

CABINET ITEM COVERING SHEET PROFORMA

AGENDA ITEM

REPORT TO CABINET

4 SEPTEMBER 2013

**REPORT OF ADULT
SERVICES AND
HEALTH SELECT
COMMITTEE**

CABINET DECISION

Adult Services and Health – Lead Cabinet Member – Councillor Jim Beall

EFFICIENCY, IMPROVEMENT AND TRANSFORMATION (EIT) REVIEW OF ADULT MENTAL HEALTH SERVICES – FINAL REPORT OF ADULT SERVICES AND HEALTH SELECT COMMITTEE

1. Summary

The Adult Services and Health Select Committee has undertaken an EIT review of Adult Mental Health social care services. The attached report outlines the results of the review, and details a number of proposals for changes to services. The services under review (including day services, rehabilitation, respite, community support, user and carer involvement, care homes) are the responsibility of Stockton Council and are delivered as part of the Integrated Mental Health Service.

The Council has a statutory obligation to meet identified need for those clients assessed as being eligible for services in line with the Council's eligibility criteria for adult social care. Services provided must meet identified need, however the Council must also ensure that they are providing value for money.

The Committee's proposals were approved in principle by Cabinet on 7 February 2013 and have been subject to 12-weeks of public consultation. The results of the consultation are summarised in the Committee's report and the feedback was broadly supportive of the proposals. The Committee has finalised its proposals and made recommendations for change. There would be no changes to individual client circumstances without appropriate re-assessment and care planning.

2. Recommendations

The Committee recommend that:

1. service users and carers should be involved in the design of the new services proposed in this report, and be supported throughout the transition period;

2. providers including the voluntary sector should be engaged and supported to develop services that meet the assessed needs of service users and attract personal budgets.
3. the provision of information, advice, and signposting services for service users be improved to enable them to identify appropriate services, and this should include working with existing advice and signposting services;
4. support to service users in taking personal budgets to access services that meet their assessed needs should be strengthened, and consideration be given to temporary additional resources in this area as part of the implementation plan;
5. the Council should support the development of alternative day time activities in the third sector / independent sector, invest in Community Bridge Building as a key intervention and support service for adult mental health service users subject to a successful outcome to the pilot, and cease providing the in-house day services at Norton Road and Ware Street (the Links Unit);
6. alternative options for rehabilitation, respite and short break services, be developed to enable a more flexible approach to service provision and achieve better value for money, and the in-house respite and rehabilitation beds at Ware Street be ceased;
7. a) the community support service specification and eligibility criteria be revised so that it becomes a short term intensive support service based on the recovery model (up to a maximum period of 12 weeks);
 b) the current in-house community support service be re-configured in order to meet the needs of the revised specification, and that any ongoing assessed needs beyond the 12-week period are met through commissioned services or personal budgets.
8. the Council should ensure that the service user and carer involvement functions are embedded into the wider adult social care arrangements for involvement and consultation, and cease provision of the dedicated service user and carer involvement posts.
9. the Council should appoint a Mental Health Member champion in order to raise awareness of mental health issues across the Local Authority and with partners.

3. Reasons for the Recommendations/Decision(s)

As part of the Council's programme of EIT reviews, and as part of the agreed scrutiny work programme for 2012-13, the Select Committee has undertaken a review of Adult Mental Health Services. Cabinet has previously approved proposals in principle and these were then put forward for consultation. The Committee has considered the results of the consultation and has made final recommendations which are outlined in this report.

4. Members' Interests

Members (including co-opted Members) should consider whether they have a personal interest in any item, as defined in **paragraphs 9 and 11** of the Council's code of conduct and, if so, declare the existence and nature of that interest in accordance with and/or taking account of **paragraphs 12 - 17** of the code.

Where a Member regards him/herself as having a personal interest, as described in **paragraph 16** of the code, in any business of the Council he/she must then, **in accordance with paragraph 18** of the code, consider whether that interest is one which a member of the public, with knowledge of the relevant facts, would reasonably regard as so significant that it is likely to prejudice the Member's judgement of the public interest and the business:-

- affects the members financial position or the financial position of a person or body described in **paragraph 17** of the code, or
- relates to the determining of any approval, consent, licence, permission or registration in relation to the member or any person or body described in **paragraph 17** of the code.

A Member with a personal interest, as described in **paragraph 18** of the code, may attend the meeting but must not take part in the consideration and voting upon the relevant item of business. However, a member with such an interest may make representations, answer questions or give evidence relating to that business before the business is considered or voted on, provided the public are also allowed to attend the meeting for the same purpose whether under a statutory right or otherwise (**paragraph 19** of the code)

Members may participate in any discussion and vote on a matter in which they have an interest, as described in **paragraph 18** of the code, where that interest relates to functions of the Council detailed in **paragraph 20** of the code.

