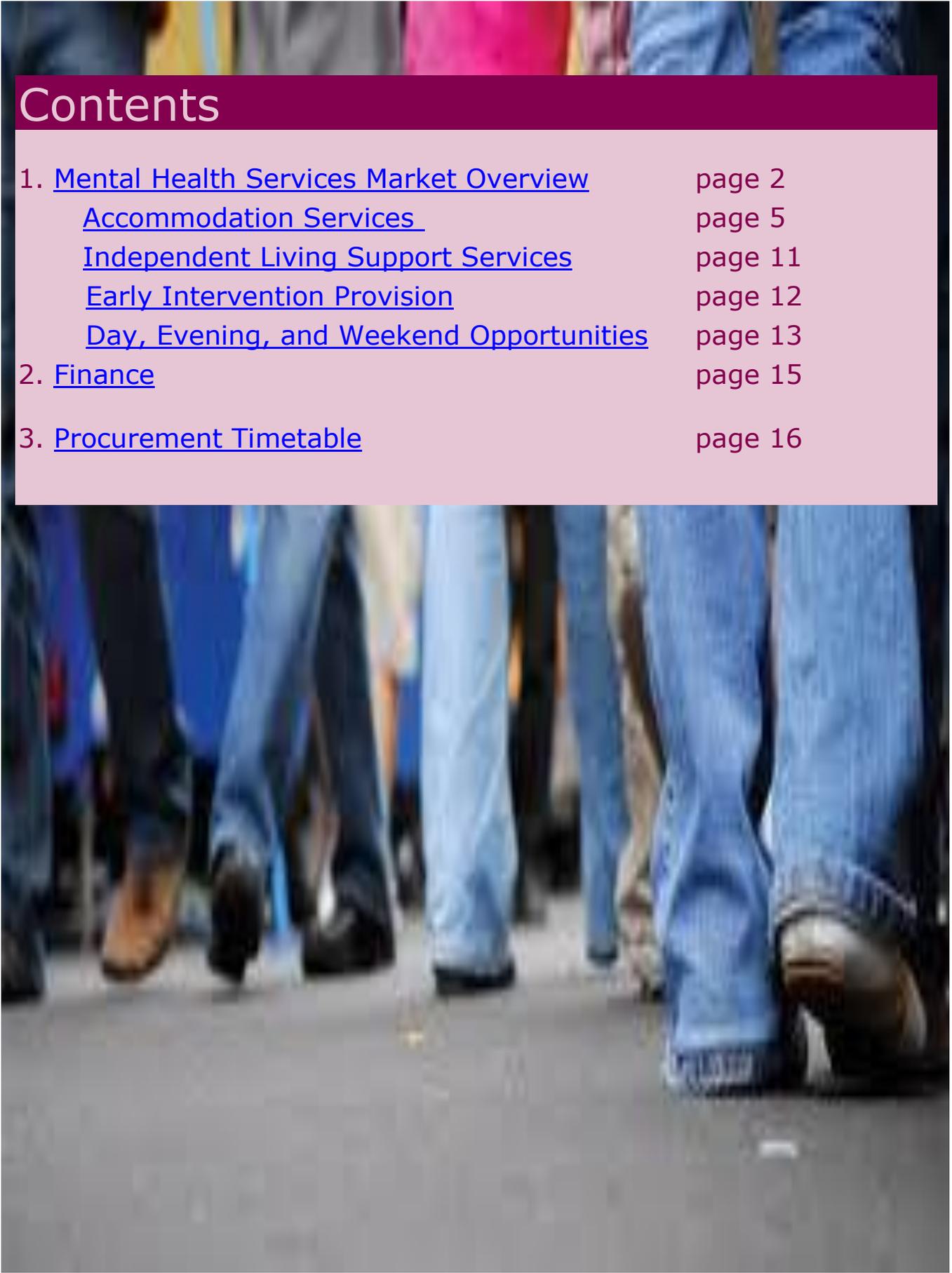


Nottingham City Council

MARKET POSITION STATEMENT MENTAL HEALTH ACCOMMODATION FOCUSSED PROVISION



August 2013



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1. Mental Health Services Market Overview

This document is intended as a guide for the entire Social Care Provider Market, giving an overview of current provision for people affected by mental health issues, signalling a future direction and details of proposed procurement activity for this sector. Provision is split into chapters, so providers only need to read sections relevant to sectors they are interested in finding out more about.

