

MAYOR'S EXECUTIVE DECISION MAKING

Monday, 6 June 2016

Mayor's Decision Log No. 129


1. **MENTAL HEALTH RECOVERY & WELLBEING SERVICES CONTRACT
AWARD RECOMMENDATIONS (Pages 1 - 20)**

If you require any further information relating to this meeting, would like to request a large print, Braille or audio version of this document, or would like to discuss access arrangements or any other special requirements, please contact: Matthew Mannion, Committee Manager, Democratic Services

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Agenda Item 1

<p>Individual Mayoral Decision Proforma</p> <p>Decision Log No: <u>129</u></p>	 <p>TOWER HAMLETS</p>
<p>Report of: Denise Radley Director of Adult Services</p>	<p>Classification: Unrestricted</p>
<p>Mental Health Recovery & Wellbeing Services Contract Award Recommendations</p>	

Is this a Key Decision?	No
Decision Notice Publication Date:	23 rd May 2016
General Exception or Urgency Notice published?	Not required
Restrictions:	NA
Reason for seeking an Individual Mayoral Decision:	<p>The Recovery & Wellbeing Services procurement and subsequent award of contracts represents a long standing commitment to modernise and transform day services for people with mental health issues. The aim is to deliver a more effective and efficient service model to meet local needs by developing a fully coordinated recovery orientated system of local voluntary sector provision. This is a key priority of the Tower Hamlets Health and Wellbeing Board Mental Health Strategy Delivery Plan (2014-19).</p> <p>The aim of the procurement for lot 1 is to bring together seventeen services or contracts currently provided by the voluntary sector, within one contract, with a lead provider and sub-contracted organisations working in partnership around the core principles of recovery; so enabling better service user outcomes. The proposed model is known as <i>Mental Health Recovery & Wellbeing Service</i>.</p> <p>In addition, lot 2 is the procurement of a Recovery College to operate within the recovery and wellbeing model. The <i>Recovery College</i> will provide an educational based approach to recovery from mental health problems and other long term conditions and is based on lessons learned from previous pilots.</p> <p>All current contracts for this procurement expire on 30th June 2016. An Individual Mayoral Decision will enable new contracts to be in place prior to expiry of current contracts which will minimise the need for any further extensions.</p>

EXECUTIVE SUMMARY

This outlines the Mental Health Recovery & Wellbeing Services procurement and resulting contract award recommendations. The procurement of services within two lots has taken place through an open process which commenced on 2nd Feb 2016 via an advert on the London Tenders portal, with final presentations and evaluation taking place during the w/c 25th April 2016. A decision is now required to enable contract awards to take place.

The Recovery & Wellbeing Services procurement and subsequent award of contracts represents a long standing commitment to modernise and transform day services for people with mental health issues. The aim is to deliver a more effective and efficient service model to meet local needs by developing a fully coordinated recovery orientated system of local voluntary sector provision. This is a key priority of the **Tower Hamlets Health and Wellbeing Board Mental Health Strategy Delivery Plan (2014-19)**.

The recovery & wellbeing model will provide a coordinated Borough-wide support service (or a group of seamlessly linked services) with recovery principles objectives embedded in all aspects of the delivery model. This will include Information, welfare advice, short and long term support, and employment support. The Recovery College will provide an educational approach to recovery for people with longer term mental health challenges.

The proposed model explicitly aims to provide greater opportunity and better outcomes to people from all Tower Hamlets BME communities including the Bangladeshi community. The recommended winning proposal outlines an approach to meeting the needs of all Tower Hamlets communities by having culturally appropriate support running throughout the Recovery and Wellbeing Services. The recommended provider consortium includes local organisations with successful track records of meeting local needs.

DECISION

The Mayor is asked to approve the two contract award recommendations made as a result of this procurement exercise:

1. The Lot 1 contract for the Mental Health Recovery & Wellbeing Service is recommended for award to the Inspire Consortium led by Heritage Care/Community Options at an annual contract value of £1.2mil.
2. The Lot 2 contract for the Recovery College is recommended for award to the East London NHS Foundation Trust at an annual contract value of £226,910

APPROVALS

1. (If applicable) Corporate Director proposing the decision or his/her deputy

I approve the attached report and proposed decision above for submission to the Mayor.

Signed Deise C Reddy Date 2/6/16

2. Chief Finance Officer or his/her deputy

I have been consulted on the content of the attached report which includes my comments.

Signed Shirley White Date 2/6/16

3. Monitoring Officer or his/her deputy

I have been consulted on the content of the attached report which includes my comments.

