

Item No.	Classification: Open	Date: July 2013	Decision Taker: Cabinet Member for Health, Adult Social Care and Equalities
Report title:		Consultation Process to Agree a New Service Model for Day Opportunities for Adults with Mental Health Conditions	
Wards or groups affected:		All Wards: Adults with mental health conditions and their families and carers; service that provide support to adults with mental health conditions	
From:		Director of Adult Social Care	

RECOMMENDATIONS

1. That the proposed consultation and documents as set out in this report and its appendices be agreed.
2. To note the proposals being consulted upon, which are:
 - 2.1 To invest in a new information, advice and signposting support service for people with mental health needs which will be free and accessible to all;
 - 2.2 To invest in further support for social inclusion and the coordination of peer support for people with mental health needs, which will be free and accessible to all;
 - 2.3 To continue our new investment in a free reablement service that will support people with moderate or substantial social care needs.

BACKGROUND INFORMATION

3. Personal budgets have introduced the concept of individual choice and control over the purchasing of care and support. Nationally driven, they provide the potential for individuals to design creative and inclusive ways to meet their eligible social care needs. Experience in Southwark to date has shown the benefits of personal budgets to the quality of life the outcomes achieved by many of our eligible service users.
4. The implementation of personal budgets has required a change in the way councils' commission and contract support. With no new investment to pay for personal budgets, the need for large block contracted services has been replaced with a need to release the money required for each individual payment. This is creating more opportunities in the market for organisations to offer alternative types of support to those traditionally commissioned.
5. Southwark Council has been working with providers on a transition programme to introduce and implement personal budgets across its adult social care teams. This

has led to a vision for Adult Social Care, which was published in 2011.¹ It outlines our ambition for people to live independent and fulfilling lives, based on choices that are important to them. It requires care and support services to be more effective and focussed on individuals so that they can be independent and get involved in their local community. We are starting to find more innovative ways of helping our residents to support themselves.

6. There is currently an overall annual investment of just under £1.1m by the council and CCG (Clinical Commissioning Group) in mental health day services. Existing services are continuing to be block funded in 2013-14 as personal budgets are being awarded to people with mental health conditions to smooth this transition.
7. In addition, in 2011, the Council created an Innovation Grant Fund. These are small grants (up to £30,000) awarded to voluntary sector organisations to provide new, innovative services and support in the market. The funding was designed as “start up” money to enable existing and new organisations to create a more diverse market place for people with personal budgets – meaning people needing social care have a greater range of high quality services from which to choose. Further additional funding has been awarded in 2012 and 2013 for new Innovation Fund projects.
8. The council wants to support people with mental health needs to achieve better life outcomes and improve their independence, health, wellbeing and links with their communities. It believes there is a need for an underlying infrastructure of information, advice and signposting (beyond the investment from personal budgets) and additional investment in support of social inclusion, reablement and the coordination of peer support opportunities to help people achieve these aims.
9. This report is seeking agreement to launch a consultation to understand if people agree that additional funding is needed to support people with mental health needs and what that support should look like.

Context

10. To increase its focus on prevention and increasing and maintaining people's ability to manage independently, the council has invested new money in a reablement team. This service focuses on increasing the individual's independence via a short term, intensive programme designed to support the person to live independently accessing primary care and mainstream services. In 2012-13 the council provided funds to implement an interim team to work more closely alongside day services and a member of staff from both Maroons and Together UK have been seconded into the team since August 2011.
11. We intend to continue this service and are currently establishing it as a permanent team.
12. Additionally, we are in the process of developing a specification for a social inclusion service which will support people to access local resources and support.

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This service will support both eligible and non eligible individuals via a time limited programme of engagement.

13. The council currently invests in 5 day services via a joint agreement with the NHS Clinical Commissioning Group (CCG) and also directly provides a BME specific service. The range of services and activities people currently access in day centres can now be purchased directly from the organisations via personal budgets. These services are entirely unaffected by the changes proposed in this consultation.
14. The council recognises that not all users of the existing day and/or community services are eligible for a personal budget. While the reablement and social inclusion teams will support them to maintain their independence and link them to support in their local communities, we believe there is a need to commission information, advice and signposting support through a hub and satellite model to underpin the system.

KEY ISSUES FOR CONSIDERATION

15. This consultation is designed to gain feedback on the service model set out that the council is proposing to commission, to establish whether it includes the right services to support a model of personal budgets and to inform how these new services should be shaped. The council wants to consult with service users, people with mental health conditions, carers, friend and family members of people with a mental health condition, organisations that provide support and/or services in this area and local user advocacy groups on their views.
16. The council has undertaken an extensive engagement programme over the past 18 months to explore what type of support our existing service users feel is needed and how that support could be provided. We have used these discussions to develop the proposed service model that will also be consulted on.

