

# Bristol City Council

## Community Support Services

### Commissioning Strategy

(Draft for Consultation – October 2015)

**2016 – 2021**

To provide your feedback online visit the  
CSS Commissioning webpage

[www.bristol.gov.uk/csscommissioning](http://www.bristol.gov.uk/csscommissioning).



**BRISTOL**  
2015 EUROPEAN  
GREEN CAPITAL

# Contents

## Introduction and Context

- Executive summary
- Purpose of this document
- Our approach to commissioning Community Support Services
- Principles underpinning this commissioning process
- Priorities in the commissioning of Community Support Services

## Section A – Current context

- Overview
- Profile of Service Users
- Service User feedback
- Provider feedback
- Currently identified gaps in the market
- Opportunities for change
- Other significant drivers of change nationally and locally

## Section B - The future of Community Support Services in Bristol

- What we are trying to achieve
- Outcomes focussed support
- Quality Community Support services
- Value for money
- How we will buy support in the future

## Section C - Key information for consultation

- Timeline for tender process
- Future Documentation

## Appendix 1

- Further detail about the future model of community support

## Appendix 2

- Key context

## Appendix 3

- BCC's Quality Assurance Framework



# Introduction and Context

# Executive summary

Community Support Services (CSS) in Bristol are social care support services for adults (18 years+) that are delivered within community settings or at home. Community support services enable and maintain independent living skills, examples of this support include support with cooking, assistance to attend social and sporting activities in the community, enabling people to attend learning, training and educational opportunities, accommodation based support where accommodation is provided as part of the care package, and support for carers to take a break from caring responsibilities.

The services included in this commissioning exercise are Accommodation Based Support; Community Outreach; commissioned Day Services and Carers Sitting Services.

The aim of these services is to promote maximum independence, wellbeing, social interaction and choice and control for those in need of support. Many of the people who use CSS are also supported by carers who may be families or friends. We are very aware that consultation on improvements to these services needs input from family and friends who are carers and welcome their input into the consultation alongside people who use services, professional staff as well as citizens.

Service Users have told us that they want to live their lives as independently as possible and to be active citizens, living and contributing to the diverse communities across the City. We want all Service Users to enjoy the same quality of life as everyone else. We believe that well-being is about maintaining good relationships, making a contribution to the community, learning, working and being active, as well as achieving other outcomes and goals that are individual to people. The Service User outcomes sought from this commissioning exercise are therefore broad and interconnected.

We are undertaking work to ensure that a range of quality support services are available for those in need of social care. Bristol City Council (BCC) currently commissions over 100 different providers to deliver Community Support Services to over 1,000 Service Users (approximately 19% of all social care service users) at an estimated cost of £15m per annum. This level of spend is not sustainable within the current financial climate. We therefore need to ensure value for money Community Support Services.

We also want to commission services that can adapt and change as Service Users' expectations and needs change. This requires us all to think and work differently and collaboratively to design new ways of working e.g. as a response to the Care Act 2014, BCC is working towards a "Three Tier model" of social care (set out in more detail in Appendix 2). This approach advocates the need for quality support services to prevent or delay the need for Service Users to access more intensive forms of care (such as Nursing or Residential Homes).

# Executive summary

The commissioning of support in Bristol also needs to be in the context of more Service Users opting to manage their own personal budgets through direct payments. Over time, the expectation is that the number of Service Users accessing Direct Payments will rise, leading to a reduction in provision commissioned directly by the Local Authority. BCC therefore has a dual responsibility to shape a buoyant, vibrant market for social care services in the City as well as commission provision from this market.

**This commissioning process for the next 5 years is a key priority for Bristol City Council and we thank you in advance for taking the time to read and respond to our initial thinking and commissioning intentions for Community Support Services.**

# Purpose of this Commissioning Strategy

This commissioning strategy has been prepared for a formal consultation exercise about the future of Community Support Services in Bristol. It sets out:

## Overview

- An overview of how we current commission Community Support Services in Bristol

## Rationale

- The case for change

## Aspirations

- Aspirations for future Community Support Services

## Future

- Proposals for how we plan to commission future Community Support Services

## Key information

- Information about the commissioning and tender process – subject to this consultation

## Purpose of the document

- We very much encourage Service Users, Carers, providers, partners and the general public to engage in this consultation exercise and to feed in their views on the information and proposals in this document.
- Please use the questions and prompts throughout the document to inform your feedback, although we would also appreciate feedback relating to matters we may not have specifically covered in this document. Please see 'Section D – Consultation' for details around how to provide feedback as part of this consultation process.
- This Commissioning Strategy is provisional and subject to change following the end of the consultation process; this consultation is critical in reshaping how these services will be commissioned in the future. This period of consultation will last for 12 weeks between October 15th 2015 and January 7th 2016. During this period, we will continuously reflect on feedback received, challenging proposals and refining detail of how community support services in Bristol should be commissioned, brokered and delivered in the future.
- Following this consultation process we will develop a commissioning plan and service specification, and will commence a competitive procurement exercise for Community Support Services in Spring 2016.

## How to provide your feedback

Please see the accompanying questionnaire and/or the website for instructions on how to respond with your feedback on the consultation questions

# Methodology

In commissioning Community Support services in Bristol, we have used the following methodology to date:

## Current issues and context

- We have reviewed current community support services and considered key questions such as: what are the services delivering (service types); who receives them; who provides them; what is the cost and quality of provision
- We have listened to Service Users, providers and partners about what they feel needs to change and captured what works well currently
- We have reviewed Community Support Services in light of key statutory changes e.g. Care Act 2014

## Drivers

- We have identified four main drivers for change: Quality; Service User Satisfaction; Service User Choice and Value for Money.

## Apply best practice

- We have considered the best commissioning and procurement approach available to us
- We have considered how other Local Authorities and organisations have approached the commissioning of these services to learn lessons and apply best practice.

## Collaboration

- We have worked collaboratively with Service Users, their Carers and providers to ensure their voices are heard and that this process successfully considers respective needs
- We have worked collaboratively across BCC to ensure opportunities are maximised for internal joint working
- We have worked collaboratively with other public sector organisations, such as the Clinical Commissioning Group (CCG), to ensure opportunities for joint working are maximised.

