

LONDON BOROUGH OF NEWHAM

CABINET

Is it a key decision?	Yes
Is it in the Forward Plan?	Yes
Date report published	27/06/12
Date of meeting	05/07/12

Subject: Redesign of Mental Health Services – Adult Social Care

Source: Strategic Commissioning and Community

Wards affected: All

Purpose of Report

This report sets out proposals for the future of Mental Health Day Opportunities Service and the changes that are required to ensure, choice and control, a personalised approach, improved access to quality provision, and value for money are achieved for the people of Newham

Adult Mental Health Services aims to deliver a “Model of Care” in Newham that enables people to create their own sustainable solutions to their social care needs. The new Model of Care is based on more effective use of universal service provision, timely and targeted prevention and enablement, maximising choice and control, whilst ensuring vulnerable Service Users requiring on-going support are assisted to determine their own solutions from a more responsive market place.

Future options will need to consider the best model for continuing to provide some or a “new” service that can meet the criteria of value for money, quality and demand. Progressing with these future options could release considerable savings, whilst every effort would be made to minimise redundancies (through redeployment of staff), there is a potential risk of one-off redundancy costs. The service is currently made up of 10 staff; one East London NHS Foundation Trust employed joint funded post & sessional workers to run the groups.

The proposals would support Newham to achieve objectives in line with National and Local Policy:

- To ensure choice for local people and for resources to be allocated primarily through individual budgets (IBs)
- To provide a safety net of provision otherwise be unavailable in the market
- To develop a model of provision that is high quality, responsive, competitive and accountable
- To maximise value for money of provision that is fit for purpose
- To maximise employment and education for working age adults
- To decommission services not delivering high quality, evidenced outcomes

Recommendations

The Mayor in consultation with Cabinet is asked to:

- To open a consultation period in order to obtain feedback from Service Users, Carers, Families, Staff, Trade Unions and Stakeholders with a view of modernising Mental Health Day Opportunities Service.
- To receive a follow up report following the period of consultation, detailing recommendations on the future redesign of Mental Health Day Opportunities..

Reasons for the Recommendations

The reasons for the recommendations are:

- There are viable, more cost-effective services available elsewhere in Newham.
- Demand for this service has dropped considerably over the last 18 months as less people are choosing the traditional Day Centre Model opting for User choice through Self Directed Support (SDS).
- There is a need to maximise choice and control by offering people personal budgets.
- The current service model does not fit with Newham's strategies and the national Putting People First agenda or the Mayors Resilience agenda.

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Local Government (Access to Information) Act 1985

Background papers used in preparing this report:

- Putting People First: A shared vision and commitment to the transformation of adult social care, 2007. HM Government
- Putting People First – Progress Measures for the Delivery of Transforming Adult Social Care Services. Sept 2009, ADASS
- Trust-wide Care Programme Approach Policy, East London NHS Foundation Trust, May 2010
- Personalisation and the law: Implementing Putting People First in the current legal framework, ADASS, October 2009
- Commissioning for Personalisation: A Framework for Local Authority Commissioners, DOH
- Developing social care: service users driving culture change, SCIE, November 2007
- Giving disabled people choice and control, Rules for running the Right to Control, HM Government, May 2010
- New Horizons - A shared vision for mental health, HM Government, December 2009
- The recovery approach in community-based vocational and training adult mental health day services, SCIE, July 2007
- Facts about FACS 2010:A guide to Fair Access to Care Services, SCIE, April 2010

- No Health without Mental health, HM Government, February 2011

List of enclosures / Appendices:

- Report – Part A
- Report – Part B

Report – Part A

1. Introduction and Background

1.1 The Mental Health Day Opportunities Service offers therapeutic activities to Service Users in Newham who have on going mental health needs, in the form of group based services which run activity focused groups in various community locations around Newham. The Service facilitates approximately 14 group activities per week, some are for Black and Minority Ethnic (BME) groups, and some are gender specific groups. The team works within the Recovery Model and Strengths Model with an emphasis on encouraging individuals to identify achievable goals for engagement with the Service, to enable recovery and integration to the generic and universal services available across the Borough.

1.2 The Care Programme Approach (CPA) is a framework for delivering care within the Mental Health System. Service Users being on a Community Programme Approach (CPA) means a Service User has complex mental health needs and this is recognised as meeting part of Fair Access to Care Services (FACS) however more research is needed to look at this area. A review by East London NHS Foundation Trust showed that only 38% of the people using the Mental Health Day Opportunities Service were on Community Programme Approach (CPA); 62% were not meeting the Fair Access to Care Services (FACS) compliance. There were a number of issues in terms of quality of environment, outcomes, fewer people choosing this particular service, cost and future viability.

1.3 A Business Case Report from East London NHS Foundation Trust stated that “on reviewing the current Day Opportunities Services, it was apparent that this is neither a cost effective service nor a service that people choose as part of their recovery /rehabilitation journey away from Mental Health Services. It concluded that very few Service Users decided to have Day Opportunities as part of their support plan when using Self Directed Support (SDS) but instead used other Services or Activities outside of the Trust”

1.4 Adult Mental Health Services wants to ensure that all Service Users benefit from the Personalisation Programme, maximising choice and control, and transparency of allocation of resources linked to need, in line with Putting People First (2007). Mental Health Day Oppourtunties Service needs to change and compete or close – based on value for money, user choice, service need and strategic fit. It is not viable to continue with an expensive service that cannot demonstrate any outcomes or how they meet the above criteria’s.

