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Cabinet

9th April 2019

**Name of Cabinet Member:**

Cabinet Member for Adult Services – Councillor F Abbott

**Director Approving Submission of the report:**

Deputy Chief Executive (People)

**Ward(s) affected:**

All

**Title: Supported Living and Day Opportunities for Adults with Learning Disabilities and/or Mental Ill Health**

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**Is this a key decision?**

Yes – the proposals within the report will incur expenditure in excess of £1m per annum with City wide impact

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**Executive Summary:**

The Council's approach to the delivery of Adult Social Care is to provide support, in the least intrusive manner possible, based on the assets, resources and abilities that are available to people. This entails the development of support options that enable people to be supported in environments akin to the type of independent accommodation that most other adults in the City have the choice of living in, with residential care only being used where other options are either not available or not suitable to meet eligible needs under the Care Act 2014.

This approach to the delivery of Adult Social Care has been in development for many years and complements the local offer in Children's Service's through supporting the four pillars of preparing for adulthood leading to improved outcomes in respect of: independent living, community inclusion, employment and health.

Supported living services provide a cost effective way of meeting needs whilst enabling people to be as independent as possible. Ensuring people are engaged to live as normal a life as possible outside of their home is also a key factor related to living independently and hence the provision of day opportunities is also integrated in this work.

Through the proposals contained in this report a number of developments will be incorporated into supported living including greater use of assistive technology, accommodation designed to meet individual's needs through all stages of their lives, and improved access to community assets to enable people to participate in activities open to all members of the community.

The Council seeks to achieve these aspirations through the proposals contained in this report through aligning a number of contractual arrangements under one open framework approach which will cover the following client groups and service types:

- Supported Living for adults and older people with learning disabilities, autism or physical/sensory impairment or mental ill health some of whom will have multiple disabilities
- Day opportunities for adults with learning disabilities and/or autism

Improving the supported living offer within Coventry will also help the Council to ensure that the housing stock within the City is able to meet the needs of this specialist group of people.

Although a new contractual arrangement will be established, people within existing services will not be required to move en bloc to new providers. Some moves may, however, be necessary dependant on individual circumstances. If this is the case the individuals affected and their families will be fully engaged in this process in order to ensure their outcomes continue to be met.

**Recommendations:**

Cabinet are requested to:

- 1) Approve the commencement of a procurement process (in line with Public Contract Regulations) to secure delivery of an open framework for Supported Living and Day Opportunities.
- 2) Delegate authority to the Director of Adult Services, following consultation with the Cabinet Member for Adult Services, upon completion of the procurement process to award an open framework for Supported Living and Day Opportunities.

**List of Appendices included:**

None

**Background papers:**

None

**Other useful documents**

None

**Has it been or will it be considered by Scrutiny?**

No

**Has it been or will it be considered by any other Council Committee, Advisory Panel or other body?**

No

**Will this report go to Council?**

No

**Report title:** Supported Living and Day Opportunities for Adults with Learning Disabilities and/or Mental Ill Health

**1. Context (or background)**

- 1.1 The Council's approach to the delivery of Adult Social Care is to provide support, in the least intrusive manner possible, based on the assets, resources and abilities that are available to people. This entails the development of support options that enable people to be supported in environments that are similar to the type of independent accommodation that most other adults in the City have the choice of living in with residential care only being used where other options are either not available or not suitable to meet eligible needs under the Care Act 2014.
- 1.2 This approach to the delivery of Adult Social Care has been in development for many years and complements the local offer in Children's Service's supporting the four pillars of the preparing for adult pathway leading to improved outcomes in respect of: independent living, community inclusion, employment and health. The objective is to work with people to support them to improve their lives with a focus on promoting an individual's independence and wellbeing through supporting them to live in their own homes and on striving to ensure that people's happiness, aspirations and achievements are not limited due to them being disabled.
- 1.3 The delivery of this strategic aim is supported by an approach to commissioning that seeks to develop the market to deliver a range of models; focussing on promoting independence, reducing social isolation, and, improving health and wellbeing to ensure individuals reach their full potential and reducing reliance on paid support by enabling access to mainstream activities.
- 1.4 The numbers of adults with learning disabilities is increasing. As at 2017 population estimates suggest that there were around 5600 people with a learning disability aged 18-64 living in Coventry, a figure expected to rise to approximately 6080 by 2025 (source: PANSI). Of these:
- Approximately 1280 have a moderate to severe learning disability, around 100 have behaviours that challenge and around 540 are predicted to be living with their parents.
  - There are approximately 1000 adults with a learning disability aged 65 or over of whom circa 140 are deemed to have a moderate to severe learning disability.
  - Approximately 2300 people aged 18-64 are predicted to have an Autistic Spectrum Disorder (ASD)
- 1.5 The numbers of adults with a mental health problem is increasing also. As at 2017 population estimates suggest that there were around 55,513 with a mental health issue aged 18-64 living in Coventry, this figure is expected to rise to 59,892 by 2025 (Source PANSI). Of these
- Approximately 36,413 people have a common mental health disorder
  - There are approximately 1,015 who have a borderline personality disorder
  - About 813 people present with an anti-social personality disorder
  - The number of people with a psychotic disorder is predicted to be 904
  - There are predicted to be 16,368 people with two or more psychiatric disorders
- 1.6 There are a number of planned transitions from Children's Social Care to Adulthood of children with disabilities. In 2017/18 there were 59, of which 23 were eligible for social care. This compares to 55 in 2016/17, of which 9 were eligible.