(For Key Decision only – delete as applicable)

I confirm that this decision:-


(a) has been published in advance on the Council's Forward Plan OR
(b) is urgent and subject to the 'General Exception' or 'Special Urgency' provision at paragraph 18 or 19 respectively of the Access to Information Procedure Rules.

Signed Graham Date 03/06/16

4. Mayor

I agree the decision proposed in paragraph above for the reasons set out in paragraph X in the attached report.

Signed [Signature] Date 5/6/16

Individual Mayoral Decision 18 th May 2016	 TOWER HAMLETS
Report of: Denise Radley Director of Adult Services	Classification: Unrestricted
Mental Health Recovery & Wellbeing Services Contract Award Recommendations	

Lead Member	Councillor Whitelock-Gibbs, Cabinet Member for Adult Social Care
Originating Officer(s)	Carrie Kilpatrick, Deputy Director Mental Health Joint Commissioning
Wards affected	All Wards
Key Decision?	No
Community Plan Theme	A Healthy Community A Safe and Supportive Community

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The proposed model explicitly aims to provide greater opportunity and better outcomes to people from all Tower Hamlets BME communities including the

Bangladeshi community. The recommended winning proposal outlines an approach to meeting the needs of all Tower Hamlets communities by having culturally appropriate support running throughout the Recovery and Wellbeing Services. The recommended provider consortium includes local organisations with successful track records of meeting local needs.

Recommendations:

The Mayor is asked to approve the two contract award recommendations made as a result of this procurement exercise:

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1. REASONS FOR THE DECISIONS

- 1.1 The procurement process for the two contracts within the Wellbeing and Recovery procurement has now concluded with contract award recommendations approved by the Corporate Strategic Competition Board on 9th May 2016.
- 1.2 The Recovery & Wellbeing Services procurement and subsequent award of contracts represents a long standing commitment to modernise and transform day services for people with mental health issues. The aim is to deliver a more effective and efficient service model to meet local needs by developing a fully coordinated recovery orientated system of local voluntary sector provision. This is a key priority of the **Tower Hamlets Health and Wellbeing Board Mental Health Strategy Delivery Plan (2014-19)**.
- 1.3 The aim of the procurement for lot 1 is to bring together seventeen services or contracts currently provided by the voluntary sector, within one contract, with a lead provider and sub-contracted organisations working in partnership around the core principles of recovery; so enabling better service user outcomes. The proposed model is known as *Mental Health Recovery & Wellbeing Service*. Previous contracts in this lot are due to expire at the end of June 2016.
- 1.4 In addition, lot 2 is the procurement of a Recovery College to operate within the recovery and wellbeing model. The *Recovery College* will provide an educational based approach to recovery from mental health problems and other long term conditions and is based on lessons learned from previous pilots.