Community Support Services were last commissioned in 2008 and we now need to consider this area of work in a more strategic way.

We have listened to Service Users, Carers, providers and partners to develop this draft strategy. Ultimately we aim to deliver quality, value for money services that meet the needs of Service Users. We also need to consider the costs of Community Support Services and ensure that we optimise the money we spend supporting people to live independently. We must ensure that we deliver value for money services as a result of this commissioning exercise.

# Proposed principles underpinning this commissioning process

To underpin this commissioning process, we have developed and aim to follow these principles:

- 1 • Right outcomes, right support, right place, right time, right cost
- 2 • Quality support that meet needs and agreed Service User outcomes
- 3 • Satisfied Service Users and their Carers
- 4 • Maximised use of community facilities & infrastructure (social capital)
- 5 • Meaningful relationships & engagement with key stakeholders
- 6 • Effective contract management and well-informed quality assurance
- 7 • Diverse market of providers
- 8 • Adaptable, flexible services that can meet changing needs
- 9 • Value for money (economic, efficient and effective services)
- 10 • Consistent price of support
- 11 • Price linked to need and agreed outcomes

## Consultation Question 1

We have identified the above principles that underpin this commissioning strategy and process. Do you agree or disagree with these principles?

- Agree
- Disagree
- Further comment(s): *e.g. are there any additional principles that should be included?*



# Priorities for the commissioning of Community Support Services

1

## Quality

We want to commission quality Community Support Services. In order to do this, we will:

- Define the term 'quality'
- Define how quality will be measured, monitored and sustained
- Understand the contribution that Community Support Services make to the quality of people's lives

2

## Service User and Carer satisfaction

- We want to commission services that meet Service Users' needs and agreed outcomes
- We want to ensure that Service Users and their Carers are satisfied with the services they receive

3

## Choice of services

BCC is committed to supporting people with a personal budget to buy the social care services they want to meet their needs, as well as commission provision. We will:

- Identify current community support provision in Bristol
- Identify current and future predicted gaps in provision
- Propose the best way(s) to fill those gaps and ensure a sustainable supply of different types of support services and accommodation e.g. working with providers to diversify their offers and business models

4

## Value for money

We want to commission services that are economic, efficient and effective. In order to do this, we will be clear about:

- What we mean by value for money
- Have a means to determine when a service offers value for money
- Develop a sensible pricing strategy to ensure we achieve value for money. For certain provision, this will reduce the current unit cost of provision.



Section A

# Current context

# Overview of Current CSS Services

Community Support Services in Bristol can be broadly categorised into four types of services:

## Accommodation Based Support

- *Support received within a supported living, shared tenancy or cluster flat environment.*
- Examples of support include:
  - Personal budgeting and finances, paying bills, sending letters
  - Independent living skills, including housekeeping skills and tenancy support
  - Shopping for, planning and cooking meals
  - Enabling access to education, employment and training
  - Emotional and wellbeing support

## Community Outreach

- *Support within the community or delivered in a Service User's own home, which aims to encourage greater independence, wellbeing and inclusion.*
- Example support activities:
  - Same activities as Accommodation Based Support
  - Sports activities
  - Social activities

## Day Opportunities

- *Services which deliver personal, social, therapeutic, training or leisure support during the day, mainly in building based environments.*
- Example activities include:
  - Emotional and wellbeing support
  - Travel training
  - Independent living skills
  - Road safety training
  - Social skills
  - Personal budgeting and finances

## Carers Sitting Service

- *Services that give carers an opportunity to take a break. The purpose of these services is to reduce the workload and pressure on full-time carers.*
- Example activities include:
  - Support at home (i.e. companionship and assistance) that would usually be provided by carer
  - Service user taken out of home environment to give carer time at home alone or to enable carer to do other activities outside of the home

# Overview of Current CSS Services

Below is a summary of the Community Support Services that are currently delivered in Bristol. This has been included to illustrate the current diversity of provision, range of providers, numbers of service users and hours of care.

## Accommodation Based Support



**32** Current Providers  
**386** Service Users  
**11,410** Weekly Hours

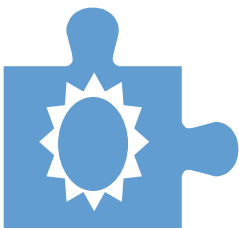
## Community Outreach



**39** Current Providers  
**361** Service Users  
**6,856** Weekly Hours



## Day Opportunities



**34** Current Providers  
**260** Service Users  
**4,686** Weekly Hours

## Carers Sitting Service



**13** Current Providers  
**43** Service Users  
**148** Weekly Hours

# Profile of Service Users

The information below outlines the numbers of Service Users and Carers who currently access Community Support Services. This information is important for providers in order to understand the size and shape of the Community Support Services market. In advance of the tender process, BCC will communicate with providers around future demand.

## Accommodation Based Support

- 386 Service Users
- 11,410 Hours per week
- 55% Learning Disabilities
- 34% Mental Health
- 8% Physical Disabilities

## Community Outreach

- 361 Service Users
- 6,856 Hours per week
- 66% Learning Disabilities
- 13% Mental Health
- 16% Physical Disabilities

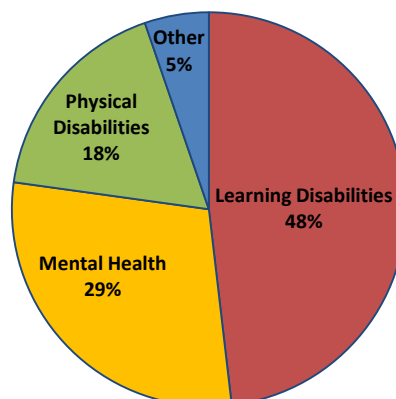
## Day Services

- 260 Service Users
- 4,686 Hours per week
- 32% Learning Disabilities
- 20% Mental Health
- 45% Physical Disabilities

