

Decision Maker: Adult Care & Health PDS Committee

Date: Tuesday 30th January 2024

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

Title: **CONTRACT MONITORING REPORT - EXTRA CARE HOUSING SCHEMES**

Contact Officer: Jamie Currie, Commissioning Officer
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Chief Officer: Kim Carey, Director of Adult Social Care Services

Ward: Borough wide

1. Reason for decision/report and options

- 1.1 Creative Support and Mears Extra Care Ltd provide care and support services into the six Extra Care Housing (ECH) schemes within Bromley. Creative Support are responsible for Apsley Court, Sutherland Court and Regency Court. Mears manage Norton Court, Crown Meadow Court and Durham House. This annual service review is being presented in line with LBB Contract Procedure Rules and provides an analysis of provider performance during the current contract term.
- 1.2 This ECH contract commenced on the 1st of August 2017 and was originally scheduled to terminate on the 31st of July 2022. A formal 2+2 year extension option was available (up to 31st July 2026). Approval was given for the contract to be extended for two years from 1st August 2022 to 31st July 2024.
- 1.3 The annual value of the Creative Support contract is £2.12m, with a whole life contract value of £12.7m (2017-2024).
- 1.4 The annual value of the Mears contract is £1.75m, with a whole life contract value of £12.6m (2017-2024)
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2. **RECOMMENDATION(S)**

- 2.1 The Portfolio Holder is requested to:
- i) Note the information contained within the report in relation to the provider performance of these two contracts, and that both providers are consistently meeting the Council's standards under the contract.
- ii) Note that the Creative Support and Mears are 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 the continued provision of Housing with Care services for older people living in Bromley.
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Transformation Policy

1. Policy Status: Existing Policy
 2. Making Bromley Even Better Priority (*delete as appropriate*):
 - (2) For adults and older people to enjoy fulfilled and successful lives in Bromley, ageing well, retaining independence, and making choices.
 - (3) For people to make their homes in Bromley and for business, enterprise and the third sector to prosper.
 - (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: £3.87m per annum
 3. Budget head/performance centre: R82450 – R82455
 4. Total current budget for this head: £4,216k
 5. Source of funding: Existing ASC Revenue Budgets
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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: N/A
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Property

1. Summary of Property Implications: N/A
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Carbon Reduction and Social Value

1. Summary of Carbon Reduction/Sustainability Implications: N/A
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Impact on the Local Economy

1. Summary of Local Economy Implications:
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Impact on Health and Wellbeing

1. Summary of Health and Wellbeing Implications:
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Customer Impact

1. Estimated number of users or customers (*current and projected*): A maximum of 271 at any one time

Ward Councillor Views

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

3. COMMENTARY

- 3.1 Creative Support and Mears Extra Care Ltd provide care and support services into six Extra Care Housing (ECH) schemes within Bromley. The two providers each being responsible for three schemes. This annual service review is being presented in line with the Council's Contract Procedure Rules and provides an analysis of both Creative Support and Mears' performance during the current contract term.
- 3.2 Extra Care Housing is the term used for properties which incorporate self-contained flats with the necessary design features and support services to enable independent living. ECH residents rarely require significant 1:1 care or complex medical supervision but they may be at the stage where living without access to 24-hour support is no longer sustainable. While frail and infirm older people are the most common resident group for these schemes, there has been a gradual progression to extend extra care to adults with disabilities as well as younger people with dementia.
- 3.3 Care providers in the schemes are registered with the Care Quality Commission (CQC) and provide personal care to residents when required. The housing landlord owns the building and is responsible for its upkeep, they also manage the tenancy arrangements of the service users and receive rent and service charges for housing and meal provision. All ECH schemes operate in this way with the provision of personal care separated from the housing function; this is a key difference from the way care homes operate and means that a service user can have a change of care provider without having to move from their home.
- 3.4 A typical Bromley ECH development consist of between 50 and 120 flats and contain the following features:
- Purpose-built, accessible building design that promotes independent living and can provide additional support to people as they age.
 - Fully self-contained properties where occupants have their own front doors and tenancies or leases which give them security of tenure and the right to control who enters their home
 - Office for use by staff serving the scheme
 - Some communal spaces and facilities that enable resident activity sessions
 - Access to care and support services 24 hours a day
 - Community alarms and other assistive technologies
 - Safety and security often built into the design with fob or person-controlled entry.
- 3.5 To be eligible for Extra Care Services, clients must:
- be an adult aged 55 or over (in some circumstances younger adults may be referred);
 - be living in Bromley;
 - have been assessed as requiring one of more of the Services in accordance with the Care Act 2014 (or any other policies and guidance adopted by the Council) and;
 - have been referred to the Provider with relevant and appropriate information from the authorised Care Plan and expected outcomes for the Service User.
- 3.6 Nominations are made to ECH schemes following assessment by a care manager on the basis of needs and in accordance with the eligibility criteria set out in the care provider contract. Cases are presented to the Adult Practice Review Group (PRG) for approval. This is to ensure;
- A consistent approach has been applied when evaluating the vulnerable adult's needs,
 - Appropriate ways of meeting their assessed eligible needs have been considered to ensure their safety and wellbeing,

- All possible care options or alternatives for supporting people to live independently as long as possible at home/or in the community are fully explored using the Strength Based Model of Assessing.

