

# Finance and Resources Committee

10.00 am, Thursday 24 September 2015

## Mental Health and Wellbeing Consultation Feedback and Proposed Commissioning Plan 2016-2017– referral from the Health, Social Care and Housing Committee

Item number	7.18
Report number	
Wards	All

### Executive summary

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The Health, Social Care and Housing Committee on 8 September 2015 considered a report from the Chief Social Work Officer presenting the Mental Health and Wellbeing Consultation feedback. The report describes how the consultation exercise will influence a collaborative approach to commissioning mental health and wellbeing services in conjunction with NHS Lothian and other key stakeholders. The plan augments the recommendations that were made to the Finance and Resources Committee on 13 May 2015 in the report “Award and Extension of Health and Social Care Contracts”.

The report has been referred to Finance and Resources Committee for approval for the extension of contracts for mental health and wellbeing services to 30 September 2016.

### Links

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<b>Coalition pledges</b>	See attached report
<b>Council outcomes</b>	See attached report
<b>Single Outcome Agreement</b>	See attached report
<b>Appendices</b>	See attached report

# Terms of Referral

## Mental Health and Wellbeing Consultation Feedback and Proposed Commissioning Plan 2016-2017

### Terms of referral

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- 1.1 The Council and NHS Lothian commission a number of different types of mental health and wellbeing services, which respond to differing levels of need. The services break down into two main types: preventative services; and care and support.
- 1.2 In 2011, the Council endorsed 'A Sense of Belonging', the joint strategy for improving the mental health and wellbeing of Lothian's population for the period 2011 to 2016. In 2012, the Council approved contracts to providers of mental health and wellbeing services in support of this strategy, initially for a period of three years.
- 1.3 Legislation mandating the integration of health and social care required that the future provision of mental health and wellbeing services was addressed by the new Integration Joint Board in its strategic plan for the 2016-2019. Work on the draft of this plan has begun. Pending the outcome of public consultation on the plan and publication of the final version later this year, the Council has agreed the extension of the contracts for currently commissioned mental health and wellbeing preventative services to 31 March 2016. It is recommended that a further six month extension of contracts be granted to support the redesign and procurement exercise that will be required.
- 1.4 Relative to the current contracts, the value of the extended contracts has been reduced by 5%, delivering a saving to the Council of £85,726. Further reductions may be necessary.
- 1.5 The Health, Social Care and Housing Committee agreed to:
  - 1.5.1 Approve the proposals to use the consultation feedback as a basis to develop a joint Commissioning Plan for mental health and wellbeing services from 2016-17.
  - 1.5.2 Refer the report to the Finance and Resources Committee to seek approval for the extension of contracts for mental health and wellbeing services to 30 September 2016.

### For Decision/Action

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- 2.1 The Finance and Resources Committee is asked to approve the extension of contracts for mental health and wellbeing services to 30 September 2016.

## Background reading / external references

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Health, Social Care and Housing Committee 8 September 2015.

### **Carol Campbell**

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### Links

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<b>Coalition pledges</b>	See attached report
<b>Council outcomes</b>	See attached report
<b>Single Outcome Agreement</b>	See attached report
<b>Appendices</b>	See attached report

# Health, Social Care and Housing Committee

10.00, Tuesday, 8 September 2015

## Mental Health and Wellbeing Consultation Feedback and Proposed Commissioning Plan 2016-2017

Item number	7.1
Report number	
Executive/routine	
Wards	All

### Executive summary

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This report presents the Mental Health and Wellbeing Consultation feedback. A full analysis of the feedback is contained in the appended document. The report describes how the consultation exercise will influence a collaborative approach to commissioning mental health and wellbeing services in conjunction with NHS Lothian and other key stakeholders. The plan augments the recommendations that were made to the Finance and Resources Committee on 13 May in the report “Award and Extension of Health and Social Care Contracts”.