## Carers Sitting Service

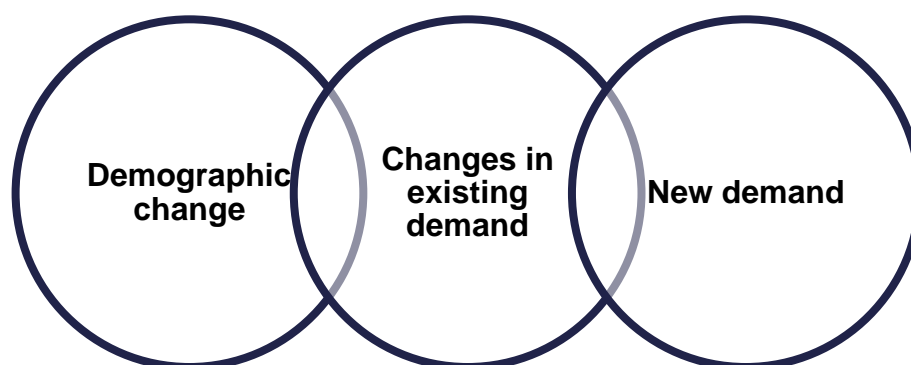
- 43 Service Users
- 73% of Carers are aged 65+

## Breakdown of Service User groups (overall Community Support Services)



# Future Service Users

As part of this commissioning exercise, BCC is considering likely demand projections to ensure that newly commissioned Community Support Services are 'future proofed'. We expect there to be greater demand for support services over time as a result of the following factors:



## Demographic change

- If recent trends continue, the total population of Bristol is projected to increase to reach a total population of 467,000 people by 2020
- The projections suggest continuing increases in the number of children, young people in their 20s and 30s, people in their 50s and older people in their 70s
- With a growing population across all age groups, we are working on accounting for the greater demand for support services that is likely to occur. This is based on data provided through POPPI & PANSI (population estimates) and Bristol's Joint Strategic Needs Assessment (JSNA), to factor in likely increases in demand for certain services by certain service user types.

## Realignment of existing demand

- Outcomes-focussed support: as a result of policy and legislative changes such as The Care Act 2014, BCC will work to a 'strengths based' approach to social care assessment and planning, promoting maximised Service User independence, where appropriate
- Step-down from more intensive forms of social care: there is likely to be an increase in service users who 'step down' from other forms of social care, which will lead to greater demand for community based support
- Direct Payments: we are accounting for the fact that some service users may switch to Direct Payments as part of this process to ensure that they can direct and achieve choice and control over provision.

## New demand

- Population growth of 0-17 year olds: children and young people with social care needs transitioning into adult services
- Asylum seekers and other migration into Bristol: migration into Bristol will mean different needs presenting
- Carers: with the Care Act 2014 there is an emphasis on councils providing greater support to Carers. We believe that Carers Sitting Service provision needs to be developed within the context of broader changes to services for Carers e.g. respite care.

# Service User feedback

In preparing this draft Commissioning Strategy, we have spoken to users of current Community Support Services and their carers. Feedback from Service Users and Carers has informed our thinking in terms of the proposals outlined in this strategy document.

## Survey

In 2013 we undertook a survey in which 166 Community Support Services Service Users and Carers responded about their services. They outlined their satisfaction, choice and control and key priorities for their support. Information from this has been used in this process to assess Service User experience. Responses are summarised below:

### Strengths of the current provision

- Overall satisfaction with Community Support Services was high, shown by an average rating of 2.7 out of 3
- The majority of respondents did feel that they had both choice and control around their support

### Areas to be improved

- Helping Service Users achieve outcomes such as independent travel and employment
- Feedback mechanisms to hear Service Users views and feelings around their support and to respond to these
- Need for guarantee choice and control by creating a diverse & high-quality provider marketplace

## Face to face engagement

During June and July 2015 informal engagement events were held with approximately 70 Service Users and Carers across the City which provided further insights into Service User and Carer needs. Experiences and views about current challenges and opportunities for change were captured at these events. Some key themes emerged which have informed the proposals in this strategy. The general themes from this feedback are outlined below:

### Current challenges

- Some constraints in choice of provision
- Mixed levels of quality and user experience
- Travel constraints e.g. public transport for Community Support Services Service Users

### Future opportunities

- Outcomes focus
- Maximising independence
- Flexibility and choice
- Employment, education and training
- Affordable, accessible transport

# Provider feedback

## Provider Engagement

In September 2015 we held an event for providers (over 75 different providers attended) to discuss this commissioning process, outline our initial thinking, to talk through the key pillars of the strategy, and crucially, to discuss opportunities for change. The main issues that emerged from this event from providers were:

### Cost

- Whilst there was an acknowledgement of the need to save money, providers were concerned around the impact this may have on provision, especially for people with complex needs.

### Communication and joint working

- Providers emphasised the need for improved relationships between Care Management, Care Brokerage, commissioners and providers.
- Providers felt the support planning process needs to be more flexible.

### Service delivery

- Providers raised that there are pressures relating to increasing complexity of service user needs
- Providers shared the view that current support planning and commissioning is not outcomes focused.
- Providers felt BCC needs to better define what it means by outcomes and outcomes based commissioning.
- Providers highlighted that their capacity to respond to tendering can be an issue for them.
- Providers suggested that recruitment and retention of good quality, caring staff is often a challenge providers face.

### Accommodation

- Providers felt there was no clear pathway for Service Users to enter and exit accommodation which can create 'blockages' in the system and act as a disincentive for Service Users to become more independent as a result of the lack of support and move-on.

### Community

- Providers felt that BCC needs to better map and understand the market in terms of what exists/ options that are there.
- Providers argued that BCC needs to consider what support it can offer to enable providers to have the opportunity to work together in partnership .
- Providers suggested that BCC need to work across departments in order to address wider issues (such as transport).

### Market Sustainability

- Providers want BCC to commit to informing providers what it needs (demand).
- Providers said BCC should be more transparent when sourcing placements.
- Providers felt that BCC needs to improve its brokerage function, making it fairer and more robust for all providers.
- Providers discussed how BCC should consider the financial impact that recent changes will have on providers (such as the living wage).



