

Finance and Budget Committee

10am, Thursday, 6 June 2013

Specialist Care Home Places

Item number 7.11

Report number

Wards

Links

Coalition pledges [P37](#)

Council outcomes [CO10](#), [CO11](#), [CO13](#)

Single Outcome Agreement [SO2](#)

Peter Gabbitas

Director of Health and Social care

Contact: Catriona Lyon, Planning and Commissioning Manager (Older People)

E-mail: catriona.lyon@edinburgh.gov.uk | Tel: 0131 553 8463

Executive summary

Specialist Care Home Places

Summary

A procurement exercise has been undertaken to provide three types of specialist care home services. Following evaluation of proposals from providers there is now opportunity for the Council to work in partnership with the independent care home sector to provide two forms of specialist care home place services. These are:

- Respite: This is a specialist service in one self-contained unit for people with dementia, or other neurological conditions. The service will have the capacity to support people who are themselves distressed or who exhibit behaviour others find distressing.
- Step up/step down: This is a specialist service which will reduce delayed discharge from hospital by providing short-term intermediate care in a care home setting and will be provided by two independent sector providers.

A third service was advertised but no provider was willing to offer a specialist long term service for people with distressed or distressing behaviour. Further consideration will be given to exploring whether we can encourage the market to respond to this particular need of the Council or whether this will need to be developed in-house.

Recommendations

It is recommended that the Finance and Budget Committee:

1. Notes that the funding for the step down service will be from the Change Fund in year one. Ongoing funding has been agreed by NHS Finance and Resources Committee.
2. Notes that the funding for the respite service will be met through the approved demographic monies for older people.
3. Approves the award of two contracts to Bupa Care Homes (ANS) Ltd, one for a specialist respite unit and one for step up/step down places in two units;
4. Approves the award of one contract to Care UK Community Partnership Ltd for step up/step down places in two units;
5. Requests that the Finance and Budget Committee delegates authority to the Director of Health and Social Care to contract further step up/step down places to satisfy the original requirement of 60 places; and

6. Authorises the Director of Health and Social Care to agree the final terms of the contracts and to enter into the contracts.

7.

Measures of success

This service is being set up as a pilot and outcomes of success will include:

- reduction of number of older people moving directly from hospital to a long term care home place;
- contribute to achieving the standard required by Scottish Government HEAT targets by preventing people delayed in hospital for over 28 days from April 2013 and then for over 14 days from April 2015. This will reduce demand for NHS boarding beds.

As well as contract monitoring and review of individual support needs there will be evaluation of care home step up down in terms of its impact on the wider system and its contribution to meeting the outcomes identified by service users and carers.

Financial impact

The total cost to the Council for lots 2 and 3 will be £2,576,520 per annum. The contracts will be for a period of 4 years (including options for extensions).

Equalities impact

An Equality Rights Impact Assessment has been developed during planning and procurement stages of service development and will continue to be monitored through the implementation stage.

Sustainability impact

As part of this procurement exercise, bidders were asked to evidence sustainability and community benefits as part of their organisation. Both bidders have demonstrated local employment and opportunities for career development as well as community engagement. Bupa referenced their “green refurbishment programme” and explained it had been instigated in the care homes where these services would be delivered. This programme is designed to reduce waste and carbon emissions. Care UK’s home, Cairdean, is a new build home built to the latest requirements.

Consultation and engagement

The Scottish Government has identified the services being procured as priority services for NHS and Local Authorities to deliver. Service specifications for specialist care home services have been developed in consultation with older people, with partners in NHS and through workshops with independent providers. The development of these services has been included in the Edinburgh Joint Commissioning Plan for Older People 2012-22 (EJCP). This plan has been subject to wide consultation. Moreover, the implementation plan for these services includes further consultation and engagement with partners within Council service area and NHS as well as service users and carers.

Background reading / external references

Care home Step Up/ Down

- [Developing Intermediate Care](#)
- [Intermediate Care reading list: Kings Fund](#)
- [Intermediate Care: Halfway Home](#)
- [Intermediate Care in Scotland: a partnership approach: Joint Improvement Team](#)

Care home respite

- [Respite Care Scotland 2012: Scottish Government](#)

