

**MENTAL HEALTH RECOVERY AND COMMUNITY INCLUSION SERVICE**

*To:* **Adults Committee**

*Meeting Date:* **8 March 2018**

*From:* **Commissioning Director**

*Electoral division(s):* **All**

*Forward Plan ref:* **2018/007** *Key decision:* **Yes**

*Purpose:* **To request approval for a joint procurement exercise for a county-wide Mental Health Recovery and Community Inclusion Service**

*Recommendation:* **The Committee is being asked to:**

**a) Approve joint procurement exercise for a county-wide Mental Health Recovery and Community Inclusion Service**

**b) Agree a further 4 month exemption for the current Recovery and Wellbeing service**

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## **1. BACKGROUND**

- 1.1 Cambridgeshire County Council (CCC), Peterborough City Council (PCC) and Cambridgeshire and Peterborough Clinical Commissioning Group (CCG) currently commission a range of statutory and non-statutory Wellbeing, Prevention and Recovery Services (WPR services) which are due to be re-tendered. Work has been undertaken with stakeholders and service users to understand and assess the potential benefits of a joint commissioning approach, with all Mental Health WPR services commissioned across Cambridgeshire and Peterborough being viewed as a single entity.
- 1.2 This service has been discussed at the Cambridgeshire and Peterborough Joint Commissioning Board, with support being given for the recommendation that resources should be brought together to provide recovery and inclusion services that will work as an integrated part of the mental health pathway to improve outcomes for people with mental health needs by reducing social isolation and giving people the skills and support to better manage their mental health and live independently with/without support in the community.

## **2. MAIN ISSUES**

- 2.1 Cambridgeshire County Council currently invests in the following voluntary sector services for the delivery of mental health recovery and wellbeing support:
  - Richmond Fellowship/Cambridgeshire, Peterborough and South Lincolnshire Mind (CPSL Mind) - £412,721 annually
  - Lifecraft - £42,710 annually
- 2.2 In addition approximately £444,773 annually is invested in the delivery of support for specialist mental health needs through statutory Home and Community Support care packages. There are currently 127 packages of care commissioned through this service delivering approximately 480 hours of support per week. There are two providers who deliver the specialist mental health provision across Cambridgeshire – Metropolitan and CPSL MIND. The interventions delivered to this client group closely align to recovery, wellbeing, social inclusion and increasing independence.
- 2.3 Total annual investment from Cambridgeshire County Council is £900,204 across all of the above elements.
- 2.4 PCC invests £115,000 annually in mental health recovery and support for people with mental health needs to access welfare advice.
- 2.5 The CCG invests £141,546 in a range of services which provide recovery focussed interventions for people with mental health needs across Cambridgeshire and Peterborough.
- 2.6 The contracts above have been jointly reviewed by mental health commissioners in CCC, PCC and the CCG. The resources invested have been brought together under a single specification which will be tendered during March/April 2018.

- 2.7 Work has been undertaken with stakeholders and service users to understand the issues and difficulties of the currently commissioned service profile as well as to seek opportunities for innovation, efficiencies and economies of scale. Several events have been held to fully explore these areas and the following issues were identified with the current service profile:

<b>Area for Improvement</b>	<b>Proposed Service Criteria</b>
Inequity of service across the county with more provision focussed around urban centres	Providing an equitable service – both geographically across Cambridgeshire and Peterborough and to under-represented groups
Service eligibility criteria that don't work across the newly developing mental health pathways	Aligning with mental health services to improve community capital, ensuring that the interface and transition between services is seamless and places the person's needs first
Service Users aren't at the heart of service design	Involvement from people and carers who use mental health services is at the heart of service design and development and there is a person-centred approach to support
Service Users feeling they are 'bounced' around the system	A 'right door – every time' approach to access and supported signposting providing a stepped approach to support
Duplication of service provision	A strategic overview of provision to ensure that the service provides a stream-lined, joined up approach to interventions facilitating move-on (and out) of the service with duplication minimised.
Ability to innovate	Using whole system approaches to identify and support gaps in provision, as well as seeking efficient service delivery and delivering savings

- 2.8 The commissioning of a county-wide Mental Health Recovery and Community Inclusion service for mental health will provide an opportunity to address the issues which have emerged as a result of historical commissioning of services, creating greater capacity by reducing duplication and ensuring that pathways are clearly defined and improved experience and outcomes. The new service will help to address the challenges that are being experienced across mental health pathways including addressing the increasing number and complexity in presentation of people requiring support and improving parity of esteem.

