

**MENTAL HEALTH AND AUTISM ACCOMMODATION FRAMEWORK FOR
CAMBRIDGESHIRE AND PETERBOROUGH**

To: **Adults Committee**

Meeting Date: **10 October 2019**

From: **Service Director: Commissioning**

Electoral division(s): **All**

Forward Plan ref: **2019/025** *Key decision:* **Yes**

Purpose: **To request approval for a Mental Health Accommodation Framework for Cambridgeshire**

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

- a) Approve the procurement exercise for a Countywide Mental Health Accommodation Framework.**
- b) Delegate the approval of the Award of Tender to the Executive Director, People and Communities Directorate following outcome of the procurement process.**

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1. BACKGROUND

- 1.1 This report outlines a proposed procurement approach to develop a Mental Health and Autism Accommodation Framework for Adults for Cambridgeshire and Peterborough which will address these issues and provide the opportunity to address gaps, contracting and quality oversight and the ability to effectively monitor and track financial expenditure.

The need for a Framework follows work completed to improve the provision of mental health accommodation undertaken during 2018/19. This identified the fact that current provision across Cambridgeshire and Peterborough is comprised of a mix of spot purchase and block contracted arrangement with inconsistencies around the contract terms and service provision being offered.

There is also a gap in provision for accommodation services for Adults with Autism. Current services do not explicitly make provision for this cohort which can lead to more costly out of county placements and operational teams and commissioners being unable to maximise the potential within Cambridgeshire, for Adults with Autism to be appropriately supported. The proposed framework aims to address this.

2. MAIN ISSUES

- 2.1 The current mental health accommodation services across Cambridgeshire and Peterborough is comprised of a range of providers with a mix of spot purchase and block contracted arrangements. The current situation is outlined below:

- Differing and inconsistent arrangements between providers
- Limited ways to contract with new providers to the market
- Historic arrangements with no common monitoring or performance oversight
- Difficult to track spend and forecast need
- No long term strategic approach to accommodation services and development of capacity and models
- Limited opportunity to link up Cambridgeshire County Council and Peterborough City Council contracting arrangements

In addition the current Learning Disability Accommodation Frameworks and associated service specifications do not include a provision for Mental Health or Autism placements even though providers under this contract arrangement are able to offer placements for these cohorts.

- 2.2 The following gaps have been identified across the current provision

- Lack of Supported Accommodation to meet the needs of complex, high-risk service users including those presenting with dual diagnosis, co-occurring mental health and substance misuse needs, histories of evictions from other settings, forensic histories, complex risk histories. The lack of identified provision to meet the needs of this cohort of Service Users can mean that people are accommodated in inappropriate, residential or out of county services and also may delay step-down out of in-patient settings whilst suitable accommodation is sourced.

- The current geographical spread of accommodation is mainly centred around Cambridge City and South Cambridgeshire. This does not provide adequate coverage across the rest of the county, with only one Supported Accommodation provision in Huntingdon (13 units) and no current provision within East Cambridgeshire or Fenland. This reduces choice for service users from less resourced parts of the county to remain near their families and local connections.
- There are service users currently being supported by Cambridgeshire County Council's Adults with Autism team (AAT) who have a diagnosis of Autism and/or are not currently engaged with mental health services but who have Care Act needs and are being supported by the AAT team. Although a small number of placements are provided through this team, the needs are often complex and placements are often sought out of county due to the lack of identified expertise within the current arrangements to support these individuals

2.3 In order to meet the development aims of this project Soft Market Testing (SMT) was carried out in February 2019. Nine organisations replied and included current local providers, organisations not currently delivering in the area and organisations currently providing Learning Disability Supported Living services.

The SMT provided information on the following areas:

- Considerations for specification development for Supported Living for people with complex needs
- Provider responses to adding an Autism lot to the proposed procurement. 75% (6/8) providers who responded to this question felt they were able to offer provision to this cohort and could do this alongside a Mental Health Framework.
- Ability of the market to deliver building and tenure arrangements alongside a support offer. All respondents were able to demonstrate the ability to bring both a buildings and support offer to the market through a number of arrangements including partnerships with RSL's and Housing Associations able to deliver both support and accommodation.
- Procurement approach including feedback on structure of lots, pricing and contract length

The SMT has supported the development of the proposed procurement approach and in addition a provider engagement event was held in July 2019. Representatives from 24 different organisations across both Mental Health and Learning Disability providers were present.

