

Finance & Resources Committee

10.00am, Thursday 9 December 2021

Award of Framework Agreement for Thrive – A Place to Live: Provision of Visiting Support and Supported Living Services for People with Complex Mental Health Needs

Executive/routine Wards	Routine All
Council Commitments	12, 13 & 14

1. Recommendations

- 1.1 It is recommended that the Finance and Resources (F&R) Committee:
- 1.1.1 Approves the award of a Framework Agreement for Visiting Support and Supported Living Services for people with complex mental health needs to twelve service providers over two Lots.
 - 1.1.2 Approves the commencement of the Framework Agreement in March 2022 for an initial period of three years, with the option to extend for a further period of three years in one-year increments.
 - 1.1.3 Notes, the estimated value of the Framework Agreement is in the region of £11,000,000 per annum.

Judith Proctor

Chief Officer of Edinburgh Health and Social Care Partnership

Contact: Colin Beck, Strategy & Quality Manager Mental Health & Substance Misuse

E-mail: colin.beck@edinburgh.gov.uk | Tel: 0131 529 8200



Finance & Resources Committee

2. Executive Summary

- 2.1 This report seeks approval to award a Framework Agreement for Visiting Support and Supported Living Services to twelve service providers.
- 2.2 The Framework Agreement is proposed to commence in March 2022 for an initial period of three years, with the option to extend for a further period of three years in one-year increments.
- 2.3 The maximum Framework Agreement duration is longer than standard as formation has been the result of lengthy co-production which is resource intensive for both service providers and the City of Edinburgh Council (the Council).
- 2.4 The recommended service providers are as follows:
- Lot One – Visiting Support;** Garr Comm, Enable, Hillcrest Futures, Lifeways, Link Living, Loretto Care, Penumbra, The Scottish Association for Mental Health (SAMH), The Richmond Fellowship Scotland, Voyage Care, With You.
- Lot Two – Supported Living;** Carr Gomm, The Cyrenians, Lifeways, Link Living, Loretto Care, Penumbra, Voyage Care.

3. Background

- 3.1 The Framework Agreement has two Lots, details of which are outlined below;
- Lot 1 - Visiting Support Services** – Services for individuals who have been diagnosed and assessed as subject to severe and enduring mental illness shall receive support based in their own homes and communities.
- Lot 2 - Supported Living Services** – Services for individuals who have similar complex mental health needs as outlined in Lot 1. However, due to the complexity and severity of their needs require a more intensive support package including tenancy support.
- 3.2 Current Contracts are a mixture of “Spot” Contracts, which are let for specific individuals to meet their needs following a social worker assessment/conversation and “Block” Contracts, which are let to reserve and hold spaces for undefined individuals with a fixed amount paid monthly. Typically, only Spot Contracts are used for Visiting Support and both Block and Spot Contracts are used for Supported Living Services.
- 3.3 Individuals have a choice of how they receive care, this Framework Agreement relates to option three of the following statutory options;
- 3.3.1 Option One - a direct payment for individuals to purchase their own support

3.3.2 Option Two - the individual directs the available support

3.3.3 **Option Three - the Council arranges the support**

3.3.4 Option Four - a mix of the above

- 3.4 It is anticipated that the Council shall be able to minimise risk to vulnerable people using the services via a more structured contract management process resulting from service providers working from a common specification, basic terms and conditions and standardised funding arrangements.
- 3.5 The Framework Agreement is structured to encourage service provider collaboration and more flexibility to implement direct changes to packages of care working with the individual receiving care and Council social work staff.
- 3.6 The focus of the Framework Agreement is intended to be on outcomes-based assessment of individual needs.

4. Main report

- 4.1 The Council undertook an Open Procedure in accordance with the Public Contracts (Scotland) 2015 Regulations.
- 4.2 On 6 August 2021, the Council issued an invitation on Public Contracts Scotland (PCS) with a submission deadline of 24 September 2021. Tenders were to be submitted via Public Contracts Scotland Tender (PCS-T).
- 4.3 Requirement specific qualification criteria was required alongside standard assessment of insurance and finances. Service *providers must hold or in the case of new service providers commit to achieving a Care Commission rating of 4 (Good) or above before individuals can use their services. Proof of enhanced Disclosure Certification for working with vulnerable people was required for all service provider staff.
- 4.4 A cost: quality ratio of 30:70 was applied to both Lots to ensure that quality was of a high standard.
- 4.4.1 **Cost** 30%
- For both Lots, the Pricing Schedule contained a request for information on service providers' hourly rate to provide the Core Services as identified within the specification.
- 4.4.2 **Quality** 70%
- Service providers who passed the qualification criteria were assessed against their approach to providing care by responding to fictional case studies of individuals who represented as suffering from different conditions.
- Staff Training, capacity, contract management, approach to sustainability, fair work practices and community benefits were also assessed.
- 4.5 Following an evaluation which included NHS and independent advocacy staff as well as Council officers, it is recommended that twelve different service providers

are awarded a place on the Framework Agreement. One further provider submitted a bid, but it was rejected by the evaluation team as not compliant.

- 4.6 A summary of the tendering and the tender evaluation process, as well as the service providers recommended for award, is attached for Lot 1 in Appendix 1 and for Lot 2 in Appendix 2.