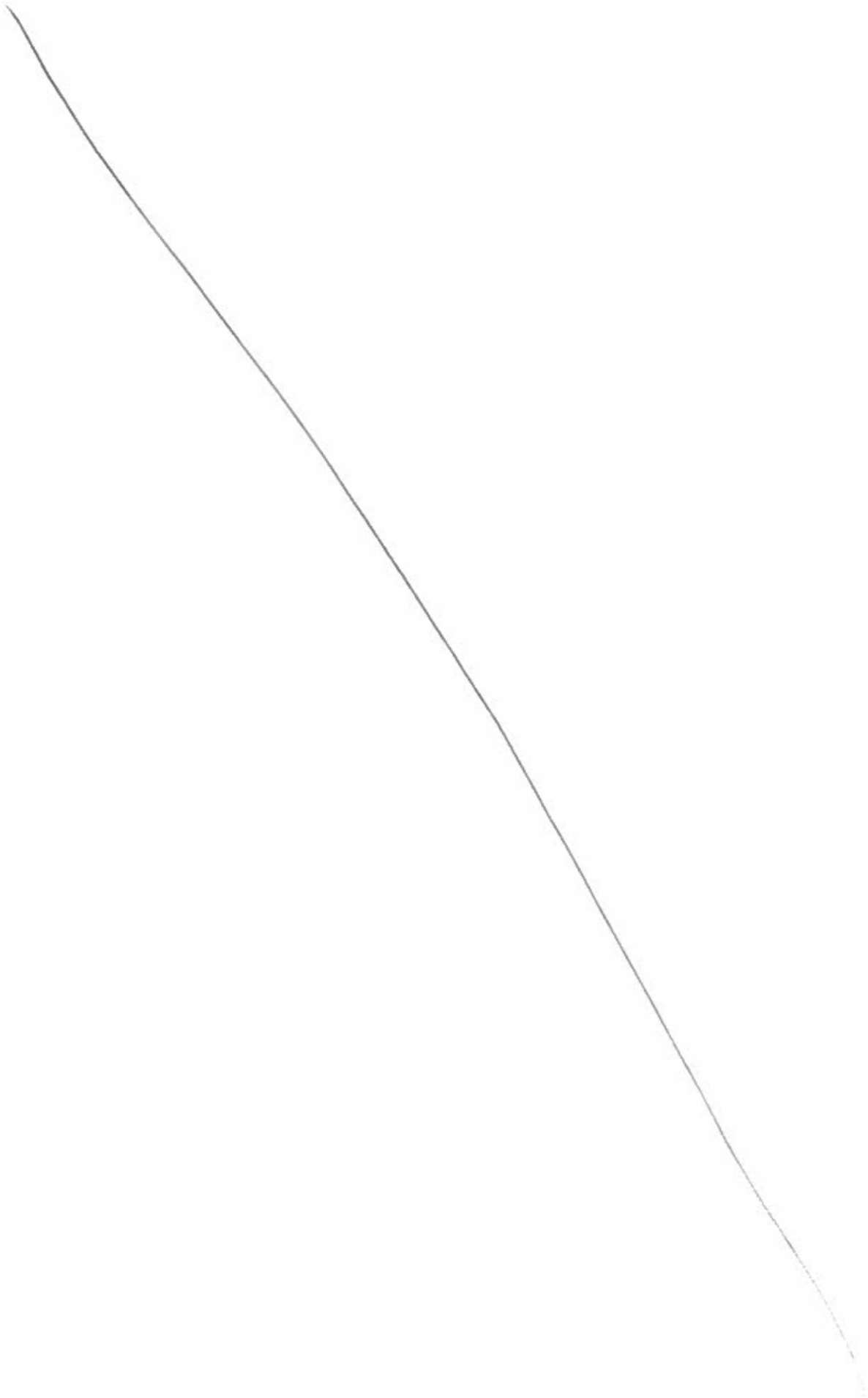
2. ALTERNATIVE OPTIONS

- 2.1 **Do Nothing** - this option is not viable, as current contracts have been issued for a temporary period pending the outcome of the procurement. All current contracts expire on 30th June 2016.

DETAILS OF REPORT

3. Context

- 3.1 The ambition is to build resilience in the population by supporting mental health and wellbeing for all and supporting people to live well with a mental health problem. This procurement represents a significant transformation in the way support services in the third sector are commissioned and delivered. Developing recovery and wellbeing services for people with mental health problems is a fundamental commitment of the Mental Health Strategy in order to:



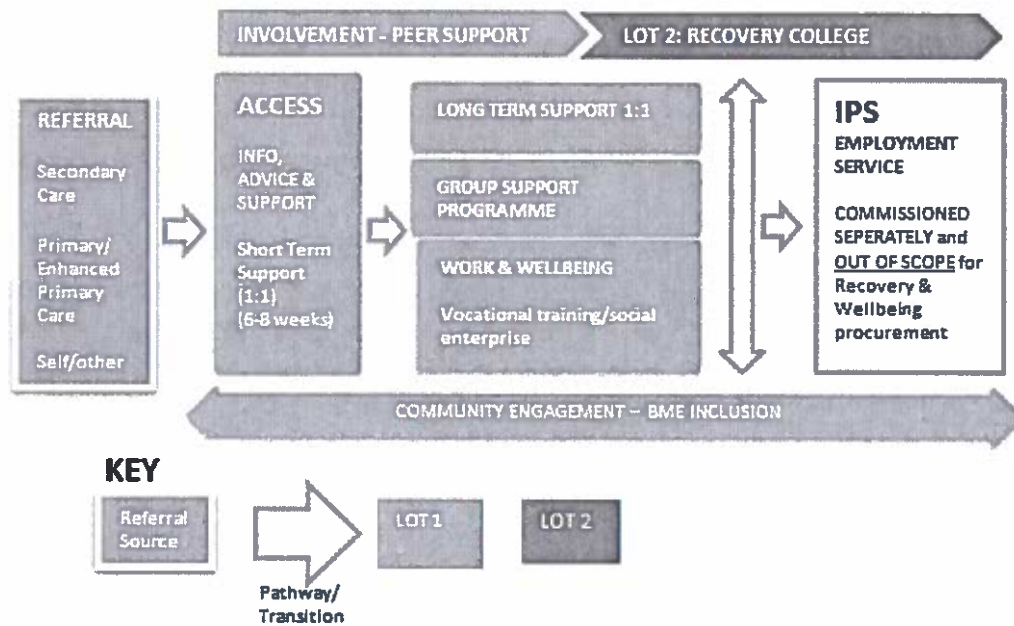
- Reduce stigma and discrimination through moving away from traditional segregated services and stigma associated with statutory day care in line with the Time to Change pledge.
- Support people to take control of their lives and access community services and support with services working together to promote recovery and wellbeing.
- Ensure people are able to access information and support easily, and promoting positive perceptions of mental health across the Borough.
- Support the achievements, dynamism and the closeness to communities of the local voluntary sector.
- Promote service user involvement in developing and improving services.

