

**Report of: Executive Member for Health and Social Care**

<b>Meeting of:</b>	<b>Date:</b>	<b>Ward(s):</b>
<b>Executive</b>	21 March 2019	All

<b>Delete as appropriate</b>	Exempt	Non-exempt
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**THE APPENDIX TO THIS REPORT IS NOT FOR PUBLICATION**
**SUBJECT: Contract Award for Mental Health Recovery Pathway**
**1. Synopsis**

- 1.1 This report summarises the outcome of a procurement process for a Mental Health Recovery Pathway. This includes a suite of four services to help Islington adult residents who are in need of support to enable a recovery from a mental illness and develop greater self-management of their mental health. These services have been redesigned to provide more flexible and personalised support that is responsive to fluctuating needs, and builds a more strength-based approach to support, focusing on people's strengths, assets and interests. The new pathway will be more focussed on developing a peer support network, as well as supporting people to establish community connections and reduce social isolation.
- 1.2 The Executive agreed the procurement strategy for this tender in October 2018. The Executive is now asked to agree the outcome of the procurement process.

**2. Recommendations**

- 2.1 To approve the award of a contract to Islington Mind to deliver the Mental Health Recovery Pathway.
- 2.2 To note that it is anticipated the new service will commence 1 June 2019, for a period of three years with the option of two 12-month extensions. The annual value is £1,080,514. The total contract value including all extension periods is £5,402,570.

### **3. Background**

- 4.1 The contract to be awarded is for the delivery of a Mental Health Recovery Pathway; a suite of four services to help Islington adult residents who are in need of support to enable a recovery from a mental illness and develop greater self-management of their mental health.
- 4.2 Community mental health recovery services in scope of this procurement are currently delivered through five contracts. The re-procurement has rationalised these contracts into one.

The new pathway contains the following four elements:

#### 1. Day opportunities

The day opportunities service will focus on the development of a peer support network. This will include the recruitment of peers and volunteers, development of a progression pathway for service users to find volunteering and employment opportunities, and a programme of peer and volunteer-led events and activities across the community.

The service will support people to access community resources, provide a structured programme of activities and interventions, as well as drop-in sessions, to help reduce social isolation, support recovery, and give people the tools they need to be more resilient and better able to manage their mental health.

The growth of peer support and recovery networks are important as a more effective, sustainable and less institutional way to provide support. As a result, they are known to increase self-esteem, resilience, and self-worth. The service will provide information and advice about the wider mental health system and help people to access community resources. Access to the service will be straightforward without the need for a referral, and those with greater needs will be supported with a tailored package of support.

#### 2. Recovery out of hours' service

The service will provide an evening and weekend service offering social, practical and emotional support delivered by people who have lived experience. This will be underpinned by an approach that builds on peoples' strengths and focuses on their recovery enabling them to build community connections and recovery skills.

#### 3. Intensive psycho-social support

This will provide structured, time-limited support (up to 12 months), addressing psychological and social needs through more intensive one-to-one key working, group work, counselling and therapeutic interventions. People using the service will have individual care plans which will support them to maintain their recovery in the community. People accessing day opportunities can step up to more intensive support to prevent a hospital admission or those in an inpatient setting or crisis house may step down to this type of support.

#### 4. Reablement Service

This service will provide short term (up to 8 weeks), intensive support to a person within their home. It supports people to make connections in their local area, to develop support networks, and to develop or re-establish the practical skills they need to help them maintain their independence in their own home. The service supports people who are stepping down from an inpatient setting or crisis services.

We have worked closely with people who currently use mental health services over the past two years to ensure that we understand what matters to them. Therefore, we have a clear picture of what is valued most and what is important to retain in future. These principles underpinned the transformation of our mental health recovery pathway and the new service model was co-designed with service users, to ensure that we are delivering the services that people need and want.

We worked with service users to redesign a pathway that:

- Helps to build upon individuals' existing strengths and assets.
- Provides access to early help and promotes recovery, empowerment, choice and independence.
- Is clearer, easier to navigate, and better coordinated between services.
- Delivers personalised care and support.
- Increases connectivity with the local community to reduce social isolation.
- Increases access into employment.
- Is flexible and responsive to fluctuating needs
- Meets the needs of all 18-65 year olds, including younger adults (18-29 years), who are currently under-represented.
- Promotes service user involvement in the running of services.

In addition to supporting people in Islington who are known to mental health services, it is expected that this new model will improve the reach of services to those people who do not currently access this type of mental health support. The new services will provide individualised support in-reaching into the community and closer working with the Mental Health Trust across all access points. This includes working with new Practice Based Mental Health Teams, which will reduce the stigma associated with attending dedicated mental health day services.

