

Decision Maker: Care Services Portfolio Holder

Date: 2 October 2014

Decision Type: Non-Urgent Non-Executive Non-Key

Title: **COMMUNITY SUPPORT SERVICES FOR PEOPLE WITH MENTAL ILL HEALTH**

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Chief Officer: Terry Parkin, Executive Director Education, Care and Health Services

Ward: Boroughwide

1. Reason for report

The contract for community support services for people with mental ill health (previously known as day services) provided by Bromley and Lewisham MIND is due to expire in March 2015. This is a joint contract with Bromley Clinical Commissioning Group (BCCG) and is one of a number of contracts held by the Clinical Commissioning Group which provide similar services. In order to identify what is required in the future a joint review was undertaken to consider all these services in detail ensuring they are fit for purpose and provide value for money. This report gives details of this review carried out by the Clinical Commissioning Group and recommends future actions. It is proposed that the Council agrees that Bromley Clinical Commissioning Group to lead the procurement for the new service thus saving procurement costs. The Council would contribute £100,000 to the new service to meet its statutory responsibilities, thus providing a saving of £92,281. This contribution would be secured through a section 256 agreement with the CCG minimising the risks to the Council.

2. **RECOMMENDATION(S)**

The Portfolio Holder is asked to:

- 2.1. **Endorse the new approach set out in strengthening the early intervention and prevention services for people with mental ill health.**
- 2.2 **Agree that a Section 256 agreement is entered into with Bromley Clinical Commissioning Group for £100,000 per annum for a period of three years plus two years to run concurrently with the contract for a new service.**

Corporate Policy

1. Policy Status: Existing policy. Building a Better Bromley
 2. BBB Priority: Supporting Independence. Excellent Council, and Supporting Independence
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Financial

1. Cost of proposal: No cost
 2. Ongoing costs: N/A. £100,000
 3. Budget head/performance centre: 758 0033427
 4. Total current budget for this head: £157,670
 5. Source of funding: Education Health and Care Services revenue budget
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Staff

1. Number of staff (current and additional): Services are provided by external organisations
 2. If from existing staff resources, number of staff hours: N/A
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Legal

1. Legal Requirement: Statutory requirement. National Health and Community Care Services Act 1990
 2. Call-in: Call-in is applicable
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Customer Impact

1. Estimated number of users/beneficiaries (current and projected): 600 plus
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Ward Councillor Views

1. Have Ward Councillors been asked for comments? No.
2. Summary of Ward Councillors comments: N/A

3. COMMENTARY

3.1 The contract for community support services for people with mental ill health (previously known as day services) provided by Bromley and Lewisham MIND is due to expire in March 2015. This is a joint contract with Bromley Clinical Commissioning Group and is one of a number of contracts held by the Clinical Commissioning Group which provide similar services. These provide a broad range of activities which are recognised as providing “valued day-time activity”; these services are traditionally referred to as “day care”. “Day care” is now recognised as providing a range of distinct activities including: employment (paid and unpaid), volunteering, peer support, vocational work and access to education as well as a range of skills based activities. A review of these services and the local need has been undertaken to ensure that future provision is commissioned in line with current need.

3.2 CONTEXT

3.2.1 It is well documented that work is beneficial to the health and wellbeing of an individual. Many individuals with mental ill health can and do work but, as a group, people with mental ill health fare worse in the labour market. The employment rate for all people with mental ill health is 37%, lower than for people with health conditions in general (58%) or the working-age population as a whole (71%). For disabled people with mental ill health, employment rates are lower still at just 18%. The estimated cost of mental health problems to the economy is £30 to £40 billion, arising from lost production from people with mental ill health, the costs of care and health service. There are also personal costs for individuals, in terms of the impact of their condition on their quality of life and social functioning.

3.2.2 Government policy is focussed towards promoting the use of mainstream services by those with disabilities (including those with mental health issues), rather than have funding invested in developing specialist provision. There has been a recognition of the extent of mental ill-health in the wider population and its impact on national economic performance – hence the need to have a mentally healthy workforce.

