



**Item No: 11**

**Meeting Date: Wednesday 22<sup>nd</sup> September 2021**

## **Glasgow City Integration Joint Board**

**Report By:** Jacqueline Kerr, Assistant Chief Officer, Adult Services and Interim Chief Social Work Officer

**Contact:** Geri McCormick, Head of Commissioning

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### **Strategic Review of Accommodation Based Mental Health Services**

<b>Purpose of Report:</b>	To advise the IJB on the outcome of the Strategic Review of Accommodation Based Mental Health Services and to seek approval to proceed with the recommendation.
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<b>Background/Engagement:</b>	In October 2020, GCHSCP initiated a Strategic Review of Accommodation Based Mental Health Services in the City. There are currently 179 accommodation based Mental Health placements in Glasgow, delivered by 6 provider organisations. The outcome of this review is detailed in this report.
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<b>Recommendations:</b>	The Integration Joint Board is asked to:  a) note the contents of this report; and b) direct the council to undertake a procurement exercise to establish a framework agreement for Accommodation Based Mental Health Services in Glasgow.
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#### **Relevance to Integration Joint Board Strategic Plan:**

The establishment of a new framework agreement for Accommodation Based Mental Health Services will support the Partnership's key priorities of shifting the balance of care and enabling independent living for longer.
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**Implications for Health and Social Care Partnership:**

<b>Reference to National Health &amp; Wellbeing Outcome:</b>	Outcome 1: People are able to look after and improve their own health and wellbeing and live in good health for longer Outcome 3. People who use health and social care services have positive experiences of those services, and have their dignity respected Outcome 4. Health and social care services are centred on helping to maintain or improve the quality of life of people who use those services Outcome 5. Health and social care services contribute to reducing health inequalities Outcome 7. People using health and social care services are safe from harm Outcome 9. Resources are used effectively and efficiently in the provision of health and social care services
<b>Personnel:</b>	None
<b>Carers:</b>	People will remain in Glasgow close to family and friends and reduce the likelihood of placements out with the city.
<b>Provider Organisations:</b>	Proceeding with the recommendation will result in a change to the legacy contractual arrangements with the 6 provider organisations which deliver the services. New and updated contractual arrangements for these services would be created under a framework contract.
<b>Equalities:</b>	An EQIA will be completed as part of the tender planning and development process.
<b>Fairer Scotland Compliance:</b>	Complies with Fairer Scotland Guidance by ensuring access to services is fair and equitable regardless of socio-economic factors.
<b>Financial:</b>	The estimated value of Accommodation Based Mental Health services is £7,358,670 per year.
<b>Legal:</b>	Legal services would be required to support the tender process and contractual arrangements.

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<b>Economic Impact:</b>	Services will seek to maximise employment opportunities for local people as part of their recruitment processes.
<b>Sustainability:</b>	Review recommendations will strengthen sustainability of services for service providers. The tender process will include required and best practice approaches for Community Benefits and Fair Work practices.
<b>Sustainable Procurement and Article 19:</b>	Not applicable.
<b>Risk Implications:</b>	Current risk to Glasgow City Council if legacy contractual arrangements are not resolved. This would be mitigated by the establishment of new arrangements. There is a potential risk of loss of service if one or more of the current service providers decided not to apply, however involvement has been strengthened through the strategic review and this shall continue through the tender design stage. The tender may also bring in new providers to the City.
<b>Implications for Glasgow City Council:</b>	There will be an ongoing requirement for contract management from GCHSCP commissioning. Conducting a tender as recommended will require resources from Commissioning, Finance and Legal Service Sections.
<b>Implications for NHS Greater Glasgow &amp; Clyde:</b>	Revised service models secured through newly commissioned services will facilitate improved hospital discharges.
<b>Direction Required to Council, Health Board or Both</b>	
<b>Direction to:</b>	
1. No Direction Required	<input type="checkbox"/>
2. Glasgow City Council	<input checked="" type="checkbox"/>
3. NHS Greater Glasgow & Clyde	<input type="checkbox"/>
4. Glasgow City Council and NHS Greater Glasgow & Clyde	<input type="checkbox"/>

### 1. Purpose

- 1.1. To provide an update on the outcome of the Strategic Review of Accommodation Based Mental Health Services.
- 1.2. To seek approval to develop and implement a procurement exercise to establish a framework agreement for Accommodation Based Mental Health Services.

