# Appendix A



#### Open Report on behalf of Martin Samuels, Executive Director - Adult Care and Community Wellbeing

Report to:	Executive
Date:	08 May 2024
Subject:	Externally Commissioned Buildings Based Day Care Re- Procurement
Decision Reference:	1032396
Key decision?	Yes

#### Summary:

This report relates to the Council's externally commissioned and contracted Buildings Based Day Care services, for which there are currently 26 provider contracts, ending on 31 August 2024. With no further extensions available under the terms of those contracts, a recommissioning and procurement exercise is necessary to ensure continuity of support for service users beyond this date.

A review of the Council's model for externally commissioned services has been undertaken which highlighted potential for a future model to be inclusive of more community outreach provision, as well as greater alignment with the Councils in-house day care services, which have evolved significantly over recent years. Plans are being taken forward to establish a programme group that will have oversight of a wider review of the Council's Day Services provision, inclusive of both in-house and externally commissioned provision to determine future requirements and the most suitable delivery mechanism(s). The SRO for the programme group will be the Assistant Director for Specialist Adult Services.

However, it will not be practical to determine how a future iteration of the daycare service may best align with the desires for balanced community outreach and buildingsbased daycare provision by both the Council and third-party providers prior to the end of the current contracts. There is also a need to understand how day services provision will align with other services that support families with care needs, e.g. respite and short breaks, Shared Lives, carers support services and equipment and digital initiatives.

As such, it is recommended that externally commissioned building-based day services are recommissioned and procured on a broadly like for like basis from the end of the existing contracts for an interim period of 2 years effective from 1 September 2024. This will allow for further scoping and alignment work to be effected during the 2-year period in order to best determine the route to commission and procure daycare services in the longer term.

This paper seeks the support of the Executive to progress with the procurement of externally commissioned buildings-based day care services for a period of two years effective from 1 September 2024, resulting in an Open Select List of approved providers under the Public Contract Regulations 2015's 'light' touch regime, whilst an in-depth review of in-house and externally commissioned day care services is undertaken, and future delivery strategy is developed.

#### Recommendation(s):

That the Executive:

- 1. Approves the undertaking of a procurement process to establish an Open Select List of providers for Buildings-based Day Care Services with contracts to approved providers to be awarded for membership of the List for a 2-year period effective from 1 September 2024, to allow for a wider review of in-house and externally commissioned day care services to be completed and the development of the most effective future day care strategy.
- 2. Delegates to the Executive Director for Adult Care and Community Wellbeing, in consultation with the Executive Councillor for Adult Care and Public Health, the authority to take all decisions necessary to deliver the procurement of the Open Select List including the award of final form contracts to Approved Providers for membership of the Open Select List.

#### Alternatives Considered:

1. Extending existing contracts with current providers.

Continuing with the current providers in this way is not considered to be a viable solution. There is no provision to extend within the current contracts and new agreements would constitute exceptions to normal tendering routes for which there is no clear justification. In accordance with local and national procurement regulations, contracts need to be let in a fair, transparent and non-discriminatory manner.

2. Cease commissioning of externally provided Buildings Based Day Care Services in Lincolnshire

As set out in this report, Lincolnshire County Council has a statutory duty to meet the needs of eligible adults under the Care Act 2014. 226 users currently choose to meet their social care needs through externally commissioned and provided day care services.

These services support unpaid carers and the Council's prevention duties, and align with the Council's 'home first' principles. Without them, existing service users would need to be supported in a different way. Relying on alternative services would cause substantial disruption for the people currently supported by these services and for their informal carers. Such reliance would also limit the choice of services available for Lincolnshire residents, and be less cost effective because of lost opportunities for shared support.

Externally commissioned Day Care services are highly regarded by service users and stakeholders. Feedback from user engagement in the service review, stated that people enjoyed life skills and other activities that promote independence at day centres. As well as the impact on the Council's statutory duties, ceasing the provision would be unpopular and could lead to damage to the Council's reputation. Therefore, this option is not recommended.

#### Reasons for Recommendation:

Lincolnshire County Council has a statutory duty to meet the needs of eligible adults under The Care Act 2014. Many people choose to meet their social care needs through externally commissioned day care services. The proposal is to continue an appropriate contract solution for building based day care services for eligible people, including all user groups, within Lincolnshire. The solution will enable a variety of providers to deliver services, offering choice in the market for users, whilst offering the Council consistency, control and oversight of service quality, delivery, and costs. A two-year contract will allow exploration of further scoping and alignment work to be effected during the period in order to best determine the route to commission and procure day care services in the longer term.

- 1. The existing contract arrangements have reached the end of their term and cannot be extended further. There is therefore a legal and contractual imperative to undertake a procurement exercise to establish a new contract mechanism for delivery of these services.
- 2. The recommendation addresses and supports statutory requirements under the Care Act 2014 to provide personalised and outcome focused service for individuals.
- 3. The alternatives considered have been deemed unsuitable in delivering the required outcomes of the service.

#### 1. Background

#### 1.1 Summary of Existing Arrangements

Day care services aim to facilitate meaningful activities for adults that help to maximise their independence. The opportunities may include volunteering, support into employment, learning and training for life skills, as well as an opportunity for socialisation and to make friends. Day services also provide valuable respite for unpaid carers which helps to sustain family relationships and to enable unpaid carers to go to work and or complete other daily activities. To meet these needs, the

Council utilises both in-house day services provision, and externally commissioned and contracted day care services.

- 1.2 In financial year 2023-24, 226 people are supported through the 26 current provider contracts for externally commissioned and contracted buildings-based day care services. For context, within the Council's in-house day services provision, across the 12 locations, 290 people are currently supported (i.e. attend one or more sessions every week), and a further 50 people regularly drop in to join sessions.
- 1.2 The current externally commissioned and contracted arrangements are inclusive of services for working age adults and older people and are structured as an Open Select List (OSL), established in November 2018 under the Light Touch Procedure of the Public Contracts Regulations 2015.
- 1.3 An OSL is a flexible framework approach which aims to ensure that the market can remain dynamic by periodically giving new providers to opportunity to join. This supports choice and accessibility of services and enables the Council to be confident that all providers are suitably qualified based on consistent application of LCC requirements and policies.
- 1.4 Contract and Pricing Structure

The introduction of the Open Select List in 2018 enabled a council-wide consistent approach to externally commissioned day care inclusive of all client groups. It brought consistency in session times, day rates, rates for 1:1 support and a more consistent approach to inclusion of food, transport, and other services within the provision.