# Currently identified gaps in the market

We have identified a number of gaps in our current provision of Community Support Services. We invite your feedback on these gaps; do these correspond with your experience as Service Users, carers, providers and partners?

## Provision across a range of needs

- Complex needs: We need more providers to support those Service Users with complex needs, particularly with mental health, challenging behaviour and substance misuse issues
- Low level services: We need lighter touch services for Service Users with lower-level needs who need minimal support to fully access their community
- Transitions: We need providers to support young people into their first adulthood placements
- Current overdependence on residential provision in Bristol: We need to rebalance this with Community Support Services type provision

## Accommodation

- Supported Living: We need providers to work with us to ensure there are different types of supported living accommodation to meet the demands of current and future Service Users. Our approach to tackling this problem is set out in Appendix 2 in relation to the BCC Accommodation Strategy.

## Different types of provision

- Weekend services: We need providers to be flexible with how they work with Service Users to ensure they can meet outcomes 7 days a week.
- Different models of supported living: We need a variety of services, such as 'own front door' models of living, cluster flats, private tenancies with support
- Peer support: We need peer support between providers to co-develop and deliver provision

### Consultation Question 2

Do you feel that there are any additional gaps in current provision of Community Support Services?

- Yes
- No
- Further comment(s), *please list gaps.*

# Reasons for change

Given the challenges and gaps previously outlined, we have identified a number of areas we wish to change and develop as a result of this commissioning exercise. These are outlined below:

## Outcomes

- Commissioning for a true outcomes focus, seeking to build Service Users' abilities and resilience, where possible

## Strengths-based approach

- A new 'strengths based approach' to care assessments and planning, working towards maximised Service User independence, choice and control and step down from more intensive forms of social care, where appropriate

## Aligning need and cost

- Opportunity to link the needs of Service Users, desired outcomes and the price paid for Community Support Services in a clear, transparent model

## Value for money

- BCC currently commissions support at an estimated cost of £15m per annum; this level of spend is currently not sustainable within the current financial climate.

## Person-centred support

- Service Users and Carers at the heart of what we all do: we need to ensure that future support is reflective and reactive to need and Service User and Carer choice

## Provider base

- Providers commissioned against a clear commissioning strategy and specification, playing an active role in shaping & enabling maximised Service User outcomes

## Consistency

- An opportunity for more consistent ways of commissioning support packages using fit for purpose commissioning mechanisms

## Filling gaps in provision

- Addressing the gaps previously outlined in this document

## Collaboration

- Providers working together in new and different ways to meet current and future needs, to draw on their strengths and identify new business opportunities

## Performance management

- The definition and monitoring of quality standards and other performance measures needs to be a collaborative process informed by Service Users, Carers, providers and partners.

# Other Influences On Our Proposals

In preparing this Commissioning Strategy we have considered other strategies and policies and how they link to Community Support Services. These are listed below and on our website ([www.bristol.gov.uk/csscommissioning](http://www.bristol.gov.uk/csscommissioning)).

<b>1</b>	<b>Mayoral Vision for Bristol</b>
<b>2</b>	<b>Bristol's Health and Wellbeing Strategy</b>
<b>3</b>	<b>BCC's Residential Care Home Strategy</b>
<b>4</b>	<b>BCC's Home Care Strategy</b>
<b>5</b>	<b>Bristol's Carers Strategy</b>
<b>6</b>	<b>BCC Social Care Accommodation Strategy</b>
<b>7</b>	<b>BCC's Employment and Skills Position Statement</b>
<b>8</b>	<b>Care Act 2014</b>
<b>9</b>	<b>NHS 5 Year Forward Plan</b>
<b>10</b>	<b>Bristol Clinical Commissioning Group 1-year plan for Mental Health and Learning Disabilities Commissioning</b>



Section B

# The future of Community Support Services in Bristol

# What we are trying to achieve

1

## Outcomes-based commissioning

In future, community support services in Bristol will be outcomes focussed rather than activity focussed. The achievement of long term, personalised Service User outcomes will be the central plank of support planning, brokerage and commissioning and will be central to the way we judge service quality. The intention is that we will encourage providers to work in an outcomes focussed way. How to achieve this is a key question for this consultation exercise.

2

## Quality Community Support Services

The aim is that there will continue to be a diverse range of providers to deliver quality community support services. BCC will work with providers, Service Users and Carers to establish a quality standard for support services and will provide more meaningful and proportionate contract management and quality assurance of commissioned contracts.

3

## Value for money

BCC needs to reduce its spend on Community Support Services as it is not sustainable in the current financial climate. There needs to be a more transparent and equitable pricing strategy. For some forms of support, this will mean a reduction in the unit price paid.

By better aligning need and cost, as well as simplifying definitions of packages of support, services will be commissioned at a rate proportionate with the needs and outcomes being met. The aim is that providers take on packages where they can meet Service User outcomes, delivering a quality service, at a price that is fair and sustainable.

### Consultation Question 3

We want to improve the quality of services whilst also achieving value for money. How do you feel this could be best achieved?

# Outcomes focussed support

## Overview

Successful outcomes based commissioning can be defined by 'the achievement of good outcomes with people using evidence, local knowledge, skills and resources to best effect' (Institute of Local Government Studies, 2014)

A key focus of the future service delivery model for Community Support Services is the achievement of individual Service User outcomes that fit within overall adult social care strategic objectives. Progress towards these outcomes will be tracked through the setting of intermediate outcomes or milestones throughout the Service User journey. How this tracking and monitoring is done and shared between care managers, providers and commissioners is a key question for this consultation.

BCC has recently adopted an outcomes-based commissioning methodology for other adult social care services e.g. home care. Rather than BCC buying care and support for Service Users on a traditional input/ time approach as it currently does, an outcomes-based commissioning approach is end results focussed. This should have greater impact for the Service User at reduced cost over time because the focus is on providers working to increase Service User independence. A similar approach in Community Support Services should lead to a reduction in the amount of provider input required over time to enable a Service User to achieve their outcomes, with a focus on independence from social care services, where appropriate.

