
Wiltshire Joint
Commissioning Board
for Mental Health
Services

**Review of accommodation for
adults with mental health
problems in Wiltshire**

**Summary of final report
November 2003**

1.1 Introduction

This piece of work was commissioned by the Joint Commissioning Board for mental health services for adults in Wiltshire. The overall aim of the review was to assess the range and suitability of nursing/residential provision and supported housing in Wiltshire for adults with mental health problems, and to identify any major gaps in service provision. More specifically, the main objectives were to:

- Review existing services and contractual arrangements;
- To identify service gaps and shortfalls;
- To identify alternative models of care which might be developed in Wiltshire to help meet local needs;
- To identify future commissioning requirements.

1.2 Summary of current service provision

Nursing and residential provision

The Local Authority and the 3 PCTs in Wiltshire currently use a range of providers and placements for adults of working age who need ongoing care. There is no provision within Wiltshire run by the local authority or by health except for the inpatient units within Green Lane Hospital in Devizes and Old Manor Hospital in Salisbury.

A summary of the available nursing/residential provision in the voluntary and private sectors is provided below.

Name of home	Locality	Provider	No. of beds
Nursing care			
Fairview	Warminster (W)	Rethink	10
Residential care			
57 King Street	Melksham (W)	ABLE	6
The Mead	Warminster (W)	Rethink	6
Sandmar	Trowbridge (W)	Private	18
The Gables	Chippenham (NW&K)	Private	26
Glenmoore	Chippenham (NW&K)	ABLE	7
Kingsmoor	Box (NW&K)	Richmond Fellowship	12
Summerdale	Devizes (NW&K)	Private	10
Dunraven	Salisbury (S)	Private	35
Herbert House	Salisbury (S)	Rethink	15
Wilton Road	Salisbury (S)	Rethink	8
Total			153

Some of the homes have a focus on rehabilitation with clients only expected to stay for up to two years, while other homes have an expectation of providing people with enduring mental health problems with a home for life. Herbert House, Kingsmoor and the Mead all have a rehabilitation focus which means that there are rehabilitation facilities in each area of the county. King Street, Sandmar, The Gables, Glenmoore, Summerdale, Dunraven and Wilton Road are all facilities providing very long term care (including for people who moved out from long-stay hospital facilities).

There are three homes which have the capacity to support people with challenging behaviour – Fairview, The Gables and Herbert House. However, it is recognised that at the moment Fairview is supporting people with lower levels of need, while Herbert House has not been well-used.

Supported housing

There are currently 76 units of supported accommodation available across 13 schemes in Wiltshire aimed specifically at people with a range of mental health problems and differing housing needs. Two further schemes are being developed – one in Bradford-on-Avon by Milbury Care Services (called Paulton) which will have 10 places, and one in Marlborough by MACA (called Angel Yard) which will have 3 independent flats. The Bradford-on-Avon scheme should be up and running next July (2004) which will provide West Wiltshire with much-needed additional supported housing provision.

A summary of the existing range of supported housing provision available for adults with mental health problems is provided in the table below.

Name of scheme	Locality	Provider	Number of units
Canal Road	Trowbridge (W)	Bristol Churches Housing Assoc	4
The Beeches	Chippenham (NW&K)	ABLE	5
Wood Lane	Chippenham (NW&K)	Richmond Fellowship	6
Warwick Close	Chippenham (NW&K)	Bristol Churches Housing Assoc	4
Victoria Road	Devizes (NW&K)	Bristol Churches Housing Assoc	6
Long Street	Devizes (NW&K)	ABLE	5
Rockbourne	Salisbury (S)	Carr-Gomm	8
Springfield	Salisbury (S)	Carr-Gomm	7
Frowds House	Salisbury (S)	Brodie Family Trust	10
Sydney House	Salisbury (S)	Rethink	9
George Street	Salisbury (S)	Rethink	3
Christie Miller	Salisbury (S)	Rethink	3
Dunraven Lodge	Salisbury (S)	Private	6
Total			76

Within the supported housing accommodation available in Wiltshire, only 27 units are self-contained flats (at Wood Lane, Rockbourne, Dunraven and Warwick Close, while Sydney House and Springfield have 1 independent flat each alongside shared accommodation). The remainder of the accommodation is in shared houses, often with bed-sits and some communal areas.