This document should be read in conjunction with the "[Messages for the Adult Health and Social Care Provider Market in Nottingham](#)" document, which gives detailed information on the support for providers in Nottingham City.

Nottingham City Council's objective is to help people live as independently as possible for as long as possible. Where people have no option but to access social care services our aim is that these are orientated towards enablement and re-ablement.

1.1 Strategic direction

A number of documents, both strategic and best practice, have informed our market position statements. The Government's national strategy for mental health "No Health Without Mental Health" in particular can be used as a guide to the direction of travel in provision of support for citizens who have difficulty living independently due to problems with their mental health.

Common themes include:

- **Putting people at the heart of services.**
- **Personalising the production and delivery of services and support.**
- **Diversifying the supply of services.**
- **Equity of access to support.**
- **Enabling people to exercise choice over their provider and the care and support they receive.**

These themes have been used to influence the development of the new accommodation pathway for mental health in Nottingham ([click here to view the Mental Health and Accommodation Support Pathway](#)) and the guidance for providers within this document.

Nottingham City Council's strategy for Adult Social Care, including Mental Health services, is focused on the following key messages:

- maximising the use of universal services
- engaging with community support
- using enablement and re-ablement approaches, to step down services
- increased use of step down type accommodation
- reducing the use of long term residential care in favour of supported and independent living arrangements

Other relevant policy documents in this field include:

- [A Vision for Adult Social Care -Capable Communities and Active Citizens \(2010\)](#)
- [Defining Mental Health Services \(2012\)](#)
- [Nottinghamshire Dual Diagnosis Strategy \(2008\)](#)
- [Enabling Recovery for people with complex mental health needs \(2009\)](#)
- [MIND inquiry into acute and crisis mental health care \(2011\)](#)
- [The Nottingham Plan to 2020 \[Nottm. City Council, 2009\]](#)
- [Vulnerable Adults Plan 2012 - 2015](#)
- Joint Strategic Needs Analysis (JSNA) available on: www.nottinghaminsight.org.uk/insight/jsna/jsna-home.aspx

Services provided should be aligned with the Department of Health's (DH) delivery plan's six shared objectives and should follow the government Think Tank,

Foresight, which has outlined a 'five-a-day' programme for mental wellbeing

Strategic service objectives

Dept. of Health 6 shared objectives	Five-a-day' programme for mental wellbeing
More people will have good mental health.	Connect - with others
More people with mental health problems will recover.	Be active – go for a walk or garden
More people with mental health problems will have good physical health.	Take notice – be curious about what is around you
More people will have a positive experience of care and support.	Keep learning – learn a new language or new skills
Fewer people will suffer avoidable problems.	Give – do something nice for someone
Fewer people will experience stigma and discrimination.	

1.2 Market Context

In 2011/12 the total **social care** spend for Mental Health provision was in the region of £6.1 million. The single biggest area of expenditure was on residential provision at 43%. The majority of the total spend on provision was delivered by external providers at around 65%. The level of social care funding for mental health provision looks fairly static and the budget for 12/13 is similar to the previous year. In 2011/12 the total spend on **Housing Related Support Provision** was in the region of £2.1 million.

1.3 Future Demand for Mental Health services

Using information drawn from a range of different sources including the [Joint Strategic Needs Assessment \(JSNA\), North East Public Health Observatory \(2008\) Estimating the prevalence of common mental health problems](#), the number of adults in Nottingham suffering with a mental health problem is predicted to increase over the coming years. This is based on the population increase and does not take into consideration any variation in the prevalence of serious mental illness over this period of time.

In Nottingham City the level of serious mental health illness severe enough to require hospital admission is estimated to be 45% higher than national levels.

- People who require hospitalisation are most likely to need a support service such as psychological therapies, specialist residential or rehab accommodation as part of their aftercare package. The timetable in Section 6 shows planned procurement of provision for people with a mental health support need.
- Between a quarter and a half of people with mental health support needs also use substances, most commonly alcohol and cannabis. Evidence suggests that integrated approaches can be more cost effective, improving outcomes at little or no additional cost in the short term and reducing costs in the medium term.

