

Delegated Decisions by Cabinet Member for Adult Services

***Tuesday, 16 November 2010 at 9.00 am
County Hall***

Items for Decision

The items for decision under individual Cabinet Members' delegated powers are listed overleaf, with indicative timings, and the related reports are attached. Decisions taken will become effective at the end of the working day on 24 November 2010 unless called in by that date for review by the appropriate Scrutiny Committee.

Copies of the reports are circulated (by e-mail) to all members of the County Council.

These proceedings are open to the public



Peter G. Clark
County Solicitor

November 2010

Contact Officer: **Marion Holyman**
Tel: (01865) 810177; E-Mail: marion.holyman@oxfordshire.gov.uk

Note: Date of next meeting: 21 December 2010

If you have any special requirements (such as a large print version of these papers or special access facilities) please contact the officer named on the front page, but please give as much notice as possible before the meeting.

Items for Decision

1. Declarations of Interest

2. Questions from County Councillors

Any county councillor may, by giving notice to the Proper Officer by 9 am on the working day before the meeting, ask a question on any matter in respect of the Cabinet Member's delegated powers.

The number of questions which may be asked by any councillor at any one meeting is limited to two (or one question with notice and a supplementary question at the meeting) and the time for questions will be limited to 30 minutes in total. As with questions at Council, any questions which remain unanswered at the end of this item will receive a written response.

Questions submitted prior to the agenda being despatched are shown below and will be the subject of a response from the appropriate Cabinet Member or such other councillor or officer as is determined by the Cabinet Member, and shall not be the subject of further debate at this meeting. Questions received after the despatch of the agenda, but before the deadline, will be shown on the Schedule of Addenda circulated at the meeting, together with any written response which is available at that time.

3. Petitions and Public Address

4. EXEMPT ITEM

It is RECOMMENDED that the public be excluded during consideration of Annex 1 to report CMDAS5 since it is likely that if they were present during its consideration there would be disclosure of exempt information as defined in Part I of Schedule 12A to the Local Government Act 1972 (as amended) and specified below in relation to item 5 in the Agenda:

3. Information relating to the financial or business affairs of any particular person (including the authority holding that information)

and since it is considered that, in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information, in that such disclosure would prejudice the commercial position of the parties involved.

NOTE: The report itself does not contain exempt information and is therefore available to the public.

THE EXEMPT INFORMATION IS CONTAINED IN THE CONFIDENTIAL ANNEX TO THE REPORT WHICH HAS BEEN CIRCULATED ONLY TO THOSE MEMBERS AND OFFICERS ENTITLED TO RECEIVE IT.

5. **Provision of Housing and Support Services for Adults with Mental Health Conditions** (Pages 1 - 16)

Forward Plan Ref: 2010/117

Contact: Natalia Lachkou, Supporting People Programme Manager Tel: (01865) 894858

Report by Director for Social & Community Services (**CMDAS5**).

In December 2009, Oxfordshire County Council and NHS Oxfordshire published a Joint Commissioning Strategy 2009-2013 'From Supported to Independent Living'. This is a wide ranging and comprehensive housing and support strategy for people with mental health issues in Oxfordshire whose aim is to ensure that services are effective, responsive and empower those who use them to achieve recovery as far as possible.

A key outcome of the strategy was the joint procurement of a range of mental health housing and support services across Oxfordshire. These would work in an integrated way to provide a coherent pathway for service users to progress from intensive support to independent living at a reduced cost.

Funding for this procurement was brought together from the following sources:

1. Supporting People Partnership for housing related support for adults with mental health difficulties
2. NHS Oxfordshire and Oxfordshire County Council Social and Community Services through the Adult Mental Health Pooled Budget

Organisations were invited to bid for a range of provision representing key elements of the pathway. These were divided into five service package areas.

- Service Package 1: Intensive Supported Accommodation-24 hour short term on site accommodation based services
- Service Package 2: Countywide Transitional Supported Accommodation-Daytime short term on site accommodation based services with out of hours emergency call out
- Service Package 3: Longer Term Supported Accommodation-Long term accommodation based services based in Oxford City
- Service Package 4: Countywide Mental Health Floating Support Service
- Service Package 5: Countywide Multiple/Complex Needs Mental Health Floating Support Service for individuals who have multiple needs, with mental health being a primary need.

The public should be excluded during consideration of Annex 1 because its discussion in public would be likely to lead to the disclosure to members of the public present of information in the following prescribed category:

3. *Information relating to the financial or business affairs of any particular person (including the authority holding that information)*

and since it is considered that, in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information, in that such disclosure would prejudice the commercial position of the

parties involved.

The Cabinet Member for Adult Services is RECOMMENDED to confirm the award of contracts for all service packages as set out in Annex 1 (exempt) to the report.