- 1.7 Combining intelligence on both population predictions and transitions, current forecasts suggest that there is a requirement for accommodation for approximately 27 adults with either a learning disability or mental ill health each year.
- 1.8 These indications of future demand are in the context of the Council (as at 10/08/18) supporting 191 people with disabilities and a further 36 people with mental ill health to live in their own homes with individual tenancies through supported living arrangements commissioned from the independent sector and a further 49 people with learning disabilities and 10 people with mental ill health supported through the Council's Promoting Independence Living Service. In respect of day opportunities 78 adults are supported by the independent sector with a further 145 adults supported by Council provision.
- 1.9 Though developing supported living the Council can deliver cost effective services as opposed to more expensive residential alternatives. The provision of day opportunities, is also included in this work as supporting people to have active and meaningful engagement wherever possible, and where support is needed, is an essential element of living as normal a life as possible without relying purely on professional care and support services. In addition, day opportunities can play an important role in supporting family carers in their caring role, which in turn supports carer sustainability and the critical role paid by carers both in supporting family members with care and support needs and avoiding the need for costlier and potentially disruptive social care intervention.
- 1.10 Through the proposals contained in this report a number of developments will be progressed including greater use of assistive technology, accommodation designed to meet individual's needs through all stages of their lives and improved access to community assets thereby leading to a reduction in professional care and support. Through this work we also expect to attract providers with specialist knowledge in supporting people who present with either autism or challenging behaviour or both ( which is an emerging characteristic for young people transitioning into adult services) and increase our capacity to provide the required support in City.
- 1.11 Further to the above and as a result of consolidating a number of contracts into a single contractual arrangement the following advantages can be realised:
  - Improved contract management
  - Greater economies of scale
  - Streamlined quality assurance
  - Effective sourcing of jointly funded packages of care across all disabilities
- 1.12 As a key stakeholder and joint funder of a number of people in Supported Living the Coventry and Rugby Clinical Commissioning Group (CRCCG) have been involved in the development of the proposals contained within this report. Through this involvement a smoother transition between health and social care is envisaged where individuals are in receipt of these services.
- 1.13 Improving the supported living offer within Coventry will also support the Council in ensuring that the housing stock within the City is able to meet the needs of this specialist group of people.

- 1.14 Although a new contractual arrangement will be established people within existing services will not be required to move en bloc to new providers. Some moves may however be necessary dependant on individual circumstances. If this is the case the individuals affected and their families will be fully engaged in this process in order to ensure their outcomes continue to be met.

## **2. Options considered and recommended proposal**

### **Preferred Option**

- 2.1 In order to meet the needs of people with disabilities more effectively and efficiently, the Council intends to align several contractual frameworks under one open framework which will cover the following client groups and types:

- Supported living for adults and older people with learning disabilities and/or physical/sensory impairment and/or mental ill health
- Day opportunities for adults with learning disabilities and/or autism

The rationale for this is that the same cohort of providers generally operated across both day opportunities and supported living services and it is envisaged that tendering these services under a single open framework would offer economies of scale and enable a provider to support an individual in a more holistic manner. Although current day opportunity volumes are relatively low, the support offered continues to be of value to people supported with the challenge being engaging people in day opportunities beyond attendance at a day centre.

- 2.2 As the new framework is introduced all current providers who register and who are approved will transfer their existing business at current fee rates. This is because continuity of provision is important and we will seek to maintain this wherever possible.

- 2.3 The Council is committed to commissioning and managing high-quality supported living services and building on the existing infrastructure within the City which are safe and deliver good outcomes for people. Through our approach to quality assurance, contract management and our requirement to manage the market effectively, we will ensure the right checks and balances are in place to maximise operational and financial performance, while minimising risks which can impact on providing good quality, safe care. Key performance indicators will include:

- Percentage of service users who report that they are supported to exercise choice and control, and who are self-managing their mental and physical health
- Percentage of service users who report that they have the opportunity to be an active member of their local community and who are accessing a wide range of activities outside the home
- No of safeguarding alerts, safeguarding incidents in the last twelve months
- Care Quality Commission rating including number of statutory notices and non-compliances with essential standards

Future developments will continue to be sourced at providers risk in conjunction with relationships they have with developers and Registered Providers of accommodation.

- 2.4 Under the light touch regime pursuant to the Public Contract Regulations 2015, we are able to design a procurement approach that meets the needs of the service. The intention is to tender under an open framework and allow providers to join at any time during the contract term. Specific requirements for supported accommodation or day opportunities will be

issued to providers on the framework inviting them to submit proposals for consideration by the City Council, service users and their carers and family.