3.2.3 The Department of Health (DH) and the Department for Work and Pensions (DWP) report ‘*Psychological Wellbeing and Work*’ January 2014, suggested a range of approaches to improve the alignment of mental health and employment services for people with common mental health problems. The report identified three main findings:

- Earlier access to specialist services will improve the employment and wellbeing outcomes of people with common mental problems and employment needs.
- Co-location or integration of employment advice and mental health treatment is likely to improve outcomes.
- Given the limitations in the evidence base for improving employment outcomes of people with common mental health problems the evidence base should be improved.

3.3 LOCAL NEED

Mental health/psychological symptoms are common in the adult population affecting up to 1 in 3 people. Applied to Bromley, this would mean that 64,000 people are suffering from one of these symptoms at any one time. About half of those with symptoms, 1 in 6, will suffer from a recognised mental health problem including depression, phobias, obsessive compulsive disorder, panic disorder, generalised anxiety disorder and mixed anxiety and depressive disorder. In Bromley this would currently equate to about 32,000 people; of these about 4,000 will be known to secondary mental health services. The table below shows a predictive increase in people age 16-64 years who are likely to suffer from some form of mental ill health for the next six years.

	2012	2014	2016	2018	2020
Predicted to have a common mental health disorder	30,949	31,581	32,341	33,121	33,837
Predicted to have a borderline personality disorder	868	886	907	929	949
Predicted to have an antisocial personality disorder	652	665	681	698	713
Predicted to have psychotic disorder	770	785	804	824	841
Predicted to have two or more psychiatric disorders	13,757	14,038	14,377	14,723	15,040

Source: Predicting Adult Needs And Service Information system (PANSI) 2014

The data demonstrates that Bromley like most other local authority areas has an increasing population of people with common and more complex mental health needs. However, Bromley performs poorly on a number of mental health indicators including:

- Percentage of 18+ people with depression is significantly worse than both England and regional rates
- In year bed days for mental health, rate per 100,00 population is significantly higher than the England rate.

3.4 CURRENT SERVICES

Bromley Clinical Commissioning Group and Bromley Council commission two separate services that provide “day care” which provides employment (paid and unpaid), volunteering, peer support, vocational work and access to education as well as a range of skills based activities as part of a preventative and recovery outcome for people.

3.4.1 **Horizon House** offers a specialist rehabilitation service for individuals experiencing mental ill health with an emphasis on working towards either employment, volunteering or education. Staff work alongside individuals to maximize participation and skills. The service also offers a wide range of courses and training programmes that focus on employment and skill development. Transitional Employment Placements (TEP’s) offer paid work within permitted work rules. Referrals for assessment are received from secondary mental health services. This is provided by Oxleas NHS Trust and funded by the Bromley Clinical Commissioning Group.

Link Up is an employment and training service provided by Oxleas NHS Trust and funded by London Borough of Bromley through the provision of a seconded member of staff and by the Bromley Clinical Commissioning Group. It provides a job retention service that works with employers to reduce the risk of job lost that may otherwise result in people accessing other health and care services and is based with Horizon House, to further integrate the service provision.

Referrals to both these services are shown below with the employment outcomes.

Horizon and Link Up	2012-13	2013-14
New Referrals	203	181
Starts in F/T employment	10	17
Starts in P/T employment Inc. TEP	19	20

Horizon House is funded by the Bromley Clinical Commissioning Group as part of a tri-borough contract with Oxleas to a total of £257,270 per annum; this includes the provision of the Link up worker. The Council funds the second Link Up worker, who is a member of LBB staff seconded to Oxleas NHS Trust through a Section 75 agreement .

3.4.2 **Bromley and Lewisham MIND** provide the community wellbeing service which include a range of individual support for people to access opportunities in the wider community through structured groups, providing courses and peer support. Referrals to this service are shown below.