- 1.5 Ceiling rates were established according to broad categories of support, with providers able to submit prices up to but not exceeding those levels. The model has two rates as shown below at 1.2. These distinguish between the different levels of needs whilst still ensuring consistency and control of costs within day care. Rate 1 is modelled based on a staffing ratio of 6:1 where service users are assessed to have a Higher Dependency (HD) need, including individuals with learning disabilities, physical disabilities, and older people with higher needs (where additional support is required, e.g., dementia). Rate 2 is based on a staffing ratio of 8:1, where service users are assessed to have a lower level of need (typically for older adults). A 1:1 rate is also used where users are assessed as needing one to one support for specific tasks or activities, or throughout their support session.
- 1.6 The existing contracts deliver services through the following maximum rates (2023/24)
  - Rate 1 Learning Disability, Physical Disability, Mental Health and Older People with higher needs £68.59 per day.
  - Rate 2 Older People £50.53 per day
  - 1:1 Rate £13.11 per hour.

- Maximum Daily Support Rate the maximum payment for 1 full day session irrespective of the amount of 1:1 support required of £134.05 per day. This is equivalent to purchasing 1:1 support in the community through the Community Supported Living (CSL) contract (£19.15 x 7 hours).
- 1.7 Contract rates are subject to annual review and uplift recognising inflationary cost pressures. An 8% uplift of rates for financial year 2024-25 was approved by the Executive on 5 March 2024 (consistent with inflationary uplifts proposed for other community-based services).

	OP Spend	OP Clients	PD Spend	PD Clients	LD/MH Spend	LD/MH Clients	Total Spend	Total Clients
2019/20	£316,550	114	£120,290	14	£1,979,813	185	£2,416,653	313
2020/21	£117,742	47	£109,764	10	£1,789,583	180	£2,017,089	237
2021/22	£28,579	15	£77,906	11	£1,623,005	167	£1,729,491	193
2022/23	£27,340	16	£126,000	11	£1,904,601	172	£2,057,941	199
2023/24	£79,294	26	£187,491	10	£2,297,000	190	£2,563,785	226

#### 1.8 Demand and Expenditure

LCC's current spend profile is as follows on commissioned day services:

 Table 1:
 Spend on Commissioned Day Services for the last five years. Data for 23/24 is anticipated spend.

- 1.9 As illustrated in table 1, externally commissioned day services were heavily impacted by the Covid-19 pandemic with many buildings-based day services forced to close temporarily or severely limit the provision they offered during the height of the pandemic because national legislation prevented people mixing and enforced social distancing. Those services that operate as a dedicated day services facilities, primarily LD services, found it easier to reopen. Those operating in premises where day services were co-located with other services, typically older adults' services within residential care homes, found it very difficult to reopen whilst covid restrictions remained in place.
- 1.10 Between 2018-2020 expenditure remained fairly static. In the 2020-21 financial year, delivery activity dramatically reduced, however the Council took the decision to protect the market from the impact of immediate cessation of activity by sustaining payments based on average, historical delivery activity. As a result, expenditure also remained fairly static in 2020/21. However, in FY 2021/22, the support payments ceased and expenditure on OP and PD services did reduce significantly, for reasons including:
  - The majority of OP/PD services were operating from residential care settings. These services took longer to reopen following the covid pandemic, and some took the decision not to reopen their day care provision at all.
  - A proportion of services users attending provision prior to the pandemic, in particular in the Older Persons client group, had unfortunately passed away and/or their needs changed during the pandemic.

- Stakeholders reported a reluctance by some people to reengage with community activities following the covid-19 pandemic.
- 1.11 Utilisation of services by the LD client group was not significantly impacted beyond the duration of the pandemic. Expenditure, and thus demand for services in the and OP and PD client groups have also begun to increase over the last two years, showing indications that demand for and availability of services for those cohorts is beginning to re-emerge following covid disruption.

#### 2. Proposed Model

#### 2.1 <u>Commissioning review</u>

Work on the broader recommissioning of day care options remains ongoing. A project team was established in January 2022. The scope of work undertaken by the project team includes a best practice and literature review, benchmarking of approaches with other local authorities, stakeholder engagement (including people we support, their families and carers and social work practitioners), and market engagement to help inform the development of future services.

- 2.2 The review work concluded that the contracting model generally functions well, and that people enjoy accessing building-based services, in particular life skills and other activities that promote independence such as volunteering opportunities. It also identified opportunities requiring future strategic development. In particular, consideration should be given to the potential for updating the way in which Day Opportunities operate, making the services more of a community hub, providing access to opportunities for community in-reach and/or out-reach support, and the potential for closer alignment with the operating model for in-house provision. This was a driver in determining the need for a more fundamental review inclusive of both in-house and contracted day services provision, hence the current proposal for an interim like for like re-procurement to ensure continuity of service whilst the more inclusive review is completed and any recommendations arising from it are enacted.
- 2.3 The existing review work also identified several themes that can be addressed as part of the proposed interim re-procurement without necessitating any fundamental changes to the model, including:
  - *i.* Greater flexibility in access times (including evenings and weekends) would benefit users.
  - *ii.* Rate constraints through the current pricing mechanism for packages requiring high levels of 1:1 and 2:1 support are impacting the viability and attractiveness of those packages.
- 2.4 Pricing Approach

Providers' feedback raised no concerns regarding the core pricing structure of two ceiling rates inclusive of buildings operating costs and variable staffing expectations according to general needs of the client group, plus 1:1 support for individuals assessed as requiring it. It is therefore recommended that the core pricing structure remain unchanged in the proposed interim model. A breakdown of the cost model

is given in Appendix B. Annual rate reviews and inflationary uplifts would continue, commencing at the start of each financial year and consistent with uplifts for other community-based services.

