

26 July 2021

Agenda Item: 9

**REPORT OF SERVICE DIRECTOR – LIVING WELL COMMUNITY SERVICES**

**MENTAL HEALTH RECOVERY FUND - DEVELOPMENT OF MENTAL HEALTH DISCHARGE SUPPORT AND HOSPITAL AVOIDANCE SERVICES**

**Purpose of the Report**

1. The report provides an update on work that has been undertaken through the Mental Health Winter Pressures programme, sets out plans for on-going work to be funded through the Discharge element of the Mental Health Recovery Fund, and seeks approval to establish a number of short-term posts that will support this discharge work.

**Information**

2. In December 2020, Nottinghamshire Healthcare NHS Foundation Trust (NHFT) confirmed the allocation of funds from a Winter Pressures programme for projects aimed at the development of both hospital discharge support and hospital avoidance. NHFT funded six Discharge to Assess beds at an existing care home and allocated funds to the County Council to support this Discharge to Assess work and other activities as follows:

<b>Activity</b>	<b>Commentary</b>	<b>£</b>
NCC Team Manager	3 months backfill at Reed rate £45/hr + costs	23,000
Occupational Therapist	3 months backfill at Reed rate £38/hr +costs	18,500
Reablement Community Care Officers	3 months based on top of Grade 5	12,500
Additional support/packages fund		96,000
Temporary Approved Mental Health Professional extension	@£1,621pw + travel & costs	22,000
Moving Forward Online + New Home Fund	Variation/additional call off to Framework contract	89,000
<i>No Surprises, No Gaps</i> analytics project	Costs relate to project management, data and business analysts, engagement activity and technical solutions.	60,000
		<b>320,000</b>

3. £60,000 of the funds allocated for additional support options has been used to pilot a new rapid response, enhanced community support offer. Nottingham Community Housing Association, one of the current Care Support and Enablement core providers, identified four experienced members of staff at existing mental health accommodation services in Mansfield and Newark to deliver this. This service has been receiving referrals from Living Well teams, the Trust's Crisis teams and people identified through bed management meetings since March 2021.
  
4. Learning gained from the core Discharge to Assess work and the Nottingham Community Housing Association community support service has been valuable in informing a view of what the Council's offer should look like going forward to meet the objectives of being able to respond effectively when people's needs start to escalate and to enable people back to maximum independence after a period of ill-health or hospitalisation. Lessons learned include:
  - a. The model used for Discharge to Assess was not ideal. It was what could be achieved within the short timescale available but those timescales limited the work that could be undertaken to develop an approach with the provider to referral and risk management and the beds were contracted for but not fully utilised. However, the processes and multi-disciplinary working between health and social care that were used to jointly identify suitable people for this route out of hospital, to work intensively with people during a short stay in the Discharge to Assess beds and to support people's onward move have worked well. These are things that should be retained and built on.
  - b. The Framework allocation for a New Homes Fund and Moving Forward Online have been managed as one fund. It has proved valuable for delivering quick solutions to issues that might otherwise have caused blockages including rent deposits, van hire, deep cleans, travel costs, purchase of essential white goods/bedding/household items and clothes.
  - c. The Nottingham Community Housing Association Enhanced Community Support Service has worked well. This element of work did not commence until March but has supported 34 people: 12 as discharge support and 22 community referrals. The quotes below demonstrate the value of the service to the people who have used it.
 

*"My support worker always listened to me and understood my needs"*

*"I have been supported to make choices to improve my independence"*

*"My support worker referred me to other services when I needed it and worked well with other professionals visiting me"*

*"I am confident resolving issues on my own and making my own decisions most of the time."*

*"I am able to think about the actions I take more clearly, what risks they may cause, and then make a choice based on the positives and negatives of this, most of the time"*