3.2 The Council and the CCG currently has 17 contracts within the mental health day opportunities service area which have operated without change for several years. 13 contracts are held by LBTH and the remaining 4 held by THCCG. The services are currently provided by 11 local voluntary sector organisations and focus on:

- Employment support;
- Benefits and money advice;
- Group activities and one to one recovery focused support;
- Volunteer and peer support; and
- Out of hours support.

3.3 In August 2015 Cabinet authorised commencement of a procurement process to secure provision of these **Mental Health Recovery & Wellbeing Services** in 2 distinct contractual lots. The same Cabinet decision extended contracts until 30 June 2016 to facilitate the procurement process; with the expectation that new contracts would be in place to enable the new services to start from early July 2016.

3.4 The Recovery & Wellbeing Service model (outlined below) will provide coordinated Borough-wide support service (or a group of seamlessly linked services) with recovery principles objectives embedded in all aspects of the delivery model. This will include Information, welfare advice, short and long term support, employment support. The Recovery College will provide an educational approach to recovery for people with longer term mental health challenges.



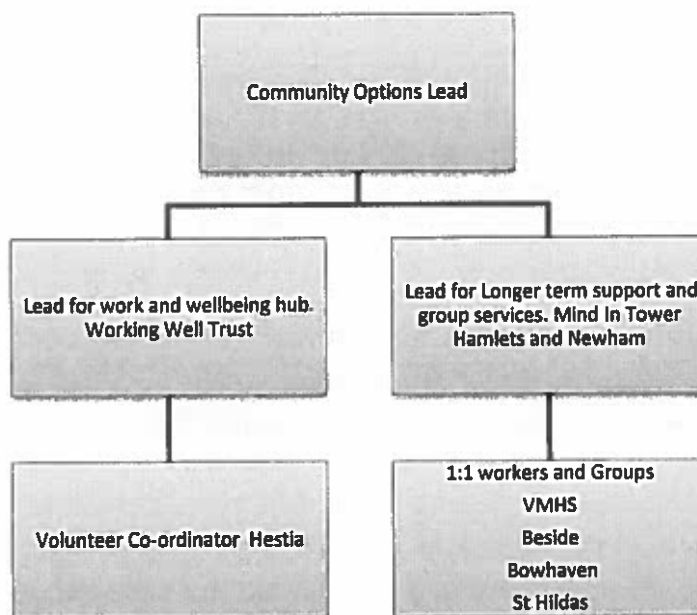
4. Contract Award Recommendations

- 4.1 The procurement of services within two contractual lots has been concluded through an open process which commenced on 2nd Feb 2016 via an advert on the London Tenders portal with final presentations and evaluation taking place during the w/c 25th April 2016.
- 4.2 The Mental Health Joint Commissioning Team has managed the commissioning process on behalf of the London Borough of Tower Hamlets (the 'Council') and NHS Tower Hamlets Clinical Commissioning Group (the 'CCG'). The two lots were advertised with the indicated financial envelope made available via the pooled Council and CCG current day services budget.
- 4.3 The evaluation was split between 70% Quality and 30% Price. The Quality questions were designed to give bidders and evaluators the opportunity to ensure sufficient detail could be provided to ensure robust proposals. The questions ensured that all aspects of risk, safety and mobilisation could be fully tested and evaluated within the context of mobilising a new service delivery model in line with the specification.
- 4.4 The process has now been completed with approval of contract award recommendation provided via Strategic Competition Board on 9 May 2016. The recommendations for contract award are as follows:

Lot Number	Service	Provider	Contract Value
Lot 1	Recovery & Wellbeing Service	Community Options/Inspire Consortium	£1.2mil
Lot 2	Recovery College	East London NHS Foundation Trust	£227k

4.5 Recovery & Wellbeing Service: Community Options/Inspire Consortium

The Inspire consortium partners have over 30 years collective experience serving the local BME community in Tower Hamlets providing linguistic and culturally sensitive services. Community Options as the lead provider will sub – contract with the two service leads who will then subcontract with the other partners within the consortium.



