

Birmingham City Council

Report to Cabinet

17th March 2020



Subject: PUTTING PREVENTION FIRST: STRATEGY FOR THE COMMISSIONING OF VULNERABLE ADULTS SUPPORT FOR DISABILITIES AND MENTAL HEALTH

Report of: Professor Graeme Betts
Director for Adult Social Care

Relevant Cabinet Member: Cllr Paulette Hamilton - Health & Social Care
Cllr Tristan Chatfield - Finance & Resources

Relevant O &S Chair(s): Cllr Robert Pocock - Health and Social Care
Cllr Sir Albert Bore - Resources

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|---|---|---|
| Are specific wards affected? | <input type="checkbox"/> Yes | <input checked="" type="checkbox"/> No – All wards affected |
| If yes, name(s) of ward(s): | | |
| Is this a key decision? | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> No |
| If relevant, add Forward Plan Reference: 007462/2020 | | |
| Is the decision eligible for call-in? | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> No |
| Does the report contain confidential or exempt information? | <input type="checkbox"/> Yes | <input checked="" type="checkbox"/> No |
| If relevant, provide exempt information paragraph number or reason if confidential: | | |

1 Executive Summary

- 1.1 This report provides details of the proposed Commissioning Plan for the recommissioning of the Integrated Prevention Services (CO218) contract (Tranche 2). The existing contracts for these services expire on 30th June 2021.

- 1.2 These services are vital in delivering against several Council priorities, which include corporate parenting, improved health and wellbeing, building resilient and independent communities and access to suitable and sustainable housing options for the most vulnerable.
- 1.3 Co-design activities have commenced with providers, key stakeholders and service users to begin to develop a picture of what the current market looks like and what we may wish to see in the future. This will help inform the consultation documents and shape future services.
- 1.4 Further targeted engagement, workshops and coproduction activities with providers, stakeholders and service users are planned to run alongside the proposed online consultation.
- 1.5 Cabinet approval is required in order to initiate the proposed online consultation via Be-Heard.
- 1.6 Subject to approval, the online consultation is proposed to run from 26th March 2020 – 6th May 2020.
- 1.7 Legal advice has been sought and the online consultation proposals ratified.

2 Recommendations

- 2.1 That Cabinet approve commencement of the proposal to undertake a 42-day public consultation via Be Heard on the recommissioning of Integrated Prevention Services (C0218) contract (Tranche 2).

3 Background

- 3.1 On 16th April 2019 a report to Cabinet for the recommissioning of 'Vulnerable Adults Housing and Wellbeing Support Services' was agreed. This was part one of commissioning, which included support services for homelessness, domestic abuse, young people, and people leaving institutional settings. These contracts went live on 1st December 2019
- 3.2 We are now commencing the second phase of recommissioning that covers the Disabilities and Mental Health client groups.
- 3.3 The approach is similar to the first phase of commissioning, with a Positive Pathway consideration being used. Commissioners are working closely with CCG partners to ensure that there is a seamless step down for citizens, who move through statutory health and social care services into community-based living.
- 3.4 The current contracts (CO218) contract (Tranche 2) come to an end on 30th June 2021 with the new contracts expected to start 1st July 2021. It is intended that the contracts will run for five years with inclusion of appropriate break clauses.

- 3.5 The current annual budget for current prevention services is £7.474m and is proposed to be carried over for this proposed re-commissioning and procurement exercise.
- 3.6 The delivery of the pathway will be commissioned across the key components set out below; the access points for vulnerable adults will be dependent upon their individual needs and circumstance. The intention being that the services commissioned work together as a system which prevents anyone from falling off the pathway, failing to access services and enables re-entry into services should the need arise.

3.7 Pathway

- 3.7.1 Commissioners are researching and collating data on existing and proposed services for the Disabilities and Mental Health cohorts that includes statutory and non-statutory services, third sector, faith groups, including neighbourhood networks, community assets and community catalysts.
- 3.7.2 Online resources/information, advice and guidance are proposed to be a significant feature of the pathway approach, ensuring that both customers and professionals have a clear overall picture of available resources to prevent escalating need or alleviate crisis.
- 3.7.3 The Pathway will build on and integrate with the NHS Transformation Pathway for mental health services. This will enable robust links, seamless transitions and avoid duplication. This will be achieved by:
- Building upon the success of nationally and locally recognised pathways such as Carers, Young People and Homelessness.
 - The Pathway will have a focus on Universal, Targeted, Crisis, Safety, Recovery and Resilience.
 - Proposed commissioning along the Pathway will be subject to continued co – design with existing providers, service users, wider stakeholders, including the social work teams, public health, carers, CCG and a formal public consultation process.
- 3.7.4 The types of services to be commissioned include:

Universal Prevention - Services will be available to all vulnerable adults and will focus on self-enablement and accessing local community assets such as Neighbourhood Networks:

- A comprehensive online housing and independence support service is being developed to act as a proactive response to a combination of

presenting factors such as poverty, poor health, precarious housing circumstances and risks of homelessness.

- The service will be tailored for individuals to self-navigate and for use by professionals, practitioners and carers acting on behalf of the individual.
- It is proposed that this service will be part of the Navigator service, which will also provide universal support in terms of advice and information.

Targeted Prevention - Services will be client specific and delivered by a Navigator service to provide face to face support and access to relevant services aimed at providing prevention activity. Part of the Navigator services will be universal as mentioned above and will be a short-term service. Co-location of Navigator services is being considered with NHS commissioned mental health HUBs to enable support and medical requirements to be accessed in the same place providing an easier pathway for individuals to get the right support at the right time.