Key aspects of the new service model

17. The new model is based on four key principles² which all focus on recovery and independence:
 - **Reablement.** Where people engage with a planned programme of person-centred work to address issues and difficulties that inhibit wellbeing, recovery, independence and inclusion.
 - **Self run peer support groups.** Such groups offer the opportunity for people to maintain friendships that have formed over a number of years through taking charge of their own lives and building informal support arrangements. Activities can be planned to match participants' interests, budget and timetable. They are informal and immune from changes in services or any cuts in budgets and may last for years, eclipsing staff turnover rates.
 - **Social inclusion.** Building a web of friendships, engaging people in to 'mainstream' services and building positive social roles beyond the mental health service is a significant challenge for people who have become isolated or

² Adapted from a review of day services in Southwark by NDTi in 2011

who have become immersed in the mental health world. It is, however, crucial for mental health recovery, as it builds resilience, lowers dependence upon specialist services, reduces misunderstanding and discrimination in the community and matches most people's whole-life ambitions.

- **A Wellbeing and Information Hub and Satellites.** Designed to meet the expressed need for an open access service, where people will be able to obtain informal support and advice from peers and staff. The Hub will contain a well developed and maintained information resource that can offer details about, and effective links with, other services and community opportunities. There will be a programme of activities that members can sign up to, that may be delivered by in-house or visiting experts (including patient experts) from the mental health service or wider community.

18. The core to the new service model is the wellbeing and information hub and satellites. This service will be open to anyone with mental health conditions and their friends, family and carers, and offer information, advice and signposting to key services and support. It will offer crisis open access and support, but will not replace the health crisis support services. There will be a number of sessions at the hub to support people's health and wellbeing. These will focus on general health as well as the impact mental health has on people's overall lives. Examples of the sessions that may be held at the hub are:
 - Understanding personal budgets and personalisation
 - Healthy eating
 - Smoking cessation
 - Understanding your mental health diagnosis (specific diagnosis focus)
 - Active living
 - Accessing mental health support in Southwark
 - Enhancing friendship circles
 - Understanding the skills for independence
 - Positive parenting
 - Caring for someone with a mental health condition
19. It is proposed that the hub will be in Peckham as it is central to the borough and has good transport links. The consultation will gather views as to the suitability of the Peckham Pulse building to operate as the hub.
20. The satellites will offer the support and advice in venues in key areas in the borough. Initially it is proposed they will be in venues known to the day centre users. They will provide access to information, and advice services and be staffed as part of a team operating across the hub and satellites. Other groups and sessions described above or activities people choose to purchase from their personal budgets may be provided on these sites. Together, the hub and satellites will operate at least six days per week.
21. Work will be done during the consultation process to agree joint working protocols with the Community Mental Health Teams (CMHT's) and other key staff. While the hub and satellites will not require referrals, there will need to be good communication between all services and the hub will look to these staff to provide some of its wellbeing sessions.
22. With the hub focussing on information, advice and signposting and offering some

targeted health and wellbeing sessions, people wanting to purchase or access other activities and groups will need to do this through personal budgets.

23. Personal budgets create a business demand and so possible source of income for our existing providers, but more importantly, it creates a need for people to know about the range of services and activities available to them in the borough.
24. The hub will be required to maintain an accessible and comprehensive information directory that can be accessed at the hub or by other individuals and organisations. This will include universal (open to all) and services and activities specifically for adults with mental health conditions. This directory will link in to existing information resources such as that held by Riverside (which provides older adult, physical and learning disability information) and the My Support Choices website.
25. As part of the proposed staff team, there will be a peer support coordinator in the hub. Their role will be to ensure the information directory includes the wide range of peer led and run activities, groups and services in the borough for people with mental health conditions. This includes training and support to operate a group.
26. This new service will sit alongside the services purchased by eligible service users via personal budgets as well as the reablement and social inclusion services, providing an underlying infrastructure for anyone who identifies as having a mental health need, as well as their families and carers.
27. Full details of the new service model are in Appendix 1.

Impacts for services

28. The consultation is focussing on the development of a new information, advice and signposting service to underpin the development of a new market to support people with mental health needs. This service will be supported by the new Reablement and Social Inclusion services.
29. Maroons, the only council managed day service, will not be affected by these proposals.

