

Decision Maker: Adult Care & Health PDS Committee

Date: 7 September 2022

Decision Type: Non-Urgent Non-Executive Non-Key

Title: **CONTRACT MONITORING - LEARNING DISABILITY COMPLEX NEEDS DAY SERVICE**

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Chief Officer: Kim Carey, Interim Director of Adult Social Care Services

Ward: Borough Wide

1. REASON FOR REPORT

- 1.1 Eleanor Care is the current provider of the Learning Disability Complex Needs Day Service based at Astley Day Centre. This annual monitoring report is being presented in line with the Council's Contract Procedure Rules where the contract value exceeds £0.5m and provides an analysis of Eleanor's performance during the initial contract mobilisation period and the current contract term.
- 1.2 This contract commenced on 16 August 2021 and the initial term is scheduled to terminate on 15 August 2024. A formal 2-year extension option is available to 15 August 2026.
- 1.3 The annual value of this contract is £859k with a whole life contract value of £4,295k if the 2-year extension option is taken.
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2. RECOMMENDATION(S)

2.1 Adult Care and Health PDS Committee is asked to:

i) Note and comment on the contents of this report

ii) Note that the provider is to be reviewed again in 12 months to provide an update on performance and progress made.

Impact on Vulnerable Adults and Children

1. Summary of Impact: To ensure ongoing, suitable community-based provision for adults with learning disabilities.
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Corporate Policy

1. Policy Status: Existing Policy
 2. Making Bromley Even Better Priority:
 - (2) For adults and older people to enjoy fulfilled and successful lives in Bromley, ageing well, retaining independence and making choices.
 - (5) To manage our resources well, providing value for money, and efficient and effective services for Bromley's residents
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Financial

1. Cost of proposal: Not Applicable:
 2. Ongoing costs: Recurring Cost: £859k pa
 3. Budget head/performance centre: Learning Disabilities
 4. Total current budget for this head: £918k
 5. Source of funding: Existing ASC Revenue Budget
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Personnel

1. Number of staff (current and additional): N/A
 2. If from existing staff resources, number of staff hours: N/A
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Legal

1. Legal Requirement: Statutory Requirement
 2. Call-in: Not Applicable
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Procurement

1. Summary of Procurement Implications: None
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Customer Impact

1. Estimated number of users/beneficiaries (current and projected): 60
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Ward Councillor Views

1. Have Ward Councillors been asked for comments? Not Applicable
2. Summary of Ward Councillors comments: N/A

3. COMMENTARY

- 3.1 Eleanor Care is the current provider of the Learning Disability Complex Needs Day Service based at Astley Day Centre. The contract commenced for an initial period of 3 years on 16 August 2021 with an option to extend for a further two years to 15 August 2026. This annual service review is being presented in line with LBB's Contract Procedure Rules and provides an analysis of Eleanor's performance during the initial contract mobilisation period and the current contract term.
- 3.2 Over the past 2 years the Council has completed a thorough reorganisation of its learning disability day services following co-production with service users and carers and with endorsement at the Learning Disability Partnership Board. The reorganisation has focussed upon providing more services within the community rather than in a traditional day centre setting. As part of the reorganisation, people were assessed by social workers, who were assigned to the reorganisation, to determine if they were able to attend community hub-based provision or if they had complex needs, requiring access to the building-based service at Astley. Astley supports approximately 60 people with complex needs whilst the hub-based provision supports around 100 people.
- 3.3 Astley Day Centre is a purpose built, single storey detached property owned by the Council and leased to Eleanor Care to provide day services for people with learning disabilities and complex needs. Complex Needs is defined as having a confirmed diagnosis of profound and multiple disabilities, the most significant of which is a learning disability. Some people may require hoisting and / or 2:1 support for personal care. The service will also be available for adults with behaviour which can be described as challenging when it is of such an intensity, frequency or duration as to threaten the quality of life and/or the physical safety of the individual.
- 3.4 Day services and associated activities aim to meet assessed needs such as:
- Providing a break for carers
 - Providing social contact and stimulation
 - Providing opportunities for maintaining and developing relationships
 - Reducing isolation and loneliness

but there is now a major focus upon:

- Assisting people to develop life skills and independence
 - Enabling them to get a job and achieve a sense of pride and personal satisfaction
 - Empowering people to be active members of the community
 - Generating opportunities to develop friendships and supporting / empowering people to socialise independently
 - Providing opportunities for people to contribute to society in recognition of their strengths, abilities and aspirations
- 3.5 The Core Service provided by Eleanor Care relates to the provision of day opportunities and support at the Astley Day Centre. The number of sessions to be delivered on a weekly basis is 374. A full day's attendance by a service user equates to 2 sessions (AM and PM). Referrals to the Service are made by the Council, following an assessment of the Service User's needs.
- 3.6 To be eligible for this service, service users must:

- Be an adult (aged 18 or over)
- Live in Bromley
- Be assessed as having complex needs and requiring a service in accordance with the Care Act 2014 (or any other policies and guidance adopted by the Council)
- Have been referred to the Provider with relevant and appropriate information from the authorised Care Plan and expected outcomes for the Service User.

