

Social Care and Inclusion Scrutiny and Performance Panel

Date: 15 October 2012

Commissioning Mental Health Services

Wards: All

Portfolio: Councillor McCracken, Social Care, Health & Housing

Service: Broadway North Day and Residential Services

1. Summary of report

Broadway North is a Resource Centre located within Walsall. The accommodation currently offers residential and day services and has the potential to house community groups to facilitate access to the community, provide support and information from the Voluntary and third sectors.

The current model of mental health services at Broadway North is based on the recovery model put forward within the National Service Framework for Mental Health 1999 and the new mental health strategy No Health without Mental Health 2011, and more recently personalisation of social care services.

Broadway North previously accommodated social care teams who offered support to people with learning disabilities. However due to modernisation of LD services those NHS services have since come under the management of Black Country Partnership NHS Trust and the community teams have moved to the Allens Centre. This left much of Broadway empty and economically underutilised.

A review has been completed by the Mental Health Commissioning Team (part of the Joint Commissioning Unit) to evaluate value for money and assess positive outcomes for those using the services. The review has examined day services, respite and crisis bed services.

The review confirmed the service model could benefit from modernisation 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 would initiate a much wider choice in how people have control over their care and support needs.

2. Recommendations

2.1 That the residential elements of Broadway North under the current block funded arrangements are decommissioned and alternatives for individual users are explored via Individual Budgets and support planning in line with personalisation and offering choice in accommodating the needs of those with short break, respite requirements.

2.2 That the remainder of the resource be opened up for use by the community and voluntary groups to maximise the utilisation of the building and offer information, support and advice in line with the No Health without Mental Health implementation guidance in offering recovery services.

3. Background information

3.1 Broadway North became a Resource Centre in 1994 and currently has 10 residential beds for crisis, respite care and a day service Monday to Friday. The residential service flexibility over the years has allowed for service users to access the service for support such as 'step downs' from hospital, periods of assessment/reablement and community drug/alcohol detoxification in addition to short breaks.

3.2 The staff within the day and residential services are all employed by the Local Authority and line managed by Dudley and Walsall Mental Health Trust (DWMHT). The broad aim is to provide support to people from a social care perspective at times of perceived social crisis, within the residential unit, if the crisis does not require 24 hour psychiatric nursing care. Broadway North supports clients in mental health (social) crisis. The aim of the service is to support people in times of mental health (social) crisis to offer a least restrictive alternative to psychiatric hospitals.

A mental health condition can deteriorate rapidly fuelled by changes in social circumstances which can result in unnecessary hospital admissions and can further 'medicalise conditions', and hospital stays. The individual could be at greater risk of learned helplessness and the associated stigma can have a damaging effect and create dependency on the mental health system.

As the board will be aware there have been major changes to the market of support and accommodation within Walsall over recent years to ensure there is a rich menu of services that users can choose to receive their care from in line with the choice directive and personalisation of services options.

3.3 The residential unit is 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 community teams.

3.4 Implementation of the National Service Framework from 1999 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 Crisis Resolution/Home Treatment Teams; Assertive Outreach Teams; Early Intervention Teams; Carers Support Services and Employment 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 disorders - where intervention at regular intervals has reduced expensive hospital admission and has prevented crisis admission.

Crisis intervention and home treatment services aim to support people within their own home environment. Despite investment in home treatment hospital admissions have increased in England. Broadway North staff have supported people with mental health needs by working within a multidisciplinary framework involving mental health professionals. Broadway has successfully offered an alternative to hospital for service users who cannot be treated at home yet do not require an acute bed in a psychiatric hospital however with the increased choice available there is more completion in pricing and quality accommodation options to challenge this service

3.6 Currently the crisis/respice unit comprises single bedrooms with additional shared facilities including a lounge, kitchen, bathrooms. None of the rooms have ensuite facilities however lack of ensuite rooms has never been raised as a concern by a service user or by CQC inspectors.

3.7 On a positive note there have been a series of very positive CQC reports where the service is rated excellent.

3.8 Mind (2011) published research indicating that crisis units provide a suitable alternative to hospital and are very popular with service users and carers as the environment is less regimented and smaller than a hospital setting. The Royal College of Psychiatry has published a number of articles on residential alternatives to psychiatric hospital and their preference from service users albeit the cost of this is higher than nursing care currently.

4. Resource considerations

4.1 Financial:

The current forecast cost of staffing for the day service is £121,949 pa. Other costs are forecasted at £37,072 pa. This is a total of £159,021 pa.

