

Cabinet –14 September 2011

Commissioning Mental Health Services

Portfolio: Councillor McCracken, Social Care, Health & Housing

Service: Broadway North Day and Residential Services

Wards: All

Key decision: Yes

Forward plan: Yes

1. Summary

The current model of mental health services at Broadway North dates back to 1994, and developments since that time in the form of implementation of the National Service Framework from 2001, and latterly personalisation of social care services, make these services out-dated and comparatively expensive.

A desk-top review has been completed by the Lead Joint Mental Health Commissioning Team (part of the Joint Commissioning Unit) to evaluate value for money. The review has examined day services, employment and vocational services, and respite and crisis bed services and has included a benchmarking exercise and a site visit to the resource centre to meet with the staff leads.

Consultation has been undertaken with the staff groups, with service users and carers and a wider survey completed to ensure the voice of the users is integral to the outcomes of this review. Consultation will continue in the form of a programme of reviews with service users, and regular staff forums.

The review has confirmed that the service model is out-dated and that implementation of individually tailored support packages for service users in line with personalisation practice will very likely lead to significant changes in the way people can be supported and provide an opportunity to transfer funding streams from the Broadway North residential provision to contribute to the further development of the community model.

2. Recommendations

- 2.1 That a programme of reviews of all individuals receiving support from Broadway North be completed by the end of March 2012;
- 2.2 That a subsequent programme of re-commissioning of the services be carried out through the 2012/13 financial year to release resources from the historical pattern of provision to support individually tailored support plans;

- 2.3 That the Council continues to work in partnership with Dudley and Walsall Mental Health Trust to ensure that re-commissioning of services at the Broadway North Centre is fully incorporated within the overall service redesign of mental health services; and
- 2.4 That officers continue to consult with service users and carers on proposals for the development of the services.

3. Report detail

- 3.1 Broadway North became a Resource Centre in 1994 and currently has 10 residential beds for crisis and respite care, a day service Monday to Friday, and an employment and vocational service which is located at the Resource Centre, but accessed from Community Mental Health Teams (CMHT's).
- 3.2 The staff within the day and residential services are all employed by the Local Authority and managed by Dudley and Walsall Mental Health Trust (DWMHT), and the broad aim is to provide support to people from a social care perspective, at times of perceived crisis.
- 3.3 The aim of the respite care and crisis unit was initially to provide a residential alternative to psychiatric hospital care for clients with severe and enduring mental health needs. The unit was to be short stay and based on a recovery model. Referrals to the unit could be taken via care coordinators (Social Workers, Community Psychiatric Nurses, etc) based in the CMHT's.
- 3.4 Implementation of the National Service Framework from 2001 came with considerable additional investment in mental health services and the development of a set of a whole new set of crisis intervention and respite care services including Home Treatment Teams; Assertive Outreach Teams; Early Intervention Teams; Carers Support Services and Employment Retention Support Services.
- 3.5 These services provide support to people in crisis at home as an alternative to residential placements. Respite care has been successfully implemented into the Relapse Prevention Plans of service users - especially those experiencing personality disorder - where intervention at regular intervals has reduced expensive hospital admission. These days, crisis intervention and home treatment services aim to support people within their own home environment and this has proven to be a more successful model.
- 3.6 This increased access to community resources offers greater choice, and means that it is possible for service users to have more individually tailored packages of care and support. This is in line with the process of implementing personalisation of social care services whereby service users who are eligible to receive social care are able to receive an individual budget with which they are supported to select and/or purchase their own arrangements with support from the Council. Experience elsewhere has shown that many people will then develop more localised and community based support arrangements which in turn contributes further to the development of the community model.

- 3.7 Currently the crisis/respite unit comprises single bedrooms with additional shared facilities including a lounge, kitchen, bathrooms. None of the rooms have ensuite facilities. They would not meet CQC standards and substantial investment from the Local Authority would be required before standards could be achieved on a sustainable basis. It is therefore necessary to consider the option of ceasing the residential services that are provided at Broadway North. Given the levels of occupancy, up to around 160 people used the residential service during 2010/11.

4. Council priorities

The proposal to re-model the services at Broadway North is in line with the Council priority to promote and sustain the independence, health and well being of the people of Walsall.

5. Risk management

Some individuals may find it difficult to accept that the model of services at Broadway North is both out-dated and comparatively expensive. They may feel that their mental health needs have not been fully considered and wish to make a representational challenge to the council.

Performance for monitoring outcomes and enabling people to access or return to work will form part of the councils high level scorecard.