- 2.5 Feedback from providers did highlight an issue around the current maximum Daily Rate approach. An update to this in the proposed interim procurement will support the attractiveness of the contract opportunity and maximise participation in the forthcoming procurement process.
  - The maximum daily rate is applied under the current Day Care OSL payment mechanism in situations where the cost of the day care support for an individual (the sum of the daily rate plus 1:1 support rate) would exceed the alternative cost of supporting the individual in the community, on the principle that building-based day support costs should not exceed community-based support costs.
  - For larger support packages, where a high proportion of 1:1 support is required, feedback has been that this is becoming unsustainable because it does not take account of the overheads associated with operating the building, such as rent, utilities, buildings insurance etc, costs which have increased significantly over the last two years. When providers are supporting an individual in their own home through the CSL contract, none of these buildings-related overheads fall on the care and support provider. Some providers have indicated that they are considering no longer accepting clients who require full 1:1 in day centres and may consider handing back existing packages if this is not addressed.
  - In recognition of this, it is proposed to offer a supplementary Buildings allowance payment enhancement for those packages where the maximum daily rate is applied (i.e. full 1:1 or 2:1 support). The value of this allowance is taken from the existing cost model and represents the land and buildings costs elements that would otherwise have been allocated as part of the daily rate and for 2024-25 would total £8.79 (£1.95 land plus £6.84 buildings).
  - The overall cost implication of adopting this approach, based on client group to whom this would apply at as February 2024 is as follows:
    - $\circ~$  34 LD users were at the capped rate for day care receiving 123.5 days of day care per week.
    - 4 OP/PD users receive support at the capped rate for a total of 18 days of day care per week.
    - Total additional cost £64,676.82 per annum.
  - It is recommended that the supplementary Buildings Allowance element be added to the provider costs during the interim re-procurement. This will address the concern that providers have raised, should help to secure continuity of support for the existing cohort of affected service users, will maximise the attractiveness of the tender opportunity, and ultimately choice for potential future service users.

#### 2.6 Specification

The specification is designed to ensure an appropriate and consistent level of service across all commissioned day services, accounting for differing levels of support tailored to a service user's individual needs. It sets minimum expectations for service delivery and minimum standards for buildings to ensure that high quality services are delivered in a safe environment. Services are currently structured around weekday full and half day sessions only. However, user engagement feedback indicated that this does not always reflect the way people might want to receive services. As a result, and in order to enable a more flexible service moving forward, it is proposed that more variable and flexible sessional times can be introduced as part of the proposed interim re-procurement, whose specification will be updated to take account of this. This would include evening and weekend sessions where providers can offer them. As part of the specification review, the contract management approach will also be reviewed and updated to ensure it remains suitable, proportionate and manageable, supporting providers to consistently deliver the service levels to the required standard.

#### 2.7 <u>Contract and performance management</u>

Providers will be managed within a robust, intelligence driven contract management approach. This will be centralised around a risk and prioritisation matrix to support oversight and drive engagement with Providers. This will involve the following:

- Analysis of quarterly submitted management information to monitor themes and trends in service utilisation and staffing.
- Themes from incidents and feedback including notifiable incidences, safeguarding referrals, complaints, and poor practice concerns.
- Annual KPIs and Contract Reviews including user and carer satisfaction surveys.
- 2.8 A number of day centres have settings co-located with other services. For example, residential and Community Supported Living Services (CSL). Where services co-exist, contract management will review services together.

#### 2.9 Costs and budget

Day Opportunities constitute an element of preventative services that enable people to maximise and maintain their independence and which help to sustain informal care arrangements for longer. They represent a lower cost than alternative more intensive support solutions.

- 2.10 There is an established budget within the Council Adult Social Care department for externally commissioned day services, amounting to £2,810,000 per annum across all client groups for financial year 2024-25.
- 2.11 The existing capped pricing structure described at paragraph 1.6 of this report has been developed by the Council to bring consistency and control to costs, is considered to offer value for money and is proposed to remain, subject to an amendment to the Maximum Daily Rate to incorporate the Buildings Allowance, as proposed at paragraph 2.5.
- 2.12 The £0.065m impact of the proposal described at paragraph 2.5 of this report will be supported within existing budgets.
- 2.13 A further review of the pricing structure and approach will be undertaken over the lifetime of the proposed interim two-year contract to ensure these remain fit for purpose as part of any future recommissioned model for the wider day care services.

#### 3. Risks and Dependencies

#### 3.1 <u>Sustainability of Rates</u>

There is a residual risk that the level of rates may impact the attractiveness of the procurement. In the event that existing providers do not apply to join the new OSL, managing the continuity of any existing packages of care will be a priority during the mobilisation period, and may be managed either through direct payments, where appropriate, or by the facilitation of spot contracts so that support for affected service users is not impacted.

3.2 In addition, the payment mechanism for the new contracts will incorporate the option for the council to offer annual inflationary increases during the contract term. The proposed rates have been reached with the incorporation of the agreed inflationary increase awarded by the Council as part of its wider 2024-25 financial year budget-setting. As such the rates are believed to reflect the current market pressures whilst still being affordable to the Council.

#### 3.2 <u>Provider Engagement</u>

Historically the quality of tender responses from the external day care provider market has been relatively low. This market segment includes many smaller providers with limited experience in and resources to support participation in local government tender processes. This will be mitigated with the use of a simplified and proportionate tender response expectations, and the provision of a support session(s) for providers guide them through the tendering process with an aim to improve the quality and completeness of tender submissions.

#### 4. Timescales and Next Steps

- 4.1 If the proposed interim re-procurement as set out in this report is approved by the Executive, an open tender process will be initiated in spring 2024, including provider engagement session(s). Appendix C gives further details about the procurement timelines. Subject to successful bids being received, new contracts for the proposed interim service will be awarded in late July, with a transition and mobilisation period during July and August 2024 leading to a contract commencement date of 1<sup>st</sup> September 2024.
- 4.2 The recommended new contract term of 2 years with effect from 1 September 2024 will ensure adequate time is allowed to complete the commissioning review of the buildings-based daycare service, and to effect a future procurement based on the outcomes of such review. In the event that any future service adopts a different model to that currently employed, the proposed timeframe also allows for appropriate mobilisation of any new model. The proposed new contracts following on from the proposed procurement in this report can also include scope to adopt any future new model of service delivery should that be deemed beneficial in future.

