



**HEALTH AND SOCIAL CARE SCRUTINY PANEL**  
**DATE: THURSDAY 10<sup>th</sup> MARCH 2005**

**Agenda  
Item No.**

**7**

**REPROVISION OF RESIDENTIAL AND DAY CARE SERVICES FOR OLDER PEOPLE**

**Ward(s)** All

**Portfolios:** Cllr A Paul - Portfolio Holder for Health and Social Care

**Summary of report:**

This report updates Scrutiny Panel of progress made relating to the reprovisioning of Older People Homes

**Background papers:**

Cabinet reports: progress and future commissioning plans as they relate to the reprovision of residential and day care services for Older People July 2004.

Commissioning plan and reprovision model for Older People's services February 2004.

Commissioning services for Older People, commissioning plan October 2003.

Outcome of Soft Market Testing exercise

**Reason for scrutiny:**

To note and consider the progress achieved and the proposals for the next stages of the reprovision project

**Signed:**

**Executive Director:** David Martin

**Date:** 2<sup>nd</sup> March 2005

**Resource and legal considerations:**

- None directly arising out of this report.

**Citizen impact:**

- The plans for the re-provision of Older People's services aim to improve the range, quality, and choice of service for Older People in Walsall, enabling people to remain in their own home as an alternative to residential care. Services will be developed within key locality areas, which will provide opportunities for the development of a range of community based services, including extra care housing that will provide realistic alternatives to residential care.

**Environmental impact:**

- None directly arising out of this report.

**Performance management:**

- A risk assessment will be developed as part of stage 2 of this project.
- The re-provision of Older People's services aims to impact positively on the following Performance Indicators:
  - PAF C26 Admissions of Older People to residential and nursing homes.
  - PAF C32 Older People helped to live at home.
  - PAF C28 Intensive home care.
  - PAF B11 Intensive home care as proportion of home care and residential care.

**Equality Implications:**

- This re-provision plan will facilitate the development of appropriate services for Older People from Black and Minority Ethnic Groups and will assist to equitable access to services based on individual assessed need.

**Consultation:**

- This report has been prepared in consultation with the re-provision project team, the Joint Agency Redesign Group, and the Officer/Member Working Group, and following two staff/Member workshops.

**Vision 2008:**

- The reprovision of the Council's residential and day services has synergy with priority 5 "to make Walsall a healthy and caring place" The reprovision of these key services will enhance opportunities to remain living at home and provide alternatives to conventional residential care.
- The proposals will also contribute to meeting priority 9 'listen to what local people want'. Intrinsic to the reprovision plan will a process of consultation with all key stakeholder groups, including Older People both as service users and as citizens.

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1.

The Scrutiny panel recommend that the reprovision project should progress to pre-tender preparation stage, including further consultation with key stakeholders and potential partners

## 2. **SUMMARY**

2.1

- In July 2004, Cabinet considered a progress report concerning the reprovision of the Council's directly provided residential and day care services for Older People. The aforementioned report outlined progress made regarding the consolidation of the reprovision plan and summarised action required to move this plan forward.
- Central to the process outlined within the July Cabinet report was firstly the formation of an Officer/Member Working Group and secondly the undertaking of a soft market testing exercise to gauge the extent of potential interest from appropriate organisations if the Council decided to tender the existing service.
- This Scrutiny report provides an outline of work that has been undertaken since the date of that cabinet report .The report documents the outcome of soft market testing, the formation and subsequent work of the Officer/ Member Group and a synopsis of other progress regarding the implementation of the Council's strategic intentions for the service reconfiguration and reprovision.
- The strategic intention includes the development of extra care housing, dementia care services and intermediate care to provide realistic alternatives to residential care thorough this development of community based services for Older people.
- Also set out in this report are proposals and clarification regarding the next stages of the reprovision project together with a suggested approach to be followed during this pre- tender stage (stage 2) of the project.
- A PowerPoint presentation will be made to Scrutiny Panel to provide further information on the reprovision project.

### **Outcome of Soft Market Testing (SMT)**

- The SMT exercise was authorised by Cabinet in July 2004. SMT was one of a series of recommendations made by the consultancy company KPMG, who were appointed in 2004 to advise the Council on the most appropriate way of meeting the Council's aspirations to reprovise the current stock of residential and day care services for Older People.
- SMT was identified by KPMG as an early task within the reprovision project plan.