- 4.3 Day opportunities services are currently delivered from the following four sites: 76-80 Isledon Road, N7 7LB; 48 Despard Rd, N19 5NW; 35 Ashley Rd, N19 3AG; and 11 Southwood Smith Street N1 0YL. Islington Council undertook a public consultation from June-July 2017 about the proposed closure of up to two of the day opportunities sites. The decision was made by the Council's Executive on 18 October 2018, to close the Southwood Smith site. As a result, the new day opportunities service will be delivered from the remaining three sites at Isledon Road, Despard Road and Ashley Road. Islington Council owns all three of the buildings.
- 4.4 The current combined annual budget for mental health recovery services is £1,382,500.
- 4.5 The contract to be awarded is a thirty-six months' contract with the option of two 12-month extensions. The total annual value of the contract is £1,080,514. The total contract value including all extension periods is £5,402,570. The annual value of the new contract represents a 22% reduction against the current budget. Against the published contract price, the cost of the awarded contract represents a further 2% saving.
- 4.6 The tender was carried out as an open procedure. Two organisations submitted tenders; of these, both successfully passed the suitability assessment stage and their tenders were evaluated against the published criteria. Only one organisation obtained the required scores on the written method statements and were invited to, and successfully passed, the presentation stage.

- 4.7 The contract has been awarded to the Most Economically Advantageous Tender based on the criteria of 70% quality and 30% cost, broken down as follows:

	<b>Weighting %</b>
<b>Cost</b>	<b>30%</b>
<i>Contract Cost</i>	<i>25%</i>
<i>Cost Allocation (Direct/Indirect costs)</i>	<i>5%</i>
<b>Quality</b>	<b>70%</b>
<p><i>Proposed approach to service model and delivery (part 1)</i></p> <p>Bidders were asked to describe the service model they would establish in order to deliver the outcomes outlined in the service specification.</p>	<i>20%</i>
<p><i>Proposed approach to service model and delivery (part 2)</i></p> <p>Bidders were asked to describe how they will develop a peer-led culture to support the delivery of the service.</p>	<i>5%</i>
<p><i>Proposed approach to service model and delivery (part 3)</i></p> <p>Bidders were asked to describe how they will develop flexible services to ensure all needs are met and all Islington residents with mental health needs are given equal access to day opportunities.</p>	<i>10%</i>
<p><i>PRESENTATION: Proposed approach to service model and delivery (part 4)</i></p> <p><i>Only those bidders who scored a minimum of three (3) for each of the questions requiring a written response (1.1 to 1.3, and 1.5 to 1.10) were invited to give a presentation in response to question 1.4</i></p> <p>Bidders were asked to prepare a presentation that described how they will ensure the service adopts a person-centred, strength-based approach to support.</p>	<i>5%</i>
<p><i>Proposed approach to service user involvement and co-production</i></p> <p>Bidders were asked to describe how service user involvement and co-production will be used to shape each element of the service.</p>	<i>5%</i>
<p><i>Proposed approach to social value</i></p> <p>Bidders were asked to describe their proposed approach to demonstrating social value in delivery of the contract, to improve the economic, social and environmental impact on the borough of Islington.</p>	<i>5%</i>

<i>Proposed approach to workforce management</i>	5%
Bidders were asked to describe how they will ensure that staff and volunteers will provide a high quality service to people with mental health support needs.	
<i>Proposed approach to contract implementation</i>	5%
Bidders were asked to describe how they intended to implement and commence delivery of the service by 01 May 2019 and how they will work with any outgoing provider to ensure that transfer of physical assets, staff and current service users happens in a planned way. Bidders were asked to include a project plan.	
<i>Proposed approach to safeguarding and risk management (part 1)</i>	5%
Bidders were asked to describe how they will manage risk effectively within the Mental Health Recovery Pathway.	
<i>Proposed approach to safeguarding and risk management (part 2)</i>	5%
Bidders were asked to describe how they will apply their policies and procedures regarding safeguarding to ensure services are safely run and any safeguarding concerns are identified and appropriately addressed.	
<b>Total</b>	<b>100%</b>

4.8 The results of the tender evaluation are set out in the Exempt Appendix A.

4.9 The appropriate TUPE information was included in the tender documents. As the recommendation is to award the contract to one of the incumbent providers, TUPE will only apply to a proportion of the staff roles identified in the TUPE information.

#### **4. Implications**

##### **5.1 Financial implications**

The existing contracts are funded from the Mental Health Commissioning Pool in which the Local Authority contributes 51% of the budget and Islington CCG funds the remaining 49%.

The budget for the current contracts is £1,382,500 and the cost of the new contract will be £1,080,514 which leads to a saving of just over £300,000 which will contribute to the savings targets in Adults Social Care.

The contract to be awarded is a thirty-six months' contract with the option of two 12-month extensions. The total annual value of the contract is £1,080,514. The total contract value including all extension periods is £5,402,570.