## How this will work in practice

### Support planning

- During the support planning stage Service Users, providers, support workers and care managers will work together to identify overall outcomes
- Upon contract award for each package of support, the successful provider will develop a detailed and person-centred set of milestones which will set out the means through which the overall outcomes will be achieved in a step by step process.

### Performance management

- Performance of providers in achieving outcomes will be monitored by BCC to ensure successful delivery of what has been commissioned. For many Community Support Services, the focus will be on moving Service Users onto other services in order to maintain, or develop their independence, where appropriate.

## Benefits

An outcomes focus will bring a number of benefits for Service Users, providers and BCC

### Person-centred

Demonstrating the achievement of personalised outcomes is crucial in determining which provider can best deliver support to that Service User

### Choice and control

This approach provides more choice to Service Users who play an active role in determining what support they need and how their support is commissioned

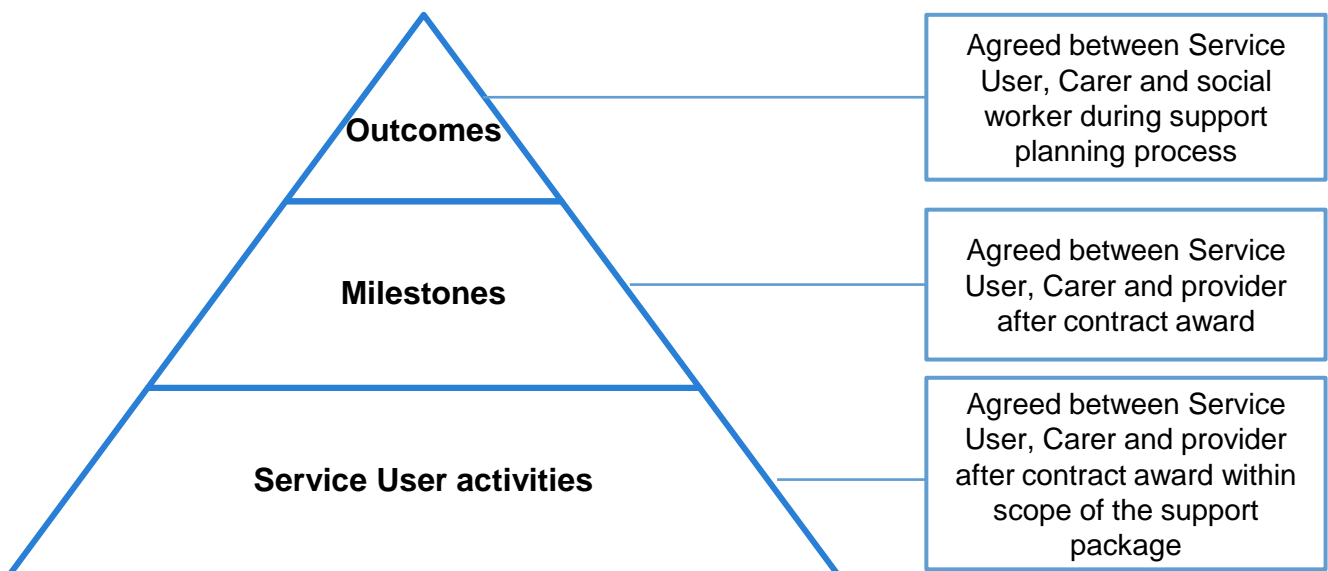
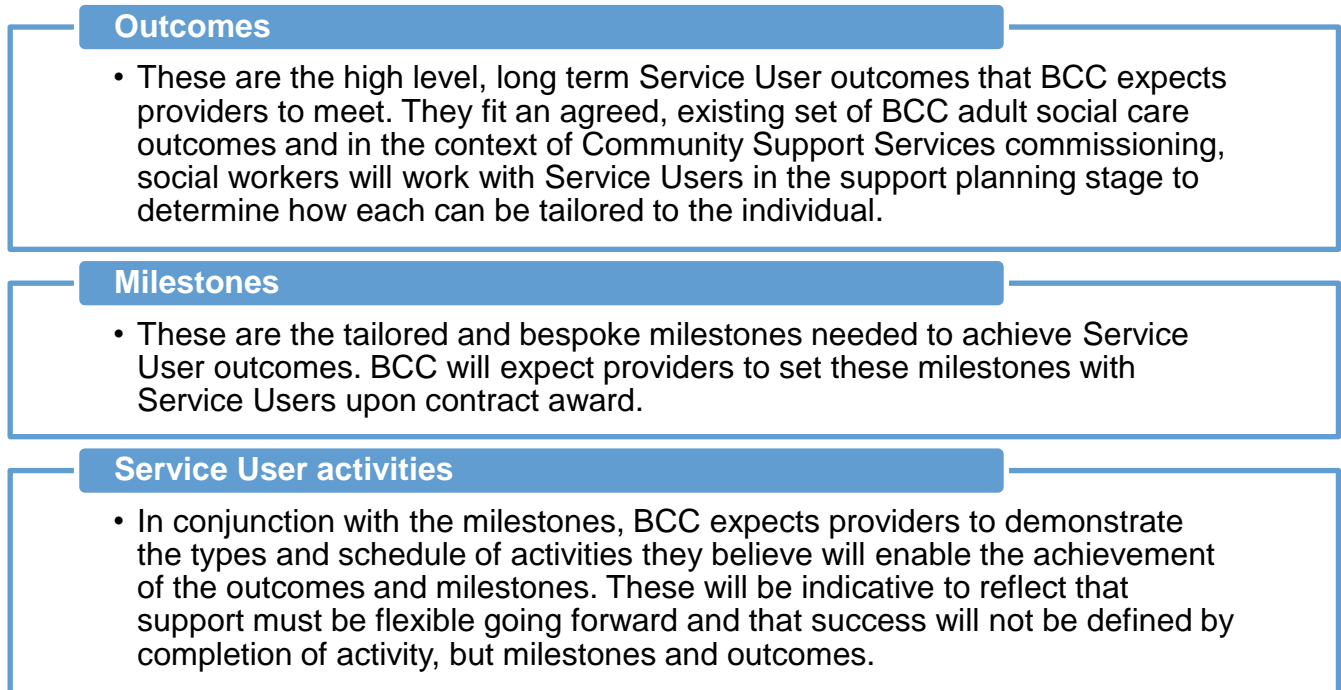
### Adaptable

Provision in future will be flexible to changing needs, with providers expected to deliver outcomes rather than provide on a 'menu of activities/tasks'

# Outcomes focussed support

## The outcomes pyramid

The method through which we believe Service User outcomes should be developed and realised is shown below:



### Consultation Question 4

Do you agree or disagree with the principle of providers of Community Support Services having a greater role in the setting of Service User milestones and activities?