*"The support I received has supported me to settle back in at home"*
  
5. There have been a number of positive outcomes for people supported through the additional services described above.

- avoiding hospital admission and crisis with robust and appropriate support being provided in a community setting
  - holistic and person-centred care with collaborative support from a multi-disciplinary team
  - support to be more independent and autonomous, setting goals in line with individual aspirations and focusing on strengths and abilities
  - opportunities to live, work and participate in community life
  - access to peer support and therapeutic activities including music and art
  - support to family members.
6. At the end of March 2021, the government announced a new Mental Health Recovery Fund. This includes a fund to maintain elements of winter pressures work that have worked well in supporting discharge or preventing admissions and NHFT has been allocated £1.8 million for the City and County. Of this, 10% is required to be invested in children and young people's services. NHFT has led the process of determining how the funds should be used and have been keen to redress the lack of investment in the City through the winter pressures work.
7. Based on experience of the winter pressures investment, those involved from the County Council's Adult Social Care were keen to retain and extend the Nottingham Community Housing Association enhanced community support service and the City Council were also keen to see this provision developed for their citizens. Discussions between the County Council, City Council, NHFT and Nottingham Community Housing Association have resulted in a proposal for the expansion of the service. This is now progressing with an updated service specification that seeks to strengthen the reablement requirements and capture this through a more robust performance framework. This contract will now be held by the NHFT and managed through a joint arrangement.
8. Based on the rate of commitment of funds from the 'flexible pot' a top up allocation of £90,000 will be made that should meet demand across the County and City until the end of the financial year.
9. On top of these elements, an allocation of around £150,000 is available to the Council to fund posts that can support improved discharge work and the avoidance of hospital admission. This will mean significantly fewer posts than were covered for the winter period and a need to reflect on key objectives going forward and how the Council mainstreams what works. It is therefore proposed that:
- a. Team Manager (Discharge Project) – this role does not need to be held by a Team Manager and could instead be delivered at Senior Practitioner (Band C) level with continued focus on developing communication with health colleagues, co-ordinating bed management activity and referrals to Nottingham Community Housing Association and further developing process and practice across teams to deliver improvements in people's experience of discharge and reablement. It is proposed that this post is recruited to with an anticipated salary plus oncosts of £40,000 to the end of March 2022.
  - b. Occupational Therapist – an Occupational Therapist has played a key enabling role for people at on the Discharge to Assess pathway. Although there is no plan to continue with the contracted Discharge to Assess beds, plans are under discussion

to identify and work with a number of care homes and Shared Lives providers to develop skills around the delivery of short term care that is enabling and more likely to lead to a successful move on with high levels of independence. This work and broader work to try to move people on from short term care placements would benefit significantly from the involvement of an Occupational Therapist. It is proposed that a dedicated Occupational Therapist (Band B) post is continued utilising recovery funds available. Due to known Occupational Therapist recruitment difficulties, it is anticipated that the use of agency Occupational Therapist will be necessary at a salary cost of £47,000 from the beginning of August to the end of March 2022.

- c. Reablement Community Care Officer – this secondee has already returned to a substantive post in the Maximising Independence Service (MIS) but the vital role of reablement in mental health provision is addressed further from **paragraph 10** and a more detailed proposal set out there.
  - d. Approved Mental Health Professional – whilst it has been helpful to gain a temporary financial contribution to the cost of an agency Approved Mental Health Professional, this is a business as usual cost and not felt to be the best use of more limited discharge support funds.
  - e. Social Worker (Bed Management) – winter pressures funds were used to extend a temporary agency social worker to support bed management. It is proposed that this is not continued.
10. The Discharge to Assess work undertaken included the close involvement of a mental health specialist Community Care Officer. Reablement Community Care Officers have specialist knowledge and expertise and can work with people with mental health issues to regain their confidence, skill and abilities. By promoting independence, reablement services can improve people’s recovery and reduce or avoid the need for ongoing services. They can also reduce the number of admissions to long term residential care. The Winter Pressures Community Care Officer worked intensively with people, rebuilding responsibility and routine around daily activities and self-care; supporting practical activities such as meal planning and preparation, responding to post and making phone calls; developing structure with meaningful and therapeutic use of time; and providing support in preparation for move-on, particularly in relation to returning to or moving home, resolving utilities issues and managing money. Ideally, this offer would continue to be available to people being discharged from mental health wards and to support in-reach work into care homes.
11. Work is also commencing around the development of mental health specialist Shared Lives provision, extending the accommodation options available to people being discharged from hospital. Reablement Community Care Officers, alongside the dedicated Occupational Therapist post, will support the development of ‘promote independence’ skills of Shared Lives providers and the implementation of reablement plans, thereby enabling people to move on to more independent living. This would require mental health reablement services to work intensively with higher numbers of people from across the County.
12. It is therefore proposed that 3 FTE Grade 5 mental health reablement focused Community Care Officer posts are established. These should be located with Living Well teams to support the teams’ place-based offer but be co-ordinated by the funded Senior Practitioner

as set out at **paragraph 9a**. These posts would continue to have oversight from the lead Group Manager to promote a consistent approach and cover. It is proposed that these are recruited on a temporary basis in line with other funded activity and the impact of their work reviewed before making any long-term recommendations. The in-year salary cost of this proposal would be £54-63,000, based on use of recruited staff from 1<sup>st</sup> September 2021 to the end of the financial year.

13. The maximum anticipated costs for the proposed Council posts going forward is:

<b>Activity:</b>	<b>£</b>
Senior Practitioner with discharge improvement focus – salary + oncosts	£40,000
Agency Occupational Therapist fees	£47,000
3 x Reablement Community Care Officers	£63,000
Employee related travel/ICT	£20,000
<b>TOTAL</b>	<b>£170,000</b>

14. There is a potential gap of £20,000 between the funds available through the Mental Health Recovery Fund and the potential cost of the preferred approach. This gap will be met in one of the following ways:
- the salary costs have been calculated at the top of the relevant grade. Costs might therefore come below this, closing the gap.
  - funds allocated on the Section 256 agreement with NHFT for other projects could be underspent and made available for reallocation.
  - should the above not be sufficient, the shortfall could be met from invest to save funds allocated for this purpose on the premise that proposals developed are intended to support more successful hospital discharge; enable people out of short term residential care placements (that without further interventions tend to continue for around 12 months); build reablement skills amongst providers of care homes, Shared Lives and community-based support; and reduce care packages commissioned.

