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Title of meeting: Cabinet

Subject: Oakdene House & Locksway Road Flats

Date of meeting: 26th October 2021

Report by: David Joyce, Social Care Lead for Adult Mental Health

Wards affected: All wards

1. Requested by

Councillor Jason Fazackarley, Cabinet Member for Health, Wellbeing & Social Care

2. Purpose

To update Cabinet as to the operation of the refurbished Oakdene House and Locksway Road Flats.

3. Information Requested

An overview of the reablement service for working age adults with care and support needs related to mental health in Portsmouth.

4. Overview of the Oakdene House / Locksway Road Flats Service

Oakdene House and the Locksway Road Flats consist of a 6 bed, 24 hour staffed high support unit and 12 independent flats, 11 one-bedroom flats and 1 two-bedroom flat with floating support and the option of out of hours support from the high support unit if required. The high support unit and several of the ground floor flats are fully accessible.

The scheme was developed in line with the strategy to reduce the number of people that had to move out of Portsmouth to receive the care and support they needed, bringing people back into the city, where they could access family and community support as well as the specialist support within the service. This also allows for timely, (and when required) intensive adult mental health (AMH) practitioner reviews, ensuring that service user needs are being met and that they are offered the appropriate level of support to enable them to step down to more independent accommodation when ready.

It is envisaged that service users will progress from high support to the more independent flats and when ready they will be offered a sublet tenancy out-with the project which will allow more people to use the accommodation as others move on. If required, the floating support/tenancy sustainment will follow them throughout their recovery and accommodation journey.

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The service is a financially viable alternative to high-cost placements (6 bed unit) and care homes for those that no longer require care, but instead need the life skills and recovery support offered in the flats.

In October 2020 the Social Care and Placement lead presented the current financial position of 19 service users identified as candidates for the new Oakdene house service. This allowed finance and commissioning managers to focus on the fiscal benefits and ensure a fair split of savings across funding organisations. (Appendix 1)

The grounds are extensive, and we have plans to develop a range of onsite meaningful activities to support wellbeing and recovery.

5. Background to the Service

There has long been a strategy for Portsmouth City Council (PCC) Adult Social Care (ASC) to have more influence on the sustainability and financial viability of the care home market. In 2015 ASC, the Integrated Commissioning Service, (now Health and Care Portsmouth Commissioning (HCPC) and Solent NHS Trust developed a 'Commissioning for Quality and Innovation' (CQUIN), funding a small team to review all placements funded between the NHS and ASC within AMH services. Essentially these are care home placements and private hospitals, many of which are situated outside our city boundaries. They are designed to deliver high quality care and support with a clear rehabilitative and recovery focussed agenda and value base.

The CQUIN review team discovered that not all these placements were living up to this standard. In some cases, service users had been there for over 5 years with no real progress made. The team challenged the institutionalised nature of the hospitals and care homes and supported service users, through the right amount of care and support, to work toward management of their own tenancies in the community with floating support. This also had a positive impact on spending with significant savings over the first two years of the project.

The next phase of the project required 'move on' options and increased supported accommodation that was a product of changing culture and challenging reliance on care homes for service users.

6. Key Learning and Change

- Continue culture change from care to support where possible by ensuring that housing and support needs are assessed before consideration given to a care home placement on discharge from psychiatric wards.
- Strengthen relationships with support providers to shape and monitor service delivery and ensure that service user wishes are at the centre of ambitious strength-based assessments that promote recovery and positive risk taking.

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- Tender documents to reflect additional influence, choice and control for ASC managers and commissioners to monitor value for money and excellent service delivery out with the normal contract review process.
- Increase capacity of supported accommodation pathway and work in partnership to safely place service users into this part of the system that have previously ended up in high-cost care home placements.
- Progress plans to create 6-bed high support unit and 12 flats on the old Oakdene site to support service users' choice, ensure financial viability, and challenge system reliance on high-cost placements.

7. Planning and Service Development

From 2017 onward discussion around the purchase of the closed Oakdene community ward on the St James' Hospital site was discussed, with a support model to be determined through co-produced workshops with past and present service users and a range of stakeholders. This enabled agreement to accommodation that would create a step-down pathway within the building, with a goal of independence. The support model and physical space was also discussed and agreed.

Portsmouth Housing, Neighbourhood and Building Services (HNBS) had plans drawn up and approved by the group, maintaining integrity of the coproduction process and engagement. Planning for refurbishment took place between April and November of 2018 when the building was purchased.