Population prediction for Nottingham residents with a mental health support need – broken down into type of need.

Number of residents aged 18 – 64	2011	2015	2020	2030	% change (2011-2020)	% change (2011 - 2030)
Common Mental Disorders	35,143	36,573	38,952	40,401	+7.5	+15.0
2 or more Psychiatric Disorders	15,782	16,422	17,499	18,147	+7.5	+15.0
Borderline Personality Disorder	980	1020	1086	1126	+7.4	+14.9
Anti-Social Personality Disorder	780	812	867	898	+7.6	+15.1
Psychotic disorder	873	908	967	1003	+7.4	+14.9

Information from www.pansi.org.uk version 5.0

1.4 Current Mental Health Service Provision

Number of service users in specific type of provision.

Service	Number of citizens currently supported
Personal Budget or Direct Payment	115
Day Care	160
Equipment / Adaptations	135
Home Care/Community Based Service	465
Professional Support	255
Short Term Care	125
Long Term Residential Care	385
Nursing Care	75
Total	1,715

¹These numbers are a mixture from various pieces of work and from Referrals, Assessments and Packages of Care (RAP) data. There will be some instances of double counting; therefore these can only be used as a guide.

1.5 Current and future supply

In Nottingham City a variety of different provision exists for adults who require a mental health service. This includes: accommodation based provision, floating support type services and day and evening services.

Nationally, despite the shift to community based models of care, considerable resources are still spent on inpatient and secure beds. This is reflected in Nottingham City where approximately 43% of the total social care budget is spent on residential services.

To ensure that the objectives within the DoH delivery plan are achieved it is essential that there is a full menu of provision to address citizen's mental health support needs; these should include crisis provision, preventative options and mental health promotion.

Reductions in government spending coupled with the predicted increase in need will present significant challenges to the amount the Council is able to pay for commissioned services. Added value in service proposals will be increasingly important. These should be strategically linked to improving outcomes for people with mental health needs, faster rehabilitation, and integration packages within the community.

Locally there appear to be pressures on some housing and care options; for example:

- There are identified blockages in accommodation based housing related support provision; this has negative impact on the pathway for mental health provision affecting throughput on other services such as people awaiting moves out of residential provision.
- There is a shortage of settled accommodation and support arrangements that respond to the individual needs and preferences of citizens. Nottingham City Council needs to enhance its menu of community based supported housing provision in order to assist people to move towards more independent living.



Residential Care

1.6 Strategic Direction

A review of accommodation and support for people with mental health support needs in Nottingham City has been undertaken. The purpose of the review was to ensure that Nottingham City had the most appropriate accommodation, support services and pathways to enable people with mental health conditions in Nottingham to live as independently as possible in the most appropriate environment, with access to the correct support where and when needed.

Services should also ensure that people who need access to temporary and/or supported accommodation at particular points in their life are able to do so quickly.

Wherever possible and appropriate for citizens, Nottingham City Council is looking to reduce the use of long term residential care as an option and move people to types of provision that promote greater independence.

1.7 Definition

A residential care is one which includes both the provision of accommodation and care on site, with care being available 24 hours per day. Residential services are registered with Care, Quality Commission (CQC).

A home registered for nursing will provide personal care (help with washing, dressing and giving medication), and will also have a qualified nurse on duty twenty-four hours a day to carry out nursing tasks.

Local Authority internal quality monitoring has highlighted that there is scope to make improvements to the quality, style and location of provision and care planning. Nottingham City Council has undertaken a review of contract monitoring and compliance processes with a view to modernising and streamlining the process across the wide range of contracted service areas. The aim is to identify best practice and implement this in a generic framework for use across all areas. This will commence in the summer of 2013.