Coalition pledges	<a href="#">P30</a> , <a href="#">P43</a>
Council outcomes	<a href="#">CO10</a> , <a href="#">CO11</a> , <a href="#">CO12</a> , <a href="#">CO13</a> , <a href="#">CO14</a> , <a href="#">CO16</a> ,
Single Outcome Agreement	<a href="#">SO1</a> , <a href="#">SO2</a>

## Mental Health and Wellbeing Consultation Feedback and Proposed Commissioning Plan 2016-2017

### Recommendations

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- 1.1 The Committee is asked to approve the proposals to use the consultation feedback as a basis to develop a joint Commissioning Plan for mental health and wellbeing services from 2016-17.
- 1.2 The Committee is asked to refer this report to the Finance and Resources Committee to seek approval for the extension of contracts for mental health and wellbeing services to 30 September 2016.

### Background

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- 2.1 The Council and NHS Lothian commission a number of different types of mental health and wellbeing services, which respond to differing levels of need. The services break down into two main types: preventative services; and care and support.
- 2.2 With the exception of advocacy, these services have been commissioned and procured separately by both agencies.
- 2.3 The continued implementation of the joint strategy “A Sense of Belonging” requires that these services be accessible to more people to promote wellbeing and enable greater social inclusion. The consultation exercise has confirmed the needs and wishes of stakeholders in terms of priorities for service development.
- 2.4 The consultation exercise confirms what people want: good information about routes to wellbeing and the supports available; clear and quick access to support – preferably through one door; local and person-centred services; agencies that plan services with people who use them and deliver them in an integrated way; and services geared to assist recovery, promote citizenship and challenge stigma.

- 3.1 In 2011, the Council endorsed 'A Sense of Belonging', the joint strategy for improving the mental health and wellbeing of Lothian's population for the period 2011 to 2016. In 2012, the Council approved contracts to providers of mental health and wellbeing services in support of this strategy, initially for a period of three years.
- 3.2 Between 2012 and 2015, all but two of the care and support contracts were moved from block contracts to framework agreements, in keeping with the expectations of personalisation and self-directed support. The two remaining block contracts will move across to framework agreements in October 2015. Preventative services are currently not in scope for self directed support and remain block contracts.
- 3.3 Legislation mandating the integration of health and social care requires that the future provision of mental health and wellbeing services is addressed by the new Integration Joint Board in its strategic plan for the 2016-2019. Work on the draft of this plan has begun. Pending the outcome of public consultation on the plan and publication of the final version later this year, the Council has agreed the extension of the contracts for currently commissioned mental health and wellbeing preventative services to 31 March 2016. It is recommended that a further six month extension of contracts be granted to support the redesign and procurement exercise that will be required.
- 3.4 The draft strategic plan for the Integrated Joint Board states: "At the heart of our plan is the development of a new relationship between citizens and communities, our services and staff, and the many other organisations who contribute to encouraging, supporting and maintaining the health and wellbeing of people who live in our city. We want to ensure that people are supported to live as independently as possible and enabled to look after themselves, but also access the right care and support when needed."
- 3.5 Planning for the new Royal Edinburgh Hospital includes reduced bed-based care and will require an enhanced set of community supports to prevent admission to hospital and to facilitate early discharge. The first phase of the new hospital will open in late 2016.
- 3.6 The move to locality partnerships will provide the opportunity to bring commissioning of most mental health services closer to the people and the area of the city in which they live.
- 3.7 There is a need for effective, efficient, outcome-focused services to be commissioned in line with the requirements of procurement legislation.
- 3.8 In light of the current and projected financial pressures, there is a need to achieve savings on all commissioned services.

- 3.9 Relative to the current contracts, the value of the extended contracts has been reduced by 5%, delivering a saving to the Council of £85,726. Further reductions may be necessary.

## Measures of success

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- 4.1 Services improved through implementation of changes required as identified through the consultation exercise.
- 4.2 People have better access to services they need, when and where they need them.
- 4.3 People's physical and mental health improves.
- 4.4 People experience less stigma and their recovery is assisted through opportunity for inclusive and meaningful lifestyles.
- 4.5 Services are person-centred and value lived experience.
- 4.6 The creation of a commissioning environment that will facilitate the development of alliance contracting and delivery on a locality basis from 2016 onwards.