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### 2. Background

- 2.1. In October 2020, GCHSCP initiated a strategic review of Accommodation Based Mental Health services in the City. There are currently 179 placements delivered by 6 provider organisations.
- 2.2. The number of places has reduced significantly over the previous 15 years from a peak of 389 places in 2006. GCHSCP spend in excess of £7 million per annum on this type of support.
- 2.3. The delivery model was last reviewed in 2014 with the main outcome supporting a planned programme of de-registering selected care home services. As part of this change process, GCHSCP de-registered 56 Mental Health care home placements in partnership with provider organisations, housing providers, and the Care Inspectorate. Some placements have become permanent tenancies for service users with packages of care provided via Self Directed Support. Other services have been reconfigured to Supported Living services, registered with the Care Inspectorate as Care at Home with Housing Support.
- 2.4. The 2020/21 Strategic Review was undertaken to ensure that the current service model was able to deliver outcomes in line with local and national policies including the Five-Year Strategy for Adult Mental Health Services in Greater Glasgow and Clyde 2018-23, the Glasgow City Integration Joint Board Strategic Plan 2019-2022 and the Scottish Government's Mental Health Strategy 2017-27.
- 2.5. The Strategic Review considered if the current model:
  - Provides the right support to the right people at the right time.
  - Represents Best Value.
  - Can respond to changing demand and strategic direction as set out in the 5 Year Strategy for Adult mental Health Services in Greater Glasgow and Clyde 2018 - 23.
  - Is recovery focussed and part of a clear recovery pathway.
  - Can respond flexibly to people with multiple and complex needs as well as challenging behaviours.
  - Has sufficient capacity to manage demand.
  - Is underpinned by appropriate contractual arrangements.

### 3. Current Demand

- 3.1 Currently, there are 34 people assessed as suitable for Accommodation Based Mental Health services but awaiting a placement. The majority of these individuals are in hospital with approximately half classified as Adult Mental Health delayed discharge. Demand has increased over the last year in line with overall demand for Mental Health services. Unscheduled care demands during pandemic has been about 50% higher than the equivalent period in 2019.

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- 3.2 Dedicated work has been undertaken between providers, commissioning and operational teams to improve the service user's recovery journey and enable them to move on from these services. Move-on has been a particular challenge throughout the pandemic but this has been a regular feature highlighted on a number of occasions over the last 5 years.
- 3.3 A key feature of current demand is an increase in individuals with a forensic background. 9% of the individuals currently placed in Mental Health accommodation services have forensic backgrounds but account for 35% of the current waiting list.
- 3.4 Recent months have also seen an increase in out of authority placements due to a lack of capacity and in some cases ability to manage challenging behaviours and complex needs.

## 4. Review Methodology and Engagement

### 4.1 Service Reviews

The Mental Health Commissioning Team carried out 15 individual service reviews on the services in scope. The service reviews were carried out in line with the requirements of the GCHSCP Contract Management Framework (CMF). The reviews considered the following key areas: Contract Compliance; Financial Viability; Demand; Delivery of service; Provision of Service; Accreditation, Registration and Training; Service User, Staff, Carers, Stakeholder, Commissioning feedback; Comparative Cost/Quality; Strategic Relevance.

### 4.2 Needs Profiling

The Central Review Team (CRT) conducted a Needs Profiling exercise in 2019/2020, to understand service user needs and barriers which prevented or delayed service users from moving on from Supported Accommodation Services. The CRT conducted similar exercises in Mental Health Acute and Rehab wards in order to understand the unmet needs of the hospital population and identify barriers to discharge. While several recommendations from that exercise have already been actioned, the Strategic Review will incorporate some of the remaining key points.

### 4.3 Service User Engagement

The Mental Health Network (MHN) is commissioned by NHSGGC to conduct patient engagement activities across in-patient and community settings. MHN carried out the service user engagement on behalf of GCHSCP throughout the strategic review. Commissioning staff utilised this resource to ensure that feedback from service users was honest and meaningful and conducted via the most appropriate means to promote engagement during the COVID 19 pandemic.

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### 4.4 Co-Production

Commissioners utilised a co-production approach to the review process. This recognises the skills and experience of provider organisations currently delivering services in the city. There is also a clear recognition from commissioners that **“people who use services and those who work in them are the best people to suggest better ways of working.”**<sup>1</sup>

### 4.5 Consultation with Health and Social work staff groups

An electronic survey was developed in order to gather views from operational staff and clinical colleagues within the HSCP as part of the strategic review. This tool helped gather feedback on existing services and gaps. The survey was supplemented by focus groups with service users, operational and clinical staff to consolidate views on what (if any) gaps in service provision exist.

## 5. Strategic Review Outcomes

### 5.1 The findings reflected that:

<b>1. Services continue to deliver improved outcomes for individuals.</b>	Although many of the services in scope for this review were originally commissioned in the 90's as part of hospital closure programmes, all have developed over time and deliver high quality care and support to a client group who otherwise would likely be in hospital. Good outcomes for individuals were evidenced across all services and positive feedback was received by service users, families, clinical teams and GCHSCP staff.
<b>2. Demand for services outstrips supply, leading to increased delayed discharges.</b>	All services in scope are recovery focussed and seek to support individuals to live as independently as possible. Despite efforts from GCHSCP and Provider staff to increase throughput from these services, there is still a significant waiting list which results in delayed discharges and pressures for in-patient settings in Stobhill, Gartnavel Royal and Leverndale. The needs profiling exercises evidenced that around 45% of service users are unlikely to be assessed as suitable for more independent settings. 96% of GCHSCP staff who took part in the review feel that there is an insufficient number of placements in the city.
<b>3. Forensic demand on model is unsustainable within current financial arrangements</b>	As noted in 3.3, 35% of people currently awaiting a placement are Forensic patients. <i>“The Independent Review into the Delivery of Forensic Mental Health Services: What we think should happen”</i> report published in 2021 makes a number of recommendations that are likely to have significant impact on the pathways for forensic service users across the country.