Current residential provision

	Residential provision
Total amount of money spent on a sector	£2,660,000
Number of providers operating in the market	4
Number of services currently delivered within this sector.	16
Number of units / beds	277
Type of organisation delivering the service	100% Externally provided services.
Types of needs services are supporting.	These residential services are a step down from hospitalisation services,
Where current services are located	10 (City) 5 (non-city based) 1 unknown
Cost parameters	Average gross cost per unit (per person) £371 per week Variations- £326 - £900
Where funding for this service comes from	71% Local Authority 13 % Client Contribution 16% Other Income



SUPPORTING

Accommodation Models and Access Pathways

Nottingham City Council has recently completed a review of the support it currently provides to respond to the needs of citizens who have difficulty maintaining independent living due to problems associated with their mental health.

A number of changes to the current pathway are currently in progress in order to respond to the findings of the review, and to increase the opportunities for citizens with enduring mental health needs to live with greater independence and exercise increased choice and control over their support and living arrangements. The proposed changes to the pathway are also intended to deliver a more fluid system of support to promote progression back into independent living and to preserve capacity within temporary services to respond to unmet demand.

These changes include:

- Reducing the amount of block purchased supported accommodation from 120 to 72 units, and remodelling retained supported accommodation as exclusively short term;
- Investing savings made from the decommissioning of long term supported accommodation back into personal budgets, to provide more choice and control for those with enduring needs by enabling them to purchase support to reflect their individual needs and circumstances;
- Seeking to encourage support providers to deliver a greater variety of services that reflect the choices of citizens, and enable them to maintain settled accommodation in the community (e.g. care, support and enablement);
- Seeking to promote access to personal budgets for citizens who may previously have been expected to use residential care, where this will enable them to access living arrangements better suited to their individual needs and preferences.

Residential care provision will still be funded by NCC for citizens where this accords with their level of need.

The full menu of housing provision should include:

- **Support Tenants (Homeshare):** Some householders with Mental Health Support Needs could share their housing with a person in return for some low level activity undertaken by the tenant.
- **Community Support Models:** In this model around 10 people with a Mental Health Support Need are housed in their own accommodation, which is part of a supported network. At the centre of the network is a worker (either volunteer or paid).
- **Good Neighbours' schemes:** the good neighbour is recruited and paid a small retainer fee in return for providing low levels of support.
- **Core and cluster** models of provision; in this model of care, 'clusters' of individual flats or bed sits are overseen by a 'core' staffed unit or by visiting support staff.
- **Shared Lives™ type models:** In Shared Lives, a carer and someone who needs support share family and community life. This can mean that the individual becomes a regular daytime or overnight visitor to the carer's household, or it means that the individual moves in with the carer.
- **Step down accommodation** (resettlement services).
The creation of alternative housing options, such as warden aided facilities.
Shared homes that have some management linked.

To enable some of this to happen it may be worth exploring the possibility of housing associations leasing from Private Landlords on a longer term basis.

PROCURING

Mental Health Residential Services

Nottingham City Council will commence an accreditation process to introduce new requirements for residential care provision.

The process is planned to commence summer 2013.

For more information visit: www.nottinghamcity.gov.uk/CommissioningContractingandProcurement

Healthcare Trust Accommodation Based Services (Hospitalisation Services)

1.8 Definition

Psychiatric inpatient wards

The purpose of adult psychiatric inpatient wards are to provide a high standard of care and treatment in a safe and therapeutic environment for people in the most acute and vulnerable stage of illness.

Rehabilitation unit provision

Rehabilitation units are facilities which support the recovery of people with severe and enduring mental illness. Sometimes people are too chaotic or unwell to live at home in their local communities, and temporarily stay in rehabilitation units. **These units are commissioned by NHS Nottingham City CCG**



Community Based Support

1.9 Strategic Direction

Through the newly proposed Mental Health Accommodation Pathway, Nottingham City Council is moving towards a fluid pathway to promote progress back into independent living for citizens with mental health needs. There will be greater focus on support for those citizens with enduring mental health needs and a more defined response to unmet demand.

1.10 Definition

This is accommodation and/or support based in a community setting. It can be any type of building, e.g. a flat or house and under any type of occupancy, including multiple, shared or single occupancy. 'Care and support' can be provided to the individual in their home either by the landlord OR by another organisation OR through a completely 'bespoke' arrangement. This includes self-contained housing and shared housing. There are many different types of community based housing solutions:

Housing Related services provide housing related support to adults to enable them to learn independent living skills as part of a pathway towards independent living. Support services are tied to the accommodation. These types of services are intended as a short term period of stabilisation with the aim of enabling the citizen to develop the ability to move back into settled accommodation. Nottingham City Council will be tendering for a block contract in the summer of 2013.