Disclosable Pecuniary Interests

It is a criminal offence for a member to participate in any discussion or vote on a matter in which he/she has a disclosable pecuniary interest (and where an appropriate dispensation has not been granted) **paragraph 21** of the code.

Members are required to comply with any procedural rule adopted by the Council which requires a member to leave the meeting room whilst the meeting is discussing a matter in which that member has a disclosable pecuniary interest (**paragraph 22** of the code).

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CABINET DECISION

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SUMMARY

The Adult Services and Health Select Committee has undertaken an EIT review of Adult Mental Health social care services. The attached report outlines the results of the review, and details a number of proposals for changes to services.

RECOMMENDATIONS

The Committee recommend that:

1. service users and carers should be involved in the design of the new services proposed in this report, and be supported throughout the transition period;
2. providers including the voluntary sector should be engaged and supported to develop services that meet the assessed needs of service users and attract personal budgets.
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- b) the current in-house community support service be re-configured in order to meet the needs of the revised specification, and that any ongoing assessed needs beyond the 12-week period are met through commissioned services or personal budgets.
8. the Council should ensure that the service user and carer involvement functions are embedded into the wider adult social care arrangements for involvement and consultation, and cease provision of the dedicated service user and carer involvement posts.
9. the Council should appoint a Mental Health Member champion in order to raise awareness of mental health issues across the Local Authority and with partners.

DETAIL

1. The attached report presents Cabinet with the outcomes of the Efficiency, Improvement and Transformation (EIT) Review of Adult Mental Health Services.
2. The review formed part of a programme of EIT reviews covering all services provided by the Council. The programme aims to ensure that all services are reviewed in a systematic way to ensure that they are provided in the most efficient manner, provide value for money and identify opportunities for service improvements and transformation.
3. Following consideration by Cabinet an action plan will be submitted to the Select Committee setting out how approved recommendations will be implemented detailing officers responsible for action and timescales.

FINANCIAL IMPLICATIONS

4. The overall impact of the review would achieve savings of a minimum of circa £470k, which represents a saving of 23% against the 2012-13 budget. This would be achieved through:
 - ceasing the in-house rehabilitation at Ware Street, and re-commissioning alternative services as appropriate from the capacity that exists in the independent sector;
 - ceasing the respite services at Ware Street and re-commissioning respite/short breaks, or ensuring they are accessed via personal budgets, as appropriate;
 - ceasing the in-house day service at 70 Norton Road and at Ware Street, whilst ensuring that clients are supported to access day time activities through personal budgets;
 - the reconfiguration of the community support service, with appropriate staffing to provide the 12-week recovery service, and ensuring personal budgets are provided for any ongoing care requirements;
 - deletion of the service user and carer involvement posts.

5. These savings are based on client activity during 2012-13. Actual savings may be greater and would be dependent on a range of factors including income from the NHS.
6. Should the review recommendations be accepted, the Adult Social Care Programme Board will monitor the implementation of the review and achievement of financial savings as part of the wider review of Adult Services, in addition to the established arrangements for the monitoring of previously agreed recommendations through the Select Committee process.

LEGAL IMPLICATIONS

7. The NHS and Community Care Act 1990 sets out the need to ensure that people live safely in the community. It identifies that Councils with social care responsibilities should assess the needs of people and arrange provision of community care services to meet these needs. This can include arranging the provision of residential accommodation for persons with a mental disorder, or to prevent a mental disorder. Guidance on eligibility criteria was renewed in 2010 and is now called 'Prioritising Need in the context of Putting People First' (previously called 'Fair Access to Care Services' - FACS).
8. Section 117 Mental Health Act 1983 places a duty on local authorities with social services functions, together with certain health bodies, to provide after-care services for mentally disordered patients who have ceased to be detained under s.3 Mental Health Act 1983 or certain hospital orders.
9. When providing, and proposing changes to, services the local authority must have due regard to the general equality duty under s.149 of the Equality Act 2010. The Equality Act extends protected equality characteristics to include age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation, marriage and civil partnership status. People with those characteristics have protection under equality legislation. There is a legal duty on the local authority when carrying out its functions to have due regard to the need to:
 - eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act;
 - advance equality of opportunity between people who share a protected characteristic and those who do not;
 - foster good relations between people who share a protected characteristic and those who do not.
10. Having 'due regard' means consciously thinking about the 3 aims of the Equality Duty as part of the process of decision making. This means that consideration of equality issues must influence the decisions reached by public bodies including the development and review of policy, service delivery, and commissioning and procurement.
11. Having "due regard" to the need to advance equality of opportunity involves:
 - removing or minimising disadvantages suffered by people due to their protected characteristics;

- taking steps to meet the needs of people from protected groups where these are different from the needs of other people;
 - encouraging people from protected groups to participate in public life or in other activities where their participation is disproportionately low.
12. The duty is a continuing one and “due regard” must be given before and at the time a particular decision is being considered which may affect people with protected characteristics.
13. In addition to any or all, of the other protected characteristics, people eligible for adult mental health services are covered by the Act as a protected group due to their disability.

