

London Borough of Enfield

Portfolio decision

Subject: Procurement of Extra Care Services at Reardon Court

Cabinet Member: Cllr Alev Cazimoglu

Executive Director: of People Tony Theodoulou

Key Decision: 5517

Purpose of Report

- 1 This report sets out the rationale for the procurement of Extra Care Services at Reardon Court by Adult Social Care and the Council Housing service. This is a new scheme, which is currently being built on a site which was an Adult Social Care (ASC) in-house residential care home.
- 2 Key decision 5344 in July 2021 approved the appropriation of Reardon Court from the General Fund to the HRA in accordance with the capital financing rules and valuation which has regard to the intended development for social housing. It also provided delegated authority to procure care services to the Director for ASC in consultation with the Director of Housing and Regeneration
3. The scheme will create new genuinely affordable social housing for older people within the Council's ownership which diversifies the offer for Enfield's ageing residents. The operation and management of the building and accommodation will be provided by the Council Housing team, offering a higher quality of service. Proposals for care and any provider have been developed and will be commissioned in consultation with the housing service.
4. The new Extra Care Scheme is due to be completed early in 2024, with the building being proposed to be handed over to the Council Housing service in February 2024 to prepare for Extra Care operations in April 2024.
5. It is intended the Council will commence market engagement with potentially interested care providers Autumn 2022. Subsequently, the procurement process is scheduled to commence early 2023. A procurement project plan with key milestones has been developed by the service area in consultation with procurement colleagues. The project plan is an appendix to this report.

Recommendation

- 6 To approve the procurement and outsourcing of extra care services to be provided at Reardon Court via a competitive procurement process.

Reason for Proposal

- 7 Cabinet had approved the procurement of Extra Care at the Cabinet meeting held 17th July 2021. Key Decision 5344
- 8 The accommodation will be managed by council housing under the sheltered housing service. A working group has been established to agree the structure and how nominations will apply, including proposals for commissioning an independent Care Provider.
- 9 This option to procure the care and support services ensures that the council remains compliant with procurement regulations, as well as creating the opportunities for providers in the local economy.
- 10 With a growing older population and a general shortage of extra care in the borough, the development of additional extra care housing on the Reardon Court site will contribute to the overarching strategic development of Housing with Care in the borough under the provision of the Decent Homes Guidance and the Housing and growth strategy 2020-3030.
- 11 The financial case that underpins the recommended delivery model for extra care services at Reardon Court is set out in the Part 2 paper.

Relevance to the Council Plan

Good homes in well-connected neighbourhood.

- 12 Social Housing with Extra Care support increases housing choice for adults with support and care needs living in the London Borough of Enfield. It allows for good quality, specialist accommodation options to meet the changing needs of existing and emerging communities.

Sustain strong and Healthy Communities

- 13 The initiative supports families/carers, including hard-to-reach groups to have good access to specialist accommodation options in the London Borough of Enfield, so they are empowered to make informed decisions about where and how they are supported to live.
- 14 Extra Care enables older adults with support and care needs to live fulfilling, independent, healthy lives and contribute to the prevention and early intervention agenda through the development of specialist accommodation options to avoid the need of residential care.

To Build our local economy to create a thriving place

- 15 Reardon Court extra care scheme will provide 70 social rented flats for people over the age of 55+. There will also be on-site communal facilities such as a café, hair salon and communal lounge for both residents and the local community.
- 16 Maximise opportunities for independent living by improving the quality, design and accessibility of specialist accommodation for older people.
- 17 The development of Reardon Court extra care is very close to many facilities such as a supermarket, pubs, community centre and good public transport links.
- 18 Extra care improves the quality of life for the local workforce which includes training, job satisfaction, motivation and health.
- 19 Additional extra care homes in the borough would create local opportunity to avoid inappropriate residential and nursing care admissions.
- 20 Ensure the availability of culturally accessible and socially inclusive specialist accommodation services to support Enfield's diverse population of older people and facilitate community cohesion.

