

Report to: **East Sussex Health Overview and Scrutiny Committee (HOSC)**

Date: **19th March 2009**

By: **Director of Law and Personnel**

Title of report: **Day and Vocational Mental Health Services for Adults**

Purpose of report: **To brief HOSC on the recommissioning of day and vocational mental health services for adults across East Sussex and enable the Committee to comment on arrangements for transition to the new model.**

RECOMMENDATIONS

HOSC is recommended to:

- 1. Consider and comment on the re-provision of day and vocational mental health services for adults.**
 - 2. Agree any further reports required by the Committee.**
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1. Day and vocational mental health services

1.1 Day services have a vital role within mental health service provision. They aim to provide meaningful daytime activities and to enable people to move onto greater independence, including mainstream employment or education.

1.2 The Department of Health document *'From Segregation to Inclusion: commissioning guidance on day services for people with mental health problems'* (February 2006) states that:

"Traditionally, day services have focused on the provision of specialist support solely for those with mental health problems, typically providing a 'package deal' of activities within the centre that includes a place to go during the day to meet other people through a range of group social/leisure activities, group therapeutic opportunities and various forms of help and advice."

"With some notable exceptions, day services often fail to meet the needs of the diverse populations that they service. In particular, they may fail to meet the needs of, and be under-used by, people from minority ethnic communities, women, younger people and older people, and they may not provide services that are sensitive to religion, sexuality and disability."

1.3 The document indicates that *'there needs to be a comprehensive range of day service provision designed to promote recovery, social inclusion and self-determination and to decrease social isolation'* and states that the range of services should fulfil four key functions:

- Provide opportunities for social contact and support.
- Support people to retain existing social roles, relationships and existing social/leisure activities that they value.
- Support people to access new roles, relationships and mainstream social/leisure opportunities of their choosing.
- Provide opportunities for people with mental health problems to run their own services.

1.4 The document also states that there must be a range of options available to fit individual needs and that commissioners *"must consider whether there are people with mental health problems who may not wish to participate in mainstream community activities. One approach will not fit all"*. The guidance also notes that day services do not necessarily require a dedicated building or centre.

2. Implementation in East Sussex

2.1 A review of mental health day & vocational services was undertaken in 2004 by commissioners (Adult Social Care and the East Sussex Primary Care Trusts). This review indicated the need to modernise services to ensure they promote social inclusion, recovery and represent good value for money.

2.2 In 2006 a commissioning model for day and vocational services was developed in line with the guidance issued by the Department of Health.

2.3 In December 2006 the Primary Care Trusts and Adult Social Care commissioned independent consultants TriNova, to undertake a further review of local services in the context of an up-to-date needs assessment, best practice and value for money. The review included significant service user involvement – both those using current services and those who do not currently make use of these.

2.4 In November 2007 TriNova completed this work and produced a report making recommendations for future service development, including a new service model.

2.5 The Primary Care Trusts and Adult Social Care accepted these recommendations and undertook a tender process between July and December 2008 to appoint new providers for these services. New contracts commence on 1st July 2009. This allows for a 6 month transition period to manage the change.

2.6 Further details of the review process, the new service model and the new providers are outlined in the briefing papers attached at appendices 1 and 2. Kate Dawson, Head of Strategic Commissioning (Mental Health Social Care and Supporting People), Adult Social Care, East Sussex County Council will present the papers to HOSC using the slides attached at appendix 3. She will be accompanied by Caspar Murphy of Sussex Oakleaf, the new provider covering the Eastbourne and Wealden areas, and Anne Arnold and Carol Millard, service user representatives.

2. HOSC Involvement

2.1 At its meeting in September 2008, HOSC considered an update on mental health service developments in East Sussex. Following this, HOSC requested a written briefing on the recommissioning of day and vocational mental health services (which was circulated to the Committee in October 2008) and an update in March 2009, once the tender process was completed.