- 2.9 Joint working with PCC and the CCG offers the opportunity to:
- Align current investment within a new Recovery and Community Inclusion service which delivers improved outcomes for individuals
  - Re-design service models/delivery to enhance outcomes across the mental health system in line with wider systems changes. This includes the emerging PRISM (enhanced mental health service in primary care) model which aims to deliver clinical care closer to home, intervene early in the course of people's illness and reduce the incidence of crisis
  - Reduce and minimise service duplication
  - Identify and address gaps
  - Improve equity - both geography and under-represented groups
- 2.10 During the recommissioning exercise, the opportunity arose to consider whether further efficiencies and improved outcomes could be achieved by looking outside of the boundaries of current service user groups. Commissioners for Mental Health and Substance Misuse services took the opportunity to engage with the market and explore our ability to commission a community based recovery service which met the needs of people across both cohorts. This option was explored in depth at the Cambridgeshire and Peterborough Joint Commissioning Board. An options appraisal concluded that the current timeframe does not allow for the development of this ambition, but that work should continue to explore the short-term opportunity for the delivery of interventions for people with co-occurring substance misuse and mental health needs through both drug and alcohol treatment services and the proposed Recovery and Community Inclusion service. The providers of both the Drug and Alcohol services and the Mental Health Community Inclusion and Recovery Service will be required to work together and with commissioners to develop a joint care pathway. Commissioners will explore the potential of this proposal with the market and service users to develop a more detailed analysis of the viability of this direction of travel.
- 2.11 In order to develop the new service and achieve the benefits outlined above, it is recommended that the following procurement approach is followed:
- To jointly procure a county-wide service which operates across Cambridgeshire and Peterborough.
  - Finances for Cambridgeshire will be aligned with Cambridgeshire and Peterborough CCG and a Partnership Agreement put in place.
  - Finances for PCC are ring-fenced and delegated to CCC through a Delegation Agreement or similar mechanism.
  - Tender bids should show how efficiencies and savings will be delivered year on year through transformation and effective development of the service.
  - To issue a contract length of 7.5 years – comprising 3.5 years plus possible extensions of +2 year and +2 year, to provide a longer term opportunity to procure a co-produced community service which will deliver effective interventions across both mental health and substance misuse client groups.

### **3. ALIGNMENT WITH CORPORATE PRIORITIES**

The County Council has adopted a Transforming Lives approach over the last couple of years with the aim of supporting people to be more independent by taking a 'spend to save' approach. This has included establishing the Adult Early Help Team and other prevention initiatives including the remodelling of older peoples support services. This service fully supports this priority, promoting wellbeing and support, using localised services and personal networks wherever possible. Prevention will be enhanced through a focus on a community based approach. Support through this service will be personalised and based upon the person's own strengths, capacity, knowledge, and networks.

#### **3.1 Developing the local economy for the benefit of all**

The following bullet points set out details of implications identified by officers:  
The Mental Health Recovery and Community Inclusion service will support people to:

- improve their employability skills
- access volunteer opportunities including developing peer support models
- lead to fewer people being excluded from the mainstream, allowing them to participate in local communities and the economy.

#### **3.2 Helping people live healthy and independent lives**

The following bullet points set out details of implications identified by officers:  
The Mental Health Recovery and Community Inclusion service will support people to:

- improve/maintain their mental well-being
- develop peer support groups
- become more involved in their local communities
- access opportunities to improve their physical health
- make fewer demands on health and social care services.

#### **3.3 Supporting and protecting vulnerable people**

The following bullet points set out details of implications identified by officers:  
The Mental Health Recovery and Community Inclusion service will support people to:

- move out of poverty/financial crisis
- reduce stigma associated with mental health within the local community
- escalate support appropriately (for people whose mental health may be deteriorating)
- develop emotional wellbeing and coping strategies improving Mental Health and resilience.

### **4. SIGNIFICANT IMPLICATIONS**

#### **4.1 Resource Implications**

The following bullet points set out details of significant implications identified by officers:

- An investment of £800,507 annually from CCC with a requirement of providers to identify year on year efficiencies in their tender bid through the transformation of the current services and Homecare packages
- A business case to be made to Reinvest £100,000 from the current budget to be targeted at identified gaps in other services to support recovery
- Investment by PCC of £145,000 and CCG of £141,546
- Agreements with the CCG and PCC to align budgets to this service to provide economies of scale and consistent and equitable service delivery
- Four current providers will be in scope for the procurement (Richmond Fellowship, Lifecraft, Metropolitan and CPSL Mind). TUPE will apply to the procurement exercise and will be considered as part of any tender bids.
- The tender will invite bids within the outlined maximum financial envelopes and ask providers to identify the projected savings likely to be achieved through the transition of the service. Officers have estimated that likely savings targets a minimum of 2% year on year would be achieved from the Cambridgeshire County Council investment through effective delivery and a step-down, outcomes based approach to the transition of the current social care assessed packages. In addition to a £100,000 re-investment from the outset of the proposed contract a further £53,653 has been identified as a minimum 2% efficiency saving over the first 3 years of the contract.