Background:

- 21 On 25th July 2018 Adult Social Care (ASC) received approval from Cabinet to use the site of Reardon Court for an Extra Care facility. Reardon Court was previously used as a residential care home, with extra care provision, however that service was closed in December 2016 as the building was no longer fit for that use. Following Cabinet approval demolition works were commissioned, and the residential care home was demolished ready for the construction of extra care service.
- 22 Key decision 5344 in July 2021 approve the appropriation of Reardon Court from the General Fund to the HRA in accordance with the capital financing rules and valuation which has regard to the intended development for social housing. Contractors are now on site building the extra care scheme. Construction is being managed by Enfield Housing department. As the homes will be let at London Affordable Rent (social housing rents) the accommodation will be part of the Council's own housing stock and will therefore be governed by the provisions of the 1989 Act.
- 23 The revenue funding for care and support in extra care accommodation is separate to the revenue funding to meet housing costs. In rented extra care accommodation, housing costs are recovered from tenants via rents and service charges, as in other forms of social housing. The service charge is the route through which housing costs are recovered, other than those received via rent.

- 24 Extra Care housing is a supported housing option. It improves the lives of vulnerable older adults with a range of housing related support services to help an adult who has social care needs. It balances independent living with an enhanced sense of security. Service users receive support to manage their tenancies and have access to an onsite 24-hour care service.
- 25 Extra Care supports the strategic aims of the Council in relation to accommodation for vulnerable people. It delivers a diverse range of services to meet needs under a 'balanced community' model, with service provided to those who have low, medium or high needs. It prolongs independence through self-help care and improved end of life care arrangements.
- 26 The development of Extra Care Housing on the Reardon Court site enable the Council to increase the long-term security of extra care housing supply, helping to ensure that future costs can be managed, and statutory care requirements can be met.
- 27 In addition Reardon Court extra care services will alleviate budget pressure through
- the reduction of high cost residential placements and community packages
 - the reduction of costs associated with of hospital discharge delays
 - a reduction in costs relating to carer breakdown
 - a reduction in costs relating to the adaptation of inaccessible properties not suited to the mobility needs of some people with physical disabilities
 - a potential reduction in temporary accommodation costs, realised through the increase in local housing supply, and in some instances, release of Council and Housing Association properties which maybe under occupied.
 - a potential reduction in levels of social isolation and loneliness, and costs associated with this through promoting health and well-being a reduction in falls, injuries and subsequent hospitalisation caused by housing design that does not suit the needs of older people and adults with disabilities
 - a reduction in care package costs for older people with dementia who, without this facility, may require 24-hour support in a community setting.
- 28 The development of Extra Care Housing on the Reardon Court site is consistent with local and national drivers for improvement and change including the *Care Act 2014* and *People at the Heart of Care*, a recent adult social care reform white paper
- 29 Based on an assessment of future demand based on the projected population and an assessment of need, Extra care housing supports ASC priorities for Older People in Enfield. It will reduce the number of people who go into long term residential and nursing care, as well as reducing the number of preventable hospital readmissions. It also facilitates timely hospital discharge and enables people to die at home with dignity in a supported environment.

- 30 The provision of good quality, extra care services and activities, will meet service users' identified needs and contribute to equality of opportunity in supporting older and disabled people to live independently. In addition, it strengthens support to carers and increases the level of assistive technology to help provide a seamless quality care service.
- 31 Additional benefits on the development of extra care is that the available community rooms may be used as key resources for the communities in which they are located. They help in the provision of a range of accessible community programmes undertaken by third sector organisations. In addition, they offer opportunities for service users to engage in the social activities provided by these local groups.

A changing demographic and the demand need for Extra Care

- 32 The number of people in Enfield over 65 years of age is forecast to increase by 26% over 10 years from 45,200 in 2020 to 56,800 in 2030. This increase is greater than the overall percentage increase of England (21%) and poses a significant local challenge in terms of developing services to meet future demand. This includes demand for quality, accessible and care focussed housing in later life.
- 33 People are living longer but this does not always come with good health. The number of people with complex needs is increasing and the number of older people (65+) managing long term health conditions, that limit the quality of life is also on the rise. In Enfield in 2020/21 it was projected that over 2,000 older people had a long-standing health condition caused by heart attack (rising to 2,579 by 2025).
- 34 In 2020/21, 1,486 older people were admitted to hospital as a result of a fall (rising to 1,838 by 2030). 257 of this figure resulted in a permanent admission to a residential or nursing home.
- 35 Dementia is also on the rise. In Enfield the estimated prevalence of dementia amongst the population aged 65 is 63.3%. The number predicted to have dementia is forecast to increase from 3,262 in 2020 to 4,084 in 2030.