Division(s): N/A

CABINET MEMBER FOR ADULT SERVICES – 16 NOVEMBER 2010

PROVISION OF HOUSING AND SUPPORT SERVICES FOR ADULTS WITH MENTAL HEALTH CONDITIONS

Report by Director for Social & Community Services

Exempt Information

1. Annex 1 to this report is exempt because its discussion in public might lead to the disclosure to members of the public present of information relating to the financial or business affairs of any particular person (including the authority holding the information).

Introduction

Purpose of the report and key issues:

2. To seek approval for the recommended options for the award of contracts for mental health housing and support services across Oxfordshire.
3. These services will work as a pathway, offering graded support ranging from intensive accommodation based support through to community based floating support. Move through the pathway will enable a service user to achieve recovery and improved choice; need less support; achieve a reduced frequency of hospital admission; and therefore require reduced expenditure from both the local authority and the NHS.

Background

4. Oxfordshire County Council and NHS Oxfordshire (Oxfordshire Primary Care Trust), with NHS Oxfordshire acting as lead commissioner, have undertaken a joint procurement for mental health housing and support services in Oxfordshire. Our strategic aims for these services are that they promote service users' recovery from mental ill health, foster independence and offer best value.
5. The project has recently won an NHS South Central Strategic Health Authority Health and Social Care Award for enabling "support for independence".
6. There are currently a range of mental health housing and support services which are subject to separate funding arrangements from either Oxfordshire County Council or NHS Oxfordshire. The contracts for these services are due to end in early 2011.
7. Extensive research and consultation, published as a joint strategy ('From Supported to Independent Living'), has resulted in Oxfordshire County Council

and NHS Oxfordshire commissioning future services together. Doing so will maximise our resources and ensure that these services work more coherently and more closely to achieve our strategic aims. The decision to carry out joint commissioning has particular relevance as this procurement is taking place at a time when budgets are reducing due to the tough economic climate. The budget for this procurement reduced considerably during the commissioning process although we remain confident that it will help meet our strategic aims.

8. The funding streams brought together under this procurement are:
 - (a) Supporting People Partnership funding for housing related support for adults with mental health difficulties
 - (b) The Adult Mental Health Pooled Budget from NHS Oxfordshire and Oxfordshire County Council Social and Community Services
9. New services will work as a pathway, encouraging recovery and independence through a stepped but flexible support process. For example, they will offer intensive 24 hour accommodation based support where an individual has very high support needs. When these needs have reduced to a level where the individual is able to live with support in their own home, there will be extensive floating support services which will enable the individual to reintegrate into the community and access relevant employment, education and training. The pathway is designed to help individuals move away from institutions and specialist services where appropriate and will be centred on the needs both of the person and their carers.
10. Access, quality and choice will all be improved within these services. There will also be a much simpler referral process where it will be easier to make appropriate choices between different services offered. These services will help people recover from mental ill health and, as far as possible, to live as ordinary citizens with the right support.

Equality Impact Assessment

11. NHS Oxfordshire undertook a standard screening of any equality impact of this procurement and no adverse impacts were identified.

Stakeholder Involvement

12. There has been excellent and wide-ranging stakeholder involvement in this process. Key stakeholders involved in both the development of the strategy and this procurement itself (such as informing the specifications, setting the evaluation criteria and sitting on the evaluation panel) include representatives of the following:
 - Service users
 - Carers
 - Oxford and Buckinghamshire Mental Health NHS Foundation Trust
 - District Councils

- Children, Young People and Families
- Probation

Provider Involvement

13. Current providers were involved in the development of the strategy (although not in the development of the service specification or any tender/evaluation documents). A pre-tender supplier seminar which set out our commissioning intentions was held in December 2009. This was very successful, with approximately 50 providers from across the country in attendance.

Procurement Process

14. Procurement of the Supported to Independent Living (SIL) pathway has been carried out as a restricted Part B procedure.
15. The procurement was split into the following distinct service types:
 - SIL 1** - Intensive Supported Accommodation (split into two county-wide lots of equal size)
 - SIL 2.1** - Transitional Supported Accommodation Lot 1: Oxford City and Cherwell District
 - SIL 2.2** - Transitional Supported Accommodation Lot 2: Oxford City, Vale District and South Oxfordshire District
 - SIL 2.3** - Transitional Supported Accommodation Lot 3: Oxford City and West Oxfordshire District
 - SIL 3** - Longer Term Supported Accommodation
 - SIL 4** - Health Floating Support (split into two county-wide lots of equal size)
 - SIL 5** - Multiple/Complex Needs Mental Health Floating Support
16. Advertisements were placed on www.supply2health.nhs.uk (the NHS procurement portal) on 24 May 2010, inviting interested parties to complete Pre-Qualification Questionnaires (PQQs) which sought information relating to their technical capacity, professional ability and economic and financial standing. A PQQ was required for each service type, and they were to be uploaded on to the Bravosolution e-tendering website by 30 June 2010. Each service type attracted fourteen to sixteen PQQ responses (with many applicants submitting responses for more than one service).
17. A panel drawn from Commissioning, Procurement, Finance, HR, Governance and Health and Safety teams evaluated the PQQ responses according to the published evaluation criteria, resulting in either eight or nine (depending on service requirements) top-scoring applicants for each service type being invited to take part in the Invitation To Tender (ITT) stage:
18. Tender documents were published on the e-tendering website on 13 August 2010, with a closing date of 17 September 2010. These ITT documents contained a set of questions designed to test the bidder's proposal for service delivery and their financial model, with a focus on key areas identified by the