2.2 In considering the attached papers, HOSC may wish to explore the following issues:

- How the new model will encourage participation by groups who may have been under-represented in usage of day services in the past (e.g. younger people, women, ethnic minority groups)
- Any differences and similarities between the proposed approaches of new providers in different parts of the county.
- Whether the model differs between rural and urban areas.
- The support that will be available to service users through the transition process.
- How the new model will cater for those who do not wish to participate in mainstream activities.
- Whether existing bases for day services will continue to be used under the new model.
- Whether the recommissioning process has addressed the recommendation for more equitable investment across the county according to population distribution and need.
- How the success of the new model will be evaluated.

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Briefing Paper

**Mental Health Day & Vocational Services
Recommissioning Project**

1. Background

- 1.1 Day Services have a vital role within mental health service provision. They aim to provide meaningful daytime activities and to enable people to move onto greater independence, including mainstream employment or education.
- 1.2 A review of mental health day & vocational services was undertaken in 2004.
This review indicated the need to modernize services to ensure they promote social inclusion, recovery and represent good value for money.
- 1.3 In 2006 a commissioning model for day and vocational services was developed in line with guidance issued by the Department of Health.
- 1.4 In December 2006 the Primary Care Trusts and Adult Social Care commissioned independent consultants TriNova, to undertake a further review of local services in the context of an up-to-date needs assessment, best practice and value for money.
- 1.5 In November 2007 TriNova completed this work and produced a report making recommendations for future service development.

2. Review Process

- 2.1 TriNova used the following methods to collect up-to-date information and gather views on current services and how these could be improved:
 - discussion groups with users of day and vocational services
 - interviews with service commissioners, managers and staff of day and vocational services
 - postal questionnaires to users of day and vocational services and mental health clients not currently using services
 - stakeholder consultation event

3. Service User Involvement

- 3.1 The involvement of services users has been, and continues to be, central to

the commissioning process.

3.2 Four service users are active members of the Project Steering Group and have been involved in all project decisions. Two service users will be involved in all stages of the tendering process. An independent user consultant supports a wider reference group, drawing representatives of day services across the county.

3.2 Service users have been included in:

- Project management
- Contributing to the design of the research.
- Conducting the research.
- Making key decisions on service redesign.
- The development of service specifications and tender documents.
- Participating in selecting future providers through a tendering process.

3.3 The process of service user involvement is being evaluated by Sainsbury Centre for Mental Health.

4. Review Findings

4.1 Whilst the review identified areas of positive and innovative development, the report concluded that “it is clear that the needs of Sussex residents with mental health problems, for day and vocational support are not being fully met”.

4.2 Key areas which require attention are summarized below:

- most services are still modeled on the traditional day centre, and place insufficient emphasis on helping people participate in mainstream community activities alongside other members of the community who do not have mental health problems;
- most services still offer group activities within segregated settings, rather than one to one support for participation in mainstream activities;
- there is poor choice of services in some localities. A consequence of this is that there are limited pathways for individuals out of day services into mainstream social, leisure activities, education and employment;
- relatively small numbers of individuals with mental health problems are re-entering the labour market each year, despite the high worklessness rate (and desire to work) of this group. There is a need to rebalance investment so that more individuals have access to robust evidence-based employment services to help them find and keep jobs;
- several groups face particular difficulties in accessing services, and are under-represented within services. These include:

- individuals resident in the more rural parts of the county

- people under the age of 25
 - women (in some services)
 - individuals from BME communities (in some services);
- investment in day and vocational services across the county is primarily in the coastal regions, and does not fully reflect the distribution of population across the county. There is under-investment in some areas (e.g. rural Rother; Lewes) and over-investment in others. This needs addressing over a period of time.
- 4.3 A copy of the TriNova report is available from the Scrutiny Officer or the Head of Strategic Commissioning (Mental Health and Supporting People).

