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**Decision Maker:** EXECUTIVE

**With pre-decision scrutiny from Adult Care & Health Policy  
Development and Scrutiny Committee**

**Date:** 27 March 2024

**Decision Type:** Non-Urgent Executive Key

**Title:** GATEWAY 2 AWARD - ADULT MENTAL HEALTH RECOVERY AND  
REHABILITATION SUPPORT @ HOME SERVICE REPORT

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**Chief Officer:** Kim Carey, Director of Adult Social Care

**Ward:** All

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## 1. REASON FOR REPORT

- 1.1. Mental Health recovery and rehabilitation accommodation-based support and floating support services aim to support mental health service users away from reliance on hospital and residential provision towards enabling and cost-effective services such as supported accommodation, support in the community and targeted support towards independent living.
- 1.2. The LBB Mental Health Flexible Support Service contract expires on 30<sup>th</sup> September 2024. The current contract has been in place since 1<sup>st</sup> October 2019 and has no further options to extend.
- 1.3. The South East London Integrated Care Board (SELICB) Adult Mental Health Residential and Supported Accommodation Services contract expires on 30<sup>th</sup> September 2024. The current contract has been in place since 1 April 2019 and has an estimated value of £1,432k per annum. The contract has no further extension options remaining and has a cumulative value of approximately £6,963k over the 5-year term.
- 1.4. In addition to the block contracted services, LBB holds individual placement contracts for clients placed into SELICB contracted provision. In 2021/22 the combined annual value of

these placements is estimated to be approximately £1.12m per annum. In total these two services have an estimated combined value more than £2.94m per annum.

- 1.5. The Gateway 0 report ACH22-018, presented to Executive on 29<sup>th</sup> June 2022, advised members on the procurement options for future housing support mental health services in Bromley and gained approval to replace the existing service model with a new joint adult mental health recovery and rehabilitation Support@Home service contract in 2024, underpinned by the section 75 agreement between LBB and SELICB, and with a combined total contract value estimated at £2.66m per annum, split 50:50 between LBB and SELICB.
  - 1.6. The Gateway 1 report ACH22-035, presented on 30<sup>th</sup> November 2022, sought and obtained Executive approval to commence the procurement of the service in accordance with the arrangements set out in the report with the intent to commence the new service on 1<sup>st</sup> October 2024 with LBB acting as the contracting authority.
  - 1.7. This report seeks Executive approval to award the Support@Home service contract in accordance with the arrangements set out in this report and the accompanying Part 2 report to commence the new service on 1 October 2024.
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## **2. RECOMMENDATION(S)**

- 2.1 Adult Care and Health Policy Development and Scrutiny Committee are asked to review this report and the accompanying Part 2 report and provide any comment prior to the report proceeding to Executive for decision.
- 2.2 Executive is recommended to:
  - i. Approve award of contract for the Support@Home service contract as detailed in this report and the accompanying Part 2 report:
    - for an initial period of 5 years from 01 October 2024 to 30 September 2029
    - with two options to extend for a further period of 2 years from 01 October 2029 to 30 September 2031 and 1 October 2031 to 30 September 2033
    - at an estimated total contract value as set out in Part 2 of this report; and
  - ii. Delegate authority to the Chief Officer, subject to Agreement with the Assistant Director Governance & Contracts, the Director of Corporate Services, the Director of Finance and the Portfolio Holder for Adult, Care & Health, to approve the contract extension period(s) for up to four years on satisfactory achievement of the contract performance indicators.

## 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:
  2. Making Bromley Even Better Priority:
    - (1) For people to make their homes in Bromley and for business, enterprise and the third sector to prosper.
    - (2) For residents to live responsibly and prosper in a safe, clean and green environment great for today and a sustainable future.
    - (3) 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: Estimated Cost set out in Part 2
  2. Ongoing costs: Recurring Cost set out in Part 2
  5. Source of funding: Existing revenue budget, ICB funding (Section 75)
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## Personnel

1. Number of staff (current and additional): TBA
  2. If from existing staff resources, number of staff hours: TBA
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## Legal

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

1. Summary of Procurement Implications: This report seeks Approval of the award of a contract for a joint mental health support service. The contract will commence on 1<sup>st</sup> October 2024 for a period of 5 years with the option to extend for two further periods of up to two years each. The procurement has been conducted in accordance with the Public Contract Regulations 2015 and the Council's Contract Procedure Rules.
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## Property

