This is not an option for the reasons outlined in the case for change.
2	Engage Residential Care Provider supported by Multi-Disciplinary Team	Residential care setting is the optimal environment for supporting people who need bed based reablement. Utilises provider's existing experience and expertise in providing reablement.
3.	Provision in an Extra Care Unit	The level and intensity of support required for this cohort of people is not the right fit for the extra care environment where people typically have lower levels of needs.
4.	Bring the Service in house	This option is not financially viable at current point of time, as the Council does not have access to any suitable buildings The Council will require the Provider to go through a registration process and employ its own workforce which will be more expensive and require a longer lead-in period.

Table 2: Procurement options

No.	Option	Impact
5	An alternative residential care provider to deliver Bed Based Reablement at the Waterside Avon Unit	This option is not likely to be attractive to other providers as this is only a 2-year pilot and the value of the variation to the contract is small in comparison to the overall contract value. Anchor can offer a competitive rate and move at a pace to deliver the service in a way that other providers cannot as they are already providing services in the 3 units at Waterside.

Identified risks for the Variation

32. The following risks have been identified for the service:

No.	Risk	Risk Level	Mitigating Action
1	Financial viability of the provider	Low	The Council has a long-term contract with the provider. Anchor Trust is a well-established organisation delivering a range of services nationally.
2.	The variation of the contract does not lead to achievement of desired outcomes and benefits	Medium	A dedicated multi-disciplinary team will be responsible for the performance of the service. Ongoing contract monitoring and achievement of outcomes will be collated and will inform service improvement and remedial action plan as required.
3.	Challenge from other service providers	Low	The contract with Anchor makes provision for variation by mutual consent and is consistent with EU and domestic legislation.

Policy implications

33. Reablement services as one of the tiers of Intermediate Care are an essential element of national healthcare policy to provide health and care closer to home, enhance independence and recovery and avoid hospital admissions.

34. A key pillar of the NHS Five Year Forward View is to focus on bolstering care with the community. There is a strong focus on prevention, a role for stronger provision of community services (which, when closely aligned to acute health care and social care, are crucial in supporting older people to live independently at home) and the further integration of care.

35. The CCG and Council's joint commitment is set out in Southwark's Five-Year Forward View (FYFV), which is to improve the way, our local health and social care system operates to bring about the best possible health and care outcomes for the people of Southwark.
36. Southwark's vision for Adult Social Care recognises the need to work with partners across the whole health and social care system to improve wellbeing and reduce the need for hospital and to improve support for those with long term conditions. The provision of reablement beds supports the Council's ambition to provide effective and efficient community and accommodation-based services to enable people to maximise their independence and choice, enabling them to live healthy safe and fulfilling lives in their community.
37. The Council's Fairer Future Procurement Framework supports the Council's vision for a fairer future for all in Southwark, so that we honour our promise to deliver value for money and quality services.
38. Our Healthier South-East London goals emphasize the need for more care provided in community settings and a greater focus on helping people to stay well, making services more joined up and making sure that everyone gets the care and outcomes they expect from the NHS.
39. The National Institute of Care and Excellence (NICE) guideline NG74 Intermediate Care including reablement, highlights good practice and makes recommendations on equity of access and a more integrated approach to provision.
40. The Better Care Fund High Impact Change Model highlights a number of tools for health and social care economies to use for managing service user flow and transfers of care. Within the model, intermediate care is an essential component to facilitate early discharge, monitor patient flow in the system, provide multi-disciplinary team assessment and intervention, wrapped around service users' individual needs, assist with early supported discharge schemes and more latterly, with discharge to assess.

Contract management and monitoring

41. There are robust contract management arrangements in place with Anchor Trust. This will be continued and there will be a close oversight of this provision to ensure the key deliverables and benefits are achieved.
42. Additional oversight and monitoring of the reablement beds service will be provided by the multi-disciplinary team to measure activity and ensure outcomes are being delivered.
43. Performance reports will need to be brought in line with the Contract Standing Orders. The following KPIs are proposed for the service:
 - Achievement of individual outcomes (change and maintenance) set at point of admission
 - Improvement in functional ability
 - Individual, friends and family test: Independence and well-being have been improved
 - Reduction in need to care and support on discharge

- % of people (65+) who are still at home after 91 days after discharge
- Reduction in DToC
- Average Length of Stay in service
- Reduction in permanent admissions to care homes

Community Impact Statement

44. Officers have been mindful of the need to have due regard to the Public Sector Equality Duty imposed by section 149 of the Equality Act 2010, which requires the Council to Eliminate discrimination, harassment, victimisation or other prohibited conduct; advance equality of opportunity between persons who share a relevant protected characteristic and those who do not share it; Foster good relations between persons who share a relevant protected characteristic and those who do not share it. Age and Disability are “protected characteristics” under the Equality Act 2010 and the outcome of the Council’s proposed procurement plans will particularly benefit older people and those living with very complex conditions.

Social Value considerations

45. The Public Services (Social Value) Act 2012 requires that the council considers, before commencing a procurement process, how wider social, economic and environmental benefits that may improve the well-being of the local area can be secured.