The key to whether it is 'supported living' or not is how much choice and control the person has over their home and life, rather than what the service looks like.

Independent Living (Floating Support) is a service that provides housing related support to vulnerable adults to enable them to maintain their independence in their own home. This is not tied to accommodation and so has the flexibility to support a person wherever they live. Nottingham City Council has a block contract for this provision; it will be reviewed in 2016.

Supported Living is not a prescriptive model of service design and can look different dependent upon the people using it. For one person it may be a few hours support a week to enable them to live alone in a rented flat, for another it may be round the clock support to live in a home they own. For some people it may be a shared house with friends and support to meet individual needs.



Current Community based accommodation services

	Supported Living	Supporting People Accommodation based provision	Supporting People Floating Support provision Gross
Total Annual Spend on this sector	£43,000	£1,441,000	£733,000
Number of providers	1	4	2
Number of services	2	10	2
Number of units / beds / places etc.	Provided as required – no ceiling.	126	217
Type of organisation delivering the service	100% Externally provided services.	100% Externally provided services.	100% Externally provided services.
Types of needs services are supporting.	Females with mental Health Support Needs	Accommodates and support those with mental health support needs to live in the community.	Supports those with mental health support needs to live independently in the community.
Where current services are located.	100% City Based	100% city based.	100% city based.
Cost parameters	Average gross cost per hours per unit. Day rate £14.34 Waking night rate £15.05 Sleep in rate: £37.42 Cost per hour parameters Day rate £11.95-£17.58 ph Waking night rate £11.95-£19.13 ph Sleep in night rate £36.41-£92.80	Average gross cost per unit (per hour) £17.82 per hour average cost Cost parameters £16.48 per hour– £18.55 per hour.	Average gross cost per unit (per hour) £17.15 per hour average cost Cost parameters £15.90- per hour– £18.40 per hour.
Where funding for this service comes from.	100% Local Authority	100% Local Authority with the exception of 1 service which is jointly funded by LA and Health funding.	100% Local Authority with the exception of 1 service which is jointly funded by LA and Health funding.

Community Based Health Care Trust Mental Health Services

1.11 Definition

Nottinghamshire Healthcare trust provide a range of community services to support people with mental health problems and their carers. These include Psychological Therapy services, Community Mental health service (Recovery Team), Early Intervention in

Psychosis service, Assertive Outreach Service, Crisis Resolution and Home Treatment (CRHT)_team, Social Inclusion and Wellbeing Service, perinatal mental health service and Eating Disorder service. These services are commissioned by NHS Nottingham City Clinical Commissioning Group.

More details around these services can be found by visiting Nottinghamshire Healthcare trust's website at <http://www.nottinghamshirehealthcare.nhs.uk/our-services/>

Independent Living Support Services

1.12 Strategic Direction

To enable the transition towards good mental health and ensure that people with mental health support needs are able to exercise a level of choice and control over their care, Nottingham City Council wants to ensure that there are a wide range of providers of different types in the market. Services must also be delivered in accordance with service users' needs (cultural and social care) and aspirations.

1.13 Definition

Home Care or Domiciliary Care is care provided in an individual's home, normally of a personal nature such help with dressing, washing or toileting. It can be arranged by Nottingham City Council following an assessment of need, or can be arranged privately by the individual themselves, or someone acting for them.

Detail of current Home Care services

	Home Care
Gross Annual Spend	£10,000
Number of providers	23
Number of services	23
Number of units / beds	Provided as required – no ceiling – Framework arrangement
Type of organisation delivering the service	100% private
Types of needs services are supporting.	None: Low - Moderate social care needs
Where current services are located.	100% city based
Cost parameters	Average gross cost per unit Providers are billed on a minute by minute basis; cost is to be confirmed
Percentage of funding (self/LA/Health etc)	77% Local Authority 0% Client Contribution 33% Other Income

All Homecare services have to be Care Quality Commission (CQC) registered.