The Proposed Service

- 36 Reardon Court is the site of a former in-house extra care and residential care home. It is a Council owned site that is well placed to accommodate an extra care housing service, with good transport and community links. It is located in Winchmore Hill, an area of the borough in which the Council supports a high number of older people with adult social care needs and sits adjacent to green space to encourage healthy active ageing.
- 37 Reardon court will consist of 70 flats broken down as follows:-
- 61 one-bedroom flats
 - 5 two-bedroom flats

3 flexi flat one bedroom

1 flexi flat two bedroom

All flats will be wheelchair accessible with assistive technology to enhance independent living and wellbeing. Shared facilities include lounges, a hairdressing/treatment room, activity rooms and sensory green space.

- 38 To be eligible for housing at the scheme residents will need to meet the criteria for allocation of social housing as set out in the Councils Housing Allocation Scheme.

Similar to two other extra care schemes in Enfield, the placement of service users will be based on a balanced community, demonstrated as follows

- 30% of service users with low needs
- 30% service user with moderate needs
- 40% of service users with higher needs

The 40% of people with higher needs is those who would receive 14- 31 hours of care per week.

- 39 The scheme will provide care for a diverse range of older people aged 60 years or over (or aged 55+ if there is a diagnosis of dementia or the applicant has a learning difficulty or physical disability). The service will be accessible, appropriate and welcoming for people of different religions and cultural backgrounds and will be proactive in developing a service that recognises and values diversity.

- 40 A project board for ensuring delivery of the scheme and the procurement of care has been developed, supported by the following steering groups

- Housing
- Care and Support
- Design & Development
- Community, Communication and Engagement

Each group meets on a monthly basis and reports to project board every six weeks.

- 41 The Housing Provider (London Borough of Enfield) will retain an onsite housing management function. Key responsibilities will include

- Repairs
- Rent and Service charges
- Business Continuity
- Housing allocation and nominations
- Void works
- Other issues related to the building, or otherwise, are a landlord's responsibility

- 42 The project team related to Housing are currently responsible for ensuring the above is planned and delivered and are working in conjunction with the project subgroups to deliver the provision of housing management. A Service Level Agreement will form part of the delivery.
- 43 A timeline for procurement has been developed and will commence in November 2022 with a market and stakeholder engagement sessions supported by a draft proposed service model and procurement pathway. It is intended to engage the market and stakeholders throughout the procurement process.
- 44 A series of face-to-face consultations and user engagement meetings will form part of project plan. All Stakeholders will also be given the opportunity to give their views by sending a letter, via a central email address. This will establish what is important to future users and their families and the information captured to be reflected in the service design.

Main Considerations for the Council

- 45 In August 2022 the Strategic Service Development and Procurement Board agreed that the Extra Care Services provided at Reardon Court be put out to tender to ensure effective competition, value and quality of service provision for the scheme is secured. A restricted tender procedure was chosen due to anticipated high levels of interest from the market. The evaluation criteria will be based on 60% Quality and 40% price
- 46 The development of Extra Care Housing on the Reardon Court site is consistent with national drivers for improvement and change set out in the Care Act (2014). Strategic development in this area will contribute to the delivery of a local housing with care market that helps to ensure people receive services that prevent their support and care needs escalating or delay the impact of their needs.
- 47 Extra care housing supports ASC priorities for Older People in Enfield helping reduce the number of people who go into long term residential and nursing care and preventable hospital readmissions. It will also help older people maintain their independence that is more cost effective than traditional alternative forms of care
- 48 Extra care services help to build on the Council's social value priorities by raising the profile of high-quality housing with care options that also links into local economy through employment and social integration with other local community groups
- 49 Evidence demonstrates that the majority of individuals receiving care and support in the community have the potential to continuously improve with the right interventions at the right time. A key principle of developing Reardon Court is to focus the work of the provider on maximising a person's independence and thus reducing reliance on paid support (i.e. commissioned council services, including domiciliary care) and in preventing their level of need from increasing.