Specialist Care Home Places

1. Background

- 1.1 The City of Edinburgh Council is committed to shifting the balance of care (from 30% in 2012 to 40% in 2018) towards supporting more people to live in their own home for as long as possible. In addition, the Council is committed to providing specialist services for people living with dementia and to their family carers.
- 1.2 The Edinburgh Joint Commissioning Plan 2012-22 (EJCP) highlights the need to develop both permanent care and respite provision for people with dementia who are distressed or exhibit behaviours others find distressing and to develop step up/step down provision to avoid hospitalisation where possible and to minimise the hospital stay.
- 1.3 Additional specialist long term care is required in Edinburgh to meet the needs of older people with dementia or other neurological conditions who exhibit distressed or distressing behaviour. At present a number of these individuals are delayed in hospital due to lack of appropriate facilities in the community.
- 1.4 Shifting the balance of care towards home support will have an increased impact on those family members who are caring for someone with dementia who may be exhibiting distressed or distressing behaviour. It is essential that, if carers are to be supported to continue their caring role whilst maintaining their own health and wellbeing, that adequate specialist respite services are available. Currently, there is limited capacity within Edinburgh care homes for respite for older people and the Council's performance in 'over night respite weeks' for older people provision ranked 29th out of 32 Scottish Local Authorities in 2012. Furthermore, the respite service that is currently available cannot always manage the complex behaviour of people with dementia or with other neurological conditions.
- 1.5 Step up/step down will provide an alternative to hospital care for older people who are medically stable but unable to manage at home over a short period. The service is designed to reduce delayed discharge from hospital and reduce length of stay in hospital for older people specifically the number of occupied emergency bed days for people aged 75. Developing this service will help to ensure that the national delayed discharge targets can be met¹. Older people will

1.1 ¹ From April 2013 no one will wait more than 28 days to be discharged from hospital into a more appropriate care setting, once treatment is complete, and this will be followed by a 14 day maximum wait from April 2015.

benefit from spending less time in hospital in a setting where outcome focused and person centred planning can take place.

2. Main report

- 2.1 This service falls within The Public Contracts (Scotland) Regulations 2012 Part B services. Although a Part B Services Contract is not subject to the full rigours of the regulations, the requirement for openness, transparency and fair and equal treatment remains, as does the need to comply with the Council's Standing Orders.
- 2.2 Anticipating a limited number of potential providers that could provide the services a Future Contract Opportunity (FCO) notice was placed on the Public Contracts Scotland website to try and ascertain the potential market.
- 2.3 From the FCO 15 notes of interest were obtained. Following this, all providers that noted interest were invited to a presentation where further information on the Council's requirements and intended procurement process were explained.
- 2.4 This also gave an opportunity for the potential bidders to seek advice, ask questions and give suggestions on how the procurement process would work.
- 2.5 It was clear from this market research that few providers would be in a position to bid for a contract.
- 2.6 Due to the complexity of the requirement and the limited supply base, the project board approved the use of a dialogue process rather than a conventional tendering process to help formulate the bidders' solutions and form the basis of their bids.
- 2.7 The requirement was sub-divided into three lots.

Lot Number	Service Name	Service Description
Lot 1	Permanent	Service for between 10 – 15 permanent specialist care home places, in one self contained unit for people with dementia, or other neurological conditions, who are themselves distressed or who exhibit behaviour others find distressing.
Lot 2	Respite	Service for between 10 – 15 specialist respite care home places in one self contained unit for people with dementia, or other neurological conditions. The Service will have the capacity to support people who are themselves distressed or who exhibit behaviour others find distressing.
Lot 3	Step Up/Step	Service for between 10 – 60 places for the

	Down	delivery of step up/step down care home places in self contained units with a maximum unit size of 15.
--	------	--

- 2.8 The opportunity was therefore advertised on the Public Contracts Scotland portal on 7 December 2012.
- 2.9 In response to this advert three providers submitted a Pre-Qualification Questionnaire and have been evaluated and found to be acceptable. All three providers were Invited to Participate in Dialogue (ITPD).
- 2.10 The stages in the procurement process were as follows:-
- Initial Proposal – bidders were asked to submit the ITPD. This document comprised of a range of questions which asked bidders to outline how they would fulfil the requirements of the service they were bidding for.
 - First Dialogue – bidders were then invited to discuss their proposal with Council officers. From this face-to-face meeting, notes and further questions were then sent to the bidder to further enhance their bid.
 - Second Dialogue – bidders were then invited back to discuss the response to the first dialogue and the financial aspects to their bid. Again from this meeting, notes and further clarification questions were formulated and sent to the bidder.
 - Final submission – the bidders were then asked to submit their final written bid based on the original documentation and the information they obtained during the dialogue stages. This bid was then evaluated based upon the published award criteria of 70% quality / 30% price.
- 2.11 The procurement process was designed to be flexible in order to take account of the complexity of the services, the care home marketplace, the care home design issues the bidders may have and the short timescale for implementation.
- 2.12 The ITPD return date was the 30 January 2013, with dialogue phases lasting until 22 March 2013. Only two providers submitted ITPD documents.
- 2.13 Subsequent clarifications have taken place for minor aspects of both bids.
- 2.14 This dialogue process has resulted in significantly improved bids in terms of quality, value for money and financial risk. For example further investment in the care home by the bidder and mitigating against the risk of inflationary uplifts.
- 2.15 The outcome of the tendering process is as follows:
- 2.15.1 **Lot 1 Permanent Specialist Care Home Places**
- No providers submitted a final proposal to deliver this service. The dialogue suggested that providers were unwilling to develop a permanent service for people with dementia and complex behavioural needs. As provision of specialist dementia services for Edinburgh

communities is a priority within the EJCP, alternative ways of developing this service within Council provision will be explored.

