

Cabinet

DATE	19 th July 2023
REPORT OF	Cllr Stan Shreeve, Portfolio Holder for Health, Wellbeing and Adult Social Care
RESPONSIBLE OFFICER	Katie Brown, Director Adult Social Services
SUBJECT	Supported Living and Housing Related Support Re Commissioning Proposal.
STATUS	Open
FORWARD PLAN REF NO.	CB 07/23/04

CONTRIBUTION TO OUR AIMS

Current work to review the quality and value of supported living and housing related support services will help to support a stronger service and pathway for people with a disability, autism and/or mental health condition who require support to live independently within their community. By reviewing the market and reforming key areas of the pathway, this will build innovation and the improvement of outcomes for individuals in receipt of health and social care services, with the aim of maintaining people's independence for longer and reducing the need for long-term care and support services. This model of support and care is a key element of our strategic aim to promote independence and support people to live as independently as possible and contributes to making progress to realising the vision for adult services in North East Lincolnshire.

EXECUTIVE SUMMARY

Adult Services contracts for Housing Related Support and Supported Living have been previously extended and run out at the end of March 2024. These contracts are managed by the Integrated Care Board on behalf of the Council with a total value of £15.379m. This paper outlines proposed re commissioning processes and the development of an Invitation to Tender (ITT) and seeks approval to proceed as detailed in this paper.

Growing access to supported living services in North East Lincolnshire has seen a 30% increase in numbers of people using the service in the last five years. This contributes to positive benchmarked figures for the proportion of people living in their own home (NEL performs well on this ASCOF measure) and relatively low use of residential and nursing care for working age adults (again the relatively low numbers in NEL represents positive performance).

Commissioners are clear that they want to maintain these opportunities and services for the future.

Work is underway to update the specifications for supported living and housing related support and an updated outcomes framework which will support quality monitoring has been created. This applies learning gained from the current delivery of services and from engagement with providers and most importantly with

people who use the services.

In order to realise the hoped for changes and developments to services, engagement with providers and monitoring of services and outcomes will need to be developed alongside refreshed arrangements for relationships with housing providers. This will require commissioning resources to be in place with individuals being clear about their roles.

Prior to the invitation to tender being released, further work will be done to ensure an evidence based and benchmarked rationale for fee rates and sustainable costs and funding for supported living.

The current aim is to release the ITT on August 21st 2023. There is the potential to delay this by up to one month should further work or sign off be required that would make the first deadline impossible.

RECOMMENDATIONS

It is recommended that Cabinet:

- i) Approves the proposal to proceed with re commissioning as detailed in this report and delegates responsibility to the Director Adult Social Services in consultation with the Portfolio Holder for Health, Wellbeing and Adult Social Care to commence the process, thereafter, award and implement and to take all ancillary actions reasonably arising.
- ii) Notes the inclusion of updated quality standards in specifications and the proposals to apply learning from current service commissioning and delivery to the process of re commissioning these services.
- iii) Notes the need for enhanced commissioning oversight, a) during the procurement process and b) for enhanced engagement and monitoring once new contracts are in place. The confirmation of these resources will be the subject of an update to the Health and Care Contracting Group on July 5th 2023.
- iv) Authorises the Assistant Director Law and Governance (Monitoring Officer) to execute all documentation arising.

REASONS FOR DECISION

A decision was approved by cabinet in Autumn 2022 to extend the supported living and housing related support (HRS) framework by 1 year to allow to sufficient review of both services to support improved outcomes for people. Subsequent work has produced refined specifications for both services with updated quality and outcome standards for supported living and the alignment of Housing Related Support services with those commissioned by the Council (NELC). This paper notes at section 1.12. the strategic issues that have arisen from the delivery of these services to date and the aims of this process.

1. BACKGROUND AND ISSUES

This paper describes the processes that are underway to re commission supported living services and housing related support from April 2024. The paper seeks approval to proceed with the recommended tender and ITT process. This paper

summarises the issues which were outlined in further detail in a paper submitted to the Health and Care Contracting Group on 7th June 2023.

