

12 March 2018**Agenda Item: 12****REPORT OF THE SERVICE DIRECTOR – STRATEGIC COMMISSIONING,
SAFEGUARDING AND ACCESS****RE-COMMISSIONING OF PREVENTATIVE MENTAL HEALTH SUPPORT AND
SUPPORTED ACCOMMODATION SERVICES****Purpose of the Report**

1. To set out a proposal to re-commission a number of prevention and promoting independence focussed support services delivered in both supported accommodation and community settings.
2. To seek approval for processes for re-commissioning of supported accommodation services and a mental health support service to each proceed to tenders.
3. Approval is also sought for the award of contracts for supported accommodation services and a mental health support service following compliant tender processes.

Information

4. This proposal relates to a range of services. These provide prevention and promoting independence focussed support to adults who are on the cusp of needing more formal social care interventions, such as care co-ordination or assessment under the Mental Health Act. Alternatively they assist adults who are assessed as able to move away from a more intensive level of service. Each of the services is commissioned from an external provider and is delivered on behalf of the Council in accordance with the Council's service specification. In providing early, just enough support and promoting skills for independence, the providers play a key role in the delivery of the Adult Care Strategy and meeting the Council's prevention duties under the Care Act 2014.
5. There are a number of commissioned services that fall under this proposal:

a) Moving Forward (Mental Health Support Service)

Provided by : Framework Housing Association (with Nottingham Community Housing Association sub-contracted to provide support within Mental Health supported accommodation under this contract)

Current Contract : £1,458,000
Value

The contract includes a number of service elements:

i) Supported Accommodation (approximately £283,000)

Support staff are provided to the residents of 42 accommodation units across four sites at Forest Road (Ashfield) - 9 units (no current vacant flats); Crowther House (Mansfield) – 12 units (no vacant flats); Watson Road (Worksop) – 16 units (2 vacant flats as at 4/2/18); and Victoria Street (Newark) - 5 units (no vacant flats). This supported accommodation offer has been narrowed down from around 150 units in 2012 and now just comprises sites where a core weekday support service is block purchased, with weekend on-call support.

All accommodation costs are met through the rent and service charges and the Council does not meet the cost of voids.

Access to the accommodation is approved by local Community Mental Health Teams to ensure that best use is made of this resource. Although not priced separately in the current contract, this accommodation based support costs around £283,000.

The accommodation at Forest Road and Watson Road are poorer quality, shared housing that regularly carry voids (vacant flats). Work carried out to try to address this void issue shows that there is a steady stream of referrals. Two or three are received per month for Forest Road from a mixture of sources including the local Community Mental Health Team, Community Psychiatric Nurses, AMHP (Approved Mental Health Professional) Team, Millbrook Unit at King's Mill Hospital and the Forensic Team. This indicates that the voids are more to do with the suitability of the accommodation than demand for short term supported accommodation. Commissioners therefore wish to retain the same number of units of accommodation but identify more suitable properties.

ii) Countywide, Community-Based Support (approximately £975,000)

Provides short-term, community-based support for around 230 people at any one time (772 in total during 2016/17). All referrals are currently triaged by Community Mental Health Teams and the service provides expert support on housing, debt and money management and dealing with the Department for Work & Pensions, whilst also supporting people to access their community, manage better their mental and physical health, and access substance misuse services and assistive technology.

iii) Crisis Workers (£200,000)

Seven Framework Housing Association staff are co-located within the Nottinghamshire Healthcare Trust's Crisis Resolution & Home Treatment (CRHT) teams based at Bassetlaw, Millbrook Unit at King's Mill and Highbury hospitals. They work alongside CRHT clinical staff to address co-existing social needs (such as no/unsuitable housing, debt and money issues, which often contribute to mental ill-health) for around 500 people/year.

The combined service is currently funded from a number of sources:

Source	Annual Adult Social Care & Health Core Budget	Annual Better Care Fund (Care Act)	Annual Improved Better Care Fund	Total Budget
Value	£458,000	£200,000	£800,000	£1,458,000

b) Chatsworth House, Sutton-in-Ashfield

Provided by : Framework Housing Association within accommodation owned by East Midlands Housing Association

Current Contract : £65,000 (core budget)

Value

This service provides a safe and secure environment for 23 adults with a range of needs. As with the Moving Forward accommodation, this contract meets the cost of the weekday support staff. All accommodation costs are met through the rent and service charges and the Council does not meet the cost of voids.