- Agree
- Disagree
- Further comment(s): *e.g. should providers be involved in a different way?*

# Proposed Outcomes

In line with our commitment to working towards outcomes focussed support, we propose a number of key Service User and Carer outcomes. Service users and their carers want to (be):

<b>1</b>	<b>Live daily life with dignity and feel respected</b>
<b>2</b>	<b>Have the social contact they would like</b>
<b>3</b>	<b>Have access to education, training and employment, where appropriate</b>
<b>4</b>	<b>Have access to transport to enable independent living</b>
<b>5</b>	<b>Safe and feel safe</b>
<b>6</b>	<b>Maximise wellbeing</b>
<b>7</b>	<b>Able to make their own decisions while managing risks and responsibilities</b>
<b>8</b>	<b>Enabled to become independent of the need for support services, where appropriate</b>
<b>9</b>	<b>Satisfied with the services they receive</b>

## Consultation Question 5

Service users and carers have told us that the above outcomes are important and matter to them. Are there any other service user and carer outcomes that should be added?



# Quality Services

The need for quality Community Support Services is critical in this commissioning exercise. It is important that services are delivered in a caring and empathetic way, with dignity and respect. The aim is for quality Community Support Services that move people onto independence, where appropriate.

## Clarity

- Its not currently clear whether all Community Support Services are of high quality, as judged by our Quality Assessment Framework (QAF) standards. (See Appendix 3)
- We tend to know when quality is poor through safeguarding concerns, complaints or the QA visits we do conduct, but there is not a systems wide overview of quality in this critical, but non-CQC regulated sector.

## Quality is Everyone's Business

- We need to ensure that a range of stakeholders are involved in assessing how services are performing and judging whether outcomes are being met.
- Performance management and quality assurance needs to be proportionate, intelligent, collaborative, meaningful and responsive.
- This is an opportunity to refresh our service specifications and contracts to ensure we have quality provision. Through a tender process, BCC will contract with quality providers of Community Support Services.

## Quality baseline in order to be commissioned

- BCC plans to commission providers through an open, continuous framework that providers can join throughout its life.
- In order to get onto this open framework, providers will need to demonstrate that they meet agreed quality standards as per the tender. These quality standards will be co-designed with Service Users, Carers, providers and partners.
- Once providers are on the open framework, BCC will monitor agreed quality standards in a proportionate and measured way. How this will be achieved is another key part of this consultation.

## Defining quality

- We will work with Service Users, providers and partners to define what quality is, how it should be measured and how quality informs the continuous improvement of community support services.

### Consultation Question 6

We believe the list below are the key measures of a quality service.

Please rank these in order of importance to you, with 1 being the most important and 5 being the least important. Feel free to add additional measures in 'other' if appropriate:

1. Consistency of service
2. Reliability of service
3. Dignity, respect and care shown by support staff
4. Person-centred support
5. Other - please state

# Value for money

BCC is experiencing pressure on its budgets, as are all Local Authorities across the country. Therefore we need to maximise value for money in this commissioning exercise. Analysis tell us that we currently have:

- 1) High prices of commissioned community support services compared to other forms of adult social care
- 2) High levels of unit cost variance for 'comparable' provision
- 3) Misalignment between need and cost

In order to tackle the above challenges and commission these services more efficiently, we propose the following approach to pricing and commissioning:

## Pricing

- In future, we anticipate a reduction in the unit cost of some commissioned support.
- BCC will indicate to providers the indicative price range it would be prepared to pay for a package(s) of support that will meet a service user's needs.
- The given price range may be linked to a bandings model whereby needs equate to a bracket of support input, which relates to an indicative price range.
- Price ranges will be tailored to things such as support type, complexity, outcomes, geography and the scale of expected provider input.
- Need and cost will be more accurately aligned and synchronised
- Transparency of this approach will enable providers to adapt their business models

## Commissioning model

- The outcomes based approach will lead to less volume of services required over time as existing Service Users are enabled to become more independent, where appropriate.
- A mixed commissioning model will provide a flexible, versatile service which better suits the needs of all involved, including Service Users, Carers, providers and commissioners.
- The mixed commissioning model will be a combination of block and spot contracts, using an e-tendering tool to broker support in the future.
- Spot contracts: this involves BCC offering a contract for a Service Users on an individual basis by advertising, selecting and paying for a specific package of support without a pre-determined agreement with a specific provider.
- Block contracts: where BCC agrees to a set level of service provision with a provider for an agreed period, giving a guaranteed volume of business and securing capacity for services

### Consultation Question 7

Do you agree or disagree that establishing a consistent unit cost will deliver improved value for money?

- Agree
- Disagree
- Further Comment(s), e.g. *how else could value for money be achieved?*

### Consultation Question 8

Do you agree or disagree that working towards an outcomes focussed approach will safely reduce overall demand for support?

- Agree
- Disagree
- Further Comment(s), e.g. *how else could we safely reduce overall demand for support?*

# How we propose to buy Community Support Services in future

BCC proposes to change the way that we buy support from the market in future; we would like to have a vibrant marketplace of quality providers who can deliver outcomes in a value for money way.

## Tender

- Providers who intend to provide Community Support Services in future will participate in a competitive tender to join an electronic open framework.
- As part of the tender, providers will demonstrate if they meet agreed quality standards.
- By being accepted onto the framework, providers will become eligible to compete to deliver packages of support.