#### 5. Public Services Social Value Act

5.1. In January 2013 the Public Services (Social Value) Act 2013 came into force. Under the Act the Council must before starting the process of procuring a contract for services consider two things. Firstly, how what is proposed to be procured might improve the economic social and environmental wellbeing of its area. Secondly, how

in conducting the process of procurement it might act with a view to securing that improvement. The Council must only consider matters that are relevant to the services being procured and must consider the extent to which it is proportionate in all the circumstances to take those matters into account. In considering this issue the Council must be aware that it remains bound by EU procurement legislation which itself through its requirement for transparency, fairness and nondiscrimination places limits on what can be done to achieve these outcomes through a procurement.

- 5.2. Ways will be explored of securing social value through the way the procurement is structured. The nature of the Open Select List contracting model will ensure a role for local small to medium-sized enterprises (SMEs) in the delivery of the services where they can demonstrate that they meet the Council's minimum expectations for service quality and delivery approach through the tender process. Additionally, tender evaluation methodologies will incentivise the delivery of a skilled and trained workforce.
- 5.3. Under section 1(7) of the Public Services (Social Value) Act 2013 the Council must consider whether to undertake any consultation as to the matters referred to above. The service and the value it delivers is well understood. Best practice and delivery approaches adopted elsewhere have been reviewed. This and the market consultation carried out is considered to be sufficient to inform the procurement. It is unlikely that any wider consultation would be proportionate to the scope of the procurement.

#### 6. Legal Issues:

#### Equality Act 2010

Under section 149 of the Equality Act 2010, the Council must, in the exercise of its functions, have due regard to the need to:

- Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act.
- Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it.
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

The relevant protected characteristics are age; disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex; and sexual orientation.

Having due regard to the need to advance equality of opportunity involves having due regard, in particular, to the need to:

• Remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic.

- Take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it.
- Encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

The steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities.

Having due regard to the need to foster good relations between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to tackle prejudice, and promote understanding.

Compliance with the duties in section 149 may involve treating some persons more favourably than others.

The duty cannot be delegated and must be discharged by the decision-maker. To discharge the statutory duty the decision-maker must analyse all the relevant material with the specific statutory obligations in mind. If a risk of adverse impact is identified consideration must be given to measures to avoid that impact as part of the decision-making process.

The key purpose of the service is to enable all those individuals who require day care services to live more independent and healthier lives. In that sense the delivery of the service helps to advance equality of opportunity. The providers' ability to provide services which advance equality of opportunity will be considered in the procurement and providers will be obliged to comply with the Equality Act.

An Equality Impact Assessment has been completed for the day care service reprocurement which addresses the risk of adverse impact on service users. This can be found at Appendix A.

A new contract mechanism may result in current providers either not being successful following the procurement process, or in providers choosing to no longer contract with the Council. In the event that existing providers do not apply to join the new OSL, or are not successful, managing the continuity of any existing packages of care will be a priority during the mobilisation period, and may be managed either through direct payments, where appropriate, or by the facilitation of spot contracts so that support for affected service users is not impacted.

# Joint Strategic Needs Assessment (JSNA and the Joint Health and Wellbeing Strategy (JHWS)

The Council must have regard to the Joint Strategic Needs Assessment (JSNA) and the Joint Health and Wellbeing Strategy (JHWS) in coming to a decision.

The JSNA for Lincolnshire is an overarching needs assessment. A wide range of data and information was reviewed to identify key issues for the population to be used in planning, commissioning and providing programmes and services to meet identified needs. This assessment underpins The Joint Health and Wellbeing Strategy for Lincolnshire (Refreshed November 2022) common aims include the need for the Joint Health and Wellbeing Strategy to:

- have a strong focus on prevention and early intervention;
- ensure a focus on issues and needs which will require partnership and collective action across a range of organisations to deliver;
- deliver transformational change through shifting the health and care system towards preventing rather than treating ill health and disability;
- focus on tackling inequalities and equitable provision of services that support and promote health and wellbeing

The Health and Wellbeing Board has also identified the following overarching themes for the Joint Health and Wellbeing Strategy. These are to:

- embed prevention across all health and care services;
- develop joined up intelligence and research opportunities to improve health and wellbeing;
- support people working in Lincolnshire through workplace wellbeing and support them to recognise opportunities to work with others to support and improve their health and wellbeing;
- harness digital technology to provide people with tools that will support prevention and self-care;
- Ensure safeguarding is embedded throughout the Joint Health and Wellbeing Strategy.

Externally commissioned day care services contribute towards embedding of the principle of prevention across all health and care services because supporting informal carers allows people to live in the community for longer and reduces the need for residential care. Ensuring that such services are contract managed effectively by the Council (as where they are commissioned under a council contract) also contributes towards embedding of safeguarding into the Lincolnshire care system.

Carers are identified as one of the most important health and wellbeing issues facing the county in the Joint Health and Wellbeing Strategy for Lincolnshire. Externally commissioned day services contribute towards supporting carers by enabling them to have regular scheduled breaks from their caring role, improving their overall wellbeing.

#### Crime and Disorder

Under section 17 of the Crime and Disorder Act 1998, the Council must exercise its various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all that it reasonably can to prevent crime and disorder in its area (including anti-social and other behaviour adversely affecting the local environment), the misuse of drugs, alcohol and other substances in its area and re-offending in its area.

#### 7. Conclusion

- 7.1 Day Care services are a fundamental part of the overall social care system in Lincolnshire. Furthermore, the Council has a statutory responsibility to meet the needs of people with eligible social care needs in Lincolnshire. As an option in a diverse market of day opportunities, independently provided, externally commissioned building-based services add an important element of choice and flexibility in meetings people' physical and mental health, and emotional needs.
- 7.2 As set out in this report, undertaking an interim re-procurement process on a like for like basis at this point will establish an appropriate contract mechanism ensuring continuity of care whilst the wider service is improved following in-depth review. It is proposed that the method of delivery will incorporate the successful elements of the existing arrangements to offer choice and flexibility whilst delivering improvements through the recommended financial and operational outcomes from the existing review and ensuring that continuity of care for existing users is maintained wherever possible. The new contracts for membership of the Select List will be let by a competitive tender process to ensure that day care providers meet approved quality criteria. The inclusion of ceiling pricing mechanisms in the proposed re-procurement will ensure that they deliver value for money for the services commissioned. The process for subsequently awarding Individual Form of Agreements to Approved Providers is to be as it is currently: by way of direct award or further competition based on pre-determined criteria (further particularised as necessary) with the Service User choice and need being of prime importance.