Payment of the London living wage is a requirement of the contract and will not result in any additional costs. Any TUPE cost implications that may arise from this tender will have to be met by existing resources outlined above.

##### **5.2 Legal Implications**

The Care Act 2014 (CA) sets out various provisions in relation to the care and support needs of adults. The council has duties (CA section 18) as well as powers (CA section 19) to meet the needs of adults for care and support. The council also has a duty to prevent or reduce the development of needs for care and support (CA section 2). The council may meet needs that are identified by providing care and support at home or in the community (CA section 8(1)) including by arranging for a person other than itself to provide a service (CA section 8(2)); and Local Government (Contracts) Act 1997), section 1). Therefore, the council may enter into contracts with providers of mental health community support and recovery services.

The social care services being procured are subject to the light touch regime (Light Touch Services) set out in Regulations 74 to 77 of the Public Contracts Regulations 2015 (the Regulations). The threshold for application of this light touch regime is currently £615,278.00. The value of the proposed contract is above this threshold and requires advertisement in the Official Journal of the European Union (OJEU). The council's Procurement Rules for Light Touch Services require competitive tendering for contracts over the value of £500,000. In compliance with the requirements of the Regulations and the council's Procurement Rules a competitive tendering procedure with advertisement has been used.

Only one bid, from Islington Mind, was received that met the minimum requirements of the council. It was evaluated in accordance with the tender evaluation model. It was found to adequately meet all the requirements of the council. Therefore, the contract may be awarded to Islington Mind as recommended in the report. In deciding whether to award the contract to Islington Mind the Corporate Director for Housing and Adult Social Services should be satisfied as to the competence of the supplier to provide the services and that the tender price represents value for money for the Council. In considering the recommendations in this report the Corporate Director for Housing and Adult Social Services must take into account the information contained in the exempt appendix to the report.

### 5.3 **Environmental Implications**

The main environmental impacts of this contract are associated with the management of the buildings used for the day services, including energy used for heating, hot water and appliances, water use and waste generation. This will be mitigated in the following ways:

- The closure of the Southwood Smith site reduces the number of buildings that the day opportunities service will run from, therefore reducing the overall environmental impact of the service.
- The provider will minimise energy and water usage at the remaining day opportunities sites, as well as maximising recycling and ensuring compliance with waste legislation.
- Consideration should be given to improving biodiversity habitats in the garden area at day opportunity service sites.

The service will also have some impact related to staff travel, for reablement service home visits and staff and volunteers supporting service users to access other community services. The provider should seek to address this by planning staff schedules to minimise travel and consider public transport options where possible.

### 5.4 **Resident Impact Assessment**

The council must, in the exercise of its functions, have due regard to the need to eliminate discrimination, harassment and victimisation, and to advance equality of opportunity, and foster good relations, between those who share a relevant protected characteristic and those who do not share it (section 149 Equality Act 2010). The council has a duty to have due regard

to the need to remove or minimise disadvantages, take steps to meet needs, in particular steps to take account of disabled persons' disabilities, and encourage people to participate in public life. The council must have due regard to the need to tackle prejudice and promote understanding.

A Resident Impact Assessment (RIA) was completed on 12 June 2018, which identified that overall the new Mental Health Recovery Pathway will have a positive effect on vulnerable adults in Islington. The RIA has been published and can be accessed on the Islington Council website at the following address: <https://www.islington.gov.uk/~media/sharepoint-lists/public-records/adultcareservices/information/adviceandinformation/20182019/20180720dayserviceconsultationresidentimpactassessment1.pdf>

The RIA was updated on the 12 February 2019 and is attached to this report as Appendix B.

## 6. Reasons for the decision

- 6.1 We need to adopt a more strength based approach to mental health community recovery services, which enable recovery from mental ill health and prevent escalation to crises and hospital admission. The services that form the Mental Health Recovery Pathway, aim to provide appropriate support for adults with enduring mental illness who need ongoing support with recovery in the community. The Pathway will also seek to address the challenges of providing appropriate support for those entering, or at risk of entering a mental health crisis.
- 6.2 The development of the pathway provides an opportunity to re-design services within a more efficient model. Services will seek to build on an individuals' existing strengths and assets to promote recovery, be more inclusive, accessible, flexible and deliver more personalised care and support. The award of this contract will strengthen the council's capacity to reach and support people to recover, remain well, and manage mental crises, as far as possible within their communities.

## Appendices

- Appendix A – Mental Health Recovery Pathway Contract Award – EXEMPT
- Appendix B – Mental Health Recovery Pathway Resident Impact Assessment

**Background papers:** None

**Signed  
by:**



5 March 2019

**Cllr Janet Burgess  
Executive Member for Health and Social Care**

**Date:**

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