Description of Services

- 1.1. Supported living refers to schemes that provide personal care to people as part of the support that they need to live in their own homes. The personal care is provided under a separate contractual arrangement to those for the person's housing. The accommodation is often shared, usually as a small group, but can be single household.¹

The North East Lincolnshire provision of supported living is currently delivered by 7 providers and the Housing Related Support is delivered by 3 providers.

- 1.2. Housing Related Support (HRS) Services are designed to assist service users to maintain their independence in their own accommodation and includes tasks such as assisting people to help them resolve/prevent debts that affect their ability to remain independent, to claim state benefits and maximise their income, advice on maintaining their home, on maintaining essential utilities (gas, electric etc), the safe use and maintenance of domestic equipment within the home, personal and home security, advice and information that can help avoid social isolation and managing relationships with neighbours and landlords. There are 879.5 hours per week commissioned at a cost of £777,478 per annum².

Background.

- 1.3. Since 2015, supported living and HRS has been on a framework, offering a choice of care and support on a consistent hourly rate and specification. Commissioners have re-procured this provision every 4 years in line with the framework coming to an end. To avoid disruption for those supported within both provisions, the procurement exercise meant any existing provider who has been successful in maintaining their place on the framework has continued the same packages of support to ensure consistency of care. This has meant new providers have struggled to become established within the local market. The provider landscape has changed very little since 2015. The tender process will outline how new providers can bid for new services.
- 1.4. Both the NELC Health and Care Committee and Cabinet received papers in 2022 proposing the current contract extension and plan to re commission those services so that new contracts are in place for April 2024.
- 1.5. Specifications have been updated and the proposed process and associated commissioning principles and intentions summarised in this report have been developed by a working group including commissioners, contracting officers and finance colleagues.
- 1.6. Engagement with providers started in the Autumn of 2022 and has been

¹ [Supported living | SCIE](#)

² 2022/ 2023 figures

complemented by further engagement in January (as part of fee rate setting discussions) and May 2023. Further work is planned with providers during June 2023 to inform fee rate setting for future contracts.

- 1.7. Healthwatch carried out a survey of people who use the services and produced a report in September 2022 which informs the re commissioning process and will also determine some of the questions in the re procurement process.
- 1.8. The updating of specifications and the design of invitation to tender (ITT) papers and associated questions will support the addressing strategic issues that have emerged from the current delivery of the services.

Cost and volume of the current services.

- 1.9. Current Usage, Cost and Profile of those who use Supported Living.

Item	Data
Numbers of People who currently Use Supported Living Services.	Total: 236
Volume of hours for Housing Related Support Services.	879.5 per week, £777,478 per annum ³
<u>Service Costs.</u>	
Total Funding for 2021/ 22,	£12.039m
2022/ 23	£13.608m
Budget for 2023/ 24.	£15.379m
<u>Profile of People Who Use Supported Living Services</u>	
Primary Support Reason	People with a Learning Disability 195 People with Mental Health support 19 Physically Disabled People 20 Older People 2

1.10. Service Standards.

The REACH Standards⁴ for supported living services are recommended by the Care Quality Commission. The National Statement of Expectation⁵ for Supported

³ September 2022 figures

⁴ [REACH Support for Living - Paradigm \(paradigm-uk.org\)](https://www.paradigm-uk.org/)

⁵ [Supported housing: national statement of expectations - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/101444/Supported_housing_national_statement_of_expectations.pdf)

Housing outlines standards for the homes that people using supported living support should be able to expect.

Since the services were originally commissioned in North East Lincolnshire an updated set of standards, the 'NORTH EAST LINCOLNSHIRE OUTCOMES FRAMEWORK FOR SUPPORTED LIVING' has been developed which is informed by the REACH Standards.

The new Outcomes Framework and the National Statement of Expectation will be included in the specifications for these services and will inform the monitoring of providers.

1.11. Data and Benchmarking.

The summary position is that North East Lincolnshire has developed these services to increase numbers in supported living by 30% over the last five years. This is in line with commissioning intentions to reduce reliance on care home places for working age adults and to promote independence.