The Service User involvement and peer support elements of the contract will be based, in partnership with East London Foundation Trust, within the Recovery College. The First Point of Contact and Access service will be based within Open House with the aim that the building becomes a Community Mental Health hub. The service Co-ordinator and their team will also be based within Open House as will the overall management of the Long Term Support Team and the groups. This will enable close integrated communication. The groups will be provided across all partner sites as well as community venues. Please see map (Appendix 1).

In recognition of it's the importance, a variety of mental health known primary and secondary care and community venues will also be utilised to work with Service Users both 1:1 and within groups.

The majority of the services being tendered are currently delivered by organisations that are part of the Inspire Consortium, and therefore any staff eligible for TUPE will be minimised. The exception to this will be those Organisations currently providing services that are not part of the Consortium.

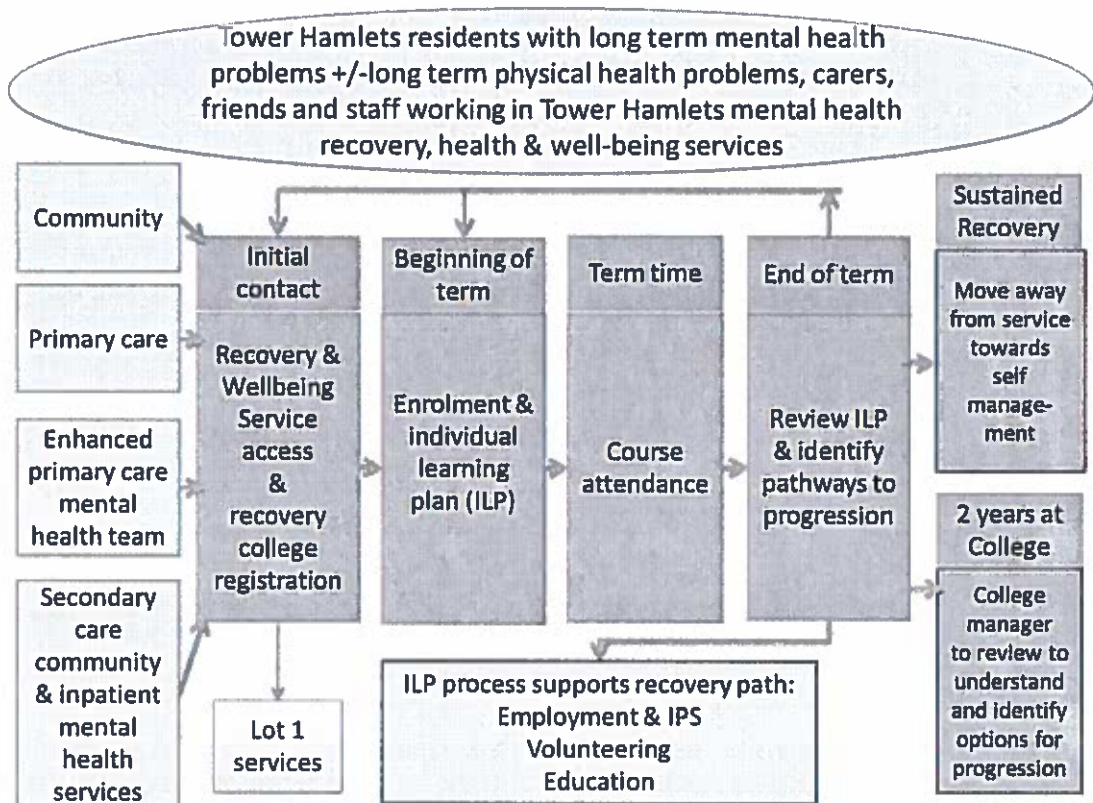
4.6 Recovery College East London NHS Foundation Trust

The Recovery College will be open to residents of Tower Hamlets affected by long- term mental health problems who may also have long term physical health problems, including carers, friends, loved ones and staff working in mental health recovery, health and well-being services in Tower Hamlets.

The winning proposal will operate a single point of access with the Lot 1 Recovery & Wellbeing Service using an integrated customer relations management system to ensure a seamless pathway, sharing resources and expertise under a formal contractual agreement.

The service will have an emphasis on progression and will have close links with the Lot 1 Recovery and Wellbeing Service, ELFT and other community partners so that, as part of their Individual Learning Planning sessions, people have the opportunity to consider opportunities for volunteering, peer involvement, employment and education as part of their onward recovery journey and increased networks and improved social inclusion.