#### 8. Legal Comments:

The proposal to procure an Open Select List as detailed in this report is within the Council's powers and by virtue of The Local Authorities (Functions and Responsibilities) (England) Regulations 2000 (as amended), is an executive function and within the remit of the Executive to consider and determine.

#### 9. Resource Comments:

There is an established budget for externally commissioned day services at £2,810,000 across all client groups for 2024-25.

The existing capped pricing structure has been developed by the Council to bring consistency and control to costs, is considered to offer value for money and is proposed to remain, subject to an amendment to the Maximum Daily Rate described in this report.

The £0.065m impact of the proposal will be supported within existing budgets.

#### 10. Consultation

#### a) Has Local Member Been Consulted?

N/A

#### b) Has Executive Councillor Been Consulted?

Yes

#### c) Scrutiny Comments

The decision will be considered by the Adult Care and Community Wellbeing Scrutiny Committee on 24 April 2024 and the comments of the Committee will be reported to the Executive.

#### d) Risks and Impact Analysis

Addressed in the body of the report and in the Equality Impact Assessment attached at Appendix A.

#### **11. Appendices**

These are listed below and attached at the back of the report:		
Appendix A Equality Impact Assessment		
Appendix B	LCC Day Care Cost Model	
Appendix C Procurement Timelines		

#### 12. Background Papers

The following background papers as defined in the Local Government Act 1972 were relied upon in the writing of this report.

Document title	Where the document can be viewed
The Care Act 2014	Care Act 2014 (legislation.gov.uk)

This report was written by Carl Miller, who can be contacted on <u>carl.miller@lincolnshire.gov.uk</u>

# Appendix A: Equality Impact Analysis Day Care Recommissioning

### Purpose

The purpose of this document is to:

- (i) help decision makers fulfil their duties under the Equality Act 2010 and
- (ii) for you to evidence the positive and adverse impacts of the proposed change on people with protected characteristics and ways to mitigate or eliminate any adverse impacts.

#### Using this form

This form must be updated and reviewed as your evidence evolves on proposals for a:

- project
- service change
- policy
- commissioning of a service
- decommissioning of a service

You must take into account any:

- consultation feedback
- significant changes to the proposals
- data to support impacts of the proposed changes

The key findings of the most up to date version of the Equality Impact Analysis must be explained in the report to the decision maker. The Equality Impact Analysis must be attached to the decision-making report.

# **\*\***Please make sure you read the information below so that you understand what is required under the Equality Act 2010\*\*

#### **Equality Act 2010**

The Equality Act 2010 applies to both our workforce and our customers. Under the Equality Act 2010, decision makers are under a personal duty, to have due (that is proportionate) regard to the need to protect and promote the interests of persons with protected characteristics.

#### **Protected characteristics**

The protected characteristics under the Act are:

- age
- disability
- gender reassignment
- marriage and civil partnership
- pregnancy and maternity
- race
- religion or belief

- sex
- sexual orientation

#### Section 149 of the Equality Act 2010

Section 149 requires a public authority to have due regard to the need to:

- Eliminate discrimination, harassment, victimisation, and any other conduct that is prohibited by or under the Act
- Advance equality of opportunity between persons who share relevant protected characteristics and persons who do not share those characteristics
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

The purpose of Section 149 is to get decision makers to consider the impact their decisions may or will have on those with protected characteristics. By evidencing the impacts on people with protected characteristics decision makers should be able to demonstrate 'due regard'.

#### Decision makers duty under the Act

Having had careful regard to the Equality Impact Analysis, and also the consultation responses, decision makers are under a personal duty to have due regard to the need to protect and promote the interests of persons with protected characteristics (see above) and to:

- (i) consider and analyse how the decision is likely to affect those with protected characteristics, in practical terms.
- (ii) remove any unlawful discrimination, harassment, victimisation, and other prohibited conduct.
- (iii) consider whether practical steps should be taken to mitigate or avoid any adverse consequences that the decision is likely to have, for persons with protected characteristics and, indeed, to consider whether the decision should not be taken at all, in the interests of persons with protected characteristics.
- (iv) consider whether steps should be taken to advance equality, foster good relations and generally promote the interests of persons with protected characteristics, either by varying the recommended decision or by taking some other decision.

### Conducting an impact analysis

The Equality Impact Analysis is a process to identify the impact or likely impact a project, proposed service change, commissioning, decommissioning or policy will have on people with protected characteristics listed above. It should be considered at the beginning of the decision-making process.

#### The Lead Officer responsibility

This is the person writing the report for the decision maker. It is the responsibility of the Lead Officer to make sure that the Equality Impact Analysis is robust and proportionate to the decision being taken.

#### Summary of findings

You must provide a clear and concise summary of the key findings of this Equality Impact Analysis in the decision-making report and attach this Equality Impact Analysis to the report.

### Impact

An impact is an intentional or unintentional lasting consequence or significant change to people's lives brought about by an action or series of actions.

#### How much detail to include?

The Equality Impact Analysis should be proportionate to the impact of proposed change. In deciding this ask simple questions:

- who might be affected by this decision?
- which protected characteristics might be affected?
- how might they be affected?

These questions will help you consider the extent to which you already have evidence, information and data. It will show where there are gaps that you will need to explore. Ensure the source and date of any existing data is referenced.

You must consider both obvious and any less obvious impacts. Engaging with people with the protected characteristics will help you to identify less obvious impacts as these groups share their perspectives with you.

A given proposal may have a positive impact on one or more protected characteristics and have an adverse impact on others. You must capture these differences in this form to help decision makers to decide where the balance of advantage or disadvantage lies. If an adverse impact is unavoidable, then it must be clearly justified and recorded as such. An explanation must be stated as to why no steps can be taken to avoid the impact. Consequences must be included.

#### Proposals for more than one option

If more than one option is being proposed, you must ensure that the Equality Impact Analysis covers all options. Depending on the circumstances, it may be more appropriate to complete an Equality Impact Analysis for each option.

The information you provide in this form must be sufficient to allow the decision maker to fulfil their role as above. You must include the latest version of the Equality Impact Analysis with the report to the decision maker. Please be aware that the information in this form must be able to stand up to legal challenge.

