

Shaping the Future of Mental Health, Learning Disability and Substance Misuse Services in Sussex

An response to the Consultation Document

East Sussex County Council

Presented to Cabinet 15th July 2005

A: Overview and summary

East Sussex County Council (ESCC) welcomes the opportunity to respond to proposals to improve services for people with mental health, learning disabilities and substance misuse needs.

In summary, ESCC broadly endorses the principles set out in the document for the future direction of services. In summary these principles are:

- To find the right balance between providing appropriate support and treatment for people and protecting the community as a whole
- To provide services that are person centred and tailored to the needs of individuals
- To ensure a multi agency approach that promotes effective communication and joint working, and which delivers joined up, well co-ordinated and responsive services from the users perspective
- To provide local services for the people of East Sussex
- To ensure that people get specialist help when needed and are supported to access local primary and community help as much as possible, when appropriate
- To provide more choice and services that respond to the particular needs of different communities
- To promote understanding and challenge the stigma and discrimination associated with mental health problems, learning disability and substance misuse
- To provide optimistic services that aid recovery and support people to realise their potential and become full members of their community

We also acknowledge the significant local needs and market pressures that require consideration is given to structural and organisational changes to the way that services are commissioned and delivered. There is however little evidence to support the contention that a merger into a larger Pan-Sussex provider Trust will bring about the most appropriate and effective model for commissioning and delivering services and meet the needs of local people.

B: Response to the broad proposals

The central question to address within the consultation is which pattern of organisations will be most effective at delivering the services currently provided across Sussex by:

West Sussex Health and Social Care NHS Trust: which provides a broad range of mental health, learning disability and substance misuse services. It also provides the child and

adolescent mental health inpatient service for the whole of Sussex. It has a budget of £90 million, employs 2,200 staff (including 100 seconded from West Sussex County Council), has 62 sites and serves 800,000 people.

South Downs Health NHS Trust: which delivers a broad range of mental health, learning disability and substance misuse services plus community health, rehabilitation and children's services, mainly for Brighton and Hove. Its adult mental health and learning disability services are fully integrated between health and social care. It has a budget of £125 million, 2,700 staff (including 400 staff seconded from Brighton & Hove City Council), has 50 sites and serves 250,000 people for its mental health, learning disability and substance misuse services. Mental health, learning disability and substance misuse services account for about 40% of the total funding for services provided by the Trust.

East Sussex County Healthcare NHS Trust: which provides a broad range of mental health, learning disability and substance misuse services. It also provides secure services for most of Sussex. It has a budget of £70 million, employs 1,600 staff, has 50 sites and serves 500,000 people.

The options for the pattern of organisations are described in the consultation document as follows:

Option 1

Three separate organisations with collaboration where appropriate and with the current joint management arrangements between West Sussex Health and Social Care NHS Trust and East Sussex County Healthcare NHS Trust being terminated.

Option 2

Merger between West Sussex Health and Social Care NHS Trust and East Sussex County Healthcare NHS Trust, with South Downs Health NHS Trust continuing to provide the relevant services for Brighton and Hove.

Option 3

Merger of West Sussex Health and Social Care NHS Trust, East Sussex County Healthcare NHS Trust and South Downs Health NHS Trust (but only including the mental health, learning disability and substance misuse services currently provided by South Downs Health NHS Trust).

In response to these options for appraisal, we acknowledge the significant local needs and market pressures that support the need for change and a Pan-Sussex organisation. Principally these are:

- The need to recruit and retain sufficient staff with the necessary qualifications and experience
- The need to establish clear and accountable relationships between commissioners and providers
- The need to reconfigure models of service delivery and care pathways so that the needs of people with mental health needs, learning disabilities and substance use needs are met by the most appropriate primary, secondary and specialist services
- The arguments in favour of larger provider NHS Trusts being more able to develop local high cost-low volume specialist services

Our concern however is that, in itself, a larger Pan-Sussex provider Trust will not necessarily bring about the most appropriate and effective model for commissioning and delivering services and meeting the needs of local people. The key issues that need addressing are:

- A larger Pan-Sussex provider Trust may not be sufficiently responsive to the diverse range of needs of local service users
- A larger organisation may not be sufficiently accountable and accessible to its local population and sufficiently responsive to their comments and complaints