Referrals are made from a range of sources. When reviewed in 2017 it was identified that 15 people had mental health needs either as a primary need or combined with a learning disability; two people had a physical disability; four people had a learning disability; and two people had Asperger's.

The block commissioned service provides a core level of support that can be added to with use of direct payments. This happens in the case for four of the current service users, adding a further £26,820 to the total cost of the service (£91,820). This service model was transformed in August 2011 having previously had an annual contract value of £268,000. No cost of living increases have been added to the contract value since this time.

Without an accommodation based service like Chatsworth House, 10 of the current 23 service users would require supported living or residential care at a cost of around £400,000 p.a., thereby delivering cost avoidance of over £300,000 a year.

The following case studies demonstrate how this environment can deliver more positive outcomes for people in less costly provision:

- a 49 year old man who moved to Chatsworth House having spent 10 years in residential care due to an acquired brain injury: affected by extreme short term memory loss, he lacked daily living skills. Support staff provide regular prompting and are working with him to develop his skills and confidence and improve his quality of life. As a result, this service user is now able, with contingency plans, to travel unaccompanied to watch Nottingham Forest home games.
- a 30 year old man with paranoid schizophrenia, a history of drug and alcohol abuse and aggressive behaviour: he moved to Chatsworth House from a 24 hour supported living scheme where the shared housing environment caused him to be easily influenced by others, open to exploitation and often feeling frightened and unsafe. Since moving to Chatsworth House, this man's mental health has been much more stable and he has

been drug-free. He is developing his budgeting and daily living skills and also his social skills. He now attends a number of evening classes.

c) Portland Street, Mansfield Woodhouse

Provided by : Metropolitan

Current Contract : £71,618 (core budget)
Value

Portland Street provides single site accommodation for 10 people with low to moderate learning disabilities, autism or Asperger's, plus support for up to four people in dispersed accommodation in the area. Similar to the other services, the contract funds support staff to provide a weekday service with out of hours on call. All accommodation costs are met through the rent and service charges and the Council does not meet the cost of voids. The outreach element is often used to support people who move on from the units at Portland Street.

Referrals predominantly come from Community Learning Disability Teams and the Asperger's Team but with increasing referrals of people with complex needs.

At 31st March 2017, five people in the service received additional hours of outreach support from a Care, Support and Enablement provider at a total annual cost of £35,539 and one person was in receipt of a direct payment costing £3,398 p.a. This brings the total cost of services to those service users to £110,555.

Service user case study:

- Mr C, who has a learning disability, moved into Portland Street needing support with his daily living skills, managing a tenancy and budgeting. When he first moved in he was struggling with inclusion into the wider community and personal hygiene issues were identified as a barrier to him achieving his goals around this. He was supported by support staff in all these areas, including doing his own laundry, keeping up to date with his bills and becoming more engaged within the community. He has since been successful in obtaining his motorcycle licence, gaining paid employment, and in moving on to an independent tenancy.

Proposal One – Remodelling Countywide Supported Accommodation

6. Supported accommodation that block contracts for a basic level of hours onto which additional support can be added on a personalised basis prevents people (who do not need 24 hour supported living) from being over-provided for and offers a flexible, good value and independence-focussed accommodation option. It is therefore proposed that the Council develops, promotes and embeds its offer around preventative and promoting independence-focussed supported accommodation to:
 - a. have a less than 24 hour support option for people needing supported accommodation for the first time, including people moving away from their carers with few independence skills

- b. enable people to step down from 24 hour supported living when they no longer need this
 - c. focus on development of skills and confidence
 - d. enable people's needs to be met, safeguarding and other risks to be managed, whilst avoiding more restrictive, intensive and costly alternatives.
7. It is proposed that the 42 units of supported accommodation of the Moving Forward service is combined with Chatsworth House and Portland Street and that a procurement process is used to seek one or more providers for a generic package of accommodation services. This will end the current separation of mental health and learning disability services, reflecting what works successfully at Chatsworth House. Through this process the Council will maintain the number of units of accommodation at current levels and thereby maximise the impact. Commissioners will seek to procure alternatives to the current provision at Forest Road and Watson Road and bring availability in the south of the County.
8. For existing service users at Forest Road and Watson Road, a period of transition will be planned in which each service user's needs and wishes will be considered. Plans will be put in place to identify, and support a move to, suitable alternative accommodation with the required support. This is a process that has already been successfully used to reduce the number of accommodation units and thereby deliver savings against the current contract value.
9. A combined budget of £420,000 linked to current provision will be used for the purpose of contracting for the proposed accommodation services for an initial contract period of five years with two additional extension options of three years and two years, giving a contract potential of ten years in total.