If ECH or community-based support options have not already been explored, the PRG will reject any recommendations for residential care

3.7 The ECH model is a more affordable way of providing care to people who have particular needs. In registered care homes, the housing and living costs are part of the overall fee but in ECH schemes, these elements may be funded via welfare benefits. ECH is increasingly being considered as an alternative to care homes, with councils seeking to commission schemes that incorporate a high degree of care and support.

3.8 The Council has six ECH schemes as detailed below:

LBB commissioned ECH Schemes	Crown Meadow Court	Norton Court	Durham House	Regency Court	Sutherland Court	Apsley Court
Location	Brosse Way Bromley	Hayne Rd Beckenham	Durham Ave. Shortlands	Mackintosh St., Bromley	Thesiger Rd, Penge	Wellington Rd, St Mary Cray
Housing provider	Hanover	Housing 21	Clarion	Hanover	Hanover	A2D
Care provider	Mears	Mears	Mears	Creative Support	Creative Support	Creative Support
No of units	60	45	30	60	50	26
Step down units	3	5	4			4

3.9 Creative Support is one of the largest national not-for-profit providers of prevention and care services in England. They deliver services across the UK for 60 different Local Authorities. Creative Support successfully bid for the ECH contract incorporating Apsley Court, Sutherland Court and Regency Court. This contract commenced on the 1st of August 2017. Prior to the contract going out for tender, the council previously operated the Apsley Court scheme.

3.10 Mears Extra Care Ltd currently provides care and support services to 21 extra care schemes across the country and have over a decade of experience providing services in these types of settings. Mears successfully bid for the ECH contract incorporating Crown Meadow Court, Norton Court and Durham House. This contract commenced on the 1st of August 2017. Mears were already providing care and support for the residents of Crown Meadow Court prior to the contract going out for tender, the Durham House and Norton Court schemes were previously operated by the Council.

Service Profile / Data Analysis / Specification

3.11 Within the three ECH schemes, Creative Support and Mears provide personal care and support to service users over 55 years of age with various age related needs. As part of the contracts, the providers are also responsible for the development and delivery of activity programmes that must be suitable for all residents.

Key Performance Indicators (KPI's) form a key part of performance monitoring and are submitted on a four weekly 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 is regularly evaluated by the contract manager.

KPI measures include:

- % of contracted staff covering shifts

- % of agency staff covering shifts
- % of staff on sick leave
- % compliance with training requirements
- Average number of activity sessions per week (over the period)

The KPI's helped to identify some areas requiring improvement during the infancy of the contract and were used by Creative Support and Mears, along with associated action plans, to improve their performance. Both providers are now consistently meeting the targets set out in the contract specification, as well as the % targets within the KPIs Performance over the past twelve months has been on a par with the previous year. We have seen continued improvements on the activities front, with objectives actually being exceeded at some of our schemes.

3.12 The ECH schemes are subject to inspection by the Care Quality Commission (CQC). The schemes achieved the following ratings from their most recent inspections:

- Apsley Court – Rated GOOD (Last report published on 24 August 2021)
- Regency Court – Rated GOOD (Last report published on 2 November 2021)
- Sutherland Court – Rated GOOD (Last report published on 2 May 2019)
- Crown Meadow Court – Rated GOOD (Last report published on 3 September 2022)
- Durham House and Norton Court – Rated GOOD (Last report published on 27 July 2022)

3.13 The Council's Quality & Provider Relations Team monitors all of the ECH schemes using the Quality Assessment Framework (QAF). This monitors all aspects of performance and is aligned with the CQC inspection so that providers have early notice of any concerns that would be picked up during a CQC inspection. The QAF reports provide Creative Support, Mears and the LBB contract manager with feedback and are an agenda item at quarterly contract management meetings.

3.14 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. Both Creative Support and Mears have proven to be proactive in their response to findings in the QAF inspections, and the Contract Compliance Team have no current significant concerns in relation to any of the six Extra Care schemes. The Contract Compliance Team also undertakes checks with service users to ensure their satisfaction and quality of care. Feedback is shared with the provider to drive potential areas for improvement, as well as to highlight what is working well.