North East Lincolnshire benchmarks well against statistical neighbours for lower than average reliance on care and nursing homes for working age adults.

Engagement with people who use services and providers.

1.12. Feedback from People Who Use Supported Living Services in North East Lincolnshire⁶.

Healthwatch North East Lincolnshire visited 13 different establishments and spoke to a total of 51 residents/service users of Supported Living Services. Healthwatch North East Lincolnshire spoke with 18% of those that access Supported Living Services and produced a report summarising the engagement in September 2022.

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1.13. Engagement with Providers

Provider engagement took place in the summer and autumn of 2022 and was developed at sessions in January and May 2023. Further work with providers is planned for June 2023 to inform fee rates. Feedback from providers will support developments in the specification, fee rate setting and liaison and monitoring arrangements for these services.

1.14. Contracts for Supported Living and Housing Related Support.

Both the invitation to tender (ITT) and contracts will make it clear that the delivery of these services will require providers to work with commissioners to develop the services in response to commissioning intentions and the support requirements of people who use services.

There will be separate lots for supported living services and housing related

⁶ Extracts from the NEL Healthwatch Supported Living Consultation July/ August 2022 Report, published in September 2022.

support.

Housing Related Support

Housing Related Support is currently contracted for on a block basis. This service is provided in relatively small blocks of hours to people who receive supported living and also to other NEL residents who only require this form of support.

The rationale for this being provided on a block basis is that the service is dynamic, involves many elements of small amounts of support with some of those receiving the support changing over time and the volume of support varying for individuals at different times. The block contracts will clarify limits in terms of the volume of support that would trigger contract variations.

It is clear from engagement with providers that monitoring of housing related support needs to be strengthened along with assurance that there is a clear separation from commissioning of care in the context of those people receiving supported living services. The updated specification for Housing Related Support will reflect this finding from monitoring and engagement.

The updated specification for Housing Related Support will bring the outcomes expected and fee rates into line with similar services commissioned directly by NELC.

Supported Living

Subject to meeting quality and financial standards and individual's satisfaction with their support, those providers delivering current services will retain them and any new services will be part of a call off process.

This approach will minimise disruption (subject to providers meeting required standards) to people who currently use the supported living services commissioned in North East Lincolnshire.

1.15. The Commissioning Timeline:



2. RISKS AND OPPORTUNITIES

Key Risk: Failure to govern and monitor the services concerned will lead to a risk that statutory and regulatory duties will not be carried and that the wellbeing of NEL residents who use the services may consequently be at risk.

Mitigation: Individuals using these services are reviewed by assessing/ social work staff in Focus and Navigo. Contract managers monitor delivery of these services to provide assurance that they are in line with the specifications. These services are regulated and monitored by the CQC. Safeguarding work will support the protection of those adults using the services from risk of harm. Engagement with service providers and landlords will support on going joint work to develop the services in line with strategic priorities. The MIFS (Market Intelligence and Failing Services) process takes action when quality or viability issues threaten the delivery of a service and the ICB quality team collate data from professionals, providers and NEL residents on a quarterly basis that helps identify themes and strategic issues. This process updates quality standards and specifications to apply learning from delivery to date.

This process of recommissioning will apply learning from the delivery of the services to date and address strategic issues noted in this report.

3. OTHER OPTIONS CONSIDERED

3.1. A further extension of the current contracts beyond March 31st 2024

Pros: This option would provide continuity for current NEL Residents using these services and the providers concerned.

Cons: This option would not provide opportunities to address the current strategic issues that have arisen in the course of delivery to date.

This option would maintain the currently differing specifications and prices for NELC commissioned Housing Related Support and Housing Related Support commissioned on its behalf by the ICB.

3.2. An open process that enabled any qualified provider to apply for supported living and HRS services in North East Lincolnshire

Pros: This option would provide opportunities to bring new providers to North East Lincolnshire who may bring innovation and learning from elsewhere.

Cons: This option has the potential to create significant anxiety and disruption for people who use supported living services in North East Lincolnshire.