1. Summary of Property Implications: N/A
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## Carbon Reduction and Social Value

1. Summary of Carbon Reduction/Sustainability Implications: N/A

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### Customer Impact

1. Estimated number of users or customers (current and projected): 140 current service users / up to 227 projected beneficiaries utilising existing recovery & rehabilitation services.
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### Ward Councillor Views

1. Have Ward Councillors been asked for comments? No
2. Summary of Ward Councillors comments: Not Applicable

### 3. COMMENTARY

- 3.1. The Bromley Mental Health and Wellbeing Strategy (BMHWS) 2020-25 was jointly developed by the London Borough of Bromley and (the then) NHS Bromley Clinical Commissioning Group (CCG) in partnership with Oxleas NHS Foundation Trust. A major part of the strategy is improved “step down” services for adults with long-term conditions and a greater emphasis on service users moving to independence. This service contributes to that part of the Strategy.
- 3.2. The SELICB commissioned Adult Mental Health Residential and Supported Accommodation Services is made up of six registered residential care homes and three supported living/shared housing services. The LBB Mental Health Flexible Support Service contract provides 300 individual floating support hours per week.
- 3.3. The new joint service specification will consist of one residential care home, eight supported living/shared housing services, and a similar number of floating support hours as at present and providing the same level of support/care. This change from the specification set out in the Gateway 1 report, which recommended that no residential care services should remain, has been agreed following consultation with Oxleas NHS Foundation Trust. This arrangement will be reviewed after an agreed period to ensure that current and future needs are met appropriately.
- 3.4. From the service commencement date, the service will be delivered from a block element of 2280 hours per week over the whole contract. There is also provision for up to 7 sleep-ins per week, with a supplement of 100 hours per week available subject to need.
- 3.5. The provider will be responsible for deploying the commissioned hours across the identified properties to ensure suitable on-site support provision in line with the relevant registration and the individual’s care plan.
- 3.6. The allocation and delivery of commissioned hours to identified properties will be sufficient to provide 24-hour waking support, where individuals residing within identified properties require that provision. It will also take into consideration individual preference and the practical requirements of meeting the person’s needs. The balance of commissioned hours will be provided across the Service based on individual need and demand.
- 3.7. In total, the Service is expected to support between approximately 135 and 150 people per week.
- 3.8. Work to remodel the existing residential care home provision within the SELICB contract and convert these services to a supported living model by the end of the current contract term on 30 September 2024 is well under way.

#### 3.9. Access to the Service

The Provider will:

- Offer preventative measures to enable people to live in their existing home.
- Enable individuals to develop skills required for independent living and their broader needs by enabling access to other relevant services, improve quality of life and promote or maintain independent living.

- Deliver a range of structured and diverse support functions through an individual's care and support plans aimed at maintaining the person's mental wellbeing with the aim of living independently in the community, preventing readmissions to hospital or residential care and homelessness.
- Enable people who access the Service to make good use of mental health services and relevant services available either as part of their care plan or as residents of Bromley.
- Assist individuals to minimise substance misuse and implement harm reduction strategies where appropriate, including working with people classed as having "dual diagnosis" needs.
- Support people who access the Service with serious mental illness and within the Criminal Justice system to decrease use of crisis or emergency services, including avoidance of hospital admissions and criminal justice system involvement.

### 3.10 Referral to the Service

Referrals to the Service will be agreed by the Mental Health Practice Review Group and/or Joint Funding Panel (The Panel); and will be subject to an assessment of need and a care plan.

The timescales for commencing the Service will be agreed and established in partnership with the person, their Care Coordinator/Clinical Practitioner and the Provider

The Provider will engage with people who have been referred to the Service within a maximum of two weeks (10 business days) of referral.

The individual's care plan will be reviewed within six to eight weeks of commencing with the Service.

The Panel will agree the level of service required. The service cannot commence until it has been authorised by the Panel.

Any proposed change to the level of service must be agreed through the individual's Care Coordinator/Clinical Practitioner and authorised by the Panel.

Incumbent service provider transformation activity and a program of service user review and reassessment will ensure that all existing service users are either supported to become tenants in the associated properties, move-on to appropriate step-down provision, or be re-provided with alternative residential provision where there is an assessed need for this type of provision.