The exercise had two main objectives;

- To ascertain whether appropriate organisations would be willing to submit tenders for any subsequent re-provision tendering process enacted by the Council
- To identify factors which might encourage or deter agencies from submitting tenders
- The method used was a soft market-testing questionnaire that respondents were asked to complete in respect of:
  - (a) General issues
  - (b) Finances
  - (c) Contracts
  - (d) Structures
  - (e) Employment
  - (f) Procurement
  - (g) Other
- SMT was undertaken at the end of last year. A total of 25 enquiries were received which resulted in 7 returned questionnaires, one of which was not included in the evaluation as it was from a “for profit” organisation and therefore did not meet the required organisational profile agreed previously by the Council. Of the six organisations, three had a local presence in Walsall and are already working in some form of partnership with the council while the remainder, all major national organisations, are not currently working with the authority.
- The subsequent evaluation was undertaken by a panel of key staff from WMBC and Walsall Teaching Primary Care Trust drawn from appropriate professional disciplines. Each team member was required to evaluate a set of questions, which reflected their area of expertise.
- Evaluators were asked to undertake a qualitative evaluation of the responses for each question and identify the pertinent points of strategic relevance to the Council in shaping any future tender documentation.
- The exercise demonstrated that potentially there are appropriate “not for profit” organisations with a history of re-provision who would be interested in tendering for the service. Respondents felt that the size of the proposed package was appropriate and all showed an interest in the balance and range of service provision.

These action-learning points from this exercise are listed below and will be incorporated into the next stage of the project plan:

- The Council needs to decide its preferred option for the hybrid partnership, one partner or a consortium, or ‘best fit’ for any individual scheme.
- The Council needs to confirm the size of the proposed re-provision package and whether any diversification of the package would be appropriate
- Decide and consolidate the model of partnership.

- The procurement process requires detailed scoping and greater clarity of process to be followed.
- The specification for each element of the proposal needs to be considered.
- More sophisticated and detailed financial modelling is required.

#### Member/Officer Group.

- This group was constituted in September 2004 and has been meeting on a monthly basis and can meet more frequently depending on project activities and milestones.

The role of the group is:

- To drive and oversee the delivery of the project.
- To ensure high-level ownership of the direction of the project.
- To offer support and challenge to lead officers.
- This group has provided guidance and leadership on a number of critical aspects of the work of the reprovision team, this has included signing off the soft market testing pack, consolidation of service model, and financial framework, which will be applied to scope and identify all of the costs associated with the reprovision plan.
- A joint agency redesign group has been established which replaces the original reprovision board which has a wider brief to act as sponsor to all of the service redesign projects to ensure that service modernisation is managed in an integrated way.

#### Summary of progress to date and next stages.

- The project team has been reconstituted with an appropriate membership to ensure that the project plan is effectively managed and delivered thereby guaranteeing that the reprovision plan is enacted in a robust and transparent way. The project team commenced with a review of work as at July 2004 and developed a detailed project plan to ensure that all key activities were identified and undertaken.
- This work has included the consolidation of the original reprovision model presented to Cabinet in July 2004, this work was necessary in order to gain greater acceptability of key stakeholder groups through the validation of the model. The project team also completed the work on the soft market-testing questionnaire and coordinated the evaluation of this exercise. A copy of the revised model is attached as Appendix 1 of this report.
- A framework to model the financial aspects of the reprovision plan has been adapted from the 'Making Ends Meet' guidance developed jointly by the Audit Commission and Commission for Social Care Inspection. This financial modelling will encompass both the capital and revenue costs and potential funding streams associated with reprovision.
- A meeting has been held with Legal Services, Procurement Services and Fujitsu/CapGemini to scope the legal and procurement aspects of the project.

An outline proposal from Fujitsu/CapGemini indicates the achievability of the project timelines and milestones to complete stage 2 by the end of September 2005.

- From the review of the stage 1 project plan and the scoping of the next stage of the project, it is clear that a six-month pre-tender stage will be required. The activities during the next stage include the preparation of tender documentation and contractor pre-qualifying conditions, complete a detailed financial modelling exercise, develop a detailed service specification based on the consolidated service model and confirm the partnership organisational structure.
- An outline headline project plan for stage 2 of the project will developed as part of the project initiation stage.

This consolidated model has been developed through a series of workshops with key managers from across the Health and Social care community. The model of provision would be locality based to provide the potential for the development of a range of community based services for older people.

**CONSOLIDATED MODEL**

<b><u>SERVICE TYPE</u></b>	<b><u>INDICATIVE FIGURE FROM ORIGINAL MODEL</u></b>	<b><u>ADJUSTED FIGURES</u></b>	<b><u>COMMENTRAY</u></b>
Residential Care Dementia	60	60	Could be 2 x 30 place units
Residential Care Intermediate Care and Interim	60	50	Reduction reflects the need to achieve a greater balance between bed and non-bed based Intermediate Care.  Interim places to support timely and appropriate discharge from hospital need to be locality based.
Extra Care	211	211	Consider locality based models of Hub and Spoke
Extra Care (Dementia)	30	30	To be incorporated into service design of each care scheme.