#### **4.2 Procurement/Contractual/Council Contract Procedure Rules Implications**

The following bullet points set out details of significant implications identified by officers:

- This procurement complies with the Council's Contract Procedures Rules
- The current Richmond Fellowship contract has received a previous 13 month exemption to the end of May 2018 (Value £447,114). A further 4 months exemption (Value £137,573) is required for 1<sup>st</sup> June to 30<sup>th</sup> September 2018 in order to achieve the timelines for the procurement exercise. Total exemption value £584,687.
- Contract length of 3.5 years +2+2 to align with potential to procure a joint recovery service with Drug and Alcohol commissioners within Public Health

#### **4.3 Statutory, Legal and Risk Implications**

The following bullet points set out details of significant implications identified by officers:

- Vision to deliver quality and more affordable packages of statutory care as part of a joined up approach to service delivery to remove duplication and provide more effective commissioning of support packages for complex mental health needs
- In order to jointly commission the service across Cambridgeshire and Peterborough authorities, a Delegation Agreement will be required and agreed by both parties' legal teams.
- A Partnership Agreement will be required between Cambridgeshire County Council and Cambridgeshire and Peterborough CCG to align budgets to this service
- There is a risk that if this service is not commissioned the opportunity to innovate beyond the current service delivery mix will be lost and savings will be difficult to deliver without detriment to small organisations.
- By commissioning a county-wide service, voluntary sector organisations will need to look at potential partnerships to be able to deliver within this model. Officers are

working with the market to help develop partnership arrangements and have identified organisations where there may be a specific risk and are working with them to improve service models and offer added value.

#### **4.4 Equality and Diversity Implications**

The following bullet points set out details of significant implications identified by officers:

- This service is designed to support those in our communities who require support under the Care Act 2014 and Equality Act 2010.
- The service will be committed to reducing the stigma of mental health in local communities participating in and leading local initiatives
- The service will aim to improve the equality of access to services for people with mental health need.

#### **4.5 Engagement and Communications Implications**

The following bullet points set out details of significant implications identified by officers:

- This proposal has been developed in consultation with PCC and CCG colleagues
- Views have been sought from providers, stakeholders and service users about the service and the proposed model of delivery.
- A series of engagement events have been held with current and prospective providers as well as local stakeholders within mental health pathways
- The public haven't directly been approached in relation to this procurement although feedback from both carers and service users has been actively sought
- Members haven't yet been consulted on this re-tendering exercise

#### **4.6 Localism and Local Member Involvement**

The following bullet points set out details of significant implications identified by officers:

- Members have not yet been consulted on this re-tendering exercise
- The service will be designed to meet local needs across the diverse nature of the county, providing an equitable service and adding value to local services rather than duplicating provision that already exists
- The service delivery proposal aims to empower service users and local communities to develop the service in a flexible way to meet local needs

#### **4.7 Public Health Implications**

The following bullet points set out details of significant implications identified by officers:

- The service provides a proactive approach to prevent escalating mental health needs supporting Public Health initiatives around anti-stigma and improving physical health needs
- There is a longer term ambition to procure a joint community based service to meet the needs of people with co-occurring mental health and substance misuse needs

<b>Implications</b>	<b>Officer Clearance</b>
<b>Have the resource implications been cleared by Finance?</b>	Yes Name of Financial Officer: Martin Wade
<b>Have the procurement/contractual/ Council Contract Procedure Rules implications been cleared by Finance?</b>	Yes Name of Financial Officer: Paul White
<b>Has the impact on statutory, legal and risk implications been cleared by LGSS Law?</b>	Yes or No Name of Legal Officer:
<b>Have the equality and diversity implications been cleared by your Service Contact?</b>	Yes Name of Officer: Wendi Ogle-Welbourn
<b>Have any engagement and communication implications been cleared by Communications?</b>	Yes Name of Officer: Matthew Hall
<b>Have any localism and Local Member involvement issues been cleared by your Service Contact?</b>	Yes Name of Officer: Wendi Ogle-Welbourn
<b>Have any Public Health implications been cleared by Public Health</b>	Yes or No Name of Officer:

<b>Source Documents</b>	<b>Location</b>
None	