The diagram below shows the pathway for students who choose to become volunteers, with potential progression towards formal qualifications and paid employment as longer-term goals supporting a sustained recovery and enhanced employability.



To improve the accessibility and visibility of the college the service will be delivered from a range of community venues, some mainstream and others more traditionally associated with mental health and wellbeing services, in order to support broad engagement from a range of stakeholders across the borough.

Potential venues have been assessed for their suitability and convenience and include:

- Idea Store – across the borough
- Osmani Centre - Whitechapel
- Bromley by Bow Centre – Bromley by Bow
- John Scurr Community Centre - Limehouse
- The Space – Isle of Dogs
- MIND Open House - Poplar
- Pritchards Road Day Centre – Bethnal Green
- Tower Hamlet Centre for Mental Health to engage inpatients
- Bowhaven – Bow

4.7 The decision made by Cabinet (Dec 2014) to maintain existing funding means there are no plans for service reduction and a more effective and efficient delivery model will provide increased coverage and range of support available. The focus of the commissioning activity is to develop new services in addition to enhancing and increasing capacity in current provision where this is the most effective route to improved outcomes for service users. Winning bids are within financial envelope for the contracts with Lot 2 price under budget representing cashable savings of £9,000 over the duration of the contract.

4.8 It should be noted that the winning bidders for both lots are also the incumbent local providers in place which mitigates certain risks associated with mobilisation, TUPE, transition to new venues, and community anxieties around change. Both bids were high quality and have involved service users throughout the process.

5. COMMENTS OF THE CHIEF FINANCE OFFICER

5.1 The total spend for the contracts to be awarded is £1,427,000 which is within the 2016/17 available budget. A saving of £3k per annum has been achieved as the total financial envelope for the Recovery College is £230,000 per annum. The recovery and wellbeing service budget is inclusive of CCG and BCF monies of £569,565 and the Council's contribution is £904,375. This recovery and wellbeing service contract award will provide a saving of £44,000 per annum.

5.2 The contracts will bring together current services within two contracts with a lead provider and sub-contracted organisations working in partnership for the

Recovery and Wellbeing Service. One of the key financial aims of this procurement exercise should be to maximise the opportunity to secure better value for money.

6. LEGAL COMMENTS

- 6.1 The report recommends the award of contracts which aim to bring a number of mental health related services within the umbrella as a result of a single procurement exercise (via two lots) which has been titled as the Mental Health Recovery & Wellbeing Service (the Services). The Council has various duties to meet the needs of people experiencing mental health issues principally under the Mental Health Act 1983, the National Health Service Act 2006, the Health and Social Care Act 2012 and the Care Act 2014.
- 6.2 The estimated value of the Services exceeded the relevant threshold contained in the Public Contracts Regulations 2015 (the Regulations) and they fall within the remit of "social and other specific services" in accordance with regulations 74 and Schedule 3 of the Regulations. In view of this the Council was required to comply with the Regulations and subject the services to the appropriate level of competition to ensure compliance with the principles of transparency and equal treatment. The Council was required to place an advert in the Official Journal of the European Union (OJEU) and will be required to place a further notice in the OJEU when a contract is awarded.
- 6.3 In addition to its obligations under the Public Contracts Regulations, the Council has a duty under the Local Government Act 1999 to make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness. This is referred to as the Council's best value duty.
- 6.4 It would appear therefore, that in performing the tender that the Council has complied with its obligations under the Regulations and its Best Value Duty. The Council has also followed its own internal procedures and appears to have applied the Pre-advertised evaluation criteria in reaching the decision as to the identities of the potential awardees. Therefore, in the absence of any manifest error it would appear to be appropriate to award the contracts in accordance with this report.
- 6.5 It is notable however, that the Council is not bound to award any contract (subject to the options appraisal stated in the body of the report). In the event though that the Council decides to make no decision, such a determination is a decision for the purposes of Administrative Law and would therefore in itself be subject to scrutiny just like any other positive decision of the Council.
- 6.6 Prior to completion of the award the Council should also have renewed regard for the effect of any implementation of any decision upon people with a protected characteristic in accordance with the Equality Act 2010 and take appropriate action to fully understand the impact of any such decision on such people.

