

JOINT COMMISSIONING BOARD

Agenda Item 16

Brighton & Hove City Council
NHS Brighton & Hove

Subject:	Review of community mental health support services		
Date of Meeting:	November 14th 2011		
Report of:	Chief Operating Officer, Brighton and Hove Transitional Consortia, NHS Brighton & Hove, Director of Adult Social Services and Lead Commissioner, Brighton & Hove City Council		
Contact Officer:	Anne Foster, Locality and Transformation Programme Manager		
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Key Decision:	Yes	Forward Plan No: JCB24256	
Ward(s) affected:	All		

FOR GENERAL RELEASE

1. SUMMARY AND POLICY CONTEXT:

- 1.1 Community mental health support services for adults are an essential part of the whole system of mental health services in Brighton and Hove. It is important that these services meet the needs of the local community, are value for money and accessible.
- 1.2 The PCT and Local Authority currently spend £2.4 million per annum on community mental health services and services are delivered by 14 organisations through 33 contracts.
- 1.4 These contracts have been reviewed, and this paper highlights key findings from the review process.
- 1.4 The review highlighted a wide variety of service provision that has evolved over time. As a result services don't always "fit" well together or comprehensively meet our local health needs. There is scope to redesign services to:
 - Enable services work in a more integrated way
 - More specifically support mental health recovery model
 - Focus more on outcomes
 - Meet more of our City's need
 - Improve value for money

2. RECOMMENDATIONS:

- 2.1 That the JCB note the findings of the review.

- 2.2 That the JCB approve the specific proposals for each group of services (detailed in section 3.2.2 of this report).
- 2.3 That the JCB approve a process of public consultation to be undertaken between November 2011 and January 2012 to test out the specific proposals detailed in section 3.2.2.

3. RELEVANT BACKGROUND INFORMATION/CHRONOLOGY OF KEY EVENTS:

- 3.1 This paper follows previous papers to the February 2011 and July 2011 JCB meeting where the proposals for new primary and community care services have been presented. Community mental health support services were originally intended to be tendered as part of the procurement process for the primary care mental health services. However it was agreed at the February 2011 meeting to postpone this until there was a comprehensive review was completed. The review was undertaken between May and October 2011.

3.2 Review process

- 3.2.1 The review was led by the Brighton and Hove Clinical Commissioning Group's joint mental health commissioning team on behalf of the Local Authority and the PCT. The review process included:

- A mapping questionnaire for each provider
- Individual meetings with each provider
- Review of the latest public health needs assessment data
- Review of information from previous consultation events
- Review of evidence based best practice

- 3.2.2 The contracts ranged in value from £5,000 to over £500,000. A list of the 33 contracts included in the review is detailed in appendix A. For the purpose of the review the contracts were grouped into nine categories. However it should be acknowledged that this categorisation has been made for the purpose of communicating key findings and there is overlap between elements of service provision between the categories.

1. Information and advice

There are three contracts that provide information and advice at a total annual spend of approximately around £90k per annum. The review highlighted that there was some fragmentation in information systems and that information was not always up to date and people are not always sure how to access information. In addition 45% of the investment was focused on provision for inpatients at Mill View Hospital.

Proposal

- To develop a more integrated and accessible city wide information service which would include web, phone and face to face options in a wider variety of settings.

- Consideration needs to be given as to whether this information would be best provided as part of a broader information and advice service or whether this should remain as a stand alone mental health service.
- Shift the investment pattern so that it is less concentrated on in-patients and enable a broader range of communities to access advice and information.

2. Outreach support (for the traditionally excluded communities or at risk communities)

There are six contracts with over £259k investment. The key issues highlighted were there was varied investment across the City with both duplication and gaps. There is potential to expand the outreach model to a wider range of communities.

Proposal

- Continue to commission outreach services
- Develop a more integrated BME outreach service
- Explore the potential to address gaps in service provision for priority communities, (for example these are some of the key areas that we know need to be included e.g. older people, men, people with long term health conditions, BME, LGBT communities etc)
- Explore the potential to better link outreach services with information and advice services.

3. One to one and group support

These services are support services for groups of people who need a support programme that includes one to one and group support options. The services include trained one to one talking therapies¹ and more generic drop in, peer and social support groups. Our current range of services are aimed at women, carers, men, people with disabilities and bereavement services.