RISK ASSESSMENT

14. This EIT review of Adult Mental Health Services is categorised as low to medium risk. Existing management systems and daily routine activities are sufficient to control and reduce risk.

SUSTAINABLE COMMUNITY STRATEGY IMPLICATIONS

15. This review is particularly relevant to the following ambitions within the Healthier Communities and Adults theme: ‘Increase the independence of vulnerable people’, and ‘Increased choice and voice of service users’.

EQUALITIES IMPACT ASSESSMENT

16. An interim Equality Impact Assessment was developed in order to inform the development of the proposals and was considered when the proposals were agreed in principle in February 2012. This has now been updated with the results of the phase two consultation and has been given a score of 74 (positive impact), and is included at Appendix 4 to the main report.

CONSULTATION INCLUDING WARD/COUNCILLORS

17. Phase one consultation was undertaken in October-November 2012. This consultation gathered views on existing services in order to inform the development of options for change. The approach included surveys of service users and carers/supporters, five drop-in sessions, and five discussion groups aimed at service users.
18. Following approval of the proposals in principle in February, further consultation took place for 12 weeks between 18 March and 7 June 2013. A number of techniques were used in order to gather feedback from a range of interested parties including: services users, families and carers including young carers, service providers including SBC staff, interest groups, and the wider public.
19. The approach included:
- A consultation document including a survey which was posted to all service users and carers and made available to stakeholders. 105 responses were received – 72 from service users, 23 from carers/supporters, and 10 from other interested persons;

- All service users and carers were informed of the opportunity to discuss the review and consultation with their care managers in a 1:1 setting;
 - A dedicated webpage was created on the SBC website, including a link to the survey and copy of the consultation document;
 - Awareness raising via Stockton News and press releases;
 - Six public, facilitated consultation events were held in Stockton, Thornaby, Billingham and Yarm, at different times of the day;
 - Briefings for SBC staff, Members, trades union, and local MPs;
 - A briefing was circulated to the following organisations with an offer of attendance where appropriate: Renaissance Board and Area Partnerships, Parish and Town Councils, Health and Wellbeing Board and Partnership, Hartlepool and Stockton-on-Tees CCG, Tees, Esk and Wear Valleys NHS Foundation Trust's Stockton Constituency Governors, Catalyst, BME and Faith Networks, and Disability Advisory Group. The information was re-circulated to the BME Network on request. All requests to attend a meeting were met.
 - The following groups/sessions were attended: Central Area Partnership, Northern Area Partnership, Over 50s Assembly, Carers Group at Ideal House, a session with carers organised by George Hardwick Foundation, the Mental Health Patient and Public Involvement Group, the independent voluntary group SURGE, and young carers support group Eastern Ravens.
20. Stockton LINK were involved in discussions on the planning of the consultation prior to the transition to Healthwatch. In advance of the transition in April 2013, the providers of Healthwatch Stockton were made aware of the consultation and chose to carry out a parallel consultation exercise. A report was subsequently developed in partnership with Middlesbrough and Stockton MIND. The exercise gathered the views of 43 users and carers (including representatives from Norton Road, Ware Street, New Horizons, and SURGE).
21. A small number of emails and telephone calls were also received.
22. The proposals in this report have been developed in consultation with the Cabinet Member for Adult Services and Health, and the Corporate Director of Children, Education and Social Care, in addition to support provided to a wider project team consisting of relevant Council officers, and partners including TEWV, and led by the Head of Housing as independent lead officer for the review.

Name of Contact Officer: Peter Mennear

Post Title: Scrutiny Officer

Telephone No. 01642 528957

Email Address: peter.mennear@stockton.gov.uk

Education related? No

Background Papers

None

Ward Councillors

Ware Street and 70 Norton Road are situated in Stockton Town Centre ward – Councillor David Coleman and Councillor Paul Kirton.

Property

This review makes proposals in relation to Ware Street Resource Centre, and 70 Norton Road, and these are owned by Stockton Council, and so consideration to their future use will be included in the Asset Review.