### **Other Options Considered**

15. The option of prioritising internal posts over the Nottingham Community Housing Association service was considered, strengthening the links with the wards by having more dedicated time e.g. ward based social workers. This is not proposed, however, as this would not enable a robust countywide offer of enhanced community support and would therefore leave gaps in provision that would create geographical inequality and risk hospital delays or increased admissions in areas not covered.
16. The possibility of having block purchased beds in one residential home was explored. This was not the preferred option for two reasons. Firstly, the Council does not want to promote additional use of residential care as a preferred route when supporting mental health hospital discharge, but instead develop and promote other community-based options. Secondly, with regard to the use of residential care on a short term basis due to lack of alternative options, the preferred way forward is to work with a number of providers across the County to promote reablement and limit the duration of these placements. This work will also be supported by the Occupational Therapist and Reablement Community Care Officers and will be place based.

## **Reason/s for Recommendation/s**

17. With the limited funds available and knowledge gained from all the Winter Pressure projects, there is agreement between health and County and City social care that focus should remain firmly on removing barriers and blocks to both mental health discharge and hospital avoidance. Having a dedicated, block contracted provider to create short term support capacity with a reablement focus will enable both timely discharges and intensive support to avoid an admission.
18. Establishing a Senior Practitioner post will maintain focus on co-ordination of this work. This has been identified by Nottingham Community Housing Association as a key factor in the success of their service to date and by health as key to increasing the Council's responsiveness and building communication and relationships.
19. Establishing the Occupational Therapist post and three reablement Community Care Officers will strengthen the reablement focus and support the development of providers around promoting independence, reducing the use of residential care, and improving people's recovery and independence outcomes.

## **Statutory and Policy Implications**

20. 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.

## **Financial Implications**

21. The cost of the proposals set out will not exceed £170,000. It is anticipated that a maximum of £20,000 will be funded by Adult Social Care on an invest to save basis.

## **Human Resources Implications**

22. The HR implications of this proposal are outlined in **paragraphs 9 – 12** of the report. The five posts that it is proposed to be established will be embedded within current teams. Where recruited to internally, backfill recruitment will be required.

## **Public Sector Equality Duty implications**

23. The hospital discharge offer for people leaving mental health in-patient services does not currently match that available to people leaving other acute hospitals. This proposal seeks to start to redress this.

## **Implications for Service Users**

24. Service users will be discharged more rapidly once well enough to leave hospital and be supported to build the skills and confidence to maximise independence.

## RECOMMENDATION/S

That Committee:

- 1) notes the use by Nottinghamshire Healthcare NHS Foundation Trust of the Mental Health Recovery Fund to fund Nottingham Community Housing Association to provide Enhanced Community Support for County citizens until the end of March 2022.
- 2) approves the establishment of the following posts:
  - 1 FTE Senior Practitioner (Band C) on a temporary basis for 8 months.
  - 1 FTE Occupational Therapist (Band B) on a temporary basis for 8 months.
  - 3 FTE Reablement Community Care Officers (Grade 5) on a temporary basis for 7 months.

**Ainsley Macdonnell,  
Service Director, Living Well Community Services**

**For any enquiries about this report please contact**

Lyn Farrow  
Commissioning Manager – Living Well  
T: 0115 9772503  
E: [Lyn.farrow@nottsc.gov.uk](mailto:Lyn.farrow@nottsc.gov.uk)

### **Constitutional Comments (AK 05/07/21)**

25. This report falls within the remit of Adult Social Care and Public Health Committee under its terms of reference.

### **Financial Comments (OC 05/07/21)**

26. The financial implications are summarised in **paragraph 21**. The cost of £150,000 to be met by the Mental Health Recovery Fund from NHFT and the cost of £20,000 to be funded by Adult Social Care on an invest to save. This will cover the following posts:
  - 1 FTE Senior Practitioner (Band C) for 8 months £40,000
  - 1 FTE Occupational Therapist (Agency) for 8 months £47,000
  - 3 FTE Reablement Community Care Officers (Grade 5) for 7 months £63,000
  - Employee related travel/ICT - £20,000.

### **HR Comments (WI 02/07/21)**

27. Recruitment to the temporary roles will be undertaken in line with the County Council's recruitment procedures and successful candidates will be appointed to fixed term contracts for the duration outlined in the report. Where agency recruitment is proposed this will engage the Council's managed service provider for agency staff.
28. The report has been shared with the recognised trade unions for information purposes.

## **Background Papers and Published Documents**

Except for previously published documents, which will be available elsewhere, the documents listed here will be available for inspection in accordance with Section 100D of the Local Government Act 1972.

None.

## **Electoral Division(s) and Member(s) Affected**

All.

ASCPH769 final