- 3.7 The Provider has a responsibility to provide the day service in accordance with the Support Plan and the Care Act. The Provider will discuss with Service Users which skills they wish to develop, and which are perceived as the most important. The Care Act requires providers to focus upon promoting wellbeing and independence and to support people to retain or regain their skills and confidence, prevent needs, delay deterioration and therefore reduce dependency.
- 3.8 Eleanor Care is a national provider, established in 1979 and provides a wide range of services, including Day Centres, Home Care, Care Homes, Supported Living Schemes, Patient Transport and Hospital Logistics.
- 3.9 In addition to this contract, Eleanor Care also provide the Saturday Club Day Service at Astley Day Centre. This service runs every other Saturday for 14 service users on a 1:1 staffing ratio.
- 3.10 Feedback from the Council's Quality Checkers, who include people with disabilities (see 7.2 below), and from various service users is very positive identifying that the service continues to improve in alignment with the Council's aspirations for Learning Disability day activities. The service manager at Eleanor Care is keen to work with the Council and to develop the service further.
- 3.11 It should be noted that the initial contract mobilisation period was particularly challenging for Eleanor Care as they were required to:
- Restart the service after a long period of closure during the pandemic
 - Induct a workforce who transferred from the previous provider under TUPE
 - Implement a different day service model from that which had been in place before the pandemic
 - Work with staff who were returning to a public facing role following the pandemic
 - Manage the understandable anxieties of service users and their carers who were returning to day services whilst Covid cases continued to fluctuate
 - Recruit a permanent service manager in a difficult job market
- 3.12 The issues described above have meant that commissioners have worked very closely with Eleanor Care during the first year of the contract as the service has gained momentum. The Contract Compliance Team have also worked with Eleanor, undertaking a Quality Assessment Form (QAF) in December 2021 and which identified areas to focus upon, these included:
- Improving communications to service users / carers
 - Improvements in relation to staff training
 - Employing staff to provide 1:1 support to vulnerable clients at particular times - that should lead to an overall reduction in staff costs for the Council
 - Introducing a more varied food menu at mealtimes

The Contract Compliance Team have been following up on these issues and commissioners are reassured by the progress Eleanor has made over the past 12 months.

- 3.13 The manager at Astley is well regarded by her staff and most service users. Visits to the day centre suggest that the service has greatly improved and it continues to do so. Commissioners, the Contract Compliance Team and the Quality Checkers will continue to monitor the service and work closely with the manager.

4 SERVICE PROFILE / DATA ANALYSIS

- 4.1 Eleanor Care provide a Complex Needs Day Service for 57 service users currently. Service users attend Astley Day Centre for 1-5 days per week, depending on their assessed need and personal choice. Referrals continue to increase as we emerge from the pandemic and as people transition from children's to adult services.
- 4.2 Key Performance Indicators (KPI's) are part of performance monitoring and must be submitted on a quarterly basis. Contract management meetings are held quarterly and the KPI's are used as a basis for monitoring performance and highlighting areas that may require improvement. The KPI's refer to quantitative activity that is carried out by the provider and this is monitored by the contract manager.
- 4.3 In light of the mobilisation challenges faced by Eleanor Care during the initial year of the contract there has been a delay in acquiring all of the quarterly KPI information. With the continued involvement of commissioners, the Contract Compliance Team and with reports from the Quality Checkers, performance has been comprehensively monitored, commissioners are working with Eleanor Care to ensure robust KPI monitoring is in place.
- 4.4 The Council's Contract Compliance Team monitors the Learning Disability Complex Needs Day Service using the Quality Assessment Form (QAF). This monitors all aspects of performance and is aligned with the areas covered during a Care Quality Commission (CQC) inspection. Whilst day services are not registerable with CQC, the QAF reports provide Eleanor Care and the LBB contract manager with valuable information on performance.
- 4.5 If any areas for improvement are identified during the QAF inspection, action plans will be drawn up with the provider and improvements monitored via repeat inspections. The Contract Compliance Team also undertakes checks with service users and carers to ensure their satisfaction and quality of care. Feedback is shared with the provider to highlight areas for improvement and identify what is working well. The most recent QAF was completed in December 2021 with the next inspection scheduled in September 2022. A Quality Checker visit will also take place during September 2022.