This option has the potential to disrupt the delivery of services to North East Lincolnshire residents by partners who have grown the availability of supported living services and built service infrastructure in recent years in North East Lincolnshire.

3.3. An Invitation to Tender that allows existing providers to retain their current delivery (subject to meeting quality and cost criteria) for supported living services and a refreshed specification and pricing structure for Housing Related Support that aligns with direct commissioning of these services by NELC.

This is the recommended option.

Pros: This would enable the current services to be developed in line with updated specifications and quality standards with addresses strategic issues and learning arising from the current delivery of services.

This option would support the alignment of specifications and prices for NELC commissioned Housing Related Support and Housing Related Support commissioned on its behalf by the ICB.

This option would support the current providers to maintain and develop their services.

This option provides a mechanism for new providers to develop new opportunities in North East Lincolnshire.

Cons:

This option does not facilitate fundamental changes in the nature of supported living delivery in North East Lincolnshire.

4. REPUTATION AND COMMUNICATIONS CONSIDERATIONS

The recommended option is proposed due to maximising continuity of service to the people who use supported living and housing related support services.

The need for enhanced oversight and engagement by commissioners has arisen from feedback from providers who note this has lessened in recent years and the emergence of strategic issues relating to quality and consistency of services. The re commissioning process will address these issues and mitigate risks to reputation and to the interests of NEL residents who use these services.

5. FINANCIAL CONSIDERATIONS

In summary these proposals plan to work within current financial limits and within the context of the MTFP.

The need for work on fee rates arises from the fact that these services have not benefited from recent work in adult services on 'Fair Cost of Care' which have developed a more robust evidence base for fee rates in NEL.

6. CHILDREN AND YOUNG PEOPLE IMPLICATIONS

Services commissioned by the ICB on behalf of North East Lincolnshire Council need to accommodate the needs of young people in the transition from childhood to adulthood.

The services that are the subject of this paper are in line with the vision for adult services and will offer opportunities for young people who are eligible for adult services to live in their own home, as independently as possible.

7. CLIMATE CHANGE AND ENVIRONMENTAL IMPLICATIONS

No negative environmental implications are foreseen as part of this re commissioning process.

8. CONSULTATION WITH SCRUTINY

A paper was shared with the Health and Care Scrutiny committee in autumn 2022 that proposed an extension to the current contracts until March 2024. This paper contained a review of the current services and outlined plans to develop new commissioning arrangements which are outlined in this paper.

9. FINANCIAL IMPLICATIONS

As detailed within the financial considerations section above, it is assumed that the proposals are delivered within the current budget envelope (£15.4M in 2023/24). Any variation from that budget envelope would need to be considered within the context of the wider Medium Term Financial Planning process.

10. LEGAL IMPLICATIONS

- 10.1 The engagement envisaged, otherwise, a Preliminary Market Consultation, and the re-commissioning (procurement) exercise are governed by the Public Contracts Regulations 2015. The Preliminary Market Consultation activity will enable the specification and services to be developed, in line with the appropriate contractual documentation. Such activity enables the seeking or accepting of advice from independent experts, authorities or from market participants providing it does not distort competition nor breach the requirements for non-discrimination and transparency. The contract is the key governing document through which the resulting relationship will be governed and Legal Services will support the contractual documentation on award.
- 10.2 The procurement exercise will be conducted so as to comply with the Council's policy and legal obligations, specifically in compliance with the Council's Contract Procedure Rules and the Public Contracts Regulations 2015 and supported by relevant officers.
- 10.3 The delegations sought are consistent with an exercise of this nature.
- 10.4 Officers should note that an award constitutes a further decision and will be subject to completion of an Officer Decision Record. Where key decision criteria are met such Officer Decision Record will be subject to call in. Award and implementation timelines should accommodate this.

11. HUMAN RESOURCES IMPLICATIONS

There are no direct HR implications arising from the contents of this report.

12. WARD IMPLICATIONS

All wards across the borough are likely to be impacted.

13. BACKGROUND PAPERS

Supported Living and Housing Related Support Framework' Extension of Supported Living and Housing Related Support (HRS) Framework'

14. CONTACT OFFICER(S)

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