project stakeholder group. Also provided was information for bidders regarding the project and the tendering process, an explanation of the evaluation criteria and scoring mechanisms, the full service specification and draft contract terms and conditions. Below is a list of the responses received for each service type:

SIL 1 (Lot 1): 4 bids received
SIL 1 (Lot 2): 3 bids received
SIL 2.1: 1 bid received
SIL 2.2: 1 bid received
SIL 2.3: 2 bids received
SIL 3: 4 bids received
SIL 4 (Lot 1): 4 bids received
SIL 4 (Lot 2): 4 bids received
SIL 5: 3 bids received

19. Although not all of those bidders shortlisted for the ITT stage actually submitted a proposal, it was felt that the responses received were strong enough to continue with the proposed procurement process for all of the service types.
20. Bids were assessed according to the following ratio, to allow final scores to be calculated for each bidder that would identify the Most Economically Advantageous Tender:

Quality (response to the questions in the ITT): 60%
Financial viability (cost of services): 25%
Level of provision (number of places available in the scheme): 15%
21. A tender evaluation panel was formed to assess the Quality aspect of the bids, consisting of commissioners from NHS Oxfordshire, Oxfordshire County Council and Oxfordshire Supporting People, service users, carers, clinical specialists and representatives from District Councils, Probation and Children, Young People and Families teams. The bidder proposals were then disseminated to this panel for evaluation, with commissioners scoring all answers and other panel members assessing responses to questions relating to their specialist field/s. A moderation meeting was then held to set a draft consensus score for each answer, based on the individual scores of the various evaluators.
22. Following the evaluation of written responses, a team from the evaluation panel (member of the project team, a service user representative and a carer representative) visited current services for each of the bidders for accommodation-based services (SIL 1-3), to seek supporting evidence and clarification of some of the areas covered in the ITT submissions. These visits were taken into account for clarification of consensus scores for the relevant parts of the bidder responses, but were not an individually scored part of the process.

23. All bidders were then invited to bid clarification interviews, held at NHS Oxfordshire between 18 and 22 October 2010, and designed to clarify any aspects of the bids that the evaluation panel felt were unclear. Bidders were provided in advance with a list of ITT questions that might be covered in the interview, and for SIL 2, 3 and 5 were also asked to prepare a short presentation in support of some key aspects of their bid. The evaluation panel had the opportunity to ask questions of the bidders, based on their written proposals and presentation clarifications. Again, this part of the process was not scored independently of the written responses, but the answers given at interview were used to confirm or amend the draft consensus scores awarded.
24. Alongside evaluation of the Quality aspect of the bids, the Finance and Procurement teams assessed the cost and level of provision elements, according to the structures below:

Financial viability: Each bidder submitted a proposal that gave a total cost of service across a three year contract. This proposal was scored on a weighted basis, with the lowest cost of all the providers given full marks and each higher costed bid awarded a proportionately lower score. Bids were also reviewed for economic viability.

Level of provision: Each bidder submitted a proposal that gave a total number of units ("Units" refers to the total number of places available in the scheme at any one time) that would be available in their service. This proposal was scored on a weighted basis, with the highest level of provision of all the providers given full marks and each bid with a lower number of units awarded a proportionately lower score.

25. The final scores for Quality, Financial Viability and Level of Provision were added together to give a total score for each bidder, and the highest scoring bidders for each service type form the recommendations for contract award contained in this document.

RECOMMENDATION

26. **The Cabinet Member for Adult Services is RECOMMENDED to confirm the award of contracts for all service packages as set out in Annex 1 (exempt) to the report.**

JOHN JACKSON
Director for Social & Community Services

Background Papers: Nil

Contact Officer: Angelo Fernandes, Mental Health Services Project Manager, Supporting People, (01865) 89 4851

October 2010

This page is intentionally left blank

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

Document is Restricted

This page is intentionally left blank