There are eight contracts with over £165k investment although it needs to be recognised that other community and voluntary groups provide similar services without funding from statutory bodies.

These services are valued in terms of their accessible community locations and the ability to self-refer. The services vary in terms of value for money, performance and quality. Services were not always clearly integrated into the whole system of service provision, such as General Practice and Sussex Partnership Foundation Trust talking therapy services. There is potential to enable a broader range of communities to access these community support services and also more clearly define the remit of these services and how they fit with the new talking therapy service that the PCT has commissioned from April 2012.

Proposal

¹ Talking Therapies – involve talking to a trained person to deal with problems and issues. There is no accepted universal definition but talking therapies may also be referred to as counselling, psychological therapies and psychotherapies.

- The new talking therapy service that will be available from 1 April 2012 will be the main provider of talking therapies for the City. This new services will include access for more people in a greater range of community and primary care settings.
- The role Community group support needs to be more clearly defined and better linked to this new talking therapy service and include greater options for be-friending and peer support.
- Explore the potential for community support services to target a broader range of people.

4. Day services

The city has currently four building based day centres, a satellite outreach services and a small grant scheme. The total investment is over £1.26m. The review highlighted there is a traditional model of day centre provision with services provided in the main in segregated mental health specific settings and not always linked to a patient recovery model which involves working with a person to focus on the holistic needs including sense of self, supportive relationships, empowerment, social inclusion, coping skills and a focus on employment and volunteering opportunities.

There is unequal access to our building based day activities provision and not all who could potentially benefit from the service do so. It is evident that not all of the buildings are used the maximum potential. There is a high dependence on building based services and less on outreach or accessing mainstream services. There is potential to expand the outreach type services to enable more people to benefit and to have clear links with one to one and support groups.

Proposal

- Broaden the range of day services provision
- Retain some day centre building/s but rebalance the service to enable more people to have greater participation in mainstream social, leisure, educational and employment activities outside of a mental health building.
- Ensure there are links made with personalisation and self directed support opportunities for individuals to make choices about what services they want.

5. Employment support

There are three contracts with an investment of £232k aimed at providing support for people with mental health problems to obtain or to keep work. Employment support is essential in terms of supporting mental health recovery.²

The PCT and Local Authority commissioners a mixture of different models of employment support and there is a stronger evidence base for the Individual Placement and Support (IPS) Model³. Employment support services appear to be

² Employment support is a core element of the new primary care mental health service which is not covered by this review.

³ The Individual Placement and Support model (IPS places emphasis on competitive employment (of the client's choice) compared to the part time/temporary; special schemes or

more successful when integrated into mainstream mental health service provision. There is more limited evidence on the social enterprise model of employment support.

Proposal

- To focus investment on evidence based best practice e.g. the IPS model
- To further develop the IPS model to allow a greater number of services users to access employment support.
- To explore how employment services could be better integrated with other community mental health support services, e.g. building based day activities.

6. Income and benefits advice

There is a single contract with a value of £13k per annum for money and debt advice. This is specifically for people with mental health problems. It is for inpatients at Mill View Hospital but also supports people on discharge. It does not include older people although the Local Authority fund a broader range of income advice for vulnerable adults including those with mental health needs.

The Local Authority are planning a wider income advice review across a range of client groups and this contract should be considered as part of this process.

Proposal

- Maintain current service provision
- Ensure this service is considered as part of the wider income and advice review
- Ensure there is sufficient access to advice at an early stage

7. Mental health promotion

There was one contract for health promotion for £21k. This contract is not sufficiently linked to the priorities within the PCT's mental health promotion strategy or the national strategy *No Health without mental health*.

Proposal

- That this money is used more flexibly to meet local health promotion priorities. This could involve inviting bids from a range of organisations e.g. on a 'small grants' basis rather than a formal tender;
- This would enable a greater range of organisations being able to provide health promotion activities.

8. Advocacy

A simple definition of advocacy is helping and supporting someone else to speak up for what they want. This can involve expressing their views or acting on their behalf to secure services that they require or rights to which they are entitled. Key concepts in advocacy are: equality, inclusion, empowerment and rights.

sheltered employment offered on other vocational rehabilitation (VR) approaches. A key component of IPS is that the client who wants to find work is placed directly into a work situation of their choice without prior training, but receives ongoing support to help them retain their job.