- 50 A Market Facilitation Strategy is being produced which will demonstrate how ASC will work with Providers to ensure business sustainability. A market engagement workstream for the delivery of extra care services at Reardon court forms part of the strategy
- 51 The development of Extra Care Housing on the Reardon Court site will enable the Council to increase the long-term security of extra care housing supply, helping to ensure that future costs can be managed, and statutory care requirements can be met. In addition, reductions in residential care would be reflected positively in the national performance indicators.

Safeguarding Implications

- 52 The Enfield Safeguarding Adults Strategy 2018-2023 sets out the need to reduce social isolation, engage with our community to promote a culture where abuse and neglect are not tolerated, and people are supported to protect themselves from harm. There is a link between social isolation and the increased risk of vulnerability and abuse

Public Health Implications

- 53 The continuance and provision of demonstrably effective extra care services with an emphasis on early intervention and prevention are aligned with the broad intended outcomes and philosophies of LBE's current Joint Health and Wellbeing Strategy. We welcome the repeated attention noted as to the adverse impacts of unplanned and/or hospital and other institutional admissions

Equalities Impact of the Proposal

- 54 A Predictive EQIA has been completed on the basis that this is a new service which is yet to commence. The predictive EQIA highlights a limited, negative impact on the protected characteristics and mitigation actions are in place to manage those that have been identified
- 55 The proposed contract will require the successful provider to deliver services which are culturally and gender sensitive by providing cultural awareness training for all staff and matching specific language requirements where possible.
- 56 The specification for the schemes requires the successful organisation(s) to provide training for all staff in areas that will raise awareness of issues faced by vulnerable people from different ethnic backgrounds.
- 57 The successful organisation(s) will be monitored to ensure they are complying with the Modern Slavery Policy of the Council and the requirements of the specification through checking of their records, regular review of services, obtaining service user feedback, monthly monitoring meetings and provision of quarterly performance information to the Council.
- 58 ASC will undertake another EQIA when Reardon Court is fully operational. The Predictive EQIA forms part of the background papers of this report

Environmental and Climate Change Considerations

- 59 A requirement of GLA grant was the project needed to deliver a high sustainability performance. To meet Building Regulations energy standards, the strategy is to connect to the decentralised energy network which complies with the Council's current adopted planning policies.
- 60 The building is to have a thermally efficient building fabric exceeding both the minimum Part L standards and the building fabric performance within the Part L 2013 Notional Building. A 'best practice' air permeability figure has also been targeted to reduce fabric energy losses.
- 61 Any provider commissioned to undertake extra care provision will have to demonstrate systems and processes to manage their impacts on the environment. They will be required to provide data to demonstrate their environmental improvements within their tender and throughout the duration of the contract

Risks that may arise if the proposed decision and related work is not taken

- 62 A significant investment of £30m has already been secured through the Council's Capital Fund and GLA borrowing. to support the future housing need for older vulnerable people living in the borough. Not taking this decision will see a growing demand for older people specialist housing not being met and a building not being used for its purpose.

Risks that may arise if the proposed decision is taken and actions that will be taken to manage these risk

- 63 There is a risk that the construction of the extra care service is delayed which will impact on the timeline for delivering the care services. However, the Care and Support Team are working in partnerships with all the other subgroups as highlighted in paragraph 3. Each group has a risk register which is shared to ensure risks are managed and mitigated with control measures and, when appropriate, escalated to the Project Board.
- 64 A new contract may present opportunities for the Council to improve service users' quality of life and independence and secure efficiencies. However, there is a risk that delay in tenancy uptake upon scheme opening will impact the financial viability of the project through loss of rent and service charging. This risk shall be reduced through the application of an early marketing strategy to promote awareness of the project, including the availability of open days and show flats, to engage potential residents at an early stage.