1.5 Over the past decade, Newham has worked to increase choice, rights and inclusion for vulnerable people. This has been achieved through a range of approaches including redesign of day services, investing in preventive services, Supporting People schemes, and the introduction of personal budgets. In line with Putting People First and our Transformation Programme, we need to continue the process of ensuring quality and value for money, empowerment, co-production and personalised approaches so that people can choose how to meet their needs and achieve their own identified outcomes. Newham also needs to make considerable savings.

1.6

Newham has a yearly target of offering personal budgets to all eligible users, so that users will be able to choose to purchase alternative ways to meet their assessed needs. In order to maximise choice and control, and transparency of allocation of resources linked to need, in-house services need to offer value for money, be high quality, responsive to needs and demand, be the service of choice and deliver quality outcomes for individuals.

1.7 If Mental Health Day Opportunities Service is to be decommissioned with a view of Services Users accessing Personalisation or Individual Budgets, there are a number of Day Services within Newham which Service Users could have access to:

- The Harmony Family Centre
- MIND in Tower Hamlets and Newham
- Hestia - ASK
- Newham Asian Women's Project
- INUF- The Independent Newham User Forum (Mental Health)
- Omega Community Living
- Outreach and Life Skills
- Club Des Jeunes

1.8 The service redesign plan will promote inclusion and ensure that people with a range of needs have access to options that take into account their community and ethnic preferences. Equalities Impact Assessments of the modernisation proposals will be undertaken to ensure we meet our statutory duties on promoting equality and eliminating discrimination.

2 Key Considerations and Sustainability

2.1 Our aim in Adults' Services is to ensure a range of approaches:

- To ensure choice and control for local people and for resources to be allocated primarily through personal budgets and based on evidenced need
- To develop a model of provision that is outcomes-focused, high quality, responsive, competitive and accountable
- To maximise value for money of provision that is fit for purpose
- To maximise employment for working age adults
- To decommission services not delivering high quality environment or support and evidenced outcomes
- To decommission provision that cannot deliver value for money.
- to provide a safety net of provision that would otherwise be unavailable in the market
- To ensure that any premises used are fit for purpose

2.2 Over half the Service Users who are currently attending Mental Health Day Opportunities Services have been attending for over a period of five years or more. Service Users have become stagnant with no move on to Employment, Education or other such activities. This is not in line with current Government Policy. The 'Putting People First' concordat outlines a shared vision and commitment to the transformation of adult social care which will mean increased choice, control and power for people who use services and their carers (HM Government, 2007). This review focuses on an approach to delivering mental health services that is vital to achieving personalised support for those needing to access opportunities for employment, education and meaningful occupation.

2.3 The Service Users that attend Mental Health Day Opportunities Service are open to Secondary Mental Health Services and therefore we will ensure that if the decision to change this service goes ahead, that each Service User will have a review of their needs by the appropriate allocated team.

2.4 Each Service User, Carer, Family and Stakeholders will be invited to discuss their concerns, share opinions and feedback through a three month consultation period. All feedback will be recorded and collated to help form the final decision. The consultation period will take place in many forms from group work, one to one meetings, telephone calls, letters and a list of Frequently Asked Questions (FAQ) will be available to ensure all parties are kept up to date.

3. Service Delivery and Performance Issues

3.1 These changes will benefit the people of Newham through improved choice and control, personalised approaches, improved access to quality provision and value for money. They will enable Adults Services to end expensive provision that does not offer value for money or is not responsive to current needs. It is not viable to continue with an expensive service that cannot demonstrate any outcomes.

4. Comments of the Finance Officer

4.1 Progressing with proposals could result in savings being achieved by 2013/2014. The savings account for the difference in cost of continuing with in-house provision and that associated with re-providing for service users in the external market or via a Personal Budget. In addition, efficiency savings would be required within any in-house services that remain. Achievable savings will be reported as the redesign and re-provision develops.

5. Comments of the Legal Officer

5.1 The Council is required to embark upon a process of consultation regarding any service review proposals and take relevant feedback into consideration before reaching any decision regarding re-design/alternative provision. An Equalities Impact Assessment also needs to be undertaken and where the proposals involve recommendations for staff redundancies section 188 notices will need to be issued in accordance with statutory requirements.

6. Risk Management

6.1 A Risk and Issues Log will be developed to account for any risks which may occur. The Risk and Issues Log will be updated regularly through Workstream Meetings and any high risk will be escalated to the appropriate Management Meeting.

6.2 All Service Users who currently attend Mental Health Day Opportunities Service will be in receipt of a full needs assessment (as part of Community Programme Approach Planning) before discharge and options/choices given as to what they can access. This will include Self Direct Support (SDS) and other services within the Voluntary Sector.

7. Consultation

7.1 It is envisaged that the consultation process will start with Service Users, Carers, Families, Staff, Trade Unions and other Stakeholders. This consultation process will be over a three month period and will take place in many forms from telephone contact,

letters, one to one meetings and group meetings. Service Users will also have access to advocacy and use of support groups.

7.2 A consultation meeting with East London NHS Foundation Trust has taken place and they are in agreement for the modernisation of Mental Health Day Opportunities Service.