Nottingham City Council is looking at the current model of homecare provision. Areas that may be evaluated are:

- A) Models to better fit with need e.g. emergency homecare might be required for those discharged from hospital.
- B) More local services.
- C) Pricing.
- D) Staff recruitment and retention.

A procurement exercise will follow to purchase the required model. See below.

PROCURING

Homecare Procurement

Nottingham City Council is looking to commence a procurement exercise in early 2013 to develop a framework of homecare providers who can deliver homecare to a range of different client groups.

Providers...

- **Engagement with providers began in Autumn 2012.**
- **The procurement process commenced in early 2013.**
- **Framework is due to be in place in October 2013.**

For more information visit:

www.nottinghamcity.gov.uk/CommissioningContractingandProcurement

Early Intervention Provision

1.14 Strategic Direction

Nottingham City Council has a strong commitment to early intervention and therefore wants to support the provider market to continue this approach through innovative working practice.

1.15 Definition

This section deals with those services which can be grouped as early intervention. It is recognised that some services in other market segments can also be classed as Early Intervention e.g. Floating Support.

The Wellbeing+ Programme

This provides a first port-of-call for people with mental health issues and also for their carers which include an initial needs assessment. From this a personalised support

plan is co-devised to support each person to manage their challenges and move towards their own recovery goals.

The Empowerment+ Programme This builds on the work done by the Wellbeing+ Team and provides access to further information and support for mental health issues whilst focusing on recovery.

Living Cheaply Eating Well

Living Cheaply Eating Well is part of Nottingham's Ecoworks community garden. Service users develop horticultural skills by growing their own produce. They work together as a team or individually and gain a sense of ownership and achievement in a supportive environment which promotes mental wellbeing. Service users are also invited to take away the produce they have grown to promote healthy living.

Market specific detail about voluntary sector services

	Empowerment centre	MH Wellbeing service	Living Cheaply Eating Well
Total amount spent on this sector	Commercially sensitive information as only 1 provider		
Number of providers	1	1	1
Number of services	1	1	1
Number of units / beds	The service saw 632 people in 2011/12	The service saw 720 people in 2011/12	
Type of organisation delivering the service	100% Externally provided	100% Externally provided	100% Externally provided

SUPPORTING

Improved signposting towards personalised support and preventative services

Mental Health information advocacy and guidance for both carers and for people with Mental Health Support Needs is required. This could be done via several mechanisms to ensure that:

- People have access to information at all stages of need, including from an early intervention stage to prevent issues from arising or being exacerbated.
- Service users (patients and carers) prefer to have choice over where, when and how they receive services and information.

Peer experts and peer mentors

Patients and carers can support each other in patient and carers groups, which can coordinate and distribute information about self-management, coordinate mentorship programmes.

Health trainers

Can help patients access computerised and internet therapies and support techniques for enhancing psychological resilience. Promote well-being skills, teach the principles of mental health, first aid and introduce them to relevant organisations in the community where they can get further help. An example of how this has worked in Northamptonshire is available at the link below.

www.changingmindscentre.co.uk

Day, Evening and Weekend Opportunities

1.16 Strategic Direction

Nottingham City Council is working with the provider market to develop community based approaches which are more responsive to local need. The Council is working with providers to create a menu of flexible, purchasable day, evening and weekend opportunities which meet the needs of all people with a mental health support needs including those with high dependency needs.

1.17 Definition

Day, evening and weekend opportunities are support and activities, provided during the day, night and at weekends that are not tied to any particular accommodation model. These can be part of an accommodation based service or delivered in any number of ways which are in accordance with service users' wishes. Additionally day opportunities have been delivered in Day Centres where service users attend and access activities.

Overview of current Day Opportunities

	Day Opportunities
Total amount spent on this sector	£518,000
Number of providers	5
Number of services	5
This sets out current and future expectations around: <ul style="list-style-type: none"> The Local Authority's quality expectations Specific regulations and registrations. 	Nottingham City Council is looking for day opportunities to be creative; linked to a person's Care Plan; enhance a persons' life through social interaction, and meet their aspirations.

SUPPORTING

Day, evening and weekend opportunities

A broader menu of activities is required for people with personal budgets to buy, self-funded or contracted directly with Nottingham City Council. Where possible they should include access to volunteering and employment.