Proposal Two – Countywide Mental Health Support

10. The remaining elements of the Moving Forward service - community-based support and crisis support - provide vital components of the mental health support pathway and are key to meeting the Council's prevention duties under the Care Act. Alongside Mental Health Reablement (which is more focussed on supporting daily activity), Moving Forward's community-based support bridges the gap between GPs, the voluntary sector offer and social care referral/health crisis routes such as emergency department and Crisis Resolution and Home Treatment services. It enables expert and timely interventions for people on the cusp of secondary mental health services, without which there would be a combination of:
- a. higher rates of assessment and low level commissioned packages/ personal budgets. This would provide an inappropriate response for the presenting needs
 - b. higher rates of mental health crisis referral and emergency department presentations.
- The crisis workers deliver good integrated working with health partners to avoid hospital admission/reduce length of stay by collaboratively meeting both social and clinical needs.
11. It is therefore further proposed that a second tender process is used to procure a service focussed on delivering support interventions that address non-clinical needs to:
- a. contribute to the de-escalation of mental health crises

- b. provide community-based early interventions to address social factors that contribute to deterioration in mental health and well-being
 - c. promote good mental health and resilience among people with, in contact with, or at risk of tipping into social care services, secondary mental health services or emergency healthcare.
12. Further work will be completed to engage users and other stakeholders in a service review and design process before going out to tender.
13. The £1.174m Moving Forward budget will be used to contract for this provision for an initial contract period of three years with two additional extension options of two years and one year, giving a contract potential of six years in total.

Other Options Considered

14. Retaining the Moving Forward package of services as at present (i.e. including supported accommodation) was considered, however it is felt that the current contract with the distinct elements detracts from the potential for efficiency in support delivery across these two aspects of the service.

Reason/s for Recommendation/s

15. This set of services avoid the need for more costly, and sometime inappropriate, service solutions. They will redress current inequity of provision across the County.

Statutory and Policy Implications

16. This report has been compiled after consideration of implications in respect of crime and disorder, data protection and information governance, finance, human resources, human rights, the NHS Constitution (public health services), the public sector equality duty, safeguarding of children and adults at risk, service users, smarter working, sustainability and the environment and where such implications are material they are described below. Appropriate consultation has been undertaken and advice sought on these issues as required.

Data Protection and Information Governance

17. The procurement process will comply with relevant statutory requirements.

Financial Implications

18. These services will continue to enable the Council to avoid costs elsewhere in terms of assessment, commissioned services (including supported living) and direct payments. The combined budget for these services will be £1,594,618, made up of from the combined current contract budgets for Moving Forward (£1,458,000), Chatsworth House (£65,000) and Portland Street (£71,618).

Human Rights Implications

19. The rights of the current service user/tenants will be respected.

Implications for Service Users

20. Through the review and commissioning process, further service improvements will be sought in order to deliver better outcomes for service users, with less recourse to expensive crisis interventions.

RECOMMENDATION/S

That Committee:

- 1) gives approval for the re-commissioning process for supported accommodation services to proceed to tender on the basis set out in this report in paragraphs 6-9
- 2) gives approval for the re-commissioning process for a mental health support service to proceed to tender on the basis set out in this report in paragraphs 10-13
- 3) gives approval for the award of contracts with the regard to the above, following compliant tender processes.

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Constitutional Comments (SLB 12/02/18)

21. Adult Social Care and Public Health Committee is the appropriate body to consider the content of this report.

Financial Comments (DG 07/02/18)

22. The financial implications are contained within paragraph 18 of this report.

Background Papers and Published Documents

None.

Electoral Division(s) and Member(s) Affected

All.

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