Economic considerations

46. Developing this new provision is likely to create employment opportunities for local people and being a specialist Reablement service will provide a career progression path for care workers.

Social considerations

47. Residential Care providers create employment opportunities for local people. As part of service development there will be joint working by the provider with health and care professionals in training the care staff. The Provider is committed to improve the skills and expertise of their employees to deliver outcomes for local residents. There will be an increase in the wellbeing and independence of Southwark residents supported by the service.

Environmental/Sustainability considerations

48. Care home refurbishment will not leave large carbon footprints on the environment as workers are likely to live locally; As it is short term service there will be high throughput in the service and is expected this single resource will support 160 residents annually.

Financial Implications

49. This contract variation will be funded through the improved Better Care Fund monies.

Legal Implications

50. Please see the concurrent report of the Director of Law and Democracy below.

Consultation

51. Commissioning Officers are carrying out extensive engagement with care home residents that will inform the delivery of the service. Operational teams across Adult Social and Care and health services have been consulted to co-produce this proposal.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Strategic Director of Finance and Governance (40EN201920)

52. The Strategic Director of Finance and Governance notes the recommendations of the report to extend the contract with Anchor Trust Residential for 2 years from 1 January 2020 to 31 December 2021. Funding for the contract extension has been identified in the Financial Implications section of the report

Head of Procurement

53. This report seeks approval from the Strategic Director of Finance and Governance to vary and extend the contract with Anchor Trust Residential by 2 years from 1 January 2020 to 31 December 2021.

54. This report seeks approval from the Strategic Director of Finance and Governance to utilise a unit at Waterside Residential Care Home run by Anchor Trust as a 16 bed reablement unit.

55. The report confirms the monitoring and management arrangements that will be in place during the life of the contract.

56. This service falls under the EU light touch services and exceeds the EU threshold of £615k under the Public Contract Regulations 2015 (PCR15).

Director of Law and Democracy

57. This report seeks approval to vary an existing contract with Anchor Trust to enable the provision of 16 reablement beds at the Waterside residential care home on a pilot basis.

58. The terms of the contract make express provision for variation by the parties' mutual consent.

59. The estimated value of the proposed contract variation exceeds the advertising threshold for services falling within one of the categories of "light touch" services and therefore the (EU) Public Contracts Regulations apply. The proposal to provide reablement beds is consistent with the permitted grounds for modification set out in the Regulations, as well as with domestic legislation and the council's Contract Standing Orders ("CSOs").

60. The decision to approve the requested variation is one which is reserved to the strategic director of finance and governance under CSOs.

PART A – TO BE COMPLETED FOR ALL DELEGATED DECISIONS

Under the powers delegated to me in accordance with the council's Contract Standing Orders, I authorise action in accordance with the recommendation(s) contained in the above report.

Signature

Date 23-12-19

Designation Strategic Director of Finance and Governance.....

PART B – TO BE COMPLETED BY THE DECISION TAKER FOR:

- 1) All key decisions taken by officers
- 2) Any non-key decisions which are sufficiently important and/or sensitive that a reasonable member of the public would reasonably expect it to be publicly available.

1. DECISION(S)
As set out in the recommendations of the report.

2. REASONS FOR DECISION
As set out in the report.

3. ALTERNATIVE OPTIONS CONSIDERED AND REJECTED BY THE OFFICER WHEN MAKING THE DECISION
See paragraph 31.

4. ANY CONFLICT OF INTEREST DECLARED BY ANY CABINET MEMBER WHO IS CONSULTED BY THE OFFICER WHICH RELATES TO THIS DECISION
None.

5. NOTE OF ANY DISPENSATION GRANTED BY THE MONITORING OFFICER, IN RESPECT OF ANY DECLARED CONFLICT OF INTEREST
<i>If a decision taker or cabinet member is unsure as to whether there is a conflict of interest they should contact the legal governance team for advice.</i>
Not applicable.

6. DECLARATION ON CONFLICTS OF INTERESTS

I declare that I was informed of no conflicts of interests.*

or

I declare that I was informed of the conflicts of interests set out in Part B4.*

(* - Please delete as appropriate)

BACKGROUND PAPERS

Background Papers	Held At	Contact
Case for Change - Reablement Beds Provision	Older People and Complex Needs Team	Name Ramone Nurse Phone number 0207 525 4984
Link: None		

APPENDICES

None

AUDIT TRAIL

Lead Officer	David Quirke-Thornton, Strategic Director of Children and Adults Services	
Report Author	Ramone Nurse, Joint Commissioning Officer, Older People and Complex Needs	
Version	Final	
Dated	12 November 2019	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Strategic Director of Finance and Governance	Yes	Yes
Head of Procurement	Yes	Yes
Director of Law and Democracy	Yes	Yes
Director of Exchequer (for housing contracts only)	N/A	N/A
Cabinet Member	Yes	Yes
Contract Review Boards		

Departmental Contract Review Board	Yes	Yes
Corporate Contract Review Board	N/A	N/A
Date final report sent to Constitutional/Community Councils/Scrutiny Team	Date/Month/Year e.g. 5 July 2010	