2.15.2 Lot 2 Specialist Respite Care Home Places.

- Bupa Care Homes (ANS) Ltd is the only provider to submit a final proposal to provide specialist respite care. The evaluation panel considered their submission to satisfy requirements of the service specification. Bupa Care Homes (ANS) Ltd has offered one unit of 12 places at Braid Hills Care Home.

2.15.3 Lot 3 Specialist Step up/Step down Care Home Places

- Provision of care home step up/step down has generated more interest from providers and Bupa Care Homes (ANS) Ltd and Care UK Community Partnership Ltd have submitted final proposals. Due to capacity within the current market being limited, the two proposals still do not satisfy the Council's requirement for up to 60 care home step down beds. However there may be capacity to fulfil this requirement in the future and this will continue to be explored.
- The Bupa Care Homes (ANS) Ltd offer

Service	Lot 3 Step Up/ Step Down
Number of Places	27 in two units, one of 12 and one of 15.

- The Care UK Community Partnership Ltd offer

Service	Lot 3 Step Up/ Step Down
Number of Places	20 in two units of 10.

2.16 The final proposals were evaluated by Health and Social Care and the quality scores were as follows:

	Bupa Care Homes (ANS) Ltd	Care UK Community Partnership Ltd
Lot 2 Respite	64.38	No Bid
Lot 3 Step Up/Step Down	62.50	67.50

2.17 The total cost to the Council will be £2,576,520 per annum and for a period of 4 years (including options for extensions).

3. Recommendations

3.1 It is recommended that the Finance and Budget Committee:

- approves the award of two contracts to Bupa Care Homes (ANS) Ltd, one for specialist respite and one for step up/step down places;
- approves the award of one contract to Care UK for step up/step down places;
- requests that the Finance and Budget Committee delegates authority to the Director of Health and Social Care to contract further step up/step down places to satisfy the original requirement for 60 beds subject to the costs being within the approved budget and:
- authorises the Director of Health and Social Care to agree the final terms of the contracts and to enter into the contracts.

Peter Gabbitas

Director of Health and Social Care

Links

Coalition pledges	P37 – Examine ways to bring the Council, care home staff and users together into co-operatives to provide the means to make life better for care home users
Council outcomes	CO10 – Improved health and reduced inequalities CO11 – Preventative and personalised support in place CO13 – People are supported to live at home
Single Outcome Agreement	SO2 – Edinburgh's citizens experience improved health and wellbeing, with reduced inequalities in health
Appendices	Appendix 1 – Selection Criteria Appendix 2 – Award Criteria Appendix 3 – Scoring Methodology

Appendix 1 – Selection Criteria

Selection Criteria

Selection Criteria Themes	Weighting (%)
Experience of Delivering similar services	25
Organisational Structure	10
Business Continuity	5
Quality Management - Communication	10
Quality Management Review Procedures	10
Complaints and Service User Feedback	10
Environmental – Waste Management	5
Health & Safety Advice	5
Workforce Training	10
Health & Safety Review	5
Safe Methods of Working	5

Appendix 2 – Award Criteria

Award Criteria – Lot 2 Specialist Care Home Place Services - Respite

Award Criteria	Weighting (%)
Service Environment	10%
Responsiveness and continuity	15%
Personalised support	15%
Staffing	10%
Staff Training & Development	10%
Equalities	5%
Collaborative working	10%
Implementation	10%
Business Continuity	5%
Community Benefit	5%
Service Quality and Quality Assurance Arrangements	5%

Award Criteria – Lot 2

Specialist Care Home Place Services – Step Up / Step Down

Award Criteria	Weighting (%)
Service Environment	15%
Responsiveness and continuity	10%
Personalised support	15%
Staffing	10%
Staff Training & Development	10%
Equalities	5%
Collaborative working	5%
Implementation	10%
Business Continuity	5%
Community Benefit	5%
Service Quality and Quality Assurance Arrangements	10%

Appendix 3 – Scoring Methodology

Scoring Methodology

Score	Description
0 Unacceptable	Nil or inadequate response. Fails to demonstrate an ability to meet the requirement.
1 Poor	Response is partially relevant but generally poor. The response addresses some elements of the requirement but contains insufficient/limited detail or explanation to demonstrate how the requirement will be fulfilled.
2 Acceptable	Response is relevant and acceptable. The response addresses a broad understanding of the requirement but may lack details on how the requirement will be fulfilled in certain areas.
3 Good	Response is relevant and good. The response is sufficiently detailed to demonstrate a good understanding and provides details on how the requirements will be fulfilled.
4 Excellent	Response is completely relevant and excellent overall. The response is comprehensive, unambiguous and demonstrates a thorough understanding of the requirement and provides details of how the requirement will be met in full.