Community Wellbeing Services	2012-13	2013-14
New Referrals	318	292
Discharge from caseload	293	329

The **Peace project** is a specific service that provides support for mothers with dependent children who need support independent of statutory mental health or children and family services. This service is funded by the Bromley Clinical Commissioning Group and is provided by Bromley and Lewisham MIND.

Peace Service	2012-13	2013-14
New Referrals	39	25

The current contract value for the Community Wellbeing Service is £201,804 per annum with the Council funding £161,181 (per annum) and the Bromley Clinical Commissioning Group £40,623. The Bromley Clinical Commissioning Group fund the Peace project under a separate contract of £41,000 per annum. Bromley Council also commission Bromley and Lewisham MIND as a strategic partner for mental health under a separate contract. This contract has not been considered in this review as it is being reviewed alongside similar contracts in the review of information, advice and guidance services.

3.5 BENCHMARKING INFORMATION

3.5.1 Comparative information has been sought from other areas. Havering Clinical Commissioning Group procured two mental health employment services in early 2014 with an anticipated budget of £350k. Similarly, Bexley Clinical Commissioning Group recently re-procured their preventative and recovery services which had a strong emphasis on employment. The service model had an approximate budget of £700k.

3.5.2 The National Development Team Inclusion have also produced data drawn from different local authority areas that show the current spend on mental health employment services. Data provided by the current providers has been used to complete some comparison costs.

Table of costs using National Development Team Inclusion average as a baseline for local costs

Service	Average No. of people who received support	Contract costs	Av. Cost per person supported	Av. Cost per paid job outcome
National Development Team Inclusion	279	£316,148	£1,485	£8,024
Horizon House	193	£288,871	£1,497	£4,514
MIND	486	£201,623	£ 415	N/A

(National Development Team Inclusion definition, a job outcome defined as being either someone being supported to gain a job, or someone being supported to retain a job they already held.)

Using these comparisons in Bromley the cost per person supported is below the national average of all services. The cost per job outcome achieved is significantly below the national average of all services.

3.6 REVIEW FINDINGS

- 3.6.1 The review found that the current service arrangements do not demonstrate value for money in terms of outcomes and there is the potential for duplication of provision, mainly due to the historic pattern of provision and funding streams. The services will not be fit for purpose in the future as other service changes are implemented. The review therefore recommends that a single service should be commissioned and provided with the funding brought together under one contract with a lead commissioning organisation. It is proposed the Clinical Commissioning Group should lead the commissioning of this new service with the funding from the Council being subject to a section 256 agreement with the CCG. This would ensure a clear procurement and commissioning process with minimum of risk to each organisation. The details of this are shown below.
- 3.6.2 The review found that all current services provided appropriate and meaningful occupation for people who use them including vocational training and skills development, although it is recognised that multiple access points and separate services add to the challenge of effective delivery and possible duplication. It is proposed as part of any new service a single point of access is established. This would be incorporated within the re-design of the new pathway and specification.
- 3.6.3 Evidence is available to demonstrate that the Individual Placement and Support employment model for people with severe mental illness has been most effective in helping people to enter work. Those services that also followed an Individual Placement Support model of employment found significant cost savings per job outcome compared to others. The review concluded that the Individual Placement Support model in mental health services provides the most cost effective services and that employment support should be integrated with health, social care and education services and linked more closely with other statutory services such as Jobcentre Plus. A new specification would be developed in consultation with stakeholders in line with the Individual Placement Support model to support the employment service.
- 3.6.4 Any new service would need to reduce the reliance on building based services. The new service will need to consider the geographical service locations based on local needs. It would also need to demonstrate closer links or co-location with other statutory organisations and partners to further improve preventative and recovery opportunities. Co-location or integration of employment advice and mental health treatment is likely to improve outcomes. Closer links to organisations such as Jobcentre Plus will be encouraged and focus wherever possible, in bringing 'specialism to mainstream'.
- 3.6.5 The new service will require the support of Oxleas NHS Trust through the integration of the care pathway to discharge planning. The developments in local primary care services with a move away from secondary care with the national policy of 'shifting settings of care' make the redesign of the community preventative and recovery services even more crucial in ensuring the services commissioned meet a full range peoples of needs. This 'shifting settings of care' is part of a wider review of community mental health teams and strengthening primary care, which is considering the need of a large number of people known to services whose mental health is stable but who have not been discharged from secondary care services. This cohort of people are likely to be moved or discharged from secondary to primary care. A protocol to facilitate this would be developed by Bromley Commissioning Group with GP's and Community Primary and Mental Health Teams.
- 3.6.6 There are long term service users within each of the current contracted services. These are people who attend the service for support who either cannot or do not want employment. It is recognised that for some people within this cohort their attendance provides an element of prevention by reducing the possible deterioration of their mental health by providing low level