The services referred to in this report relate to the provision of care and support across the accommodation-based and floating support services. Commissioned hours relating to the provision will be utilised flexibly across the contract and tailored to client needs independent from the accommodation in which they live.

Some hours are expected to be delivered collectively within shared accommodation or utilised to provide shared care and support (for example, the provision of sleep-in or waking night staff) where clients living in shared accommodation require enhanced support. Tenants living in shared accommodation will also have the option to purchase their own personal support hours from a different provider via a Direct Payment, should they not wish to utilise the contracted service provider.

Support hours will not be fixed to a particular property, enabling the service to adapt with changing demographic or client needs. Where properties are no longer required or suitable to meet the identified needs, support hours will be able to be redirected to alternative provision or sites as required, enabling properties to be adapted, acquired or disposed of in line with changing needs and priorities.

Following the Gateway 1 report, the procurement approach for the support@home service was further refined. This is set out in more detail in section 4 of the Part 2 report.

#### 4: CONTRACT AWARD RECOMMENDATION

**4.1 Recommended Provider(s):** Please refer to the Part 2 Report

**4.2 Estimated Contract Value (Annual and whole life value):** Please refer to the Part 2 Report

**4.3 Other Associated Costs:** Please refer to the Part 2 Report

**4.4 Proposed Contract Period:** 5 years commencing 1<sup>st</sup> October 24 with the option to extend for two further periods of 2 years (5+2+2)

#### 4.5 Tender Summary:

4.5.1 The tender process was undertaken in accordance with the recommendations set out in the Gateway Report agreed by Executive on 30<sup>th</sup> November 2022. Several consultation sessions were held with all relevant stakeholders and a market engagement event was held. These events were all well attended. The consultation and engagement process has informed the procurement intentions.

4.5.2 The tender was undertaken electronically using the ProContract portal with bidders being required to submit both stage 1 (Selection Questionnaire) and Stage 2 responses together, in accordance with the Public Contract Regulations 2015 (Light Touch Regime).

4.5.3 A total of 123 providers expressed an interest, with 101 not responding and 15 opted out of the tender process. An analysis of the Expressions of Interest is attached as Appendix 1 of the Part 2 Report. Seven providers submitted bids with 4 providers failing to meet the requirements of the Selection Questionnaire and were therefore eliminated from the tender process.

4.5.4 The remaining 3 providers' stage 2 responses were evaluated using the Council's standard 40% quality and 60% price ratios. The results were then input into the Council's evaluation matrix.

4.5.5 The evaluation of the bidder's response to the quality questions was undertaken against the following criteria and weightings:

Question	Criteria	Weightings
3.1	Financial Resources & Contract Affordability	5%
3.2	General Data Protection Regulations (GDPR) & Information Governance	5%
3.3	Safeguarding	15%

<b>3.4</b>	Social Value, Engagement & Co-production	15%
<b>3.5</b>	Organisational Oversight & Service Management	15%
<b>3.6</b>	Aims & Objectives of the Service	20%
<b>3.7</b>	Safe & Decent Homes	10%
<b>3.8</b>	Service Mobilisation & Implementation	15%
<b>TOTAL:</b>		<b>100%</b>

4.5.6 The tender was evaluated on the response to questions in accordance with the Public Contract Regulations 2015 and the Council's Contract Procedure Rules. The evaluation panel consisted of two representatives from the South East London Integrated Care Commissioning team, two members of the Council's Adult Social Care Commissioning Team and one member of the Council's Contract Compliance Team. The results of the evaluation process are detailed in Appendix 2 of the Part 2 Report.

4.5.7 The Contract specification sets out the requirements upon the provider and the intended outcomes for users of the service. Contract performance and service user outcomes will be robustly measured by the Contract Compliance Team in conjunction with the Commissioning Team.

#### 4.6 Key performance Indicators:

Outcomes will be measured through Key Performance Indicators. A draft set of indicators are attached as Appendix 1 at the end of this report. The final KPI's for the contract will be agreed between the Provider and Commissioners during the mobilisation period and reviewed regularly.