## Financial impact

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- 5.1 Initial work has resulted in a saving of 5% (£85,726) from the Health and Social Care's budget for mental health and well being preventative services.
- 5.2 Further efficiencies may be required.

## Risk, policy, compliance and governance impact

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- 6.1 The implementation of the plan will be overseen by the Edinburgh Mental Health Planning Forum. This is a multi-agency group, including senior managers from NHS Lothian and the Council, with representation from services users and carers who are supported by independent advocacy, and third sector organisations.

## Equalities impact

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- 7.1 Delivery of the plan will contribute to the Council's and partners' legal responsibilities as defined in the Equality Act (2010) public sector equality duty. This works contributes to advancing equality of opportunity for men and women with mental health issues by ensuring they can receive person-centred services that support them to overcome stigma.

## Sustainability impact

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- 8.1 The duties of the Climate Change (Scotland) Act 2009 have been considered in respect of this report. Implementation of the plan does not contradict our duties as a public body under this legislation.

## Consultation and engagement

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9.1 This report is based on a consultation exercise undertaken in the autumn of 2014. The exercise included stakeholders, particularly service user and carers groups, colleagues and other partners. We received responses from over 120 people sharing their own experiences and 50 responses from organisations providing services to people with mental health problems. The consultation has helped us understand what people identify as the key priorities, and how these should be delivered.

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### Links

[A Sense of Belonging: A joint strategy for improving the mental health and wellbeing of Lothian's population.](#)

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<b>Coalition pledges</b>	P30 - Continue to maintain a sound financial position including long - term financial planning P43 - Invest in healthy living and fitness advice for those in need
<b>Council outcomes</b>	CO10 - Improved health and reduced inequalities CO11 - Preventative and personalised support in place CO12 - Edinburgh's carers are supported CO13 - People are supported to live at home CO14 - Communities have the capacity to help support people CO16 - Well-housed - People live in a good quality home that is affordable and meets their needs in a well managed Neighbourhood
<b>Single Outcome Agreement:</b>	SO1 - Edinburgh's Economy Delivers increased investment, jobs and opportunities for all SO2 - Edinburgh's citizens experience improved health and wellbeing, with reduced inequalities in health



# Edinburgh's Mental Health and Wellbeing Services

Consultation feedback and proposed commissioning planning process

recovery choice health 'see me'  
choice priorities inclusion  
health acceptance recovery  
'see me' wellbeing priorities inclusion

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# Introduction

Welcome to consultation feedback which will inform the City of Edinburgh Council and NHS Lothian commissioning plan for mental health services. Commissioning aims to set out how services will be planned, monitored and developed to help people have better lives. As we move forward the planning for services will link with the Edinburgh Joint Strategic Needs Assessment (JSNA).

Our work to date has been developed with key stakeholders, particularly service user and carers groups, with the intention of seeking consensus in how we deliver effective and efficient services in the city.

This report sets out what is important for people and identifies the services that need to be prioritised. There is a need to be transformational and to consider how personalised services can be accessed and delivered, both locally and across the city. There is a need for the plan to fit within the increasing financial challenges in the public sector and the increasing demand for care and support as a result of demographic changes.

The new Edinburgh mental health hospital will reduce the provision of bed based hospital care for people with mental health problems. There will be a need for increased resources to support people at home.

The integration agenda provides the opportunity to develop local, integrated services which provide, easy access, early intervention, prevent admission and support early discharge from hospital.

In 2014, the Scottish Government passed the Public Bodies (Joint Working) (Scotland) Act 2014, which brings together the planning and operational oversight for a range of health and social care services for adults through newly formed integration authorities. From April 2016, the Edinburgh Integrated Joint Board (IJB) will be responsible for planning the way in which mental health and care services will be delivered and monitored. The integration of health and social care is

intended to improve outcomes for people through the provision of effective and efficient services. The IJB is required to produce a strategic plan, setting out how services in Edinburgh will be delivered in order to achieve a set of national and local outcomes for health and wellbeing. The draft Strategic Plan can be accessed [here](#).