5. Recommendations

5.1 The TriNova report made the following recommendations:

- that commissioners work towards redeployment of financial resources to achieve a more equitable investment of resources across the county according to population distribution and need;
- that commissioners work towards a rebalancing service provision to achieve a better balance between services that provide refuge and those that promote participation in mainstream social, leisure, educational, cultural and employment activities;
- that three new service models form the basis of future day and vocational services provision across the county:
 - A Well Being Centre – opportunities for social contact, support, structured activity and skills development, in a safe environment.
 - A Community Links Service – help for individuals to participate in ordinary mainstream social, leisure, educational and cultural activities alongside other members of the community.
 - A Vocational Service – help for individuals to find and keep jobs – based upon the Individual Placement and Support approach.

The service model is explained in more detail in appendix 1.

5.2 The Primary Care Trust and Adult Social Care accepted these recommendations and services have been tendered against this model.

6. New Providers

6.1 Adult Social Care and the Primary Care Trust undertook a tender process between July and December 2008. The following new providers have been awarded contracts:

New Services	Current Services	New Providers
Lewes and the Havens 2 resource hubs, Community links	Summerhayes 47a Western Road, Lewes	Newhaven Community Development Agency
Eastbourne resource hub and community links	The Cottage, Saffrons Lodge The Bourne	Sussex Oakleaf
North and South Wealden Resource hubs and Community Links	Middlebridge Oakgrove	Sussex Oakleaf
Bexhill and Hastings resource hubs and community links	73a London Road, Bexhill Hastings Resource Centre	Together
County Wide Vocational Service	Sussex Partnership Trust	South Downs Housing

6.2 New contracts commence on 1st July 2009. This allows for a 6 month transition period to ensure change is managed effectively and sensitively.

7. Transition Process

7.1 All service users will have individual assessments to ensure their needs are met both during transition process and in the future. Two dedicated project officers are have been appointed on twelve month contracts to undertake the assessments and support the change management process.

7.2 Trained service users (Peer Support Specialists) will be employed to work alongside the project officers and day service users to assist in the assessment process.

7.3 Commissioners are working with new providers and current services to support the change process.

8. Conclusion

8.1 The day and vocational service re-commissioning process involves significant change. There is an inevitably high level of anxiety amongst current users of day services users and some staff. There is also significant support for the changes which will address a wider range of needs, support greater independence and lay the foundations for personalization.

Day & Vocational Service Model

1. Well Being Centre

- Social contact
- Activity (groups, courses, social enterprises)
- Access to skills development
- Information, advice, signposting

How are Well Being Centre's different to traditional Day Centers?

Greater emphasis on promoting social inclusion/recovery

- Centre based activities as stepping stones to mainstream activities
- Community settings for activities wherever possible
- Mainstream services (e.g. CAB) brought in to centers
- Regular contact with CRB and IPS services (sessional work) encourages people to consider mainstream activities and jobs
- Provision to special groups e.g. young mothers; survivors of child abuse
- Promote user-led social enterprises
- Information for carers on services available
- Well Being Centre to coordinate network access locality and week (e.g. MIND do drop-ins when Middlebridge is shut (at weekends))

Network of drop-ins / activity groups

- Community locations (smaller towns not villages)
- Available at evenings and weekends
- Accessible (public transport routes)
- Non mental health bagging
- Good information/links to other services
- User-led, where possible.