support. This low level support it is very likely to reduce referrals to health and social care services in the future.

3.6.7 The review considered the current funding streams and the responsibilities of the Clinical Commissioning Group and the Council in relation to this. The CCG have responsibilities in relation to healthcare provision and in supporting primary care to reduce the use of secondary mental health services including hospital inpatient beds, whilst the Council has a statutory obligation to meet the requirement for the provision of services for people eligible for social care. Given the changes proposed a calculation has been done based on current usage. This shows that approximately 25% of service users would be eligible for Council services therefore equating to £100,000 contribution per annum. This contribution would be secured through a section 256 agreement with the CCG minimising the risks to the Council. The review also considered, based on the levels of funding, who should be the lead organisation in the procuring of the contract it is proposed that the Council agrees for Bromley Clinical Commissioning Group to lead the procurement as the majority of the funding and statutory responsibility for the service lies with the CCG. This would also mean a saving on the procurement costs to the Council.

3.6.8 If the recommendations of the review are agreed a stakeholder event will be undertaken to further develop the model and service specification with procurement for the service taking place following this to have a new service in place by April 2015.

4. POLICY IMPLICATIONS

4.1 The changes to services identified within the review align to other strategic priorities within the Bromley Health and Wellbeing Board Strategy 2012-15. The service would contribute to the delivery of the Bromley Council priority of supporting independence.

5. FINANCIAL IMPLICATIONS

5.1 The total joint funding from Bromley Council and Bromley Clinical Commissioning Group to these services (Horizon House and Bromley and Lewisham MIND) is £491,871.

	CCG funding (£)	Council funding (£)	Total (£)
Horizon House	257,270	31,100	288,370
MIND	40,623	161,181	201,804
Peace project	41,000	0	41,000
TOTAL	338,893	192,281	531,174

5.2 The Council procured the Community Wellbeing Service and holds the joint contract with the Bromley Clinical Commissioning Group. In 2012 the Council reduced its contribution to this service by £75,000 with a small reduction in service. It is proposed that the Council agrees for the Clinical Commissioning Group to lead the procurement for the new service thus saving procurement costs. The Council would contribute £100,000 to the new service thus providing a saving of £92,281. This contribution would be secured through a section 256 agreement with the CCG minimising the risks to the Council. This contribution would be for the contract term as defined by the CCG.

6 LEGAL IMPLICATIONS

- 6.1 The National Health and Community Care Services Act 1990 Act requires health authorities – working with the local authority – to put in place set arrangements for the care and treatment in the community of people with mental health problems. It places a duty on local authorities to assess an individual’s needs and circumstances (Section 47)– in partnership with them – to decide whether or not they will offer social services and to provide such.

7 PERSONNEL IMPLICATIONS

Any staffing implications arising from the recommendations in this report will be managed in accordance with Council policies and procedures and with due regard for the existing framework of employment law.

Non-Applicable Sections:	
Background Documents: (Access via Contact Officer)	