- 2.5 It is intended the open framework will be operational from October 2019 with a longer contract period requested of 7 years (3 + 2 + 2). This is to optimise opportunities for provider sustainability and as this operates under an open framework it will not cause a disadvantage to providers who may apply to join at any time.

#### **Other options considered**

- 2.6 No other options are considered as viable. "Do nothing" is not considered an option as this would fail to meet the Council's legal obligations.

### **3. Results of consultation undertaken**

Market engagement was undertaken with Providers during January 2019 at which a number of improvements to current service offers were discussed including service development and further emphasis on promoting independence, key performance indicators and methods of improved contract management. Engagement has also taken place with carers and parents of people with learning disabilities and/or mental health issues to understand what is important to them. A programme of service user engagement has been scheduled to take place during April 2019. Feedback has and will be used to inform the development of the service specifications and key performance indicators. Further engagement is scheduled to take place with the Council's Adult Social Care Stakeholder Reference Group in March 2019. People with lived experience will be involved in the evaluation of tenders received.

### **4. Timetable for implementing this decision**

Should approval be granted to proceed the tender specification is expected to be issued by the end of June 2019 with initial bids and proposals submitted to the City Council by early July 2019. Contracts will be operational by the end of October 2019.

### **5. Comments from Director of Finance and Corporate Services**

#### **5.1 Financial implications**

The framework will be designed to meet the needs of service users which are subject to fluctuation in both numbers of people supported and the level of need these people have.

The table below shows the estimated value of the framework split between service area with annualised impact and the financial impact over the lifetime of the proposed contract.

The contracts will continue to be funded from within existing Adult Social Care / Coventry and Rugby Clinical Commissioning Group resources.

**Table A – Existing Contracts/Future Contract**

<b>Service</b>	<b>CCC Cost £000</b>	<b>CCG Cost £000</b>	<b>Total Cost £000</b>
<b>Existing Annual Cost</b>			
Supported Living for Adults with a LD / PD	9,312	1,527	10,839
Supported Living for Adults with a mental Health Impairment	554	939	1,493
Day Opportunities	855	Included in above	855
<b>Total Annual Cost</b>	<b>10,721</b>	<b>2,466</b>	<b>13,187</b>
<b>Contract Life Cost</b>			
Contract Cost (excluding extensions) Years 0-4	<b>42,884</b>	<b>9,864</b>	<b>52,748</b>
Contract Cost (including extensions) Years 0-7	<b>75,047</b>	<b>17,262</b>	<b>92,309</b>

## **5.2 Legal implications**

The Care Act 2014 and associated statutory guidance imposes duties on local authorities to shape social care markets so as to ensure sustainability and sufficiency of a range of good quality care provision to enable adults with eligible care and support needs and carers with support needs, to have those needs appropriately met and to offer choice wherever possible. In effect the Act requires local authorities to facilitate the market by using a wide range of approaches to shape it so as to meet the needs of local populations.

When commissioning services, local authorities should be assured that contract terms, conditions and fee levels for care and support packages are appropriate to support the delivery of good quality care.

The procurement exercise will be completed in accordance with the Public Contract Regulations 2015, using the Light Touch Regime and the Council's internal Rules for Contract.

## **6. Other implications**

### **6.1 How will this contribute to the Council Plan ([www.coventry.gov.uk/councilplan/](http://www.coventry.gov.uk/councilplan/))?**

This proposal would contribute to the Council's key objectives through a contribution to protecting our most vulnerable people and will contribute to meeting the priorities in the Corporate Plan, specifically:

- Globally Connected – supply, choice & quality of housing
- Globally Connected – arts, sports and cultural opportunities
- Locally Committed – Improving educational outcomes
- Locally Committed – protecting our most vulnerable people
- Locally Committed – Improve health and wellbeing
- Locally Committed – reducing health inequalities
- Delivering of priorities – active communities and empowered citizens

## **6.2 How is risk being managed?**

Any risks that do arise during this procurement exercise will be formally recorded on the risk log, assessed and mitigation measures put in place.

## **6.3 What is the impact on the organisation?**

None

## **6.4 Equalities / EIA**

At present we procure a range of statutory services for people with learning disabilities, mental health, physical and sensory impairment via a list approved under Public Contract Regulations (2015).

The intention is to tender under an open framework and allow additional providers to join the approved list, at any time during the contract term. The services will not change and will continue as today, however, the aim is to bring all the provision under one list and thereby encourage more providers to register. The service specification for day opportunities will be further enhanced in a positive way as it will promote greater independence through improved individual outcomes.

## **6.5 Implications for (or impact on) the environment**

None

## **6.6 Implications for partner organisations?**

As a joint commissioner of the services described in this report the Coventry and Rugby Clinical Commissioning Group (CRCCG) will be impacted by the proposals. The CRCCG have, however, been engaged in the proposals and support the recommendations contained within this report.

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