2. Individual Placement and Support (IPS) Approach

- Focus on ordinary jobs
- Anyone who wants to work is given the help to do so
- Rapid job search and minimal pre-vocational training

- Support from employment specialists based in clinical teams, with employment a key part of care plans

IPS Approach

- Job search is driven by service user preferences and choice
- Time-unlimited support, tailored to individual needs
- Benefits counseling to help people maximize in-work welfare benefits

Individual Placement and Support (IPS)

Staffed by Employment Specialists

- Employment experts
- Work very closely with community teams
- Sessional work at day services
- Work with individuals wherever they prefer

3. Community Links Service

- Relatively new approach but one based upon old (e.g. community support worker) principles
- One to one support to develop new mainstream social, leisure, educational, volunteering and cultural activities
- Helping people keep these involvements going when they become ill

Life domains:

- Volunteering
- Education and training
- Healthy living, sport and leisure
- Visual and performing arts
- Faith, spirituality and cultural communities
- Employment (where no vocational service available)

WELL BEING CENTERS OUTLINE SERVICE SPECIFICATION

Philosophy of the Service

The users of this service have a right to a service that offers access to safe environments where they can undertake meaningful activities, socialise with others, receive individualised support, develop life skills and pursue mental well being. The service will recognise that people are their own experts regarding mental health. Service users will be considered full and equal partners in the running of the service.

Service objectives

To provide a safe space in a community-based, non-medical setting with access to other activities via supported pathways. Provision will include:

- Level of support to each individual that is appropriate, but no more than necessary, to their needs
- A resource base offering easy access to up-to-date information, advice and sign-posting to opportunities in the local community, including specialist support (eg, welfare benefit advice, support to pursue mainstream social, educational and cultural activities; support to pursue vocational goals)
- To provide stepping stones to other services by providing in-house surgeries by external specialist agencies, eg, Community Links service, CAB, employment support agencies, which will facilitate and encourage access to other services
- To encourage and support the development of user-run activity groups, drop-ins and social enterprises, including advice on direct payments
- Support service users to develop their own Well Being Recovery Action Plans (WRAPs)
- Co-ordination of the provision of suitable services in parts of the locality (eg, rural areas) where access to the Resource Hub would be difficult for residents of that locality, eg, distance, lack of public transport.

Service outcomes

Whilst always providing a safe space for those people who need such provision, the provider will seek to increase the opportunities for service users to move towards social inclusion by ensuring that there are opportunities for people to

move towards social inclusion. Increased access to specialised support will result in:

- More people participating in mainstream community activities
- More people accessing mainstream education and training
- Improved quality of life, confidence and self-esteem
- More people receiving appropriate benefits
- More people expressing the desire to seek employment
- More involvement in service user participation in the design, delivery, management and evaluation of services
- More people developing their own WRAPs
- More people accessing peer support – for which training will be given – and self-help groups
- Increased ability for people to manage their own mental distress
- More user-run activity groups, drop-ins and social enterprises in mainstream settings
- Improved access to the service by groups that are currently under-represented within provision, who have specialist needs or who live in localities where access to day services is problematic.

Monitoring service users' views

A 6-monthly survey should be carried out. Questions asked should cover the following areas:

- Do you have an individual development plan?
- When was it last reviewed?
- Have you had support to help you move towards your goals?
- Have you been treated with respect by other users and staff?
- Has there been an improvement in the size and range of your social networks?
- Have you experienced an improvement in quality of life?
- Have you had information about welfare benefits?
- Have you had information about Community Links and vocational Services?
- Have you had the opportunity to be part of a user forum, talking to staff about being involved in the planning, delivery, monitoring and evaluation of the services?

These surveys must be evaluated and the results made available to service users to discuss in a user/staff forum to develop the service.

COMMUNITY LINKS SERVICE

OUTLINE SPECIFICATION

Philosophy of the service

The service users have the right to individually tailored 1-1 support to engage in mainstream social, leisure, educational and cultural activities, in ordinary community settings, alongside members of the community who are not service users. The service will be underpinned by the philosophies of recovery and social inclusion. It will provide support into a range of life domains:

- Faith, spirituality and cultural communities
- Education and training
- Employment (should an Individual Placement and Support programme be unavailable)
- Volunteering
- Visual and performing arts
- Health living, sports and leisure.

Users of the service must be able to set the type, pace and direction of support received from the service, and to choose their activities.