# **Background information**

Details	Response
Title of the policy, project or service being considered	Buildings Based Day Care Re-Procurement
Service area	Commercial Team/Adult Social Care
Person or people completing the analysis	Commercial Team
Lead officer	Justin Hackney
Who is the decision maker?	Executive
How was the Equality Impact Analysis undertaken?	Desktop exercise. Alongside engagement activity being undertaken with the service development team A pre-market engagement activity was also undertaken with
	existing and potential new providers and Quality Assurance Team.
Date of meeting when decision will be made	8 May 2024
Is this a proposed change to an existing policy, service, project or is it new?	Existing service that is being re-procured.
Version control	V0.2
Is it LCC directly delivered, commissioned, recommissioned, or decommissioned?	LCC Recommissioned Service
Describe the proposed change	Lincolnshire County Council has an Open Select List (OSL) for Buildings Based Day Services. These contracts end on 31 August 2024. The Commercial Team are requesting permission to re-commission these services. The recommendation is to re-procure on a like for like basis for two years. This is an interim solution, pending the outcome of a wider review. The review work, to date identified several themes that can be addressed as part of the interim re-procurement without necessitating any fundamental changes to the model, including:

Details	Response
	<ul> <li><i>i.</i> Greater flexibility in access times (including evenings and weekends) would benefit users.</li> <li><i>ii.</i> Rate constraints through the current pricing mechanism for packages requiring high levels of 1:1 and 2:1 support are impacting the viability and attractiveness of those packages.</li> </ul>

# **Evidencing the impacts**

In this section you will explain the difference that proposed changes are likely to make on people with protected characteristics.

To help you do this, consider the impacts the proposed changes may have on people:

- without protected characteristics
- and with protected characteristics

You must evidence here who will benefit and how they will benefit. If there are no benefits that you can identify, please state 'No perceived benefit' under the relevant protected characteristic.

You can add sub-categories under the protected characteristics to make clear the impacts, for example:

- under Age you may have considered the impact on 0-5 year olds or people aged 65 and over
- under Race you may have considered Eastern European migrants
- under Sex you may have considered specific impacts on men

#### Data to support impacts of proposed changes

When considering the equality impact of a decision it is important to know who the people are that will be affected by any change.

#### Population data and the Joint Strategic Needs Assessment

The Lincolnshire Research Observatory (LRO) holds a range of population data by the protected characteristics. This can help put a decision into context. <u>Visit the LRO website and its population theme page</u>.

If you cannot find what you are looking for, or need more information, please contact the LRO team. You will also find information about the Joint Strategic Needs Assessment on the LRO website.

#### Workforce profiles

You can obtain <u>information on the protected characteristics for our workforce</u> on our website. Managers can obtain workforce profile data by the protected characteristics for their specific areas using Business World.

# Positive impacts

The proposed change may have the following positive impacts on persons with protected characteristics. If there is no positive impact, please state 'no positive impact'.

Protected characteristic	Response
Age	The reopening of the Building Based Day Care (BBDC) Open Select List (OSL) will allow new day service providers onto the Council contracted list. This may be beneficial to specific ages of users groups.
	For example, younger adults may benefit from day care providers of who may have links to education provision, which would provide an improved transition for these users. An increased range of provision will provide a wider range of opportunities, for example, providers who are more specialised at supporting young adults with disabilities into paid or voluntary work, as part of their day opportunities.
	Additionally, the re-procurement may be beneficial to older adults, the over 65s age group. Spend on commissioned buildings-based day care in OP/PD services declined significantly, following the covid-19 global pandemic. New contractual arrangements, will hopefully attract new applications from providers looking to specifically support this client group, potentially resulting in increased choice
Disability	The reopening of the Buildings Based Day Care Open Select List will hopefully widen the choice of services for people with disabilities. There is no proposal for a reduction in service. The re-procurement exercise for new contracts will hopefully offer users more choice and flexibility in the types of service they are able to offer. A clear contract with a detailed service specification with clear outcomes and performance measures, including equality monitoring, subject to robust contract management against delivery will ensure that all service users receive good quality inclusive services.
Gender reassignment	No positive impact A clear contract with a detailed service specification with clear outcomes and performance measures, including equality monitoring, subject to robust contract management against delivery will ensure that all service users receive good quality inclusive services. Therefore, individuals within this protected characteristic should not have barriers in accessing day services should they need it and therefore stand to benefit from it to the same extent and the in the same way was other eligible service users without a protected characteristic.

Protected characteristic	Response
Marriage and civil partnership	No positive impact A clear contract with a detailed service specification with clear outcomes and performance measures, including equality monitoring, subject to robust contract management against delivery will ensure that all service users receive good quality inclusive services. Therefore, individuals within this protected characteristic should not have barriers in accessing day services should they need it and therefore stand to benefit from it to the same extent and the in the same way was other eligible service users without a protected characteristic.
Pregnancy and maternity	No positive impact] A clear contract with a detailed service specification with clear outcomes and performance measures, including equality monitoring, subject to robust contract management against delivery will ensure that all service users receive good quality inclusive services. Therefore, individuals within this protected characteristic should not have barriers in accessing day services should they need it and therefore stand to benefit from it to the same extent and the in the same way was other eligible service users without a protected characteristic.
Race	No positive impact A clear contract with a detailed service specification with clear outcomes and performance measures, including equality monitoring, subject to robust contract management against delivery will ensure that all service users receive good quality inclusive services. Therefore, individuals within this protected characteristic should not have barriers in accessing day services should they need it and therefore stand to benefit from it to the same extent and the in the same way was other eligible service users without a protected characteristic.
Religion or belief	A re-procurement of day care, will be open to all potential day care providers. This could include applications from religious groups, and therefore would potentially improve the variety of day opportunities that support peoples religious beliefs. A clear contract with a detailed service specification with clear outcomes and performance measures, including equality monitoring, subject to robust contract management against delivery will ensure that all service users receive good quality inclusive services. Therefore individuals within this protected characteristic should not have barriers in accessing day services should they need it and therefore stand to benefit from it to the same extent and the in the same way was other eligible service users without a protected characteristic.