The current forecast total cost of the residential service is £414,317 pa. This can be split between Crisis beds (£248,590 pa) and Respite beds (£165,727 pa). Calculated as a unit cost, the cost per Crisis bed is £1,622pw and for Respite is £1,806pw. This is based on the last 4 quarters of activity information received indicating an average of 49% occupancy for Crisis beds and 44% for Respite beds. If occupancy was increased to 60% or 80% this would reduce the unit costs for Crisis beds to £1,324pw or £993pw respectively, and for Respite beds to £1,168pw or £876pw respectively.

Alternative and comparative residential services are available in the independent sector at a cost of £615 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 complementary 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

The day services provided fit well within the remit of community recovery college criteria that is sited in the No Health without Mental Health implementation framework

The community voluntary organisation Park Hall Community has negotiated with the Council during the lifetime of this review to provide some of their community provision from Broadway North – the organisation will provide some refurbishment in lieu of rent for the first 6 months and those services will be available to the community as well as currently users of Broadway North.

4.2 Legal:

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.

4.3 Staffing:

There may 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 staff at Broadway North are employees of Walsall Council.

5. Citizen impact

There is no implications for the citizens of Walsall who do not directly use these services.

6. Community safety

There is no known community safety issue affected by this report

7. Environmental impact

There is no known environmental issue affected by this report

8. Performance and risk management issues

8.1 Risk:

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.

8.2 Performance management:

Performance for monitoring outcomes and enabling people to access or return to work will form part of the council's high level scorecard. (Mental Health Employment services are run via health staff and not part of this review, Broadway North staff work closely with these teams).

There are a number of outcome measures that the recommendations if agreed would enhance.

9. 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.

10. Consultation

Consultation and briefing sessions have 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 assertive reviews with service users, and regular staff forums.

Date of Meeting	Description
15.07.11	Meeting with staff to inform of desk top review
22.07.11	Meeting with BNC staff
11.08.11	Staff/User visit to Sandwell MIND (Community alternatives)
28.08.11	Meeting with BNC manager(s) re funding & findings
14.09.11	Meeting with users
29.09.11	Staff briefings with Head of Service
24.11.11	Staff briefings with head of service
12.12.11	Service User consultation event (Methods of consultation)

15.12.11	Staff briefings with head of service/John Fell
28.03.12	Referrer consultation event – Goscote House
29.03.12	Referrer consultation event – Forest Community Arts Centre
30.03.12	Service User/Carer consultation event – Kingsley Klub, Pleck
05.04.12	Referrer consultation event – Camden Street, Walsall
17.04.12	Service User/Carer consultation event – Deaf Centre, The Butts
23.04.12	Service User/Carer consultation event – Gomer Street Centre, Willenhall
01.05.12	Service User/Carer consultation event – Broadway North Centre
11.06.12	Service User, Carer & Stakeholder event – Broadway North

There were common themes recorded from the series of consultation events. The introduction of Individual Budgets (IB's) stimulated debate from eligibility/affordability to how & what IB's can be spent on. Many felt they would not be entitled to receive services as they did not know whether they would meet the FACS criteria.

The opportunity for Broadway North to generate income was positively received. The residential suite was considered unique and could offer its service across the Black Country. However, it was also acknowledged that the emphasis on Walsall residents should not be lost and the cost of provision within a spot purchase or IB framework may make this untenable. Developing partnership opportunities with Health & 3rd sector/voluntary organisations was cited as a way forward. The environment at Broadway North was considered good with adequate parking facilities making this an attractive proposition.

There was concern that clients may not access alternative services in the community through fear of stigmatisation, such as mainstream college & community centres whereas Broadway North was considered a safe haven for users, many having utilised the range of services regularly. There was a perception that some users would be 'too ill' to use community centres and the viability of these arrangements was questioned if under- utilised.

Adult placements/foster care & shared living arrangements were considered as alternatives to the residential services provided. The ability to manage conditions if/when mental health fluctuates (dealing with self harm/aggression etc) was a cause for concern as was the compatibility of users with families.

The general consensus surrounding the effectiveness of Broadway North was that it reduced psychiatric hospital admissions for mental health crisis where risk assessment identified that 24 hour nursed care was not needed and the person could not remain at home but needed input from mental health skilled staff. It also had the flexibility to do step down from hospital/reablement, community detox as well as respite. Due to the stigma associated with mental health and in particular the impact that psychiatric admissions had on users and their families,

Background papers

- No Health Without Mental Health – DoH 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
- Our Health, Our Care, Our Say - DoH 2006
- Outcome Framework for Mental Health Service NSIP (National Social Inclusion Programme) 2009
- Mind paper
- Royal College of psychiatry

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