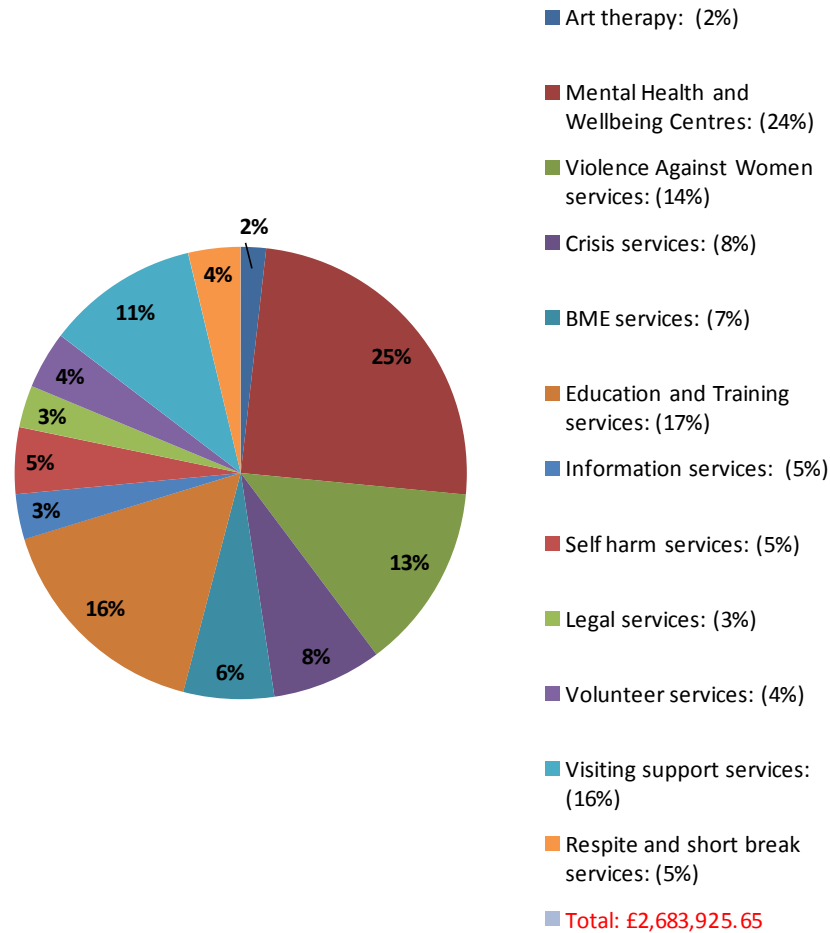
The integration of health and social care is important not only in improving outcomes for people and helping people in the recovery of both physical and mental ill-health; it also promotes a partnership approach involving all stakeholders in supporting people in their recovery and delivering on the key priorities that are set both locally and nationally.