3.15 The most recent QAFs for each of the schemes were completed on;

Apsley Court – December 2022

Regency Court – December 2022

Sutherland Court – December 2022

Crown Meadow Court – June 2023

Durham House – April 2023

Norton Court – April 2023

Continuous Improvement and Value for Money

- 3.16 Our Extra Care Housing KPIs were revised three years into the contract following close consultation with both Creative Support and Mears. These KPIs provide a wealth of information that is useful in driving improved performance. The Provider Dashboard includes dedicated areas for compliments and complaints, staffing levels, training information and attendance at activities that build into a quarterly progress report. The quarterly progress report is utilised in conjunction with any action plan to ensure that performance continues to improve through the life of the contract.
- 3.17 Areas of significant importance to extra care residents include social interaction and the flexibility of care provision. Our ECH care providers have engaged with local businesses and the wider community to help develop and expand the range of activities available to residents. The level of activities and tenants' participation is reviewed at contract management meetings. Discussions have taken place to open a selection of activities up to Bromley residents living outside of extra care, and thus further increase social interaction.
- 3.18 Creative Support and Mears undertake care tasks based on need and an assessed care plan, they do have a level of flexibility available to them via a tolerance process. The ECH Operations Team regularly reviews this and conversations are held with service users to ensure they are happy with the way their care is being delivered. The feedback from this is taken into account when considering service user satisfaction and the quality of care.
- 3.19 There are now step down units at four of our six Extra Care schemes. These flats are a vital resource for both hospital discharges, as well as clients in the community in need of short term housing with care provision. Most recently, Crown Meadow Court has seen three flats be utilised for step down purposes with a focus on hospital discharges, as well as the use of Assistive Technology. This resource will be of particular importance as part of winter planning. Intelligence from Assistive Technology usage is of significant benefit when it comes to Housing with Care strategy and future commissioning plans.

Opportunities for further progress

- 3.20 Our care providers are happy to continue engagement with wider LBB projects. Examples of where this has worked well previously include Tackling Loneliness and Day Opportunities. Mears and Creative also both undertake ongoing work when it comes to improving and refining the activities on offer for scheme tenants. Regular residents' meetings provide opportunity for engagement, feedback on what is working well, and any changes the residents would like to see. With the step-down flats at Crown Meadow Court still in their infancy, the next year will be important in terms of data gathering to help inform any improvements to the hospital discharges. Mears and Creative Support staff will be a crucial part of that process.

4. SOCIAL VALUE, CARBON REDUCTION AND LOCAL / NATIONAL PRIORITIES

- 4.1 Extra care schemes actively encourage the wider community to get involved in activities and be a part of the community. The Creative Support Extra Care Schemes are available for use by external providers and non-residents. This is facilitated following a safe and well managed process which aligns with the needs and requirements of existing residents. One example of this are the day opportunities on offer for people with a diagnosed Learning Disability. Additional Day Opportunities for older people have also been explored at one of the Mears schemes.
- 4.2 Both Mears and Creative have been involved with Tackling Loneliness in Bromley. LBB's Principal Loneliness Champion has been to visit Crown Meadow Court and her input was well received by residents and staff. The shared information is being taken forward by Mears and Creative to ensure residents can benefit from any existing resources available within the borough. The Extra Care Schemes have also been part of a Christmas Card and Pen Pal project under the Tackling Loneliness umbrella.

5. STAKEHOLDER ENGAGEMENT / USER SATISFACTION

5.1 Creative Support's most recent customer satisfaction survey results, published in August 2022, are as follows:

Apsley Court

100% of residents were satisfied with the quality of the care and support services provided by Creative Support.

Regency Court

100% of residents were satisfied with the quality of the care and support services provided by Creative Support.

Sutherland Court

100% of residents were satisfied with the quality of the care and support services provided by Creative Support.

Service User Feedback

- *"I am comforted knowing that mum is receiving a high standard of care and has her own flat"*
- *"Office staff are always on hand to offer advice and reassurance"*
- *"Staff help me get to appointments and assist me with my meals"*

5.2 Mears' most recent customer satisfaction survey results, published in March 2023, are as follows:

Crown Meadow Court

100% of residents were satisfied with the quality of the care and support services provided by Mears. 46% rated the care as outstanding. (46% 10/10, 10% 9/10, 27% 8/10, 10% 7/10, 2% 6/10, 5% 5/10)

Durham House

100% of residents were satisfied with the quality of the care and support services provided by Mears. 53% rated the care as outstanding. (53% 10/10, 12% 9/10, 35% 8/10)

