

Adults Children and Education Scrutiny Commission

28th January 2019



Report of: Director Adult Social Care

Title: Commissioning Mental Health and Supporting People Services Update

Ward: City Wide

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Recommendation:

The Scrutiny Commission are asked to note the progress to date on the recommissioning of Supporting People services generally and with a specific update on mental health provision.

The significant issues in the report are:

The work on Supporting People is ongoing and we are trying to reshape provision in line with our Better Lives Programme 'Tier 1 and Tier 2' model of care.

Work on the recommissioning of mental health services is still at a very early stage but the direction of travel is emerging.



1. Summary

This report outlines the work being undertaken on the Supporting People budget as part of meeting the budget reductions and reconfiguring the service in line with the Better Lives Programme. It also outlines recent developments in mental health commissioning and the work that is proposed in this area.

2. Context

The Supporting People budget stands currently at £6.296m and is a historic one based on Housing Benefit income for vulnerable adults in Bristol and is intended to provide a range of accommodation based support. The budget for these services was reduced by £1.8 million in 2017 and this has been achieved through the use of a recurring underspend of £634,000 and an across the board reduction of 15% on all the current contracts.

Most services (not all) have worked with us to agree the implementation of 15% reduction to their current contract value, as opposed to last year's spend. We have also written to all providers of accommodation services to freeze Supporting People referrals – all new referrals will be for people who have Community Support services and will be accessed through Care Direct or the brokerage teams. Contracts for 2019/20 will reflect this change of approach and the actual use for 2018/19 will form the contract value for 2019/20.

Alongside the budget reductions made to Supporting People it was felt that strategically it should be realigned to the Better Lives at Home Programme (where services are accommodation based) and as part of the Tier 2 "Help when you need it" menu: it was felt important that it should still address issues around housing and tenancy problems, but the emphasis should be on co-producing with providers to broaden available approaches.

A report was taken to Cabinet in October 2018 and a decision was taken to:

- Align accommodation based tier 3 services with Better lives at home work
- Remove funding for the alarm only element of sheltered housing while the support element remains
- Waiver contracts to April 2020 to support a programme of co-production work

In terms of co-production a series of events has been held throughout the year with providers, overseen by a co-production steering group. The events have been underpinned by a set of principles:

1. **To be honest, open and transparent:** We will be open minded to ideas with everything put forward to be considered as an option with transparency and honesty.
2. **To include service user involvement at all times and be accessible:** Service user involvement throughout, which is accessible to all - not all online, but based on direct meetings using a strength based approach both in terms of an organisation and an individual.
3. **To be responsive:** make sure there is an easy flow of information for everyone, be flexible with person-centred outcomes, and make sure we include stakeholders that link with services and listen to others.
4. **To be collaborative:** make use of joined up funding where possible, share good

practice, do not waste time reinventing the wheel and encourage self-evaluation of services that are flexible to change. We also need to work together and design together using a holistic approach with agreement made between stakeholders in a way that is non-competitive and collaborative.

5. **To be positive:** ensure we are demonstrating a can do approach and are being innovative.

The message to providers is that we want services that:

- will align with other support for adults in the city to ensure that they form part of a network and agreed pathways of support available to vulnerable adults in the City
- will align with the 3 tier model and Better Lives programme
- are inclusive and accessible making reasonable adjustments to enable diverse people to access them
- are flexible in the support that they offer – people can get the right service for them when they need it and are supported to increased independence
- work with people in a positive way - people are asked about what they can do and what they want to achieve in life
- are time bound and focussed in the support they offer
- If people need to get support again in the future, this is easy for them to do
- People who need both accommodation and support have clear pathways to get the right accommodation for them and support they need.

The outcomes for individuals we expect will be:

- People are living in housing that is well maintained and suitable for their needs
- People can look after themselves on a day to day basis and have the help that they need to do this independently
- People are able to look after their health and wellbeing and remain well
- People feel that they are treated with dignity and respect
- People have the opportunity to be involved in work, training or activity that suits their skills and interests
- People are connected socially with their community and have the social life they want
- People are able to manage their money and financial affairs

For older people, these services are City wide and will support them to continue to remain living independently in their own homes for as long as possible. These services will support the Council's 3 tier model by offering support "when people need it", that is time limited and targeted. Older people who might not yet need care services but do need support to help them to improve their health and wellbeing will also be eligible and will be offered help to access health care, maximise their finances, budget successfully and be included in their community. The service will work with people who are in either "sheltered" accommodation for people 55+ and people living in the community in their own tenancies or private housing.