All activities associated with opportunities should be linked to service users' care plans and should be organised and meaningful activities. They should promote social inclusion, independence, health and wellbeing.

The best activities will offer opportunities that are creative, flexible, give choice and control to citizens so they can achieve aspirations and outcomes.

Activities could include:

- Creative arts and crafts such as pottery, textiles, drama and performance.
- Employment and skills training such as entry to employment skills – where possible linked into pathways to employment for specific industries.
- I.T. and computer training.
- Service could be linked to a social enterprise or could develop into a social enterprise to make these types of opportunities self-sustainable.

SUPPORTING

More social prescribing services

Support for mental health services does not always have to involve medication or specialist forms of therapy. Engagement in local community activities can help people with less severe symptoms. People with mild to moderate mental health problems may benefit from non-medical treatments. Social prescribing links people with sources of support in their local area, promoting wellbeing and recovery in terms of social support. This enables people to make a meaningful contribution to a community, engage in positive activity, develop skills and learn self-management.

Examples include:

- **Community activities** - such as exercise referral schemes, are already available through GPs on prescription in some areas. Interventions such as community education groups, arts / learning / exercise on referral / self-help groups and CCBT can help to strengthen the psychosocial, life coping skills of individuals.
- **Social support** - can be a buffer against adverse life events e.g. self- help groups, group activities on referral e.g. walking, green gyms, volunteering, time banks.
- **Resources and services** which protect mental wellbeing include:
 - Computerised therapy: e.g. beating the blues, fear fighter.
 - Bibliotherapy
 - Arts and creativity
 - Green activity
 - Learning / education on prescription

www.newsavoypartnership.org - provides best practice and guidelines to developing these types of services.

EXPLORING

Respite options

There is a need for more creative respite options to be provided for service users and carers alongside registered services currently offered such as residential and Shared Lives respite. These respite opportunities / breaks should reflect the individual's personal aspirations and tastes e.g. opportunities could include Shared Lives, holidays within the UK and other cultural activities.

Creative menu

People with a personal budget or self funders will use Choose My Support (service directory), to find information on activities and short breaks to areas in the UK - this should include:

- PAs and the types of service they offer.
- A range of hotels that offer suitable rooms and equipment and that can offer reduced costs or free accommodation for carers.
- Activities such as museums, restaurants, bars and theatre.
- Transport.



2. Finance

Mental Health budget summary 2012/13.

Areas of spend	Spend (£'000)
Residential Care*	2,660
Nursing Care	156
Direct Payments*	326
Drug & Alcohol (Residential Rehab Placements)	216
Outreach (Home Care)	10
Day Care, Transport and Other Community Care Support	512
Supported Living (Care, Support and Enablement)	43
Contracts (Voluntary / 3rd Sector)	387
Assessment & Care Management Teams	1,889
Grand Total	6,199

Please note that this can only be used as a general indication as to areas of spend.

* It is Nottingham City Council's intention to move more people from residential based care settings to more independent living solutions via Direct Payments/Personal Budgets and therefore expect to see a shift in funding and expenditure on these categories in the coming years.

3. Procurement Timetable

This is correct at the time of writing this document. Any changes will be published on www.nottinghamcity.gov.uk/CommissioningContractingandProcurement

Indicative budget. (Please note that this will change and may well reduce.)	Service Type	Service delivery	Change made	Timetable
£2,660,000	Residential	Provision that provides social, emotional and personal care support in a residential setting.	An accreditation process to introduce new requirements for residential care that provide social, emotional and personal care support in a residential setting.	Planned to commence summer 2013.
£399,000	Care Support and Enablement	This is support that is provided to someone in their home. It should enable someone to live independently within the community.	Procurement exercise to develop a framework of care, support and enablement services.	Procurement process commenced February 2013 Currently evaluating tenders received.
£570,000	Supported Accommodation	This is accommodation based support provided for a limited period (typically between 6 months and 2 years) as part of a pathway towards independent living.	Two procurement exercises to appoint providers to deliver two accommodation based services comprising a total of 42 units of accommodation and support.	Procurement process due to commence June / July 2013