

2 September 2021

**Cabinet Member for Adult Services**

**Name of Cabinet Member:**

Cabinet Member for Adult Services – Councillor M Mutton

**Director Approving Submission of the report:**

Director of Adult Services

**Ward(s) affected:**

All

**Title: Market Development Plan: Mental Health**

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**Is this a key decision?**

No. Although this matter affects all wards in the City, the impact is not expected to be significant.

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**Executive Summary:**

Demand for mental health residential care and supported accommodation, and complexity of those coming through the system, has increased significantly in recent years due to local and national factors, and is projected to grow further as population numbers increase and the long-term effects of the Covid-19 pandemic continue to be felt.

In recent years there has been a move towards more person-centred, enablement-based care and support in Adult Social Care, and this plan reflects our aspiration to continue the move away from long-term generic residential support to step-down models aimed at promoting recovery and independence via evidence-based models of support.

Coventry City Council have produced the attached Market Development Plan (MDP) to inform the development of services for adults with mental health conditions. This plan relates specifically to supported accommodation, residential and nursing provision for working age adults. We currently have a strong internal community-based support offer which we plan to develop and expand alongside implementing this plan as part of the pathway through and out of services.

Communicating effectively with the market is a key part of market development so that providers are aware of both the challenges facing Adult Social Care and some of the key areas where needs analysis signals the requirement for services to be developed and improved. The plan builds upon the Council's Market Position Statement issued in October 2018 and outlines to social care providers the expected requirements for this client group including the need for care and support to be developed. The Market Development Plan also outlines developments that are already planned and when they are expected to come to fruition. The document forms part of a suite of plans which inform the market about the Council's commissioning intentions with a

similar document covering adults with learning disabilities/autism having been approved in 2019 and a plan in relation to older people services in production.

**Recommendations:**

- The Cabinet Member for Adult Services is recommended to approve publication of the Market Development Plan for adults with mental health conditions.

**List of Appendices included:**

- Market Development Plan: Mental Health

**Background papers:**

- None

**Other useful documents**

- None

**Has it been or will it be considered by Scrutiny?**

- No

**Has it been or will it be considered by any other Council Committee, Advisory Panel or other body?**

- No

**Will this report go to Council?**

- No

## Report title: Market Development Plan: Mental Health

### 1. Context (or background)

1.1 Demand for mental health residential care and supported accommodation, and complexity of those coming through the system, has increased significantly in recent years due to local and national factors, and is projected to grow further as population numbers increase and the long-term effects of the Covid-19 pandemic continue to be felt.

1.2 In recent years there has been a move towards more person-centred, enablement-based care and support in Adult Social Care. Over the next five years we plan to:

- Raise the quality of our existing mental health nursing, residential and supported accommodation to ensure evidence-based recovery-focused models are delivered in high-quality settings. Existing providers will be offered extensive support to meet required standards but ultimately decommissioned if standards are not met.
- Stimulate the market to develop additional capacity to meet the needs of existing service users, Coventry people placed out of city, and increased numbers of service users projected for the next five years. This will include a larger proportion of supported accommodation to promote reablement, recovery and a move back to independence, including specialist supported living for those with more complex needs or risks.
- Developing and expanding our existing community-based support model to support more people in their own homes and to enable people to move on to independent living with appropriate step-down community support more quickly and sustainably. This aspect is not included in this plan as we intend to investigate Council internal options prior to considering independent sector options.

1.3 Councils have a duty to shape social care provider markets to ensure that a range of good quality provision is in place to meet the social care needs of individuals including adults with mental health conditions. This is achieved through good commissioning practice which ensures that providers are aware of the type and volume of support that is likely to be required both now and in the foreseeable future.

1.4 Market Position Statements (MPS) are a tool for providing this communication and the production of a Market Position Statement (MPS) for Adult Social Care is a requirement as part of the Care Act (2014). The Cabinet Member for Adult Services approved the Market Position Statement in October 2018.

1.5 The Market Position Statement includes:

- A statement to the market that focuses on the priorities for both health and social care including joint commissioning, services to support reablement/enablement and community prevention
- Contextual information that enables providers to understand main areas of change and the commissioning focus for the future in the light of this
- A greater emphasis on informing the market of care need, demand and supply based on a data and intelligence
- Data and evidence that creates a clear link with the Joint Strategic Needs Assessment in relation to a knowledge of the prevalence of health conditions that contribute to wider social care and community preventative treatments
- A set of clear commissioning intentions that articulates both imminent change in configuring/purchasing provision and future for shaping adult social care and support service

1.6 Following the publication of Coventry's MPS the intention has been to produce a series of Market Development Plans (MDP) to provide the Market with additional information about population needs, current developments and gaps in provision. The current plan is in relation to adults with mental health conditions.