## Framework

- All framework-listed providers will be made aware of placements electronically and will be able to see the support package requirements and price bands for that support.



## Mini-tender

- If interested in providing a package, framework-listed providers will submit a response including a price which will then be evaluated according to criteria outlined as part of the mini-tender process for each contract/package.



## Contract award

- The successful provider will then be awarded the package. At this point, the provider will work with the Service User to develop the key milestones and activities that will enable the achievement of Service User Outcomes.



## Support delivered

- Upon the agreement of the outcomes and activities, the provider will be expected to deliver support and outcomes.

# How we propose to buy Community Support Services in future

## Benefits

- This approach will enable greater market communication and engagement by providing an interface to allow the Council to share information about support packages in a quicker, clearer and more secure way
- This transparency will enable providers to forward plan and develop business models to meet emerging needs
- New providers will be able to join the framework through the life of the contract which makes us able to respond to changing need and allows new providers to join the market
- The market will be able to cater for a breadth of Service User needs and specialisms
- Service Users will have greater choice and control
- Service Users will have confidence when exercising a direct payment, as they will have access to knowledge around which providers have met BCC's minimum standards.

## Challenges

- This will be a new way of working for providers who may require time and support in using the new system and understanding the new approach
- Working in this way this will require innovation from all parties involved

### Consultation Question 9

**We feel that this approach will create a dynamic and diverse market place for the provision of CSS in Bristol. Do you agree?**

- Yes
- No
- Further comment(s): *e.g. If not, how can a dynamic and diverse marketplace be achieved?*



Section C

# Key information for consultation

# Timeline for the commissioning process

**15th October 2015 – 7 January 2016**

- Consultation on this draft Community Support Services Strategy and commissioning intentions

**Early 2016**

- Strategy shaped and finalised and service specification developed based on consultation feedback

**Early 2016**

- Approval of strategy and service specification

**Spring 2016**

- Tender process begins

**Autumn 2016**

- Contract award

**Autumn 2016 – Spring 2017**

- Transition period
- Commencement of new contracts

# Future documentation

We will carefully consider and analyse the information and feedback from this consultation exercise to help us develop our final strategy and service specification for Community Support Services.

We will produce the following documents in Spring 2016:





# **Appendix 1**

## ***Further detail about the future model of Community Support Services***



# Changing how we define Community Support Services

## Overview

As has been discussed in the previous sections, high average costs and large variances between prices for equivalent services are present within the current Community Support Services marketplace. At the moment, there are the many categorisations of different Community Support Services, which each have further sub-categories. This is confusing for services users, practitioners and providers.

As part of this process, we are keen to reduce the many ways used to describe Community Support Services and change the language to enable more transparency and clarity about what Community Support Services really deliver. We would like a simpler model which offers a broader 'category' of support but enables the flexibility to tailor each package to meet need, outcomes and cost considerations.

Therefore, we are shifting to a focus on 'support' rather than specific categories that describe activities. In addition, as part of our shift towards achieving outcomes, we want to change the focus towards a person-centred approach and definitions. In this way, Community Support Services will now be categorised primarily as 'support', with the needs, outcomes and preferences/requirements of a package of support being considered ahead of the 'activity label' of what type of support is being offered.

## Benefits

We will undertake an outcomes-led commissioning exercise in which outcomes replace activities as the primary factor that shapes how providers deliver support going forward. Through this, providers will be required to deliver quality support and to achieve positive outcomes for Service Users; this means that the service should best reflect need and ensure that the service coheres with the message of the Care Act.



# **Appendix 2**

## ***Key context***

# Bristol City Council Accommodation Strategy

Accommodation is a key plank in the future of Community Support Services in Bristol. It is a long term, complex issue linked to high land and accommodation prices in Bristol. There is another project linked to this commissioning exercise that is dedicated to working on increasing the supply of accommodation based support in Bristol. This commissioning exercise will not resolve this issue but it will stimulate the market to respond to the challenge.

There are identified gaps in the provision of types of accommodation based support and it is an area that requires significant cross council and partner joint working going forward.

## Bristol City Council Accommodation Strategy

In November 2013 Bristol City Council and Bristol Clinical Commissioning Group published a joint accommodation strategy for people with mental health needs, learning difficulties and autism.

It's vision is for Health and Social Care Service Users to be able to live in a place of their choice and with the support that they need to live their lives. This support should be based around their needs and not attached to the accommodation they live in so that as and when their needs change they do not have to move from where they live but the support can increase or decrease as required.

BCC is currently consulting upon its Housing Strategy, as part of its proactive efforts to work with the market to develop the supply of accommodation in Bristol. We recognise that there will need to be continued collaborative efforts between providers and commissioners to ensure that Bristol's market is able to meet the challenges that are set out below.

## Current challenges

- The strategy identified a number of challenges for Bristol, these included:
  - In the past Bristol has had to place a number of people in `out of area` placements as the appropriate support provision has not been available in Bristol
  - Qualitative feedback from stakeholders suggested that there was an insufficient range of accommodation choices for people.
  - Care managers struggled to find placements for people with post brain injury rehab needs, people who continue to use drugs and alcohol, autistic people, people with borderline personality disorders and people with challenging behaviours.
  - There is insufficient supported living and floating support to enable people to move out of residential care or to remain as independent as possible.
  - Bristol City Council and Bristol CCG spend a significant amount of money on accommodation for this client group – the provision is purchased on a spot basis and do not take advantage of their purchasing power.
  - Providers tell us that Bristol is not an easy City within which to develop supported housing; land and properties can be hard to find and the property market is fast paced.