Impacts for service users

30. The proposed new services will increase the availability of information and advice in the borough for people with mental health needs, their carers and their families. The use of satellite buildings will mean that this information can be accessed throughout the borough. It will also increase the support for people with mental health needs to become more involved in their local communities.
31. These services (excluding the reablement service) will be available to any Southwark resident with mental health needs, regardless of their eligibility for personal budgets or links with primary or secondary mental health services.

Impacts for staff

32. The increased funding in the reablement service and the creation of the social inclusion may offer new opportunities for staff in existing services.

Policy implications

33. In 2011, the council published a Vision for Adult Social Care, which highlighted the need to provide more support in the local community, enhancing and supporting independent living skills. The proposal is to also commission an information, advice and signposting service in addition to the payment of personal budgets which supports this vision.
34. The proposed model supports the council's Fairer Future Promises by focussing on helping people with mental health conditions to access the full range of services, activities and resources available in the borough (equal access to opportunities and promoting choice and control).

Community impact statement

35. The proposed service model will affect people across the borough from all equality groups, with a particular focus on disability and race and ethnicity. However, we are not suggesting a removal of support, rather the creation of a new layer of support to focus on regaining skills and reconnecting with the community. The intention is to improve the outcomes achieved with this service, thereby increasing the independence, inclusion and wellbeing of these groups.
36. The introduction of personal budgets nationally has shown increased outcomes for people from marginalised groups. Purchasing your own care directly means that individuals have been able to design a support package that is relevant to their individual needs around language, belief, ethnicity, gender and sexual orientation. This new model supports the introduction of personal budgets.

Age

37. This service is for adults (18+) with mental health conditions. The information directory held at the hub will include generic as well as age specific services and groups.
38. The majority of people come in to our mental health services at around 23. Feedback from younger users is that traditionally commissioned services (such as day centres) are not attractive to them, and they mainly access support in a different way. This new model provides the opportunity for younger people to have more support options available to them, and the means to identify and access them.

Disability

39. Mental health conditions are generally recognised as a disability given it is a long term condition that has a significant impact on people's lives. All of the people impacted by this consultation therefore have a disability. The proposed new service is free to access, and all but the reablement service are open to anyone in the borough with mental health conditions, regardless of their eligibility for a personal budget.

Faith and religion

40. By focussing on supporting people to reconnect with their communities, the introduction of personal budgets and this new model will support people to identify and meet their religious and belief needs.

Gender

41. There are slightly more male users (c60%) in our current mental health services. Some of the existing commissioned services hold gender specific support groups. The new model will continue to support this, either through peer led gender specific groups or by linking people into gender specific community groups.
42. Evidence exists of increased mental health needs amongst transgendered people but there are currently no commissioned support services. The individual nature of the new model and personal budgets will enable these users to get specific support.

Race and ethnicity

43. There is an overrepresentation of people from a BME background in mental health services across the country. This is reflected in Southwark where 57% of existing day service users are from a BME background compared to 46% of Southwark residents. This new model will therefore have an increased impact on this group.
44. People from a BME background who use the new service will still be able to access BME specific support through signposting to appropriate services or support to establish peer led groups and services. The consultation will explore what services people from a BME background feel are needed and how they can best be delivered.

Sexual orientation

45. There is one user led organisation in Southwark (4 in 10) which provides specific support to people from the lesbian, gay, bisexual and transgendered (LGBT) community, but no commissioned services. It is recognised that the LGBT community experience higher levels of mental health need, and it is anticipated that the introduction of personal budgets, combined with the extra support this new service model will provide to make local services more accessible, will improve the range of support available for this group.

Resource implications

46. This consultation is looking at the increased investment in support and information for people with a mental health condition in Southwark on top of the expenditure on personal budgets. It is anticipated that this will increase overall expenditure on day opportunities and support for adults with mental health needs from £1.3m in 2012-13 to an estimated £1.9m in 2014-15.

APPENDICES

No.	Title
Appendix 1	Consultation documents

BACKGROUND PAPERS

Background Papers	Held At	Contact
Record of engagement to develop new model	Adult Commissioning Unit Children's and Adults Services Southwark Council Tooley Street, London SE1	Peta Smith 020 7525 3629

AUDIT TRAIL

Lead Officer	Sarah McClinton, Director of Adult Social Care		
Report Author	Peta Smith, Commissioning Manager		
Version	Final		
Dated	15 July 2013		
Key Decision?	Yes		
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER			
Officer Title		Comments Sought	Comments Included
Director of Legal Services		No	No
Strategic Director of Finance and Corporate Services		No	No
Cabinet Member		Yes	No
Date final report sent to Constitutional Team			15 July 2013