For adults of working age these services are Citywide for people who have additional support needs that relate to their mental health, physical health, autism or learning difficulties to continue to remain independent where they live. These services will support the Council's 3 tier model of support by offering support "when people need it", that is time limited and targeted to their needs. People who might not yet need care services but do need support to help them to improve their health and wellbeing, access health care,

maximise their finances, budget successfully and access their community.

In summary the revised Supporting People services will:

- Focus on outcomes
- Be time limited
- Be easily accessible if people need to come back to the service
- Work in an integrated way with other providers and parts of the social care system eg GP services/hospitals
- Maximise independence, finance, health and well being

It is intended that the new contracts will be offered for a reasonable length of time: three years with a 2 year option to extend, break out clauses will be included. There will be a one stage tender process based on quality and price using the current CSS framework.

In terms of next steps the Steering Group will continue work on engagement and co-production with an expectation that the stakeholder events will continue. A commissioning plan will be produced based on a published model for the “overall help when you need it” offer. Ultimately a set of specifications will be produced with further work on the different models of procuring and contracting being considered.

In terms of mental health we have recently appointed a strategic joint commissioning manager as part of the Council commissioning team on a 2 year contract.

The initial focus has been drawing up an agreed work plan which will:

- Develop collaborative health and social care provision
- Concentrate primarily on people who have a severe mental illness and have a care package that involves additional support, ie support with their accommodation which the local authority will be involved in funding.

To provide some scale, our data shows that we have 802 people with a mental health support need, 51% of those are eligible for section 117 after care. We also currently have 126 people with mental health support needs placed out of area; we want to explore this further and develop the market locally to meet people’s needs.

There is a financial aspect to the work:

- We are building on the current review of people who are entitled to section 117 aftercare
- We want to reduce costly hospital admissions and delayed transfers of care
- We want to reduce unnecessary spend on highly specified packages of care and long term residential care
- Whilst there is not a separate budget for commissioning mental health support we anticipate that savings will be realised from re-profiling how we spend, ie less long term residential care and more supported living.

The anticipated deliverables from the work include:

- To establish appropriate governance structures and decision making pathways to underpin this work
- To produce a focussed needs analysis that provides a true sense of what the needs of people with mental ill health in Bristol are from a health and social care perspective
- To map out the current service provision and capacity and purchasing arrangements, establish how risk is managed and consider people’s experiences to identify and

quantify the gaps between provision and need

- To produce a commissioning strategy and options appraisal to scope solutions to the quantified issues, including funding considerations and provide appropriate strategic commissioning responses. This could include establishing commissioning intentions, realigning budgets to invest in community services, stimulating the market to respond to requirements, developing the use of assisted technology etc
- To provide support and evidence of need to inform capital projects, this work will provide the care and support model to inform the capital investment by Better Lives at Home.

The initial timescales are to have ascertained governance arrangements and to have completed the needs assessment by the end of March 2019.

3. Policy

This work relates to the strategic themes of the Corporate Plan around Empowerment and Caring and Fair and Inclusive.

4. Consultation

a) Internal

Not applicable

b) External

Extensive consultation has been outlined with individual stakeholders and organisations.

5. Public Sector Equality Duties

- (a) Before making a decision, section 149 Equality Act 2010 requires that each decision-maker considers the need to promote equality for persons with the following “protected characteristics”: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation. Each decision-maker must, therefore, have due regard to the need to:
- i) Eliminate discrimination, harassment, victimisation and any other conduct prohibited under the Equality Act 2010.
 - ii) Advance equality of opportunity between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to:
 - remove or minimise disadvantage suffered by persons who share a relevant protected characteristic;
 - take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of people who do not share it (in relation to disabled people, this includes, in particular, steps to take account of disabled persons’ disabilities);
 - encourage persons who share a protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
 - iii) Foster good relations between persons who share a relevant protected

characteristic and those who do not share it. This involves having due regard, in particular, to the need to:

- tackle prejudice; and
- promote understanding.

- (b) This work is inclusive and reaches out to vulnerable adults and older people. The whole ethos of the programme is to co-produce services that are user designed, inclusive and empowering.

Appendices:

None

**LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985
Background Papers:**

None