7. ONE TOWER HAMLETS CONSIDERATIONS

- 7.1 There is a strong equalities strand to this proposal; with future services commissioned to ensure the needs of both BME and marginalised groups are adequately addressed. The overall aims of the new model are to both improve services for existing service users and reach a wider group of people who need support with their mental health.
- 7.2 One of the service elements within the new delivery model is targeted towards marginalised and harder to reach groups including BME groups. There are currently culturally specific services aimed at Bangladeshi, Somali, African Caribbean, Vietnamese and Chinese adults with mental health problems at risk of exclusion. The winning bid outlines an approach to meeting the needs of all Tower Hamlets communities by having culturally appropriate support running throughout the service model. The recommended provider consortium includes local organisations with successful track records of meeting local needs.
- 7.3 The proposed model explicitly aims to provide greater opportunity and better outcomes to people from all Tower Hamlets communities including BME groups. The current proposals aim to ensure all BME groups currently supported have improved access to a range of support activities.
- 7.4 During the Your Borough, Your Voice consultation in Sept. 2014 an Equality Impact Assessment was carried out to determine specific impact of a service change relating to employment services for Bangladeshi Men and Women. The conclusion was that in the event of any change to existing services there would be adequate provision in Tower Hamlets to support the needs of current service users.
- 7.5 The current arrangements include several 'stand-alone' BME projects which currently cater for small numbers. The proposed model will provide on-going support for service users while further increasing service capacity and opportunity for BME groups.
- 7.6 Both successful bidders have committed within their proposals to link with the employment services in the borough to promote local employment, particularly for people often furthest from the local labour market such as people with mental health. Services are committed to offering the maximum opportunities for employing local people who helps the local economy.

8. BEST VALUE (BV) IMPLICATIONS

- 8.1 It is anticipated the proposed services will deliver best value and an efficient model by offering a coordinated access route enabling improved outcomes

monitoring. This will be supported by clear pathways for reducing isolation, accessing mainstream opportunities, access to training, education and employment. Other benefits are:

- Better and reduced contract monitoring through a reduction of contracts. This will ultimately lead to a better use of commissioning resource through streamlined contracts.
- More responsive and flexible service delivery model through outcome based contracts and better use of commissioning resource through streamlined contracts.
- More consistent service delivery across the Borough.

9. SUSTAINABLE ACTION FOR A GREENER ENVIRONMENT

- 9.1 The design, development and running of any new services will follow best practice and the Council's Environmental Strategy.

10. RISK MANAGEMENT IMPLICATIONS

- 10.1 The key risks identified are at the mobilisation stage as transition takes place to the new model. The risks are significantly mitigated given the successful bids are from the incumbent providers who are well established within the local community. There are no changes required in terms of main venues and the service model has been widely consulted on with service users and other stakeholders.
- 10.2 There are some risks related to the move to a consortium model with lead provider arrangements. This will be mitigated by robust contract management arrangements and dedicated support during transition from the Mental Health Joint Commissioning Team.
- 10.3 A full implementation plan and mobilisation process has been produced. This will form part of the contractual requirements. Further issues are highlighted as follows:
- Mobilisation issues: the limited time between contract award and commencement means that mobilisation will have to be tightly managed by the successful bidder.
 - Budget issues: none
 - Insurance risks: none
 - Business continuity plan in place: yes
 - Risk register – is this included in the corporate risk register within your area? To be added

- Contract management team in place? Yes, managed by Mental Health and Joint Commissioning Team (fully staffed)
- Quality: the recommended providers have submitted high quality bids.

10.4 It is noted that not all of the current voluntary sector providers of service in this area are part of the consortium of winning bidders. Given the providers are small and may be impacted by the reduction in contractual funding we will continue to work closely with them in identifying appropriate contingencies and appropriate liaison with the incoming Providers.

11. CRIME AND DISORDER REDUCTION IMPLICATIONS

11.1 By promoting and supporting recovery focussed activities, delivering quality support services including low and higher level interventions, the proposals seek to enable people to achieve their full potential encouraging participation in meaningful activities and reducing risk of criminal activity and antisocial behaviour.

11.2 This will be underpinned by the collaborative approach to partnership working which is core to the commissioning approach and supported by challenging outcomes targets to encourage people with mental health problems into employment, training and education.

12. SAFEGUARDING IMPLICATIONS

12.1 The tender process involved robust evaluation of providers' safeguarding practices. The required standards have been fully met with adequate reassurance that safety and risk management systems and practice will be fully implemented in the services. This will form part of on-going contract management procedures.