## Looking Forward

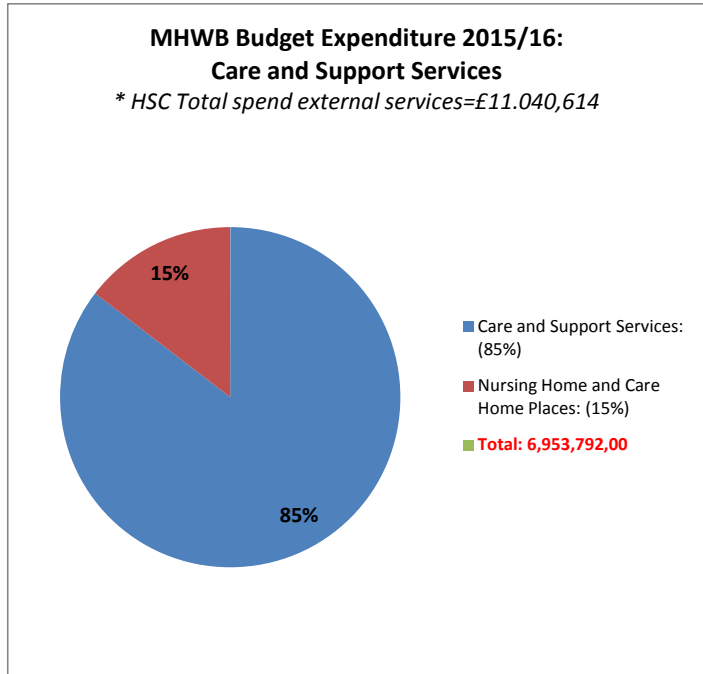
We believe the people of Edinburgh have a right to receive high quality mental health services that are available when they are needed and are based on the best evidence of effectiveness. This aim will require a range of different options and opportunities to be made available to support people maintain good health and wellbeing. Keys to success will include keeping people safe and well in their community, support and strengthening families and enabling people to have meaningful lives. In accordance with locally identified priorities and the national health and wellbeing outcomes, the plan is to ensure that the people of Edinburgh can:

- access the services and support they need
- have a choice over how they receive services and support
- input to how services are planned, commissioned and delivered
- expect services to be more integrated and delivered locally

### MHWP Budget expenditure 2015/16: Preventative services



The Council and NHS Lothian currently contract and commission a number of different types of mental health and wellbeing services from the third sector to provide prevention and early intervention services. The services support over five thousand people. The two diagrams illustrate the total investment in mental health and wellbeing services and the percentage of investment in each area.



## What did we learn from the consultation exercise?

In 2014, there was an extensive consultation exercise carried out with all stakeholders. We received responses from over 120 people sharing their own experiences, and 50 responses from organisations that provide services to people with mental health problems. The outcome of this consultation has helped us understand what people have identified as the key priorities, and how they should be delivered.

Currently all agencies are facing considerable challenge in balancing demand, service provision and the need to make savings to manage within allocated budgets. The table on the previous page outlines the total current spends by NHS Lothian and the City of Edinburgh Council on Care and Support services. There remains a substantial investment in mental health services in Edinburgh.

In the months ahead the focus will be on what services we need to prioritise, where they should be located and who is best placed to deliver them in line with the Health and Social Care Partnership's priority of providing the right care in the right place at the right time.

The following are key priority outcomes, derived from the consultation. All future planning should take these views into consideration and focus on:

- improved access to services
- prevention and early intervention
- delivery of personalised services to support recovery

- support to keep people safe and well
- improved health and wellbeing

The plan should be read in conjunction with the 'Commissioning Plan for Adult Social Care (2011-2016)' the joint mental health and wellbeing strategy "A Sense of Belonging" and the draft Strategic Plan for Health and Social Care.

The plan will ensure that the mental health and wellbeing services commissioned by the Council and NHS Lothian continue to work towards achieving the outcomes outlined in these plans.

## Improving Access to Services

Increasing access opportunities and service delivery is a key issue in valuing mental health equally with physical health.

### What people said:

- preventative services will be reduced due to the budget savings required
- services are too 'institutionalised'
- access and promotion of Wellness Recovery Action Planning (WRAP) are needed

### What we plan to do

- make better use of local assets to improve local access and delivery and prevent the need for hospital admission
- build on good examples of where physical and mental health care are integrated
- develop ways of delivering integrated services via one door
- connect with people who are excluded and remove stigma

- invest in digital technology to assist recovery

## Prevention and early intervention

Mental health services have traditionally been reactive, responding to the needs of people as they develop, and often engaging with people at a time of crisis. It makes sense, both for the health of the population and in terms of economics, to intervene early when people may have an issue with their mental health, in order to reduce the chances of more serious and enduring mental health problems developing, which would be worse for the individual and harder and more expensive for health and social care to support. There is good evidence to support a shift in our planning, design and delivery different services to enable people to be supported closer to home, and to support people in their recovery. Person-centred care supports people to develop the knowledge, skills and confidence they need to manage more effectively and make informed decisions about their own health and care.