5. Next Steps

- 5.1 Upon approval by the F&R Committee, contracts will be awarded to the named service providers.
- 5.2 This Framework Agreement will be managed by the Health and Social Care Contracts Team who will monitor key performance indicators and delivery of community benefits.
- 5.3 The Contracts and Grants Management team (CAGM) will engage with the Health and Social Care Contracts Team, to ensure that effective contract management is delivered throughout the lifecycle of the Framework Agreement. A contract handover document will also be produced, and handover meetings will take place at a locality level as well as centrally.
- 5.4 To support effective implementation of the new Framework Agreement, assistance will be given by Procurement Delivery staff in the first few months of operation to aid construction of call off contracts.
- 5.5 It is not intended to immediately terminate existing contracts with a care element as that has the possibility of being disruptive to care plans and detrimental to individual recovery. The exercise aims to capture as many existing contractual arrangements as possible under one Framework Agreement and move over contracts gradually onto the new terms and conditions. The Framework Agreement as proposed has a high number of incumbent providers present.

6. Financial impact

- 6.1 The estimated value of the Framework Agreement is in the region of £11,000,000 per annum. This is within the budget directed by the Edinburgh Integration Joint Board for this purpose.
- 6.2 When benchmarked against the National Flexible Framework Agreement, let by Scotland Excel (SXL), which offers similar services by the same service providers, the Framework Agreement is in the region of 3% less expensive.

7. Stakeholder/Community Impact

- 7.1 Extensive co-production has taken place over the past two years working with the following stakeholders:
- 7.1.1 A group of incumbent service providers have met regularly every month to discuss and develop aspects of service provision into new models for supported living and visiting support services and debated how to make improvements with these services. This group is co-chaired and facilitated by

a strategic planning and commissioning officer for mental health and by Edinburgh Voluntary Organisations Council (EVOC).

- 7.1.2 Council colleagues in Finance, CAGM, locality social work teams, Royal Edinburgh and Associated Services (REAS) mental health professionals and Service Matching Unit (SMU) have been consulted.
 - 7.1.3 An independent consultation exercise was undertaken to assess the views of service users and unpaid carers in relation to the care received. Over 120 people engaged with the consultation. It revealed a clear wish for service users to be more involved in decision making processes relating to their care provision and for more flexible and person-centred support. The services, overall, were highly valued by service users.
 - 7.1.4 A consultation was also undertaken with mental health staff in localities and in the Royal Edinburgh Hospital. This included the Community Rehabilitation Team, Clinical Psychological Services, Mental Health and Substance Misuse locality teams and Mental Health Forums. In total 92 staff were consulted on the commissioning work. Overall, they were happy with the quality of staff and service provision from service providers. However, they recommended the service would be enhanced by allowing providers to undertake reviews and revision of SMU processes. They also flagged up a need for outcomes-based commissioning.
 - 7.1.5 A pilot has been run for six months within the North East Locality to test some assumptions and changes that are outlined in the service specification. The pilot has been overwhelmingly positive with both service providers and Locality management finding the new way of working to be beneficial. Some of these findings include testing the new process for service provider led reviews, flexible uplifts and decreases for packages of care and working more collaboratively with localities and between service providers to find solutions to people waiting for service on waiting lists.
- 7.2 All service providers on the Framework Agreement pay the Real Living Wage to staff.
 - 7.3 All providers have committed to delivering community benefits over the £50,000 per annum threshold. Providers shall sign up to a mandatory community benefit linked to collaboration on efficiencies between Service Providers and signposting individuals to other Council services. Initially, this will require regular remote Teams meetings of circa twice per month in each locality where the unmet waiting list for services is discussed and allocated.

8. Background reading/external references

- 8.1 None

9. Appendices

Appendix 1 – Summary of Tendering and Tender Evaluation Process – Lot 1

Appendix 2 – Summary of Tendering and Tender Evaluation Process – Lot 2

Appendix 1 – Summary of Tendering and Tender Evaluation Process – Lot 1

A Place to Live: Provision of Supported Living Services and Visiting Support Services for people with complex mental health needs <u>Lot 1 - Visiting Support Services</u>	
Contract Period	Starting in March 2022 for an initial period of three years, with the option to extend for a further period of three years (3 + 3)
Estimated Contract Value (including extensions)	Up to £20,000,000 over six years
Procurement Route Chosen	Open Procedure
Tenders Returned	Thirteen
Name of Recommended Service Providers	Garr Comm, Enable, Hillcrest Futures, Lifeways, Link Living, Loretto Care, Penumbra, SAMH, The Richmond Fellowship, Voyage Care, With You.
Price / Quality Split	30:70
Questions	Lot 1 Case Study 30% Lot 1 Capability & Capacity 25% Lot 1 Training 15% Contract Management 10% Community Benefits 5% Sustainability 5% Data Protection 5% Fair Work Practices 5%
Evaluation Team	Independent Advocacy Representative NHS Educational Psychologist Locality Representative Senior Commissioner

Appendix 2 – Summary of Tendering and Tender Evaluation Process – Lot 2

A Place to Live: Provision of Supported Living Services and Visiting Support Services for people with complex mental health needs <u>Lot 2 – Supported Living Services</u>	
Contract Period	Starting in March 2022 for an initial period of three years, with the option to extend for a further period of three years (3 + 3)
Estimated Contract Value (including extensions)	Up to £46,000,000 over six years
Procurement Route Chosen	Open Procedure
Tenders Returned	Eight
Name of Recommended Service Providers	Carr Gomm, The Cyrenians, Lifeways, Link Living, Loretto Care, Penumbra, Voyage Care
Price / Quality Split	30:70
Questions	Lot 2 Case Study 30% Lot 2 Capability & Capacity 25% Lot 2 Training 15% Contract Management 10% Community Benefits 5% Sustainability 5% Data Protection 5% Fair Works Practices 5%
Evaluation Team	Independent Advocacy Representative NHS Educational Psychologist Locality Representative Senior Commissioner