# Bristol City Council Accommodation Strategy

## Current challenges (cont'd)

- Research completed to inform the wider Bristol Housing Strategy reported that:
  - Demand is up and there continues to be an undersupply of new homes, both for ownership and rent. There is evidence to suggest that, during the last year, house prices in cities like Bristol have been growing faster than in areas of London. This increases the challenge for the supply of housing.
  - Significant shortage of affordable housing in the city and rising homelessness
  - Significant increase in private renting (and rental costs)
  - Limited number of strategic sites within Bristol itself

## Future opportunities

- The outcomes that the strategy looks to achieve are:
  - People are supported to remain independent, for as long as possible.
  - People have choice and control over how they are supported to live their lives is maximised
  - People are supported to access quality and varied services
  - To support the delivery of a financially sustainable health and social care system, the accommodation strategy action plan identified that a commissioning plan and new purchasing arrangements for accommodation and accommodation based support as currently purchased under the Community Support Service contract would be required.

## Looking forward

- This document (Community Support Services strategy) sets out how we intend to change the way we buy community support services over the next few years – this is only part of the issue.
- We do need to set this in the context of the wider issues around finding housing for people with support needs. We acknowledge that a wider piece of work also needs to be done to develop the supported living accommodation market in Bristol. BCC is putting in place measures to achieve this through collaboration with providers.

# Three Tier Model of Social Care in Bristol

## The Three Tier Model

Health and Social Care in Bristol is moving towards a vision that is well-illustrated below by the Three Tier Model (set out below), of which Community Support Services would form a key element across all three tiers.

The model advocates the need for quality services based in the community for adults in need of social care in order to prevent or delay the need to move into residential/nursing or domiciliary care in cases whereby Community Support Services can meet their needs. The key focus of the model is minimising a dependency on social care when outcomes can be achieved in an independent or semi-independent environment through support services.

As part of this, there is an aim of providing help when it is needed, whereby short term support can be provided to enable people to regain independence; part of the vision for Community Support Services is that such services will act as a flexible, individualised platform which will offer temporary options for people on their way towards greater independence. As a result, there needs to be a greater focus on personal outcomes than currently, which need to be robustly monitored, to ensure the fulfilment of this key objective of the new vision for adult social care in Bristol.

# Three Tier Model of Social Care in Bristol





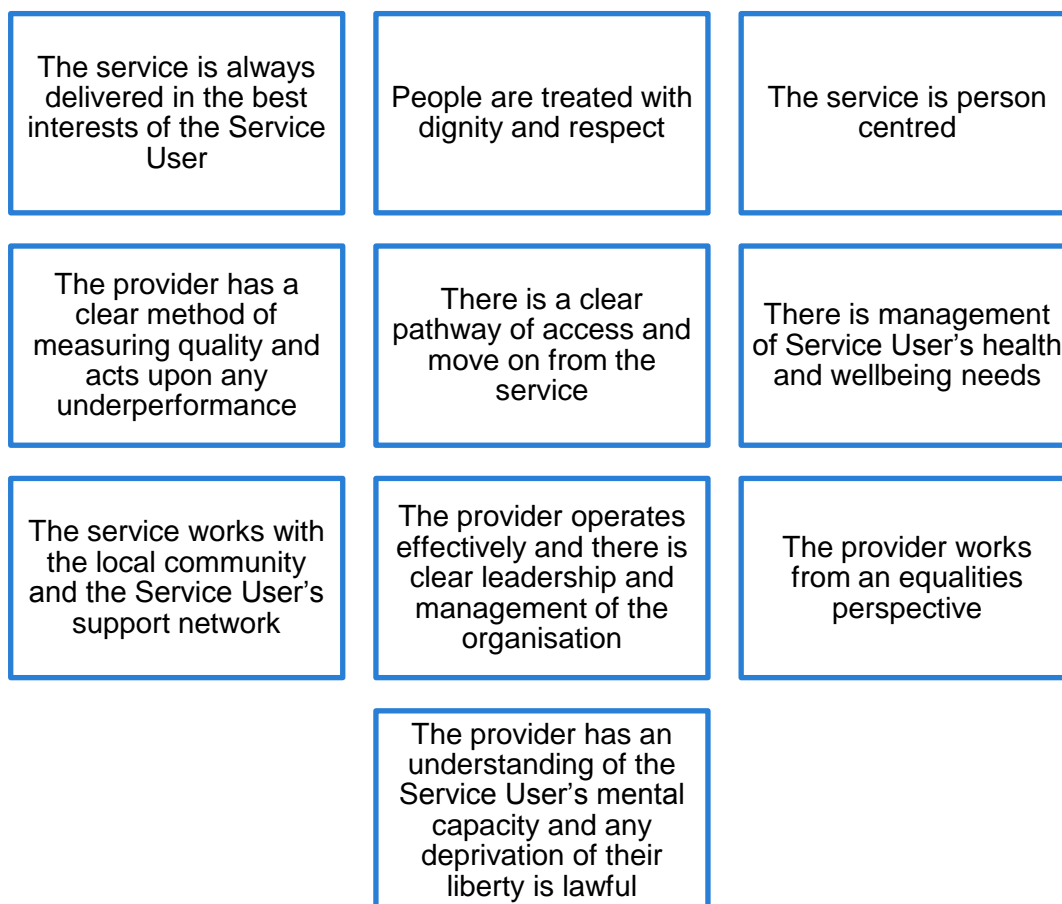
# **Appendix 3**

## ***Quality Assurance Framework (QAF)***

# Quality Assurance Framework (QAF)

This is the framework that will underpin our approach to quality assurance of CSS services. In 2013 BCC held a public consultation on the proposed future approach to quality assurance. As a result of the feedback received, we have redesigned our internal quality and contract monitoring functions and developed a Quality Assurance Framework (QAF). The QAF outlines the key quality standards we expect from services, the methods we will use to assess quality and the steps we will take when services do not meet the required standards.

All social care and support services provided by Bristol City Council will be assessed on how they deliver quality standards. Quality standards will be measured against the following service-level outcomes:



Services commissioned by BCC are underpinned by a contract and specification detailing terms and conditions, including how the service should be provided and how quality and performance will be monitored. The QAF will be the method used to monitor quality and will replace existing quality monitoring arrangements.

When a service is assessed as failing to meet standards under the QAF process, this will be considered in the context of contractual performance. Consideration will be given to whether the terms and conditions of the contract have been breached and appropriate action will be taken.