### 5. SOCIAL VALUE, CARBON REDUCTION AND LOCAL / NATIONAL PRIORITIES

5.1 The remodelling of mental health and rehabilitation support services provides economic and social value by employing local staff, accessing local amenities and sharing knowledge across key stakeholder and wider integrated care system.

5.2 This contract is also aligned with the national approach set out in the NHS Long Term Plan published in January 2019 which focuses on improving outcomes through a joined-up approach across primary, social care, community and secondary mental health services and the ongoing work of the NHS Southeast London ICS to foster common approaches across borough boundaries and the NHS England 10 years strategy which focuses on:

- preventing people from developing mental health problems where possible.
- improving access to support for everyone who needs it.
- supporting people to recover and live well in the community.
- tackling inequality.

### 6. TRANSFORMATION/POLICY IMPLICATIONS



- 6.1 See Part 2 for projected annual efficiency savings to the Council and SELICB.
- 6.2 The contract and its outcomes will support LBB's strategic objectives of increasing independence and reducing dependence on residential care settings thus having the additional effect of making savings on high cost placements.

## **7. IT AND GDPR CONSIDERATIONS**

- 7.1 None

## **8. STRATEGIC PROPERTY CONSIDERATIONS**

- 8.1 None

## **9. PROCUREMENT CONSIDERATIONS**

- 9.1 This report seeks to award a contract for the provision of the Adult Mental Health Recovery & Rehabilitation Support at Home Service to the Provider detailed in the Part 2 Report. The Contract will commence on 1<sup>st</sup> October 2024 for a period of five (5) years expiring on 30<sup>th</sup> September 2029, with the option to extend for two further periods of up to two years each from 1<sup>st</sup> October 2029 until 30<sup>th</sup> September 2031, then 30<sup>th</sup> September 2031 until 30<sup>th</sup> September 2033 (9 years in total). The estimated annual and whole life values of the Service are detailed in the Part 2 Report.
- 9.2 This is a Service contract and is covered by Schedule 2 of the Public Contract Regulations 2015, and thus the procurement was undertaken in accordance with the 'Light Touch Regime' (LTR) of these Regulations. A summary of the consensus scores against the quality criteria are set out in Appendix 2 of the Part 2 Report.
- 9.3 An Open tender process was carried out in line with the requirements of the Public Contract Regulations 2015, and the Council's Contract Procedure rule 8.2.1.
- 9.4 The requirements for authorising an award of contract are covered in Contract Procedure Rule 16. For a Contract of the value set out in the Part 2 Report, the Approval of Executive is required, following Agreement by the Portfolio Holder, Chief Officer, the Assistant Director Governance & Contracts, the Director of Finance and the Director of Corporate Services.
- 9.5 In accordance with Contract Procedure Rule 2.1.2, Officers must take all necessary professional advice.
- 9.6 Following the decision, a Find A Tender Notice will be issued, and as the Contract value is over £30,000, an Award Notice will be published on Contracts Finder.
- 9.7 A statutory Standstill Period will be observed in accordance with the Public Contract Regulations 2015.
- 9.8 The actions identified in this report are provided for within the Council's Contract Procedure Rules, and the proposed actions can be completed in compliance with their current content.
- 9.9 From January 2024, new procurement legislation known as the Provider Selection Regime was introduced. This service comes under the new legislation. However, transitional

arrangements confirm that procedures commenced prior to the introduction of the Provider Selection Regime must be completed under the Public Contracts Regulations 2015. This award is in compliance with those transitional arrangements.