Linked Reports, Appendices and Background Documents

Linked Reports

- Mental Health Recovery & Wellbeing Services – Cabinet Decision Report (28th July 2015)
- Tollgate 2: Contract Award Report (9th May 2016)

Appendices

- NONE

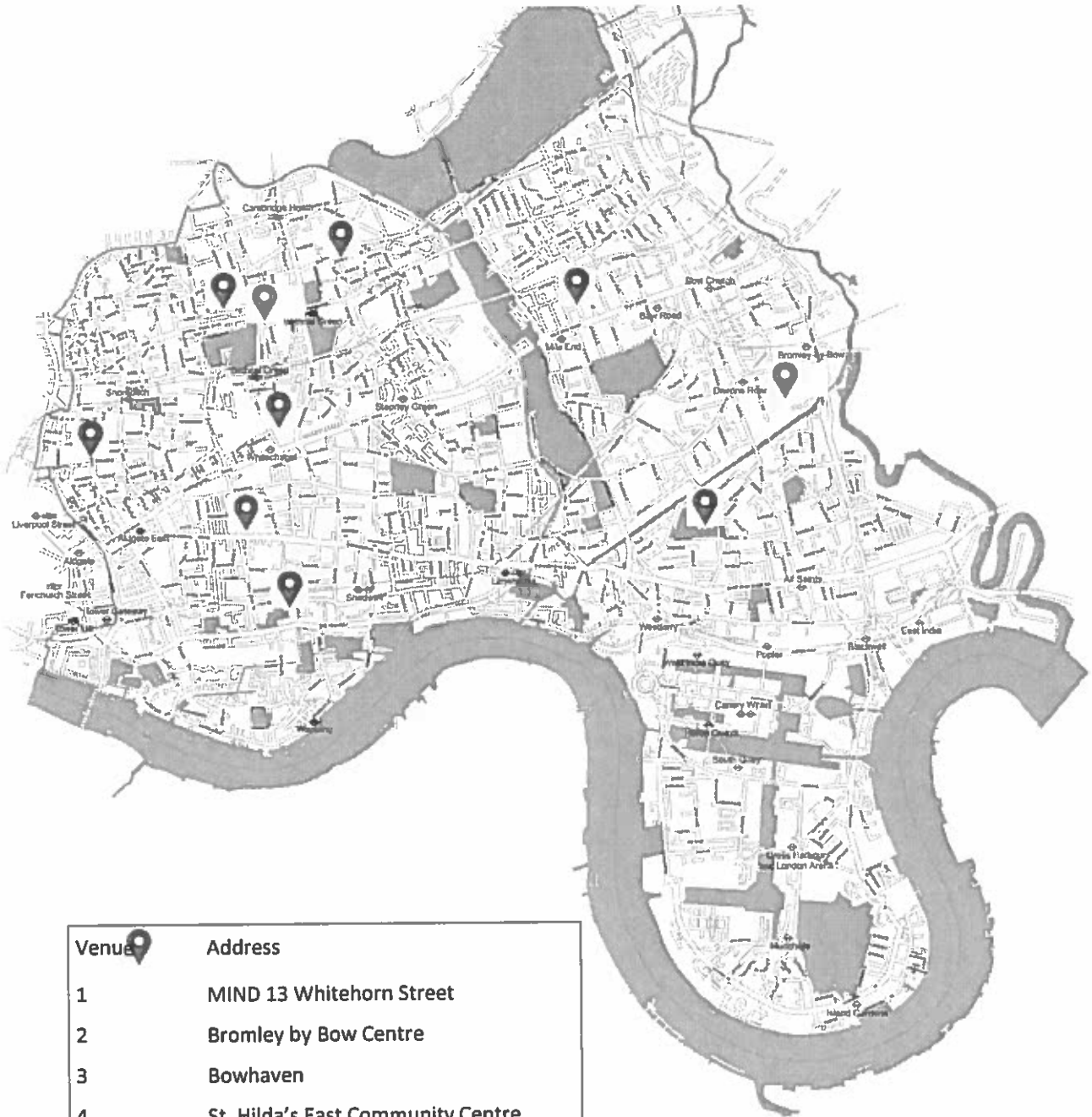
Background Documents – Local Authorities (Executive Arrangements)(Access to Information)(England) Regulations 2012

- NONE

Officer contact details for documents:

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Inspire Consortium Venues Across Tower Hamlets



Venue	Address
1	MIND 13 Whitehorn Street
2	Bromley by Bow Centre
3	Bowhaven
4	St. Hilda's East Community Centre
5	Access Print and Design—Working Well
6	Cavell Street—Working Well Trust
7	Pritchard's Road—Working Well Trust
8	Community Options
9	3 Birkbeck St.—Beside
10	Cranbrook Community Centre—Beside

Recovery College Venues Across Tower Hamlets