In terms of mental health advocacy would be a one-to-one partnership between a trained independent individual and a person who needs support and information in order to secure or exercise their rights and choices.

There are four contracts for advocacy totalling £282k. The Local Authority is undertaking a separate advocacy review across a range of client groups and these contracts will be considered as part of this review.

Proposal

- These contracts will be considered as part of the broader Local Authority review of advocacy services.

9. Service user engagement

The NHS and the Local Authority have a range of service user engagement mechanisms known as 'gateways' that work with typically less engaged groups in the city to facilitate conversations and access to people. There is a single contract for mental health user engagement with a value £82k per annum. This contract will be considered as part of the wider review of the gateways.

Proposal

- The contract will be considered as part of review of service user engagement.

3.2.3 Summary of Key Messages

The review highlighted a wide variety of service provision that has evolved over time. As a result services don't always "fit" well together or comprehensively meet our local health needs. There is scope to redesign services to;

- Enable services work in a more integrated way
- More specifically support mental health recovery model
- Focus more on outcomes for people
- Increase the number of people supported by these services
- Reduce the numbers of people needing acute mental health care and residential care through earlier intervention
- Improve value for money

3.2.4 There are opportunities through the re- redesign to make the following specific improvements:

- More outreach to communities who have difficulties accessing services
- More clearly defined one to one and group support
- Improved links to primary and secondary care services
- Greater choice and increased access to day care
- Better access to mainstream services
- Help to access Self Directed Support and Personal Assistants
- Earlier opportunities for debt related advice
- Provide opportunities for employment support

- More targeted health promotion.

4. **CONSULTATION**

- 4.1 The output of previous consultations undertaken by the PCT and Local Authority has informed the review process.
- 4.2 As part of the review process a user and carer reference group has been established to oversee the consultation arrangements. It is proposed that a period of consultation is undertaken between November 2011 to January 2012 to inform the final service model. It is proposed that the consultation is based on the following principles .
1. Focus on early intervention and prevention
 2. Promoting recovery and support prevention of admission to hospital
 3. Participation
 4. Reducing social isolation
 5. Opportunities to provide peer support
 6. Maximising choice
 7. Improving accessibility
 8. Targeting those who are traditionally excluded
 9. Involving people in continuing service improvement
 10. Improving cross-sector working to ensure services work in an integrated way
 11. Using up to date evidence based models
- 4.3 The proposed methods for consultation include on-line, face to face, questionnaires and social media. Plans will link in to existing groups where possible. A key challenge will be reaching people who traditionally do not access or want to talk about mental health services.
- 4.4 The consultation will include the following
- Information and advice
 - Outreach support
 - One to one and group support
 - Day services
 - Employment support

The following services are not included as they are covered by separate review processes:

- Income and benefits advice
 - Mental health promotion
 - Advocacy
 - Service user engagement
- 4.5 The outcomes of the consultation and the fuller review document will be presented to the February 2012 JCB

5. **FINANCIAL & OTHER IMPLICATIONS:**

Financial Implications:

Table 1. Breakdown of funding for the 33 contacts in the mapping exercise

Service type	N contracts	PCT funding	LA funding	Total funding p.a
Advice and information	3	£10,500.00	£80,182.00	£90,682.00
Outreach services	6	£238,731.00	£20,630.00	£259,361.00
One to one and group support	8	£81,757.00	£84,064.00	£165,821.00
Day centres	6	£997,438.00	£268,380.00	£1,265,818.00
Health promotion	1	£15,950.00	£4,730.00	£20,680.00
Vocational support	3	£188,675.00	£43,785.00	£232,460.00
Income advice	1	£13,325.00		£13,325.00
Advocacy	4	£255,213.00	£26,909.00	£282,122.00
User engagement	1	£69,310.00	£13,058.00	£82,368.00
Total funding	33 contracts	£1,870,899.00	£541,738.00	£2,412,637.00

- 5.1 There will be efficiencies identified as a result of this redesign programme which will be agreed between Brighton and Hove City Council and NHS Brighton and Hove once the new model(s) for service provision has been finalised.

