
Decision Maker:	Portfolio Holder
Date:	22 November 2022
Decision Type:	Non-Urgent Non-Executive Non-Key
Title:	HESTIA - MENTAL HEALTH FLEXIBLE SUPPORT SERVICE - ANNUAL MONITORING REPORT TO MEMBERS
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Chief Officer:	Kim Carey, Director Adult Social Care
Ward:	All

1. REASON FOR REPORT

- 1.1 This report is presented in order to meet the requirement regarding monitoring updates for Policy Development and Scrutiny Committees. The Mental Health Flexible Support Service (MHFSS) is currently provided by Hestia Housing Support Ltd.
 - 1.2 This report provides a summary of how the service has performed to date in addressing the requirements of the specification, in demonstrating how community-based support can be is a key element in meeting the Council's statutory duties by preventing the need for more expensive accommodation / health-based provision.
 - 1.3 The Mental Health Flexible Support Service is a specialist service for adults with mental ill health, offering and providing support towards independent living and resettlement in the community following hospital discharge or a diagnosis of mental ill health. The current contract was awarded to Hestia Housing and Support, following a competitive tender, and commenced on 1 October 2019.
 - 1.4 The contract was let for 3 years with the option to extend for a further 2 years. The option to extend has been exercised and the contract is now in the first year of the 2-year extension.
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2. RECOMMENDATION(S)

2.1 That the Adult Care and Health PDS Committee (ACH PDS):

1. Note the content of this contract monitoring report on the performance of Hestia Housing Support Ltd

Impact on Vulnerable Adults and Children

1. Summary of Impact: To move mental health service users away from reliance on hospital and residential provision towards more enabling and cost-effective services such as supported accommodation, support in the community and targeted support towards independent living.
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Transformation Policy

1. Policy Status: Existing policy. Mental Health Act 1983; Care Act 2014: Modernising the Mental Health Act Report 2018
 2. Making Bromley Even Better Priority:
 1. For adults and older people to enjoy fulfilled and successful lives in Bromley, ageing well, retaining independence and making choices.
 2. To manage our resources well, providing value for money, and efficient and effective services for Bromley's residents
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Financial

1. Cost of proposal: No Cost:
 2. Ongoing costs: Recurring Cost:
 3. Budget head/performance centre: ACH PDS **Part 2** ECHS19042 (10 July 2019)
 4. Total current budget for this head: £
 5. Source of funding: Council's General Fund (Within the existing budget envelope)
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Personnel

1. Number of staff (current and additional): N/A
 2. If from existing staff resources, number of staff hours: Contract compliance Officer @ 20 hours per annum
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Legal

1. Legal Requirement: Statutory Requirement
 2. Call-in: Applicable:
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Procurement

1. Summary of Procurement Implications: There are no procurement implications currently.
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Property

1. Summary of Property Implications: N/A

Carbon Reduction and Social Value

1. Summary of Carbon Reduction/Sustainability Implications:

Customer Impact

1. Estimated number of users or customers (current and projected): Average of 75 per quarter

Ward Councillor Views

1. Have Ward Councillors been asked for comments? Not Applicable
2. Summary of Ward Councillors comments: N/A

3. COMMENTARY

3.1 Service overview

- 3.1.1 The Mental Health Flexible Support Service (MHFSS) is a specialist service for adults with mental ill health, the service supports their independence and resettlement in the community following hospital discharge or a diagnosis of Mental ill health. The current contract was awarded to Hestia Housing and Support, following a competitive tender, and this contract has been in place since 1 October 2019.
- 3.1.2 The service is in line with government guidelines to modernise the Mental Health Act 1983, by moving mental health service users away from their reliance on hospital and residential care, towards more cost effective enabling services such as supported accommodation and support in the community through targeted support and the promotion of independent living.
- 3.1.3 Referrals into the service are agreed by the Mental Health Practice Review Group (PRG) and are reviewed at a minimum of 6 monthly intervals by the service user's care coordinator. The PRG works as a gateway into the service to ensure the requested service will meet the needs of the client and how this will be done.
- 3.1.4 The flexible support service empowers service users to see themselves as active participants in their care and support, by increasing confidence in their abilities through promoting independence and enabling preventative support. The support is tailored to the service user's needs and can go up or down, dependent on the level of need. The flexible support is aimed to last for 2 years after which time the client is transitioned on to independent living.
- 3.1.5 The service operates on a part block consisting of 300 hours, and part spot basis, involving anything over 300 hours. The service offers both practical and emotional support, utilising staff who are trained to understand the complexities of people living with mental health illness

3.2 SERVICE PERFORMANCE

- 3.2.1 The MHFSS ensures the Council meets its duties under the Care Act 2014, where there is a requirement that people will be supported to remain living within the community, and it also enables the Council to be compliant with the Mental Health Act 1983 in relation to hospital discharges. The key objective of the service is to provide an effective, timely and flexible response to the needs of service users to enable their rehabilitation and wellbeing in the community.
- 3.2.2 The service offers practical and emotional support, utilising staff who are trained to understand the complexities of people living with mental health illness. This support may range from assistance with bill paying to providing emotional support and guidance to the service user. Outcomes from this type of intervention can include:

- Support that avoids a person making multiple calls to emergency services
- Assistance to ensure their vulnerability does not result in them becoming prey to others and becoming victims or perpetrators in criminal activity
- Providing support to avoid dependency on drugs or alcohol
- Assisting them to gain acceptance and maintain relationships with others in the community such as neighbours
- Working with landlords and organisations such as banks and utility companies to ensure people do not fall into debt and or become homeless.