Both the SUN Network (Mental Health) and Speak Out Council (Autism) have carried out engagement with Service Users currently living in Supported Accommodation and Residential settings to establish Service User feedback regarding how to successfully deliver accommodation services for these cohorts, promoting positive mental well-being and improving resilience and independence.

2.4 As a result of the findings from the Soft Market Testing and the feedback from providers, service users, the aim of the procurement is defined as 'to meet the current and future needs of people with autism and/or mental health problems who require

supported accommodation or residential services'. In addition, the procurement will provide additional provision to the current offer for Adults with Autism and individuals with complex needs, increase geographic equity and improve Service User choice.

The scope of the procurement will be for Adults with Mental Health and Autism (18-65), comprising of Residential and Supported Accommodation services across Cambridgeshire and Peterborough.

Excluded from the scope of the project are:

- Nursing and care home - these are included under current contracting mechanisms and works streams across Cambridgeshire and Peterborough.
- Historic arrangements – this includes current placements and the Cambridgeshire Supported Accommodation contract which has been commissioned as a block contract. The current contract term ends on the 20 September 2020 with an option for one further year and will be reviewed for ability to move onto the Framework arrangement at this time.

- 2.5 A range of procurement options have been considered including individual contracts for required supported living or residential services. However these arrangements can lead to an inability for the market to respond to changing capacity and pricing requirements as well as inhibiting new providers entering the market.

The option proposed is a Framework for Mental Health and Autism Supported Accommodation and Residential Placements across Cambridgeshire and Peterborough. The Framework would be comprised of the following lots across both Mental Health and Autism:

- Supported Accommodation (Standard)
- Supported Accommodation (Complex Needs)
- Residential

The Framework would be opened at regular intervals to enable new providers to enter the market subject to the terms and conditions of the Framework and evaluation process, with a total contract term of five years plus the option to extend for two further extensions of one year.

The Framework will provide opportunity for Support Providers to enter the market, and as part of the support offer, providers will need to specify the accommodation they will be utilising and also the tenure arrangements for those people living in Supported Accommodation settings

The procurement would indicate where current need is throughout area and also where there are gaps in provision. Providers will have the opportunity to bid for both Mental Health and Autism cohorts at each of the support types and will be able to nominate where their provision is located across Cambridgeshire or Peterborough.

Providers will be able to bid to deliver either Mental Health or Autism services, or they may choose to bid for both service areas. Where service users are living within close proximity, the provider will ensure that they are assessing the compatibility of all

service users for whom they are delivering support within an accommodation setting. This will be undertaken as part of any referral and assessment process. In addition the service specifications have laid out the specific requirements for each of the client groups. Where services are offering an environment where they are supporting people with both mental health and autism diagnosis, compatibility within the accommodation setting and needs led assessments will be imperative and will be closely monitored by operational teams. It is envisaged that there will be limited services offering a mixed diagnosis environment but these will be identified throughout the procurement in order to ensure that there is a clear recognition of the individual and collective needs of the service user cohorts.

2.6 This procurement option would also support the following aims:

- Clearly define needs of Residential and Supported Accommodation for both standard and complex support
- Ability to add new providers to the local delivery pathway on a regular basis
- Enable regular development of the market
- Call off terms and conditions specified i.e. geography, cost, Service User preference
- Clarity of available provision which meets the Councils' requirements for quality and price

The following risks have been identified with this approach:

- less opportunity to influence the market where there are a small number of providers (Mitigation: engagement)
- ability to monitor effectively if there are a large number of providers (Mitigation: RAG rating)
- current providers of placements failing to bid (Mitigation: engagement)

Following the procurement, Commissioners will be able to map the provision available at each of the levels of support detailing quantity of units, client type and geographical area. The criteria for Complex Needs will be explicitly defined in order to ensure that there is clarity about what constitutes a higher value placement.