Protected characteristic	Response
Sex	No positive impact A clear contract with a detailed service specification with clear outcomes and performance measures, including equality monitoring, subject to robust contract management against delivery will ensure that all service users receive good quality inclusive services. Therefore, individuals within this protected characteristic should not have barriers in accessing day services should they need it and therefore stand to benefit from it to the same extent and the in the same way was other eligible service users without a protected characteristic.
Sexual orientation	No positive impact A clear contract with a detailed service specification with clear outcomes and performance measures, including equality monitoring, subject to robust contract management against delivery will ensure that all service users receive good quality inclusive services. Therefore, individuals within this protected characteristic should not have barriers in accessing day services should they need it and therefore stand to benefit from it to the same extent and the in the same way was other eligible service users without a protected characteristic.

# If you have identified positive impacts for other groups not specifically covered by the protected characteristics in the Equality Act 2010 you can include them here if it will help the decision maker to make an informed decision.

**Positive impacts** 

Informal or unpaid carers are a group that are not specifically covered by the protected characteristics in the Equality Act 2010. However unpaid carers are a group that Lincolnshire County Council have a responsibility to provide services for under the Care Act.

Many services users accessing day services, recieve support with socialisation and activities of their own choice. However, in doing so, this can also give the main carer a break from their careering role.

The re-procurement of day care will widen the commissioning opportunities available. This therefore will be beneficial to informal/unpaid carers.

# Adverse or negative impacts

You must evidence how people with protected characteristics will be adversely impacted and any proposed mitigation to reduce or eliminate adverse impacts. An adverse impact causes disadvantage or exclusion. If such an impact is identified please state how, as far as possible, it is:

- justified
- eliminated

- minimised or
- counter-balanced by other measures

If there are no adverse impacts that you can identify, please state 'No perceived adverse impact' under the relevant protected characteristic.

Negative impacts of the proposed change and practical steps to mitigate or avoid any adverse consequences on people with protected characteristics are detailed below. If you have not identified any mitigating action to reduce an adverse impact, please state '*No mitigating action identified*'.

Protected characteristic	Response
Age	'No mitigating action identified'
Disability	"No mitigating action identified"
Gender reassignment	'No mitigating action identified'
Marriage and civil partnership	'No mitigating action identified'
Pregnancy and maternity	'No mitigating action identified'
Race	'No mitigating action identified'
Religion or belief	'No mitigating action identified'
Sex	'No mitigating action identified'
Sexual orientation	'No mitigating action identified'

If you have identified negative impacts for other groups not specifically covered by the protected characteristics under the Equality Act 2010 you can include them here if it will help the decision maker to make an informed decision.

#### Negative impacts

We have spot contracts in place for a small number of buildings based day care packages. These contracts are for a time limited amount of time and there is a need for these providers to join the OSL. There may be a negative impact on users if the provider who currently delivers their day services is not successful in meeting the minimum standards in order to gain a place on the ultimate contract mechanism, or their current provider chooses to not participate in the procurement process because they do not like an aspect or aspects of the process or of the updated contract mechanism. These users would be offered a direct payment, if they wished to remain with the same provider. These users could include people with any of the protected characteristic. If providers were not willing to enter into a contract due to an issue with rates then the council would look to maintain the existing rates with the providers for these service users to minimise any service user disruption but would not look to make any new placements with these providers.

Procurement processes leading to a new contract mechanism may result in current providers either not being accepted, or choosing not to contract with the Council based on an objection to the new form of contract. Users will either be offered the opportunity to remain with the same provider through use of a direct payment, or to change providers. A change of provider will impact on persons with a protected characteristic arising out of the location of services and/or employment impact on staff delivering the service. The staff employed by the current provider will be affected by the termination of the current agreement. Mitigating factors will relate to the legal protections that will be in place through TUPE and general employment laws. The contract that will be entered into will also contain clauses requiring the contractor to comply with the Equality Act.

# Stakeholders

# Stake holders are people or groups who may be directly affected (primary stakeholders) and indirectly affected (secondary stakeholders).

You must evidence here who you involved in gathering your evidence about:

- benefits
- adverse impacts
- practical steps to mitigate or avoid any adverse consequences.

You must be confident that any engagement was meaningful. The community engagement team can help you to do this. You can contact them at <u>engagement@lincolnshire.gov.uk</u>

State clearly what (if any) consultation or engagement activity took place. Include:

- who you involved when compiling this EIA under the protected characteristics
- any organisations you invited and organisations who attended
- the date(s) any organisation was involved and method of involvement such as:
  - EIA workshop
  - o **email**
  - telephone conversation
  - $\circ$  meeting
  - o consultation

State clearly the objectives of the EIA consultation and findings from the EIA consultation under each of the protected characteristics. If you have not covered any of the protected characteristics, please state the reasons why they were not consulted or engaged with.

#### **Objective(s)** of the EIA consultation or engagement activity

The Service development team consulted existing service users and providers as part of the day care service review. This was done a face-to-face basis and the information was used to inform the service review. This review was used to inform the new service model.

All existing day care providers were invited to a individuals Teams meeting to feedback on the existing day care contract. This information was used to inform the further development of services and the new service model.

The objective of the engagement activity was to identify the most appropriate new service model.

# Who was involved in the EIA consultation or engagement activity?

Detail any findings identified by the protected characteristic.

Protected characteristic	Response
Age	Users consulted were not asked details of their protected characteristics.
Disability	Users consulted were not asked details of their protected characteristics.
Gender reassignment	Users consulted were not asked details of their protected characteristics.
Marriage and civil partnership	Users consulted were not asked details of their protected characteristics.
Pregnancy and maternity	Users consulted were not asked details of their protected characteristics.
Race	Users consulted were not asked details of their protected characteristics.
Religion or belief	Users consulted were not asked details of their protected characteristics.
Sex	Users consulted were not asked details of their protected characteristics.
Sexual orientation	Users consulted were not asked details of their protected characteristics.
Are you confident that everyone who should have been involved in producing this version of the Equality	

Protected characteristic	Response
Impact Analysis has been involved in a meaningful way? The purpose is to make sure you have got the perspective of all the protected characteristics.	
Once the changes have been implemented how will you undertake evaluation of the benefits and how effective the actions to reduce adverse impacts have been?	Through service user engagement conducted by the providers which will be built into the contract.

# **Further details**

Personal data	Response
Are you handling personal data?	Yes
If yes, please give details	Names of users attending existing day services were collated as part of the day care project. The providers will handle personal data and will comply with the data protection legislation.