3.2.3 In line with the service specification, Hestia has provided a minimum of 300 support hours per week, equating to about 1200 hrs per month, working with an average of 75 service users per quarter over the last 12 months. This is in line with the minimum data set out in the contract.

3.2.5 There is good communication between the provider and LBB and other stakeholders, and Hestia are very prompt in responding to complaints as they arise, always feeding back resolution to the commissioner.

3.2.6 The provider has been very responsive in reporting and seeking assistance with safeguarding concerns, they are quick to alert the care coordinators and commissioning of their concerns. In several cases the provider has gone above and beyond the remits of the specification to ensure the safety of clients in crisis.

3.2.7 One of the main risks attached to the service is staff vacancies, mainly Care coordinators, as there has been numerous staff changes over the past year. This can sometimes lead to issues not being dealt with promptly and has been the source of several safeguarding concerns.

3.2.8 To mitigate this risk OXLEAS have provided Hestia with updated staff sheets with the names of the key team managers and have been advised to include these managers in all communication to ensure that the message is received, and appropriate action taken. Staffing now appears to be more stable now, and this has led to fewer safeguarding concerns as clients are picked up quickly and their needs addressed. Regular contract monitoring meetings with the provider and OXLEAS also assists in addressing issues of concern.

3.3 REVIEW OF CONTRACT PURPOSE

3.3.1 As stated in section 3.2.1 there is an ongoing need for the service, as the council has a duty to provide Mental Health services that promote independence.

3.3.2 Following a review by the Integrated Commissioning Service of all mental health provision in the borough, both community and accommodation based, and in line with the Health and Care Act 2022, LBB is now looking to jointly commission a larger integrated flexible support service that will see the current flexible support service increase to cover all elements of the Mental Health services. This will also include previous accommodation-based services within the borough. This model will offer a more effective and cost efficient service.

3.4 Service Profile / Data Analysis / Specification

3.4.1 The Hestia MHFSS ensures the Council meets its duties under the Care Act 2014, where there is a requirement that people will be supported to remain living within the community, and it also enables the Council to be compliant with the Mental Health Act 1983 in relation to hospital discharges. The key objective is to continue to provide an effective, timely and flexible response to the needs of service users to enable their rehabilitation and wellbeing in the community.

3.4.2 The service enables people to live in the community without requiring more intensive and expensive services. This includes people who have recently developed mental health problems as well as those who have a history of drug and alcohol abuse or diagnosed mental health conditions such as schizophrenia, personality disorder and depression.

3.4.3 The Hestia MHFSS contract provides a minimum of 300 hours of flexible support per week, any additional hours used over this are billed as additional spot purchased hours based on individual client need and contracted service capacity. On average, the service supports between 75 and 80 clients per quarter.

3.4.4 During the 12 months from July 2021 to June 2022, Hestia Support provided an average of 378 hours of support per quarter, over the contracted service capacity of 3600 per quarter. On average this equated to an additional 31.5 hours per week spot purchase.

3.4.5 As of July 2022, more than half of the clients supported by this service were aged between 40-59. 14% were aged 60-69 and 12% aged over 70. Clients aged between 20-29 and 30-39 were equally represented at 10% and 11% respectively. The service only supported one person under 20 years of age.

3.4.5 During the same period, males represented more than 60% of all clients, with females representing just under 40%. The service also supported one client who identified as transgender.

3.4.6 White British clients represented three quarters of all individuals accessing the service. Black British clients represented 13% of individuals, with the remaining clients being represented by other white and ethnic groups.

- 3.4.7 At the end of July 2022, 75% of clients accessing the service had been receiving support for between 1 and 2 years, with the remaining 25% receiving services for less than 1 year.
- 3.4.8 In 2021/22, Hestia Support accepted 89% of all referrals to the service, with 25 out of 28 referrals commencing with the service in the year. The 11% not accepted were due to not meeting the eligibility criteria for flexible support, as clients required more Domiciliary type care and support and not reablement.
- 3.4.9 During the same period, 36 individuals departed the service. An analysis of the reasons for departure between July 2021 and June 2022 shows that just under one-third of clients moved on from the service to lower support packages, or because they no longer required the service. The remaining two-thirds of clients moved on to higher support settings or ceased services due to refusal of service or non-engagement.
- 8 individuals were supported to move on to lower support packages or no longer required the service
 - 16 individuals moved on Domiciliary care support
 - 6 individuals departed due to relapse and hospital admission
 - 4 individuals ceased services due to non-engagement or refusal of service
 - 2 individuals left the service due to being recalled to prison.