Financial Implications

- 65 See Part 2

Legal Implications

- 66 The Council has a duty under section 1 Care Act 2014 (Care Act) to promote individuals' wellbeing (as defined in the Care Act). Under section 2 of the Care Act, the Council has a further duty to provide or arrange for the provision of services, facilities or resources, or take other steps, which it considers will contribute towards preventing, delaying or reducing the development by adults and carers in its area of needs for care and support.
- 67 Section 111 Local Government Act 1972 gives a local authority power to do anything which is calculated to facilitate, or is conducive or incidental to, the discharge of any of its function.
- 68 The Council further has a general power of competence under section 1(1) Localism Act 2011 to do anything that individuals may do, provided it is not prohibited by legislation and subject to public law principles. The proposals in this report are in accordance with these powers and will enable to the Council to fulfil its duties under the Care Act.
- 69 The Council must comply with the Public Contracts Regulations 2015 and its Constitution (in particular, the Contract Procedure Rules) in the procurement of the Services. The Council must further ensure that it complies with its obligations regarding best value in accordance with the Local Government Act 1999. The Council is also required to act in accordance with the Public Sector Equality Duty under section 149 of the Equality Act 2010 and have due regard to this when carrying out its functions.
- 70 In entering into property transactions, the Council must comply with the provisions of its Constitution, including but not limited to its Property Procedure Rules. In addition, Section 123(2) Local Government Act 1972 requires a Local Authority to secure the best consideration reasonably obtainable when it disposes of land except on a short tenancy, unless it has the benefit of an express or general consent of the Secretary of State. A short tenancy is defined as a lease of not more than 7 years or the assignment of a lease which has not more than 7 years unexpired of the term.
- 71 The Council must ensure that the contracts and any legal agreements (including any letting arrangements) arising from the matters described in this report are in a form approved by Legal Services on behalf of the Director of Law and Governance and the contract must be executed under seal.

Officers must ensure that the Council's Key Decision process is followed.

- 72 Officers must ensure that the Council's Key Decision process is followed.

(Legal Implications provided by ZS on the version sent on 13/09/2022)

Workforce Implications

- 73 There are no Council workforce implications as staff will be directly employed by the external provider.

Property Implications

- 74 The Care Provider will have no right of occupation. The contract will not confer occupation rights.

Procurement Implications

- 75 Any procurement must be undertaken in accordance with the Council's Contract Procedure Rules (CPR's), the Public Contracts Regulations (2015) and the Council's Sustainable and Ethical Procurement Policy.
- 76 The award of the contract, including evidence of authority to award, promoting to the Councils Contract Register, and the uploading of the executed contract must be undertaken on the London Tenders Portal (LTP) including the future management of the resultant contract.
- 77 The awarded contract will be promoted to Contracts Finder to comply with the Government's transparency requirements.
- 78 In accordance with the Councils CPR's, the service must ensure that a Contract Manager is nominated and allocated to the procurement once uploaded onto the LTP, and that the monitoring requirements are adhered to, including evidence of regular contract reviews.
- 79 The CPR's state that contracts over £100,000 must have a nominated contract owner in the LTP, and for contracts over £500,000 there must be evidence of contract management, including, operations, commercial, financial checks (supplier resilience) and regular risk assessment uploaded into the LTP.
- 80 Given the subject matter and value of the forthcoming contract, robust contract management will be required.

Provided by MJ based on version of report circulated 22 August 2022

Options Considered

The alternative option considered was: -

- 81 Local data on waiting lists for ASC funded extra care housing is consistent with the requirement for more accommodation of this nature, with an average of 4-5 people each month presenting as requiring specialist extra care provision. Both the Council's existing commissioned schemes currently operate to capacity and currently there is a waiting list.
- 82 To directly provide the provision in-house:-
On determining the cost associated with this option it was agreed that this option was not cost effective.
- 83 Given the potential outcomes of the above options considered, the preferred option is to outsource and procure the Reardon Court extra care services

enhancement through a new service specification and contractual arrangement.

Conclusions

- 84 This report seeks approval to procure the Extra Care Services to be provided at Reardon Court via a competitive procurement process. This is a new 70 flats extra care scheme which is currently being built on a site which previously was an Adult Social Care (ASC) in-house extra care with a residential care home facilities.
- 85 This tender process will ensure the procurement of a suitable provider who will deliver quality care services within the budget envelope for the service and that effective competition within the care market secures best value.
- 86 A market engagement process is planned for November 2022. The procurement is planned as a restrictive process and will commence in February 2023. Award of Contract is planned for September 2023 and the extra care contract is planned to commence in December 2023.

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13th October 2022

Appendices

**Part 2
Cost and Saving Calculation Spreadsheet
EQIA**

**Background Papers
Cabinet Report July 2018
Cabinet Report July 2021**