Actions required	Action	Lead officer	Timescale
Include any actions identified in this analysis for on-going monitoring of impacts.	N/A	N/A	N/A

Version	Description	Created or amended by	Date created or amended	Approved by	Date approved
V0.1	Version 0.2.	Linda Turnbull l	27.03.2024 		

#### Breakdown of Day Care Rates

			23/24	24/25
Hourly Payroll Cost		Note		
Basic Salary		1	10.42	11.44
Employer NI		2	1.03	1.13
Employer Pension cost		3	0.33	0.36
Holiday Pay		4	1.88	2.06
Estimated Sick Pay Cost		5	0.24	0.24
Hourly Payroll Cost	Sub Total 1		13.90	15.23
Overhead Hourly Rate				
Uniform,PPE,medical supplies e	tc.	6	0.10	0.12
Training		7	0.80	0.85
Recruitment cost		8	0.08	0.11
Establishment costs		9	1.12	1.15
Volunteer Costs		10	0.50	0.55
Transport		11	3.30	3.42
Meals		12	1.92	2.10
Activity Costs		13	11.00	11.10
Management costs		14	1.95	1.97
Total Overheads	Sub Total 2		20.77	21.37
Land		18	1.95	1.95
Buildings		19	6.84	6.84
Total Capital Costs	Sub Total 3		8.79	8.79
OPERATING MARGIN				
Operating Margin %		15	6.00%	6.00%
Operating Margin £	Sub Total 4		2.61	2.72
Tota Cost Per Hour			46.07	48.11
Total Cost per Day		16	414.61	433.02
Cost Per Session (HD)		17	68.59	74.08
Cost Per Session (Std)		22	50.53	54.57
Additional 1:1 Hourly Rate		20	13.11	14.16
Maximum	Day Pate	21		
Maximum Day Rate		21	134.05	144.90

Note	Notes					
1	Composite rate to reflect age range of workers within a care setting					
2	Based on a worker on minimum wage at 37 hours per week, the 4 weekly cost to the employer for NI					
	contributions.					
3	Regulations require a minimum 2% contribution of an employee's gross pay.					
4	Based on generating the costs of 28 days (5.6 weeks) statutory holiday entitlement over a year (52 weeks). This was an under-estimate. The costs of statutory holiday pay can only be earned while the employee is actually working and is therefore 52 weeks less the 5.6 weeks that the worker takes as leave. The calculation for holiday pay expressed as a percentage should therefore be (5.6 ÷ 46.4) × 100 or 12.07%. For more information on holiday pay see: www.gov.uk/holiday-entitlement-rights.for holiday pay					
5	Mean sick days per year in the domiciliary care sector is 7 to the nearest day, Table 6.9 , Pg 31 State of the adult Social Care Workforce 2012, NMDS. Cost as a per hour fraction of replacing the member of staff with a comparable member is £0.18 per hour.					
6	There is no available data on the costs of uniform and PPE clothing available for the day care market therefore the amount calculated as a per week cost for the residential framework has been used divided by the number of working hours per week. Includes uniform & medical supplies					
7	Based on the NMDS SC Briefing 2 - Skills for care cost of training a care worker					
8	There is no available data on the costs of recruitment available for the domiciliary care market therefore the amount calculated as a per week cost for the residential framework has been used divided by the number of working hours per week.					
9	Establishment costs based on residential model divided by working hours per week (includes Utilities, Insurance, registration fee and cleaning costs)					
10	Volunteer costs based on last available costs within Unit Cost of Health & Social Care Report in 2010					
11	Transport costs based on last available costs within Unit Cost of Health & Social Care Report in 2010					
12	Meal costs based on last available costs within Unit Cost of Health & Social Care Report in 2010					
13	There is no available data on activity costs within the day setting. The calculation of is therefore based on the unit cost of an additional member of staff set weighted on the same basis					
14	Staff numbers taken from Local Authority Area Profile - Lincolnshire.					
15	Operating margin as per residential model which is set at 6%					
16	Total hourly cost per member of staff is then multiplied by 9 to get a total cost per day on basis that centres will be open from 9am to 6pm each day but that sessions may start at different times					
17	Total daily cost per member of staff is then divided by 6 to which represents a cost per day on the basis that there is a staff to service user ration of 1:6. This represents the value of care provided in cases where there is a requirement for support to those with high level need.					
18	Land costs associated with local authority day care provision as described in 2015 Unit Cost of Health & Social Care publication.					
19	Building costs associated with local authority day care provision as described in 2015 Unit Cost of Health & Social Care publication.					
20	Additional 1:1 hour calculated using lines 1 to 8 adding additional 6% for profit					
21	The maximum cost we would for Day Care plus 1:1 hours on the basis that alternative homecare/CSL provision could sought for the same cost.					
22	Total daily cost per member of staff is then divided by 8 to which represents a cost per day on the basis that there is a staff to service user ration of 1:8. This represents the standard rate for care provided in general terms which does not require any specialist support					

#### **Detailed Timeline**

Activity	Start	End	Duration	
Scoping			0	
Develop Commercial Model	01/01/24	26/03/24	85	
Develop Specification	02/02/24	01/05/24	89	
Develop Financial Model	02/02/24	27/02/24	25	
Procurement Pack Gateway	01/03/24	24/04/24	54	
Draft Contract Notice	24/04/24	25/04/24	1	
Procurement Pack Sign Off	25/04/24	09/05/24	14	
Issue Contract Notice & ITT	09/05/24	10/05/24	1	
Bidding Period	09/05/24	08/06/24	30	
Evaluation	08/06/24	26/06/24	18	
Write evaluation report	27/06/24	31/06/2024	5	
Delegated Decision	31/06/2024	05/07/24	5	
Draft Letters	31/06/2024	07/07/24	7	
Standstill	08/07/24	18/07/24	10	
Transition	18/07/24	27/08/24	40	
Go Live	31/08/24	01/09/24	1	
Exec DLT	05/03/24	06/03/24	1	
ССВ	26/03/24	27/03/24	1	
Adults Scrutiny	24/04/24	25/04/24	1	
Exec	08/05/24	09/05/24	1	
TOTAL DURATION	01/01/24	31/08/24	243	243 da

### APPENDIX C