After this point, ASC and NHS finance colleagues negotiated on financial responsibilities and benefits and agreed a 'gainshare' model to fund the unit.

8. Care & Support

The commissioning of the care and support required was coproduced with stakeholders and included market engagement. The tender process was based on

- More care and support service focused on recovery and outcomes, with increased Service User involvement.
- Higher quality and quantity of supported living accommodation that supports recovery.
- Improved range and flexibility of accommodation options.
- Fewer people placed far away in residential care/hospital settings.
- Faster 'step down' of individuals to more independent accommodation for those that can manage.

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The successful provider was announced in March 2021 as Two Saints and finance and contractual arrangements and get the Lease and the Contract signed by Two Saints and sealed by PCC legal representatives.

When the newly renovated building was handed over to ASC, partner agencies and prospective tenants had the opportunity to view. The service commenced operations for the first individuals to move into Oakdene on 27/05/2021.

9. Intensive Housing Management

Two Saints deliver an intensive housing management service to help people maintain their tenancy. This provides a range of eligible support that is delivered without passing costs on to ASC for the provision of white goods, floor coverings, furniture, fittings, repairs, and renewal costs. Claiming intensive housing management costs through housing benefit means that Two Saints can deliver a range of services that recognise the greater housing management needs of the service users and provide the increased assistance they need to maintain their tenancies. Therefore, they have extra staff time built into the service to manage any tenancy related difficulties to prevent accommodation break down.

Such additional or intensive housing management services include, but are not limited to:

- General needs housing management functions that are more intensively provided because of the additional needs of tenants
- Controlling access to the premises (concierge type services)
- Organising inspections of property and arranging for any repairs or improvements to be carried out, including the replacement of furniture.
- Ensuring that people are aware of their rights under their occupancy agreement.
- Provision of additional communal services such as gardening, window cleaning, cleaning of communal areas.
- Adaptations made to the property to ensure its suitability for the tenant.
- Ongoing liaison with other parties involved in the provision of care and other support services to the tenant.
- Assisting people to reduce rent arrears.
- Ensuring that people know how to use equipment safely.
- Providing people with advice and facilitating a move to alternative accommodation as required.
- Assisting people to claim housing benefit and other welfare benefits.
- Helping to keep people safe by monitoring visitors, including contractors and other professionals.
- Carrying out health and safety risk assessments of the property.
- Additional housing management staffing hours that can help reduce support contract price.

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- When the landlord and the support provider are the same, this offers tenants consistency and less people to do deal with or communicate issues with.¹

10. Service Delivery

Referrals come through ASC and Solent NHS Trust (Appendix 2). Two Saints staff at Oakdene offer a 'My Journey' approach to delivering support that reflects the values of Adult Social Care:

- Empowering (strength based, person-centred approaches, that are service user led)
- Integrity (open and honest support approaches which include courageous conversations with service users, carers, and other agencies)
- Inclusive (non-judgemental, recognising the skills and attributes of service users and staff)
- Proactive (support service users to take steps to achieve their goals, motivate individuals and do what we say we will do to help build trust and to maintain recovery goals)
- Resilience (encourage service users to take positive risks so they can build skills, learn new things, and develop coping mechanisms when things don't go according to plan).

Service users are offered regular support that meets their changing needs, with a focus on promoting independent living skills and confidence in managing their own home and accessing the community. This is a result of individualised support plans to develop skills in finance, physical and mental health, social networks, self-care, and other key areas. These are reviewed on a regular basis to reflect changing needs and steps towards independence. Between reviews, staff actively encourage service users to engage with their recovery plan by supporting them with activities such as booking and attending key appointments, managing living spaces/laundry, planning/preparing meals, and budgeting for food shopping.

Recognition that not all service users are the same and that their needs will differ means that the approach to support planning and delivery is led by the individual service user. Acknowledgement that levels of engagement will differ for each person from day to day brings flexibility and creativity to the timing and intensity of support.

Those in the high support service are offered three meals a day, catered for by an in-house chef (funded through intensive housing management) and brings some structure to the day, shared time with other service users as well as the nutritional benefits of planned, regular meals.

¹ Michael Patterson, Support Solutions UK – The National Statement for Expectations for Supported Housing. (2015)

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Two Saints staff are available to attend key meetings such as discharge planning and Care Programme Approach (CPA) reviews. This promotes a more in depth understanding of service users, cohesive working across all involved agencies whilst limiting the necessity for clients to share the same information with different professionals.