Service objectives

Delivered via the Resource Hub, the objectives are:

- To provide individually tailored, 1-1 and ongoing support for individuals to engage in and sustain mainstream activities, in ordinary community settings, alongside other members of the community who are not service users
- To work in partnership with agencies and groups in the community to develop opportunities for service users to participate in mainstream activities, with other members of the community
- To work closely with community partners to ensure that these opportunities are available within welcoming, relaxed, supportive and safe environments and where people can participate without pressure or discrimination
- To assist people to achieve their personal goals by offering support to develop their skills and gain new skills in line with their interests and through their participation in the design and running of activities in the Community Links Service.

Service outcomes

- More people volunteering in mainstream settings
- More people participating in mainstream community activities
- More people reporting an improvement in their social networks
- More people accessing mainstream education and training opportunities
- Improvement in physical health
- More people taking regular exercise
- Improvement in quality of life, confidence and self-esteem for many service users
- Increased ability to manage mental distress
- A service responsive to the diversity of need among the population of people with mental health needs
- An increasing number of mainstream organisations and groups offering a welcoming, supportive environment for the participation of people with mental health needs in the activities they provide
- Increased levels of involvement of service users in the design, delivery, management, review and development of services
- Improved access to the service by groups currently under-represented within provision, those with special needs and those who live in localities where access to day services is problematic.

Monitoring Service users' views

A 6-monthly survey of user views should be carried out. Questions should cover the following areas:

- Have you had the opportunity to formulate your plans for personal, educational, social and cultural goals in the form of an individual development plan?
- When was the plan last reviewed/updated?
- Have you had the support to achieve what was in your plan?
- Have you been treated with respect by the staff?
- Have you experienced improvement in your quality of life, confidence or self-esteem?
- Have you had information about vocational services? Have you had information about benefits?
- Have you had the opportunity to become involved in the planning, delivery? Monitoring and evaluation of the service/

The surveys must be evaluated and the results made available to service users in a suitable format.

VOCATIONAL SERVICE

OUTLINE SERVICE SPECIFICATION

Philosophy of the service

Users of the service have the right to individually-tailored support to obtain employment – or develop self employment – that matches their preferences, their strengths and their needs. The service will be underpinned by the philosophies of recovery and social inclusion. It will be delivered in accordance with the key principles of the evidence-based Individual Placement and Support (IPS) approach to vocational services. The key principles are:

- Focus on paid employment in integrated settings
- Eligibility is based on an individual's preferences: anyone who wished to work is given the help to do so
- Programmes involve rapid job search and minimal pre-vocational training
- Vocational programmes are integrated into the work of clinical teams
- Time-unlimited support, tailored to needs of the individual is available
- Benefits counselling must be available to help people maximise in-work welfare benefits
- The service will be available to assist people who are newly unwell to retain their employment.

Service objectives

The service will make contact with service users via the Resource Hubs, drop-ins, user groups etc. Its objectives are:

- More people with mental health needs supported to formulate their vocational goals through individual plans
- More people with mental health needs finding paid employment or self employment
- Increased number of people with mental health needs retaining employment
- Increased number of people with mental health needs entering **time-limited** vocational training, voluntary work, work experience or other activity that helps them move towards employment
- Increased number of people retaining employment

- Improved awareness of the employability of people with mental health needs within community teams, acute in-patient teams and other agencies
- Increased awareness of mental health issues among local employers and their readiness to employ individuals with mental health problems.

Monitoring service users' views

A 6-monthly survey of service user views should be carried out. Questions asked should cover the following areas:

- Have you had the opportunity to formulate your vocational goals in an individual development plan?
- When was this plan last reviewed/updated?
- Do you have a named Employment Adviser?
- Have you received support from that Employment Adviser to work towards your goals?
- Have you achieved any of the goals?
- Have you been treated with respect by the staff?
- Have you had information and advice about welfare benefits?
- Have you been made aware of the Community Links service?
- Have you experienced improved quality of life, confidence or self-esteem?
- Have you been asked for your suggestions for improvements to the service?
- Have you had the opportunity to become involved in the planning, delivery, monitoring and evaluation of the service?