3.5 Continuous Improvement and Value for Money

- 3.5.1 The first 2 years of the contract indicates that the service offers value for money by continuing to successfully work with an annual average of about 75 clients in the community and in borough, who would otherwise be in more costly residential placements in/out of borough and or hospital. Residential placements average £900+ per week per person, compared to £357+ per for flexible support.
- 3.5.2 There is also the additional benefit of the reablement process giving the clients more autonomy over their care and supporting them to take positive risks.
- 3.5.3 In addition, the close work with Hestia has helped eliminate waste of resources, whilst ensuring that the client receives prompt and targeted care.

For example, where a client is not engaging, it is reported back to the care coordinator, so they are made aware to take prompt action, rather than wait until things hit a crisis and the client deteriorates and requires hospital admission.

4. SOCIAL VALUE, CARBON REDUCTION AND LOCAL / NATIONAL PRIORITIES

4.1 Social Value

4.1.1 The provider contributes to employment and the elimination of worklessness within the borough, by employing 80% of its work force locally.

4.1.2 The provider has already offered a number of apprenticeships and other volunteering opportunities for Bromley residents.

5. STAKEHOLDER ENGAGEMENT / USER SATISFACTION

5.1 Initial feedback from operational colleagues has been positive; they have found the service very responsive in meeting the needs of the service users.

5.2 Feedback from the provider has also been positive, and state that 'Bromley is one of the few boroughs they have worked in where there has been such a joined-up approach in delivering a service.

5.3 Regular meetings with colleagues from housing and other mental health providers has been beneficial in ensuring that the services all work together for better outcomes for the service users.

5.4 Feedback from service users include the following: -

"Hestia provide me with Support and encouragement"

"Helping me to get on with my life"

"Helping me with my bills which are now less of headache for me"

"My key worker talks to me and re-assures me that I can recover"

6. PROCUREMENT AND CONTRACT ISSUES

6.1 N/A

7. TRANSFORMATION/POLICY IMPLICATIONS

7.1 The provision of the MHFSS is in accordance with the Care Act 2014. The provision of specialist MH floating support within the community is a

fundamental element of community-based services as detailed within the Care Act.

7.2 The applicable legislation and corresponding policy is encapsulated in the Mental Health Act 1983; Care Act 2014: Modernising the Mental Health Act Review 2019.

7.3 The Making Bromley Even Better - Corporate Strategy 2021-2031 -Making Bromley Even Better'... a fantastic place to live and work, where everyone can lead healthy, safe and independent lives". The MHFSS is designed to support the independence of vulnerable people within the community by applying the objectives of this strategy.

7.4 Local Policies that have informed the specification for this service and will inform the long-term contract management of this service include:

- [Bromley Mental Health and Wellbeing Strategy 2020-25](#)
- [Bromley Community Mental Health Transformation and Delivery Plan 2021/22](#)

8. IT AND GDPR CONSIDERATIONS

8.1 N/A

9. STRATEGIC PROPERTY CONSIDERATIONS

9.1 N/A

10. PROCUREMENT CONSIDERATIONS

10.1 The current contract has been extended from 1 October 2022 to 30 September 2024, the conditions for the extension were based on Hestia's performance in meeting the set outcomes and KPI's outlined in the service specification, by using the recovery model to work with clients, enabling them to take positive risks to enhance independence and reduce hospital readmissions. Overall, the service has been operating very well, providing good outcomes for LBB clients.

10.2 The 2 year extension will allow for service continuity and will fall in line with the proposed joint re- tender with the ICB for a borough wide mental health service that will include both community and accommodation-based services.

10.3 In line with 23.2 of the Council's Contract Procedure Rules, an annual report must be submitted to the Portfolio Holder for all contracts with a value higher than £500k.

11. FINANCIAL CONSIDERATIONS

11.1 Not required for this report

12. PERSONNEL CONSIDERATIONS

12.1 N/A

13. LEGAL CONSIDERATIONS

13.1 This Committee is requested to note and comment on the information contained within this annual report as to the contract performance of Hestia Housing Support Ltd for the Mental Health Flexible Support Service. These services are provided due to the statutory requirements highlighted in this report.

13.2 The Council's Constitution, at Part 4 – Rules of Procedure, provides the terms of reference for the Adult Health & Care Policy Development and Scrutiny Committee as it relates to the Adult Health & Care Portfolio. Under these terms of reference, this Committee is responsible for receiving reports and making recommendations on performance monitoring of services falling within the remit of this portfolio.

13.3 Contract Procedure Rule 23.2 provides that for all Contracts with a value higher than £500,000, or which are High Risk, an annual report must be submitted to the Portfolio Holder, the responsible Officers having submitted for consideration a formal Gateway Review, covering, as appropriate, the matters identified in the Council's standard Gateway Review Template for consideration as part of Contract Monitoring/Management requirements.

Non-Applicable Headings:	6,8,9,11,12
Background Documents: (Access via Contact Officer)	ECHS 19042 (10-07-19)