6. Financial implications

The current cost of staffing for the day service is £106,266 per annum. The current cost of staffing for the residential services is £304,617. Building maintenance costs are £45,576 per annum. This is a total of £456,459 per annum.

Calculated as a unit cost, cost per bed per week in the residential service equates to £716 if utilised to full capacity. The level of occupancy of the ten beds during 2010/11 was 26% of the 6 crisis beds and 44% of the 4 respite beds. Therefore the actual unit cost was £2,157 per bed per week.

Alternative and comparative residential services are available in the independent sector at a cost of £609 per bed per week, with these costs shared between the Council and the PCT. Based on current demand the yearly cost of provision from the Independent Sector would be a total of £105,357, shared as £43,423 (NHS) £61,934 (SC&I). This would produce a saving on residential provision of £199,260 excluding the building maintenance costs.

Day services are delivered by Walsall College, a contractor for complimentary therapies paid from the carers grant, and by the SC&I staff as follows:

- 25% of activity delivered by SC&I staff
- 27% of activity delivered by Carers Grant commissioned service
- 39% of activity delivered by Walsall College

It is difficult to disaggregate the cost of sessions for day care services due to the three funding streams however the cost of SC&I day care only represents 25% of the overall delivery with current activity suggesting this equates to 12 sessions per week. Further work will be conducted to clarify the utilisation rates and value for money associated with the day services funding streams. Approximately 90 people used day services during 2010/11.

Staff from the day service are likely to be transferred to other services within the Council that are in line with the reablement model, and so there would be no savings on the day service staffing budget.

The vocational service is funded via the Primary Care Trust (NHS Walsall), and around 250 people attended on average 1.75 courses during 2010/11.

7. Legal implications

The Council and the NHS are committed to ensuring the delivery of care and support with due regard to equality legislation. Failure to do so could result in legal challenge.

- i) Under section 49A of the Disability Discrimination Act 1995, public authorities must have regard to a range of needs in carrying out their functions, for example the need to promote equality of opportunity for disabled people.
- ii) Under the DH guidance Putting People First the council has a duty to
 - a. Have a transparent, open and fair system for allocation of resources with a stronger focus on achieving outcomes for people;
 - b. Consult with the individual being assessed and take all reasonable steps to reach agreement with the individual about the provision of support within the eligible level of resources;
 - c. Have a review process that should allow for flexibility, by consulting the service users and carers/representatives as appropriate.

The guidance places a duty on the council to ensure each service user who accesses the Broadway North Resource Centre has the right to an assessment of needs and if they are eligible under the FACs criteria to have access to a resource allocation in the form of an Individual Budget.

8. Property implications

Broadway North has long been associated with providing support for people with low level mental health problems and there are no plans to find an alternative use for the building. There is a need to re-model the services on site and this will require ongoing maintenance of the grounds and building. There are no plans to reduce the current expenditure for grounds and building maintenance as part of these proposals. The intention is to maintain a service for people with mental health problems on this site.

9. Staffing implications

There will be staffing implications as the model of service provision changes. It is likely that service users will not continue to choose to be supported by the historical arrangement of day services and respite/crisis residential services. Staff will be managed by the policy entitled 'Support Package for All Employees Directly Affected by Budget Savings Proposals/Restructuring of Services'. The majority of staff at Broadway North are employees of Walsall Council.

The day care services has one manager, 2 day care officers, a part time cook and 1 administrative post. The residential service has 1 senior manager, 1 assistant manager, 4 senior care managers, and 10 care staff.

10. Equality implications

Agreement to the recommendations will ensure people with mental health needs have the opportunity to access a wider range of support options and the benefits of support planning and potential access to individual budgets.

An Equality Impact Assessment on managing organisational change will be completed in accordance with council procedures.

11. Consultation

A plan for a process of consultation during July and August has been implemented. Consultation has been undertaken with the staff groups, with service users and carers and a wider survey completed to ensure the voice of the users is integral to the outcomes of this review. Consultation will continue in the form of a programme of reviews with service users, and regular staff forums, including Trade Union representation.

Background papers

- No Health Without Mental Health – DO 2011
- Mental Health Act 1983
- HM Government, Putting People First: a shared commitment to the transformation of Adult Social Care 2007
- Contracting for personalised outcomes, learning from emerging practice DH 2009
- Out Health, our care, our say DH 2006

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A handwritten signature in dark ink, appearing to read 'P Davies', written at an angle.

Paul Davies
Executive Director

Date: 5 September 2011

A handwritten signature in dark ink, appearing to read 'Mike Bird', written horizontally.

Councillor Mike Bird
Leader of the Council

Date: 5 September 2011