The surveys must be evaluated and outcomes made available to service users.



East Sussex Mental Health Day and Vocational Services



“Inherent in every person there is a natural healing impulse, a motivation toward health and wholeness.

This motivation can be ignited and strengthened in an environment where an attitude of hope and a belief in each person’s potential for growth is pervasive.

At the heart of an individual’s recovery from mental disorder is the restoration of personal, social, and environmental connections.”

Windhorse Principle



History

- *2004* review
Need to modernise to promote social inclusion, recovery and good value for money
- *2006* Department of Health commissioning guidelines
- *2006* East Sussex Commissioning frame work.
- *2006* Independent consultations Tri Nova recruited
- *2007* Tri Nova made recommendations for future service model.

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Review Process

- Discussion groups with users of services ⁽¹⁷¹⁾
- Interviews with commissioners, managers and staff
- Postal questioners for users of day and vocational services ⁽²³²⁾
- Postal questions to service users not using day and vocational services ⁽⁷³⁾
- Stakeholder events

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Service User Involvement

Service Users involved in:

- Project management
- Design of the research
- Conducting the research
- Shaping service re-design
- Development of service specifications and tender documents
- Selecting future providers

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Service User Involvement

- 4 service users on Project Steering Group
- Independent user consultant
- User reference group
- Service user involvement evaluation

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Investment in types of services

- Safe space ~85%
- Vocational support ~12%
- 1:1 participation in mainstream activities <2%
- Supported employment (paid) <1%

[Not including Summerhayer in analysis]

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New Service Model

- Resource Hubs
 - Social contract
 - Support
 - Structured activity, skills development
 - Safe environment
 - Rural out reach
- Community Links Services
 - Access to 'mainstream' leisure, educational, cultural activities
- Vocational Service
 - Help to find and keep paid employment

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Resource Hub

- Social contact
- Activity (groups, courses, social enterprises)
- Support (staff; peer)
- Access to skills development
- Information, advice, signposting

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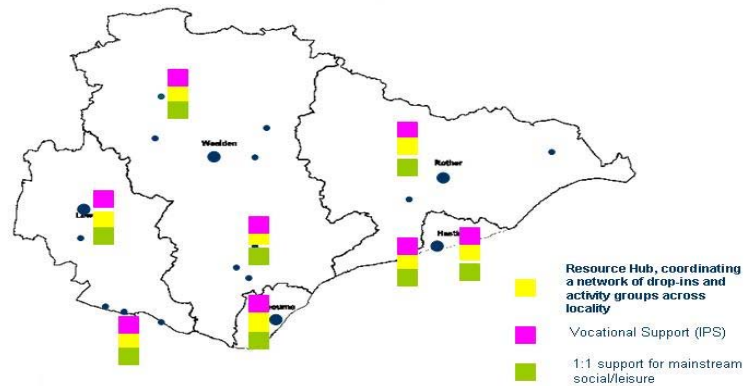
New Service Providers

New Service	Current Service	New Provider
Lewes and Area	47a Western Road, Lewes	Newhaven Community Development Agency
The Havens	Summerhayes	
Eastbourne and District	The Cottage The Bourne Saffrons Lodge	Sussex Oakleaf
South Wealden (Hailsham)	Middlebridge	
North Wealden (Crow borough or Uckfield)	Grove House	
Hastings	Hastings Resource Centre	Together
Bexhill Hill	73a London Road, Bexhill	
Countywide Vocational Service	Sussex Partnership Trust	Southdowns Housing

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Minimum service sets in each locality



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Transition

- New contracts in place 1 July 2009
- Transitions Board and individual transition plans
- Assessment of service users
- Regular contact and meetings with current staff and service users

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