In holding detailed, dynamic, and responsive safety plans for people, relapse signatures can be recognised, and crisis plans activated where appropriate. This requires a 'one-team' approach with Two Saints, AMH and other agencies to safeguard, manage and reduce risks for service users.

The Oakdene service development journey and service operations are also delivering on some of the key aims of the Community Mental Health Framework (CMHF) which has community engagement and coproduction at the heart of its strategy and is being driven locally by the HCPC, ASC and Solent NHS Trust as well as people with lived experience and a range of statutory, community and voluntary sector providers.

Community Mental Health Framework

The CMHF was published in Sept 2019 by NHS England and is the largest priority area across the national mental health programme. It is supported by a 3-year funding plan from NHS England to ensure that staff resource across the system meets the requirements of a fully integrated service. Its implementation was delayed due to the Covid pandemic, so we are only now in the first year of the community engagement programme, service development, and funding cycles.

Well-resourced, transformed community-based services which can keep people well in their homes and communities, reducing avoidable pressures on crisis and acute services alongside the following:

- Aimed at adults from 18+, so include OPMH and YP 18-25 transitioning from CAMHS to adult MH services
- Remove barriers between primary and secondary care
- It outlines a vision for new 'place based' approach for community MH models
- Services are aligned and staff all work as though they are part of one whole team
- Building on strengths and supporting choice, community engagement, connecting with meaningful activities
- Aim to have services based in the community aligned with primary care network footprints
- To ensure there is 'no wrong door' to access mental health services and support
- Improved access to psychological therapy
- Tell your story once and stop the need for multiple repeat assessments
- Care is centred on the needs of an individual not focused on their age or diagnosis
- Service eligibility criteria exclusions are eliminated so stopping people falling through the gaps in service provision
- Focus on how social and health inequalities can be tackled

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- Expectation is that this transformation of services is co-produced with people with lived experience, carers, and partner agencies.²

The service has now been running for four months and feedback from service users and practitioners has been positive. No anti-social behaviour or neighbour complaints have been reported. Closer family contact has been beneficial to recovery and no relapse of mental ill health has been reported. Several service users in the flats are already in discussion about their next move to more independent accommodation in the community. Those in the 6-bed unit have the ambition to move on to the flats included in their support plans. Enhanced MH training is being provided by the community mental health team to improve the skill and knowledge base of Two Saints support workers. This will enable them to increase the support offer to service users as well as strengthen the integration between Social Care, AMH and Two Saints and give further assurance to the continued success of the service.

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Signed by (Director)

Appendices:

² NHS England, NHS Improvement, and the National Collaborating Centre for Mental Health. (2019)

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Appendix 1

Oakdene Service User Costs and projected savings

Original savings list presented to ASC finance and commissioners 21/10/20
These are the current costs of those assessed as suitable to move into the new Locksway Road service. Names have been removed re data protection and client confidentiality.

Six bed high support

- XXX XXXX £2,216.76 per week, 50/50 split health and social care.
- XXX XXXX £2054.74 per week, 50/50 split health and social care.
- XXX XXXX £1872.39 per week, 60/40 split to health.
- XXX XXXX £2011.24 per week, 70/30 split to health.
- XXX XXXX ££2,253.03 per week, 70/30 split to health.
- XXX XXXX £1,899.39 per week, 70/30 split to health.

Total annual cost: £639,978.56

Single flats:

XXX XXXX 870.23 100% health
XXX XXXX 888.50 70/30 to SC
XXX XXXX 888.50 70/30 to SC
XXX XXXX 888.50 60/40 to SC
All the rest are 100% SC funded
XXX XXXX 442.89
XXX XXXX 553.98
XXX XXXX 553.98
XXX XXXX 472.57
XXX XXXX 553.98
XXX XXXX 498.75
XXX XXXX 553.98

Double flat:

XXX XXXX 412.09 and XXX XXXX 407.89

Annual Total: 415,263.68

This is based on 11 single flats and 1 double. There is one more flat that's undecided for use, if we did accommodate someone else there, we can add another approx. 24,000 to the yearly total. Not adding that flat at this stage leaves us with a total annual saving of:

6 bed high support unit: 639,978.56
Flats: 415,263.68
Total: 1,055,242.24

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Appendix 2



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Background list of documents: Section 100D of the Local Government Act 1972

The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:

Title of document	Location