- Significant structural and organisational changes may divert resources and focus away from service delivery
- There is little evidence that proposed changes will lead to the anticipated organisational efficiencies
- There is little evidence that organisational change of this nature (merger to a larger provider Trust) necessarily delivers better outcomes for service users and better value for money. The Adult Social Care Green Paper indicates that this is more a result of effective, joined up approaches to commissioning and promoting an organisational culture of continuous improvement
- The Adult Social Care Green Paper emphasises the importance of commissioning at a local level and effective partnerships between commissioners and local providers of universal health and social care services. These partnerships, that will help facilitate access to universal NHS and community services, may be more difficult to achieve on a Pan-Sussex basis
- There is little evidence that a Pan Sussex organisation is required to ensure local provision of the most specialised services. These services can be commissioned on a Pan-Sussex basis
- Limited evidence that a single large provider Trust will necessarily be more able to meet its duty of care to staff

C: Response to the eight consultation questions

Question 1.

What are your views on our values and principles for mental health, learning disability and substance misuse services?

We endorse these values and principles (as outlined in Section A above) and agree that they are sufficient and comprehensive.

Question 2.

What are your views on the direction for mental health services for children, young people and their families?

The direction for mental health services for children, young people and their families is not dependant on the structure of the provider of specialist, NHS Children and Adolescent Mental Health Service (CAMHS). It is however dependant upon the strategy that the CAMHS Commissioning Partnership is developing. There are concerns that the CAMHS service may be subsumed and marginalised within a larger organisation focussing in the main on adults.

Question 3.

What are your views on the direction for mental health services for working age adults?

We endorse the general direction of change for mental health services for working age adults as described.

Question 4.

What are your views on the direction for mental health services for older people?

We generally endorse the direction for services as described. We would however advocate an approach that promotes the commissioning of services for older people with dementia to community based providers.

Question 5.

What are your views on the direction for services for people with a learning disability?

We generally agree with the direction for services as described. We do however draw attention to the concerns of local people with learning disabilities and their carers that services for people with learning disabilities may be subsumed and marginalised within a larger organisation focussing more on services for people with mental health needs.

Question 6.**What are your views on the direction for services for people who misuse alcohol or drugs?**

We generally agree with the direction for services. A structure which delivers high quality substance misuse services and strong local commissioning and accountability is essential. Future commissioning and models of care must focus more on social care and social inclusion.

Question 7.**What are your views on the options proposed and the arguments put forward in the consultation paper?****Question 8.****What are your views on the proposed direction for how services are provided?**

Taking the above two questions together we consider Options 2 and 3 (as outlined in Section B above) acceptable only under the following conditions:

Commissioning:

- Commissioning to take place on an East Sussex basis
- Commissioning to be undertaken by Primary Care Trusts(PCT's) and Local Authorities, based on a mutual and clear understanding of the commissioning and provider relationship between PCT's and Local Authority and Provider Trust/s, as outlined in the Green Paper for Adult Social Care and the anticipated White Paper on "Out of Hospital Care"
- A range of services will be more appropriately re-provisioned from the Trust, specifically mental health day care, learning disability residential care and primary mental health care

Provision of services

- Federal and dedicated East Sussex management structure
- A dedicated lead manager for Social Care in East Sussex at Director level within the Trust, with responsibility for the Professional Head of Social Work
- Single line management structures
- Staff not to be seconded at this time, with this option to remain open for the future, albeit with full consultation
- Role and function of Community Learning Disability Teams to be reviewed and integrated. In line with national policy and good practice, the Trust will provide high level specialist services. Local Authority and Primary Care Trusts will commission care management and community services such as nursing with this service being managed in a community setting

Accountability:

- A Service Level Agreement (SLA) to be set up with the Local Authority specifying to the Trust:
 - Aims and objectives for social care;
 - Resources to be deployed;
 - Anticipated activity levels and outcomes;
 - How performance will be monitored and measured.
- Monitoring of SLA through quarterly report of Director of Social Care to Lead Member for Adult Social Care
- Regular consultation with Adult Social Care staff and managers to be the responsibility of the Director of Adult Social Care

Services for Children

- Commissioning to take place on an East Sussex basis
- Commissioning to be undertaken by PCT's and Local Authority not the provider trust

- Commissioning must be within the context of the Children's Trust arrangements for East Sussex and based on a commitment to developing a fully integrated service within an appropriate timescale
- There must be full access "24/7" to service by April 2006
- There must be access to a full service for people 0-18 years across the whole county by April 2006