1.3 Summary of the costs of service provision

Nursing and residential provision

The table below shows the type of support provided by each nursing/residential home. The 'comments' column provides an explanation of any specific issues related to the cost of care or to block contracts in place.

Nursing/residential home	Type of support provided	Comments
Fairview	Nursing care	Wiltshire has a block contract for all 10 beds, although current contract negotiations for this financial year have not yet been concluded (some of the weekly cost will be collected by the provider through client contributions).
Herbert House	Residential care in a very structured environment with a rehabilitation focus	Wiltshire has an agreement to continue paying for 7 of the 15 beds at this price for the time being. The block contract ended in March 2003, and has been temporarily extended (some of the weekly cost will be collected by the provider through client contributions).
The Mead	Residential care with an increasing rehabilitation focus	Wiltshire has a block contract in place for all the beds at The Mead (some of the weekly cost will be collected by the provider through client contributions).
The Gables	Residential care for people with high levels of need and difficult behaviour	Places at the Gables are paid for under a spot purchasing arrangement.
Kingsmoor	Residential care with a rehabilitation focus	Wiltshire has an agreement in place with B&NES PCT to jointly commission the 12 beds. The LA pays £400 per place and the balance is paid by AWP (from savings made on the closure of the rehabilitation beds at Green Lane Hospital).
Glanmore	Residential care for people with long term health problems and quite complex needs	Consideration has been given to moving away from a block contract to a price per occupied bed.

57 King Street	Residential care for people with long term mental health problems	Consideration has been given to moving away from a block contract to a price per occupied bed.
Dunravon	Residential care for people with long term mental health problems	Dunravon wishes to increase its charge for people with 'ordinary' needs. Higher charges are sometimes made for people with higher levels of need.
Summerdale	Residential care for people with long term mental health problems	Summerdale wishes to increase its current charge.
Sandmar	Residential care for people with long term mental health problems	Sandmar wishes to increase its current charge.
44 Wilton Road	Residential care for people with long term mental health problems	The cost per bed does not include the member of nursing staff paid directly by AWP (a long standing arrangement).

Notes

- 1 Costs per place in the above homes range from £250 per week to over £1100 per week.
- 2 In a number of the above homes, complex arrangements have developed for paying costs. In some cases grants are made through PCT contributions while additional charges per place are met by community care budgets. In one case some nursing staff are provided and employed by AWP Mental Health Trust.

Specialist placements

For specialist placements, Wiltshire is paying a range of costs from around £1,000 to nearly £6,000 per week. A total of 24 people currently receive funding from the specialist placements budget (most of the placements are out-of-county, although 4 are in Wiltshire). The most common reason for placing people out of county is for medium secure (4 placements) or low secure provision (3 placements). Many placements are long term, the most expensive costing up to £288,000 per year. An analysis of available budgetary information shows that 8 of the 24 people in receipt of funding from the specialist placements budget have been in their current out-of-county placement for at least two and a half years (there is no information that goes back further than April 2001).

Supported housing

The costs of the 'support' element of supported housing provision obviously vary widely depending on the amount of staff input to help residents to organise their lives – this ranges from 4 hours per tenant per week to schemes where at least one member of staff is on the premises from 9 – 5 every weekday with a small amount of weekend cover. The costs vary from around £30 per week per tenant at the low end to nearly £280 per week where staff are available during normal office hours.

However, most of the support charges where clients receive fairly high levels of support are well under £200 per week. This is obviously considerably cheaper than a residential care place. It is interesting to consider whether the level of support offered in some residential care facilities is much greater than that offered in high level supported accommodation.

1.4 Conclusions and recommendations

Nature of current service provision

Overall, on the basis of information that is currently available, there is a reasonable balance of residential provision in Wiltshire. There are a number of facilities in both the voluntary and private sectors supporting people with enduring mental health problems who are likely to be long-term users of residential care. Three homes are now able to offer a rehabilitation service - Kingsmoor, Herbert House and The Mead. Commissioners have set up block contracts with voluntary sector providers to try and ensure adequate capacity to meet both rehabilitation and longer term care needs.