5. PLANS FOR ONGOING IMPROVEMENTS IN PERFORMANCE

- 5.1 The Contract Compliance team have maintained regular contact with the service and it is planned to shortly undertake a further assessment to measure progress and ensure matters are on track.
- 5.2 The service manager at Astley day centre is open to discussing opportunities to improve the service and has been pro-active in proposing new initiatives to improve service user outcomes. Proposals / improvements have included:

- Making greater use of the grounds / garden areas such as developing an area for growing vegetables
- Refurbishment / recycling of old furniture by service users with staff and selling it to fund additional projects
- Producing artwork with staff and selling it to fund additional projects
- Review start / finish times that would offer more choice to service users and their carers and place less strain on transport services at peak times; this has been a particular issue following the pandemic
- Work with other local providers to identify activities that would benefit service users outside of the current opening hours

6. PLANS FOR ONGOING IMPROVEMENTS IN VALUE FOR MONEY

- 6.1 Eleanor Care are open to discussing alternative ways of working that could lead to efficiencies. The service user transport difficulties described above have resulted in a proposal for Eleanor to provide transport to and from Astley day centre. The Council's Transport Team will be exploring this further with Eleanor Care to see if it will ease the transport issues and generate some financial savings.
- 6.2 In addition to this contract, Eleanor Care also provide the Saturday Club Day Service at Astley Day Centre. This service runs every other Saturday for 14 service users on a 1:1 staffing ratio. Eleanor Care staff work across both services which provides opportunity for continuity of staffing that should benefit some service users.

7. USER / STAKEHOLDER SATISFACTION

- 7.1 Eleanor Care ran a satisfaction survey for service users and next of kin in May 2022. The feedback was generally positive; however, the survey was only completed by three people.

Highlights:

- 100% said that their loved ones enjoy their visits to Astley Day Centre
- 100% find the staff helpful, polite and professional
- 100% feel the staff respect the privacy and dignity of their loved ones

Comments regarding the staff and centre included: *“Welcoming and approachable”* and *“Respectful”*.

- 7.2 The Council employs a Quality Checker Team which includes people with disabilities. The team visit services and provide a report of their findings from the perspective of service users whilst including staff feedback and their observations of people receiving the service. Feedback from a recent visit by the Quality Checkers (12/05/2022) was positive and highlighted several improvements to the service since Eleanor Care took over the contract. These include:
- Significant improvements in activities.
 - People using the service can now move freely between activities as they wish. This means that they have more choice in what they would like to do each day.
 - Manager's expectation is that staff support & enable to actively participate which is in alignment with a strengths - based approach.

- There are several people with a learning disability who have roles of responsibility within the service. These will be extended and the aim is to provide paid employment for these roles. One of these roles will be manning the reception area.
- Collaboration with community initiatives and services will enable people to access activities across evenings and weekends. A link has already been established with a brewery called 'Ignition' which is staffed by people with a learning disability.
- The manager is dynamic and has previous experience in various settings which means she has an excellent knowledge of managing services and working with a range of needs.

7.3 Staff feedback obtained during the Quality Checkers visit was also very positive. Comments from staff included:

"The manager really listens to us and respects our opinion"

"The manager is always available if we need to talk to her."

"The whole atmosphere has changed here. Love the fact that we can enable people and they are really taking a full part in the activities."

8. SUSTAINABILITY / IMPACT ASSESSMENTS

- 8.1 The service is predominantly building based but service users also access the community within Bromley which provides economic and social benefits.
- 8.2 The manager at Astley day centre is open to other organisations using the day centre to support people with disabilities as long as it does not impact upon the core provision. Links have been established with a football club and the Lords Taverners.

9. POLICY CONSIDERATIONS

- 9.1 The service set out in this paper is aligned with the Council's statutory duty under the Care Act 2014.
- 9.2 The services described in this report are aligned with the 'Making Bromley Even Better' Priorities:

(2) For adults and older people to enjoy fulfilled and successful lives in Bromley, ageing well, retaining independence and making choices.

(5) To manage our resources well, providing value for money, and efficient and effective services for Bromley's residents

10. COMMISSIONING & PROCUREMENT CONSIDERATIONS

- 10.1 The Contract was awarded via Executive on 30th June 2021(ACH21-032) for a period of 3 years, with the option to extend the Contract for a further period of 2 years. Options for the provision of these services, including the possible Contract extension periods will be considered in January 2024, subject to satisfactory Contractor performance.
- 10.2 In line with Regulation 23.2 of the Council's Contract Procedure Rules, an annual report must be submitted to the Portfolio Holder for all contracts with a value higher than £500k.

11. FINANCIAL CONSIDERATIONS

- 11.1 There are no direct financial considerations arising as a result of this report; this is a block contract with a fixed cost of £859k per annum which is contained within the budget of £918k.

12. PERSONNEL CONSIDERATIONS

Not applicable

13. LEGAL CONSIDERATIONS

Not applicable

Non-Applicable Sections:	[List non-applicable sections here]
Background Documents: (Access via Contact Officer)	[Title of document and date]