1.7 The Mental Health MDP (Appendix 1) is intended to achieve several objectives including:

- Reiteration and building upon information about need and demand from the MPS
- Reminding providers of the approach to adult social care and support in Coventry and its main objectives
- Setting standards for evidence-based, high quality new provision
- Explaining development schemes already in the pipeline
- Describing the likely residual demand that will require provision in the future

## **2. Options considered and recommended proposal**

2.1 **Recommended Option:** A legal requirement of the Care Act 2014 is to shape and develop the social care market. Section 4.33 of the care and support statutory guidance states that local authorities must work to develop markets for care and support whilst recognising that individual providers may exit the market from time to time. The requirement also requires ensuring that the overall provision of services remains healthy in terms of sufficiency of provision of care and support needed to meet expected needs.

2.2 There are not considered to be any viable alternative options to meet the requirements.

## **3. Results of consultation undertaken**

3.1 Current and potential new providers have been made aware of the content of the MDP during formal and informal conversations about developing the market over the last 18 months. Feedback from the provider sector was positive as they welcome a document that builds on the MPS and gives more detail on demand to inform their investment decisions and provides confirmation that Coventry remains a place to deliver good quality sustainable developments. This has indicated a strong appetite to develop the types of specialist and more general provision covered in this document.

## **4. Timetable for implementing this decision**

4.1 Should Cabinet Member approve the publication of the Market Development Plan it will be used with immediate effect.

## **5. Comments from the Director of Finance and Director of Law and Governance**

### **5.1 Financial implications**

Whilst the costs per service user is expected to be managed through reducing the use of more expensive out of city beds (price), shorter-term and more effective targeted support (activity) and reserving the highest intensity and long-term beds for those who need them

the most (price), the predicted increases in activity highlighted below are likely to lead to an overall increase in costs. The Adult Social Care financial position is reviewed annually as part of the budget setting process, reflecting changes in national funding and policy, to meet the level of need presenting.

The provision outlined in the report represents a cost-effective way of meeting projected needs by:

- Offering short- to medium-term interventions as opposed to longer-term ones where appropriate
- Promoting recovery-focused, evidence-based models of support that minimise the amount of time people are in services, and seek to reduce relapse
- Offering a range of small, specialist provisions meaning some of our more expensive out of city service placements are able to return to Coventry

Additional beds identified in the plan will be used for a combination of:

- Movement within the system to enable step-down and move to more appropriate accommodation when required (reducing price)
- Accommodating additional service users from the Transforming Care programme (circa 30 in the programme – managing activity)
- Repatriating some of the out of city mental health service users where appropriate (there are circa 60 service users – reducing price)
- Additional mental health clients projected to join the system over the next five years (around 80 – managing activity)
- Decommissioning provision that does not achieve the required quality standard

## 5.2 Legal implications

The care and support statutory guidance states that ‘high quality, personalised Care and Support can only be achieved where there is a vibrant, responsive market of services available’. The Local Authority role is seen as critical and under Section 5(1) Care Act 2014, “*the local authority must promote the efficient and effective operation of a market in services for meeting care and support needs with a view to ensuring that any person in its area wishing to access services in the market*”.

## 6. Other implications

### 6.1 How will this contribute to the Council Plan ([www.coventry.gov.uk/councilplan/](http://www.coventry.gov.uk/councilplan/))?

This proposal would contribute to the Council’s key objectives through a contribution to protecting our most vulnerable people.

### 6.2. How is risk being managed?

There are no identified risks with the approach outlined.

### 6.3 What is the impact on the organisation?

The MDP is an approach to signalling to the care market what services need to be developed to meet the social care needs of Coventry citizens and assists in meeting the Council’s responsibilities in relation to market development

### 6.4 Equalities / EIA

Not applicable

### 6.5 Implications for (or impact on) climate change and the environment

None

## 6.6 Implications for partner organisations?

Coventry and Warwickshire Clinical Commissioning Group benefits from the joint approach to market development. The CCG and other partners have been informed of progress throughout development. The plan sets out links to the wider mental health system to ensure a cohesive, joined up system.

### Report author(s):

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## Appendices

Market Development Plan: Mental Health