Finance Officer Consulted: Name Debra Crisp Date: 28/10/2011

Legal Implications:

- 5.2 In accordance with the joint arrangements between Brighton and Hove City Council and Brighton and Hove NHS, JCB is the body responsible for commissioning arrangements for Mental Health Services in Brighton and Hove. As public bodies both partners must have regard to responsibility to the public purse and statutory requirements for and guidance concerning the provision of services. This report proposes a review of service provision to ensure adherence to these duties and equity across the system. Full consultation is to take place to include interested and affected parties in accordance with principles of fairness and Human Rights Act considerations. There are no other specific legal or Human Rights Act implications arising from this report but any proposals flowing from the review process must take into account all statutory and Human Rights Act implications.

Lawyer Consulted: Name Sandra O'Brien Date: 1/11/2011

- 5.3 Equalities Implications:

NHS Brighton and Hove has completed an equalities impact assessment which has informed the priorities including the need to address the key populations in the city. The key message for this process has been to ensure that the at risk populations identified in the needs assessment are included and there are sufficient and adequate access points for the traditionally excluded populations. A full Equalities Impact action plan will be included in the next report to the JCB.

5.3 Sustainability Implications:

The most significant impact of these plans will be on social equality and opportunities, on health, building sustainable communities and on the economy.

5.4 Crime & Disorder Implications:

None identified

5.5 Risk and Opportunity Management Implications:

There is a risk of destabilising services delivery during his process. However commissioners will work collaboratively with providers to minimise any disruption to service provision.

5.6 Public Health Implications:

Community mental health commissioning proposals are clearly linked to reducing health inequalities for individuals and families and are supported by public health.

Corporate / Citywide Implications:

- 5.8 These service should be accessible to people with mental health needs who live in the city.

6. EVALUATION OF ANY ALTERNATIVE OPTION(S):

- 6.1 The alternative option is no change. This is not supported because of the identified opportunities for improvements in service provision and value for money as well as the potential to enable a greater number of people to accessing community mental health support services.

7. REASONS FOR REPORT RECOMMENDATIONS

- 7.1 The recommendation for change is based on the outcomes of the review that highlighted the fact services don't always "fit" well together or comprehensively meet our local health needs. There is therefore scope to redesign services to improve service provision and value for money.

SUPPORTING DOCUMENTATION

Appendices

1. List of the contracts included in the review.

Documents in Members' Rooms

1. None

Background Documents

1. None

Appendix 1

Contract holder	Contract name
Age Concern	Age Concern Advocacy Service
Allsorts	Allsorts Young LGBT people suicide prevention and drugs and alcohol work
Big White Wall	Online support service
Black & Minority Ethnic Community Partnership	Mental Health Community Development Worker for Black, Minority and Ethnic Communities
Brighton Housing Trust	Women's Counselling Services
Care Co-ops	Dispersed Housing Support Project
Care Co-ops	Drop in Service for women
Care Co-ops	Limited Editions day centre
Care Co-ops	Social Enterprise Service for Adults with MH Needs
Carers Counselling	Activity level contract
Cruse Brighton & Hove	Cruse Bereavement Services
Federation of Disabled (FED)	Counselling Service for People with Disabilities
MACS	Money Advice Service
MIND	Resource Room Services at Mill View
MIND	Generic Advice and Information Service
MIND	Brighton Unemployed Family Centre
MIND	LGBT Advocacy (MINDOUT)
MIND	Men 40+ peer support- group work
MIND	Activities Fund
MIND	Mental Health Promotion Services
MIND	Over 65's Advocacy
MIND	Community Advocacy
MIND	Independent mental health advocates (IMHA)
MIND	LiVE Project – service user engagement
Rethink Community Support Service	Resettlement services for offenders
Rethink Community Support Service	Survivors of Suicide support service
Southdown Housing Association	Preston Park Day Service
Southdown Housing Association	Work & Learning Advisor Service (IPS model)
Southdown Housing Association	User Employment Service (IPS model)
Sussex Partnership Trust	Mental Health Community Development Worker for Black, Minority and Ethnic Communities
Sussex Partnership Trust	Allen Centre
Sussex Partnership Trust	Buckingham Road Drop in Centre
Sussex Partnership Trust	Satellite Services