Current discussions related to accommodation have included the intention to commission services under a joint arrangement which would include:

- Cambridgeshire County Council
- Peterborough City Council
- Cambridgeshire and Peterborough CCG

2.7 Based on the current figures available, using the latest annual data available, the indicative spend for mental health and autism over a minimum term of 5 years would be:

- Cambridgeshire County Council (Mental Health) - £15,912,395
- Peterborough City Council (Mental Health) - £4,269,220
- Cambridgeshire County Council (Adults with Autism) - £1,750,000

Cambridgeshire and Peterborough CCG will also provide a financial contribution where individuals are subject to S117 joint funding responsibility. The amount of funding per placement will be dependent on the outcome of the Joint Commissioning Tool to determine the health and social care needs.

Pricing strategies would give opportunities for economies to be found in a more structured and transparent contracting mechanism with a clear call-off procedure and oversight of provider costs. Spend will be managed and monitored more effectively against a clear pricing structure enabling efficiencies and savings to be clearly identified.

The pricing strategy is being developed with Learning Disability colleagues and Finance. It is recognised that some providers may work across both Mental Health and Learning Disability markets and that large disparities in pricing could be at the detriment of one of the markets. Commissioners will ensure that there is parity wherever possible and clearly identified differences in the offer where parity cannot be achieved. Through the procurement development process the following pricing structure has been agreed:

- Supported Accommodation - Hourly Rate with price ceiling
- Supported Accommodation (Complex Needs) – Hourly Rate to reflect complex needs with price ceiling
- Residential –indicative weekly rates dependant on complexity of need

2.8 The following high level timeline has been developed to meet a contract start date of 1st June 2020.

Timeline	Activity/Milestones
September - October 2019	Approval for procurement from Joint Commissioning Board and Adults Committee
October - November 2019	Tender released
December – January 2020	Evaluation Period
February – March 2020	Governance and Contract Award Approval
April – May 2020	Due Diligence/Mobilisation
1 st June 2020	Contract Start Date

3. ALIGNMENT WITH CORPORATE PRIORITIES

3.1 A good quality of life for everyone

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

- The procurement should enable more choice for people to be appropriately supported in accommodation in their local area enabling them to maintain support networks and family connections.

3.2 Thriving places for people to live

There are no significant implications for this priority

3.3 The best start for Cambridgeshire's Children

There are no significant implications for this priority

4. SIGNIFICANT IMPLICATIONS

4.1 Resource Implications

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

- The Framework agreement will apply to all new placements offered following the commencement of the new contract arrangement.
- Whilst it is anticipated that all current providers will bid to be part of the new framework there is a risk that they do not meet the quality or financial thresholds which will be identified as part of the procurement. This is being mitigated through engagement and discussion with current providers about the upcoming changes.
- LGSS Law are currently reviewing the current contract arrangements and proposed procurement to provide advice on the TUPE implications in relation to any potential changes to the current contracting arrangements.

4.2 Procurement/Contractual/Council Contract Procedure Rules Implications

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

- The Mental Health and Autism Framework will provide the mechanism for commissioning of new placements. This will replace current contracts which are due to end within the timeframe of the procurement and current spot purchase arrangements. All placements commissioned under previous arrangements will be maintained.

4.3 Statutory, Legal and Risk Implications

There are no significant implications within this category.

4.4 Equality and Diversity Implications

There are no significant implications within this category.

4.5 Engagement and Communications Implications

There are no significant implications within this category.

4.6 Localism and Local Member Involvement

There are no significant implications within this category.

4.7 Public Health Implications

Public Health have been consulted and information regarding the health conditions of people with long term mental health problems has been included in the service

specifications, ensuring providers are able to work with people, or refer them to services, in order to improve their health and lifestyle choices.

Implications	Officer Clearance
Have the resource implications been cleared by Finance?	Yes Name of Financial Officer: Stephen Howarth
Have the procurement/contractual/ Council Contract Procedure Rules implications been cleared by the LGSS Head of Procurement?	Yes Name of Officer: Gus Da Silva
Has the impact on statutory, legal and risk implications been cleared by LGSS Law?	Yes Name of Legal Officer: Fiona McMillian
Have the equality and diversity implications been cleared by your Service Contact?	Yes Name of Officer: Oliver Hayward
Have any engagement and communication implications been cleared by Communications?	Yes Name of Officer: Matthew Hall
Have any localism and Local Member involvement issues been cleared by your Service Contact?	Yes Name of Officer: Oliver Hayward
Have any Public Health implications been cleared by Public Health	Yes or No SENT ON 16 TH SEPT to Tess Campbell Name of Officer:

Source Documents	Location
None	