Norton Court

100% of residents were satisfied with the quality of the care and support services provided by Mears. 63% rated the care as outstanding. (63% 10/10, 24% 9/10, 13% 8/10)

Service User Feedback

- *"It is a joy to be with people that are happy with what they do. It reflects on the residents and makes us happy"*
- *"Carers are very approachable, respectful and I am treated as an individual"*
- *"I do my best to be independent and the carers appreciate this but will help if needed"*

5.3 LBB and Creative Support have an excellent working relationship which has been built over the duration of the contract thus far. Although our care providers are feeling the effects of the cost-of-living crisis and related financial pressures, Commissioning were still able to negotiate a cost saving against the agreed uplift rate for this financial year. This demonstrates the importance and benefit of contract and relationship management between the borough and our Extra Care providers. The ECH Operations Team are also of the opinion that the relationship between care management staff and Creative Support is in a good place.

5.4 Feedback on Creative Support obtained from the Operations Team;

- *“Creative staff at Regency Court are always courteous and helpful”*
- *“Scheme managers are knowledgeable and able to engage with residents”*
- *“Incidents and issues are regularly shared with the ECH Operations Team”*

5.5 Mears’ Regional Director has commented that our regular monitoring meetings and clear lines of communication with operational staff is particularly effective to the smooth running of the service. Scheme managers feel that relationships have greatly improved over time and this has led to a more open dialogue where concerns are raised before they become an issue. Colleagues in the care management teams have provided positive feedback on the service provided by Mears. Regular feedback from care management contributes to the monitoring of this service and the ECH Operations manager has been fully consulted during this review process.

5.6 Feedback on Mears obtained from the Operations Team;

- *“The managers give regular updates on client issues”*
- *“Residents at Norton Court are often complimentary about care and support”*
- *“Response times are impressive”*
- *“Mears staff are professional and usually very helpful in collaborative working”*
- *“Management and staff are professional and friendly”*

6. PROCUREMENT AND CONTRACT ISSUES

6.1 . A final extension option is available for the Extra Care Housing contracts with Mears and Creative Support. This would be for a period of two years, commencing 1 August 2024 and expiring 31 July 2026. It is intended for this option to be taken, with a Gateway report in progress under Chief Officer delegated authority.

7. TRANSFORMATION/POLICY IMPLICATIONS

7.1 Bromley’s Extra Care Housing Service is delivered in accordance with the Care Act 2014. It delivers on the Council’s vision to support people in Bromley to live an independent, healthy, and happy life for as long as possible.

8. IT AND GDPR CONSIDERATIONS

N/A

9. STRATEGIC PROPERTY CONSIDERATIONS

9.1 All the properties utilised under these contracts are owned by external Registered Social Landlords. The Council has sole nomination rights into all these properties.

10. PROCUREMENT CONSIDERATIONS

10.1 In line with 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 The actual and estimated costs of the current contracts are detailed in the table below. Actual costs are likely to vary as a result of individual clients needs, as well as future levels of inflation/national living wage increases.

	Mears	Creative	Total
	£'000	£'000	£'000
<u>Core contract (including approved two-year extension)</u>			
2017/18 (8 months)	1,232	1,061	2,293
2018/19	1,859	1,672	3,531
2019/20	1,881	1,694	3,575
2020/21	1,763	1,640	3,403
2021/22	1,832	1,874	3,706
2022/23	1,699	1,897	3,596
2023/24 (est)	1,759	2,127	3,886
2024/25 (4 months) (est)	586	709	1,295
	12,612	12,674	25,286

11.2 The overall budgets for the contract, voids and support payments to Housing Associations, and client income against actuals to date are set out in the table below:

	Budget			Actual				Variation
	Contract	Income	Net	Contract	HA voids / support	Income	Net	Net
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
2018/19	3,670	-975	2,695	3,531	138	-959	2,710	15
2019/20	3,744	-994	2,750	3,575	29	-896	2,708	-42
2020/21	3,967	-994	2,973	3,403	122	-717	2,808	-165
2021/22	4,167	-1,004	3,163	3,706	135	-684	3,157	-6
2022/23	4,328	-1,045	3,283	3,596	133	-855	2,873	-410

11.3 At present, an overall underspend of £70k is projected for 2023/24. This is due to an underspend on the contract costs of £458k, as the number of hours are at the minimum level due to the high number of voids, which is substantially offset by a shortfall in client income (£277k) and void payments of £112k.

12. PERSONNEL CONSIDERATIONS

N/A

13. LEGAL CONSIDERATIONS

N/A

Non-Applicable Headings:	[List any of headings 4 to 15 that do not apply.]
Background Documents: (Access via Contact Officer)	[List any documents used in preparation of this report - Title of document and date]