Discussions with mental health commissioners, operational managers and providers suggest that future expansion of service provision should be focused initially on two separate groups of mental health service users – people with a very high level of need (challenging behaviour) and those who could live independently with relatively low levels of support. These two groups are at opposite ends of the continuum of need for mental health services. For the group of people in the middle – in nursing/residential placements or supported housing – there are issues related to making appropriate use of available provision.

- The biggest issue appears to be increasing capacity within the County to cope with people with challenging behaviour to reduce the reliance on very expensive out-of-county placements. This includes the capacity to support people who need low secure provision. **The current reprovision of Old Manor Hospital in Salisbury could provide the opportunity to set up some low secure provision on a hospital site.** One of the 6-bedded units is currently unused. This could provide low secure provision for the whole county. Further work would need to be done to more clearly identify need for this facility and to look at how this unit would relate to the Psychiatric Intensive Care Units in Swindon (Rosewood) and on the Old Manor site (Bourne Ward). **In addition, there is the potential to have a larger block contract with Herbert House run by Rethink which is able to deal with people with very difficult behaviour.** Block booking additional beds would have the effect of slightly reducing the unit cost per bed (which is already low compared with out-of-county provision). It could also reduce pressure on Wiltshire's services by reducing the number of people coming from another area who then stay in the Salisbury area after moving on from Herbert House.
- There are no crisis or respite beds available within Wiltshire. The provision of such beds could help avoid the need for admission to an in-patient unit. **There is a MIND facility in Trowbridge (currently used for day support) that could be considered as a potential resource for crisis provision in the short term while waiting for funding opportunities under the Supporting People programme.** This property belongs to the County Council. **If there is agreement that planned respite beds are needed, then discussions should initially be held with Kingsmoor which has expressed an interest in providing a bed for this purpose.**
- There are mixed views amongst managers and providers about the potential for more clients to live in supported accommodation. Experience in the learning disability field has proved that many people who it had always been assumed needed 24 hour support are able to cope well in more independent accommodation with more limited support. **A process needs to be put in place for regular reviews of the needs of people in long term placements to ensure that any opportunities for helping people to live more independently are taken.**
- There are relatively few self-contained flats within the County. Overall capacity appears to be insufficient to meet present needs and may be preventing some people from moving on from residential provision. **Discussions should be held with providers of supported housing, such as MACA and Rethink, to assess whether there are opportunities for increasing the supply of self-contained accommodation.**
- There is a shortage of move-on accommodation in Wiltshire available for people suffering from mental ill health. **There is a need for the local authority to work with the District Councils to designate units of housing to enable people with mental health problems to move on from supported housing.** The newly appointed Mental Health Housing Co-ordinators could play a key role in ensuring that council properties are available for those who are ready to live more independently (although the west of the County does not have its own Co-ordinator).

- There is very little tenancy support available to people with mental health problems living in their own accommodation and no formal processes or procedures in place between Housing, Social Services and Health to alert key individuals if a tenant with mental health problems begins to experience difficulties. **These tasks need to be a key part of the role of the new Housing Co-ordinators for Mental Health. Steps need to be taken to ensure that someone with responsibility for housing co-ordination is available across all parts of the county.**
- One of the biggest challenges for mental health services is developing provision that is able to meet the widely varying needs of individual service users over time. **There is a need to develop more flexible support whereby staff working in supported housing schemes are able to continue to provide lower levels of support to people who move on to their own accommodation in the community (on similar lines to the Wood Lane scheme).**

Costs of provision

- As commissioners are already well aware, some nursing home costs are unacceptably high. The provider involved is also very concerned about this resource and considers that it is being used inappropriately as most of the current residents would cope very well in a residential setting. The current unit cost of each bed in this instance is higher than that for in-patient care. There are several possible solutions to this problem. **The home could be used as another resource that is able to manage people with quite challenging behaviour (thereby reducing pressure on the out-of-county placement budget). Alternatively, costs could be reduced by reclassifying the home as a residential care home rather than a nursing care home.**
- There are wide variations in the costs of residential provision in the County. One of Wiltshire's biggest problems is that there are several small residential resources where the cost per bed is very high. **Discussions should be held with Rethink who run The Mead and Wilton Road to assess whether they can be deregistered as residential care homes and run as hostels to reduce costs. This may also be applicable to the two long term residential care homes run by ABLE (King Street and Glanmore).**