Lead Workers will provide a longer term and more personalised service including; initial and on-going engagement with clients and development of support plans. The intention is to provide support individuals need to overcome challenges and equip them to face and deal with challenges in the future.

Transition – services will provide support delivered into accommodation and maybe short or longer term delivered by a range of providers. There will also be an enablement service for people with learning disabilities.

3.8 There are three client groups being identified across the pathway:

- Mental health
- Learning disabilities
- Physical/sensory disabilities.

3.9 Commissioned services alignment and integration:

The design and specification of the services will facilitate clear pathways for support and ensure that a strong prevention first focus is built into every stage.

Dialogue relating to alignment, integration and opportunities for joint commissioning with partners is continually taking place in order to secure access into services for the most vulnerable. These include:

- Development of a joint mental health pathway with CCG and NHS provider trusts.
- Potential to co-locate services with NHS provider trusts.

- Access to community assets and local neighbourhood networks services, migration and resettlement support.

3.10 Existing contractual arrangements for these services:

The existing Vulnerable Adult Support for Disabilities and Mental Health contracts are due to expire on 30th June 2021. The future commissioning will continue to provide services to the existing cohorts of vulnerable adults; however, the design of future services will reflect a pathway approach as set out within this report.

4 Options considered and Recommended Proposal

4.1 Option 1:

Not undertake any further engagement with stakeholders. This is on the basis that whilst the proposed services will provide a very effective prevention response to vulnerable adults and will prevent or slow down the escalation of need into more costly statutory responses, the proposed services do not deliver direct care to individuals as a result of a statutory assessment.

4.2 Option 2: Recommended Option

To undertake a 42 day Be–Heard consultation for completeness.

This recommended proposal will demonstrate an openness and desire to harvest any additional thoughts, views and opinions from service recipients, stakeholders and citizens. This will allow sufficient time for stakeholders and citizens to respond to the consultation taking into account their needs and vulnerabilities.

5 Consultation

- 5.1 Co design work commenced July 2019, with citizens, providers and a range of key stakeholders. This includes partners from across health, housing, social care, neighbourhoods, community and voluntary sector organisations.
- 5.2 NHS mental health commissioning partners have been involved in the design of the pathway to ensure links to their own commissioned services and pathways.
- 5.3 The vulnerable adults Citizens Panel have been consulted and engaged in the co-design of proposed services.
- 5.4 Alongside the proposed online consultation period, commissioning officers will be meeting with providers, key stakeholders and service users to help to refine commissioning principles. The proposed timetable for consultation, procurement and mobilisation is shown in the table below.

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|--|-----------------------------|
| Be-Heard Online Consultation start | 26 th March 2020 |
| Be-Heard Online Consultation finish | 6 th May 2020 |
| Cabinet Approval (Procurement Strategy following consultation) | 26 th May 2020 |
| Proposed Procurement Timeline | |
| Invitation to Tender – Issue | July 2020 |
| Invitation to Tender – Return | September 2020 |
| Evaluation Period | October 2020 |
| DPR Approval (Award) | November 2020 |
| Contract Award | January 2021 |
| Mobilisation period including TUPE transfer | March – June 2021 |
| Contracts Start | 1 st July 2021 |

6 Risk Management

- 6.1 The risk management of this commissioning is overseen by the Vulnerable Adults and Housing Board which has formal responsibility for the Commissioning of these services. The Board is chaired by the Assistant Director of Commissioning Adult Social Care.

7 Compliance Issues:

7.1 How are the recommended decisions consistent with the City Council's priorities, plans and strategies?

- 7.1.1 The recommended decisions are consistent with the Council's priorities, plans and strategies and supports the Vision and Priorities in the Council Plan 2018-2022 as agreed by Cabinet across four priority areas:

Children – an aspirational city to grow up in: We will inspire our children and young people to be ambitious and achieve their full potential.

Jobs and skills – an entrepreneurial city to learn, work and invest in: We will create opportunities for local people to develop skills and make the best of economic growth.

Health – a fulfilling city to age well in: Citizens and communities will have choice and control over their care and improved resilience and independence.

Housing – a great city to live in: We will work with our partners to build a fair and inclusive city for all.

7.1.2 The decision within this report will contribute and support the delivery of the following strategies:

- Vision and Strategy to Modernise Adult Social Care 2017+
- Health and Well-Being Strategy 2017+
- Homeless Prevention Strategy 2017+
- Financial Inclusion Strategy 2016+
- Domestic Abuse Prevention 2018+
- Transition Strategy 2018+

7.2 Legal Implications

7.2.1 While there is no requirement to go out to formal consultation, for these services, for completeness of the engagement process and best practice a short formal consultation should be considered.

7.3 Financial Implications

7.3.1 The recommissioning of these services will be funded from within existing budgets. This has been discussed with finance, but in this instance there are no financial implications specific to the proposed consultation.

7.4 Procurement Implications (if required)

7.4.1 None identified for this proposed decision.

7.5 Human Resources Implications (if required)

7.5.1 None identified

7.6 Public Sector Equality Duty

7.6.1 A relevance test to decide whether the planned recommissioning and procurement of the vulnerable adults and housing support has any relevance to the equality duty contained within Section 149 of the Equality Act 2010 of eliminating unfair/unlawful discrimination and to promote equality and human rights commenced February 2019. The screening identified that there was no requirement to assess this further at this stage. As part of the re-commissioning the relevant risk logs will be maintained to allow further consideration which include contract award and mobilisation. The consultation will inform and help develop an Equality Assessment.

8 Appendices

Appendix A - Draft Consultation Document

Appendix B - Draft Commissioning Plan

Appendix C - Draft Consultation Questionnaire