## 10. FINANCIAL CONSIDERATIONS

10.1 See Part 2

## 11. PERSONNEL CONSIDERATIONS

11.1 See Part 2

## 12. LEGAL CONSIDERATIONS

- 12.1 This report seeks approval to award the Support@Home service contract in accordance with the arrangements set out in this report for an initial period of 5 years from 01 October 2024 to 30 September 2029, with two options to extend for a further period of 2 years from 01 October 2029 to 30 September 2031 and 1 October 2031 to 30 September 2033 at an estimated total contract value as set out in Part 2 of this report. The background to this report is set out in report ACH22-035.
- 12.2 The provision of adult mental health recovery and rehabilitation services collectively meets a number of NHS and local authority duties in accordance with the Care Act 2014, Mental Health Act 1983 and Housing Act 1996.
- 12.3 These services are health services and, as such, they are regulated under Schedule 3 of the Public Contract Regulations 2015. The rules of procedure governing the procurement of such services are set out in Regulations 74 to 76.
- 12.4 Procurement colleagues have confirmed an Open tender process was carried out in line with the requirements of the Public Contract Regulations 2015, and the Council’s Contract Procedure rule 8.2.1.
- 12.5 The requirements for authorising an award of contract are covered in Contract Procedure Rule 16. For a Contract of this value the Approval of Executive, following Agreement by the Portfolio Holder, Chief Officer, the Assistant Director Governance & Contracts, the Director of Finance and the Director of Corporate Services.
- 12.6 Procurement colleagues have confirmed the actions identified in this report are provided for within the Council’s Contract Procedure Rules, and the proposed actions can be completed in compliance with their current content.

<b>Non-Applicable Headings:</b>	
Background Documents: (Access via Contact Officer)	Gateway 0 report ACH22-018 ‘Housing Support Mental Health Services’ Gateway 1 report ACH22-035 ‘Adult Mental Health Recovery and Rehabilitation Support @ Home Service’.

## Part 1 Appendix 1

Measure	Baseline	Indicator Target	Monitoring method
% of referrals accepted and support offered	Number of referrals received	100%	Quarterly return
% of people who have a needs assessment within 14 days of acceptance	Number of people accepted	100%	Quarterly return
% of people who have a care and support plan within 14 days of acceptance	Number of people accepted	100%	Quarterly return
% of people who have an up-to-date care and support plan	Total number of people supported by the service	100%	Quarterly return
% of people who have had an NHS SMI Physical Health Check within the previous 12 months	Total number of people supported by the service	>80%	Quarterly return
% of people engaged in physical health check intervention/ program as a result of attending a physical health check. E.g. <ul style="list-style-type: none"> <li>Smoking cessation program</li> <li>Weight management program</li> <li>Physical activity program</li> </ul>	Number of people who have an identified physical health intervention as a result of attending a physical health check. E.g. <ul style="list-style-type: none"> <li>Smoking cessation</li> <li>Weight management</li> <li>Increased physical activity / exercise</li> </ul>	>80%	Quarterly return
% of people who are readmitted to inpatient care	Total number of people who access the service	<10%	Quarterly contract monitoring
% of people who move-on from the service due to a deterioration in their mental health or increased level of need	Number of people who have moved on from the service	<10%	Quarterly return
% of people who access the service who are engaged in employment, education or training activities	Number of people who are in receipt of support	Trend	Quarterly return
% of people in paid employment	Number of people who are engaged in employment, education or training activities	Trend	Quarterly return
% of people in voluntary employment	Number of people who are engaged in employment education or training	Trend	Quarterly return
% of people engaging in education or training activities	Number of people who are engaged in employment, education or training	Trend	Quarterly return
% of people supported to move-on from shared accommodation (identified properties) to independent accommodation (with or without support)	Number of who have moved-on from an identified property	Trend	Quarterly return
% of people who have been supported to step-down to a lower support setting	Number of people who have stepped down or move-on	>90%	Quarterly return
% of people who have sustained their move-on or step-down for more than 6 months	Number of people who have moved on or stepped down	>90%	Quarterly return

% of people living in identified properties or temporary housing who have a move-on plan in place	Number of people who live in identified properties or temporary housing	100%	Quarterly return
% of people identified for move-on within 2 years who have registered with the Council's Housing service	Number of people identified as ready for move-on or step down within 2 years	100%	Quarterly return
% of people who receive an exit interview undertaken by the provider	Number of people exiting the service	100%	Quarterly return
% of safeguarding and serious incidents that are reported within 24 hours to the Contract Compliance Team	Number of safeguarding and serious incidents	100% Mandatory	Quarterly return
% of safeguarding and serious incidents that are reported in accordance with National and Local guidance	Number of safeguarding and serious incidents	100% Mandatory	Quarterly return
% of complaints resolved to the satisfaction of the complainant	Number of complaints	95%	Quarterly return
% of staff who undertake mandatory and refresher training	Number of staff	100%	Quarterly return
% of staff appropriately trained and assessed as competent to meet the health and medication needs of those who access the service	Number of staff	100%	Quarterly return
% of hours delivered by temporary staff (agency/relief)	Number of staff	<20%	Quarterly return