<sup>1</sup> <https://www.rcpsych.ac.uk/working-well-together-evidence-and-tools-to-enable-coproduction-in-mental-health-commissioning.pdf>

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	<p>Recommendations 10 and 11 from that report read: <i>“The new Forensic Board must work with social work teams and local authority housing departments to ensure that the commissioning process in each area provides appropriate support services and accommodation options for people with the need and risk profiles typical of individuals within the forensic mental health system.”</i> <i>“The new Forensic Board must work with social work teams and local authority housing departments to develop an accommodation strategy that ensures individuals have access to community accommodation so that they can begin the discharge process in a timely manner when clinically appropriate.”</i></p> <p>Work towards these recommendations will begin once the new Forensic Board is established. It would, however be beneficial if Glasgow had appropriate contractual and purchasing arrangements in place that it could quickly respond.</p>
<b>4.</b>	<b>The current contractual arrangements require modernisation.</b>
	<p>The services were commissioned up to 30 years ago and have been provided by multiple provider organisations under a variety of contractual terms and arrangements. Rationalising these arrangements and bringing them under the terms of a framework agreement would allow for newly designed specifications, and a contract which fully complies with current procurement regulations, therefore reducing potential risk to the Council.</p>
<b>5.</b>	<b>There are some notable gaps in service provision</b>
	<p>The main gaps highlighted in current service provision include:</p> <ul style="list-style-type: none"> <li>• Long term nursing placements for people with severe and enduring Mental Health issues</li> <li>• Services for people with Mental Health and alcohol and drug issues</li> <li>• Services for younger people, especially those with Autistic Spectrum Disorder who also present with complex and challenging behaviours.</li> <li>• Services to meet the needs of individuals with both mental and physical health needs</li> <li>• Services for individuals with a forensic background.</li> </ul>
<b>6.</b>	<b>Services are recovery focussed but could be better embedded within a more joined-up system of care</b>
	<p>Services should be designed in a way that allows structured in-reach from health teams in order to deliver more joined-up care. In-reaching Nursing, OT, Psychiatry and Psychology professionals across services has the potential to increase positive recovery outcomes and throughput and better support service users’ ability to move on from the service.</p>

5.2 The main recommendation from the review is for the IJB to instruct Glasgow City Council to undertake an Open procurement process to establish a Framework for Accommodation Based Mental Health services. The framework would:

- Be a collaborative and co-produced exercise involving all key stakeholders.

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- Develop service specifications that consider new approaches, practices and technology.
- Provide the opportunity to address the gaps in service provision identified in the review.
- Link to the Maximising Independence Programme.
- Ensure that services are responsive, accessible and innovative.
- Build in flexibility to accommodate any potential additional funding that becomes available over the lifetime of the contract.

### **6. Recommendations**

6.1 The Integration Joint Board is asked to:

- a) note the contents of this report; and
- b) direct the council to undertake a procurement exercise to establish a framework agreement for Accommodation Based Mental Health Services in Glasgow.



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**Direction from the Glasgow City Integration Joint Board**

1	<b>Reference number</b>	220921-11
2	<b>Report Title</b>	Strategic Review of Accommodation Based Mental Health Services
3	<b>Date direction issued by Integration Joint Board</b>	22 September 2021
4	<b>Date from which direction takes effect</b>	22 September 2021
5	<b>Direction to:</b>	Glasgow City Council only
6	<b>Does this direction supersede, revise or revoke a previous direction – if yes, include the reference number(s)</b>	No
7	<b>Functions covered by direction</b>	Accommodation-based Mental Health Services
8	<b>Full text of direction</b>	Glasgow City council is directed to carry out a procurement exercise to establish a framework agreement for Accommodation Based Mental Health Services in Glasgow.
9	<b>Budget allocated by Integration Joint Board to carry out direction</b>	The Direction will be carried out by existing, suitably trained staff working within Glasgow City Health and Social Care Partnership and does not therefore require allocation of any specific funding. It is estimated that the value of the services covered by the procurement exercise is currently circa £7m per annum.
10	<b>Performance monitoring arrangements</b>	In line with the agreed Performance Management Framework of the Glasgow City Integration Joint Board and the Glasgow City Health and Social Care Partnership.
11	<b>Date direction will be reviewed</b>	22 September 2022

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