### What people said:

- we need preventative services, but also services that can respond when in crisis
- we want access to talking therapies, counselling, peer support
- we want good communication between professionals that takes account of the needs and wishes of people and their carers
- we want meaningful activity or increased opportunities around employment
- we want increased mental health awareness

### What we plan to do:



- shift thinking to ‘doing with’ people, rather than ‘doing to’
- work with stakeholders to shift the focus and delivery of resources from bed-based care to a preventative community infrastructure
- invest in peer support to assist people in their recovery and self management of their health and wellbeing
- have ongoing conversations with people in their communities to understand their key priorities and how services should be planned, commissioned and delivered locally

## Personalisation

Personalisation means thinking about care and support services in a different way. It means starting with the person as an individual with strengths, preferences and aspirations. The person is central to the process of identifying their needs and aspirations and making choices about how and when they are supported to live their life. It requires a significant transformation of all adult social care services, including mental health, so that all systems, processes, staff and services are geared up to put people first. The key values and principles, which will support the redesign and commissioning of services in Edinburgh, will be based on our commitment to provide people with as much choice and control as possible.

### What people said:

- they have limited choice about who provides their care and support
- they are unsure about what services are available to them

### What we plan to do:

- create a clear directory of services to provide current and accessible information

- deliver training that ensures a well informed workforce who can explain clearly how people can be supported through the four options within self directed support
- have clear eligibility criteria, which address the needs and opportunities around supporting people who have emotional as well as physical support needs.

Excellence in commissioning requires a mature, multi-agency approach. The integration of health and social care will support this by bringing together health and social care commissioners, the local community and wider partners. Through the Integration Joint Board, partners will work together to develop a joint understanding of the local population's health and wellbeing needs and a shared strategy for meeting these. Central to this, is the Joint Strategic Needs Assessment process, and the development of a Joint Health and Wellbeing Strategy to set out a shared set of priorities to address the identified need.

## Supporting recovery

### What people said:

People want:

- something meaningful and structured in their life and access to services where they feel accepted
- to be free from anti social behaviour in their neighbourhood
- good housing that prevents levels of anxiety and stress from escalating
- to be stigma free

### What we plan to do

- continue to consider the safety of children, young people and vulnerable adults, and to safeguard them
- continue to address the need for adults to take risks and to consider the benefits and alternatives
- ensure people and their families are supported appropriately through times of emotional or physical distress and continue to provide safe environments for people to have a sense of belonging

## Improving health and wellbeing

Raising awareness of the need for good physical and mental health continues to be a key priority within the mental health strategy: 'A Sense of Belonging'.

### **What people said:**

- people want services to provide help with both physical and mental health issues
- services should be accessible through a single contact, to prevent people having to make multiple contacts in multiple locations
- Services should be aware of activities that encourage good mental health and wellbeing, such as exercise, positive interactions, meditation, supportive work environment, good sleep, housing, nutrition, reflexology, medication, respite and gardening

### **What we plan to do:**

- through the alliance-based contracting process, we will ensure that services provide outcomes that support good physical and mental health

- ensure that services use the assets in their locality to promote good physical health and well being

## Plans for Future Commissioning

The financial challenges in the public sector are well documented. The scale of budget pressures brings immediate challenges for the public sector to reduce expenditure, but to also ensure long-term, sustainable public services.

The current mental health and wellbeing contracts will come to an end in March 2016. It is recommended that contracts be extended for a further period of six months to support redesign and procurement of services. This will provide the opportunity to redesign services in line with the shift to locality working, and through a process of co-production. The co-production process will be supported by service user and carer representation, providers and commissioners who will design services, which fit within an integrated model of working. This will include developing a new contract specification, which will be outcome focused.

The City of Edinburgh Council and NHS Lothian intend procuring services in the future by using an approach that continues to work with service user and carer groups and all stakeholders who together will lead the co-production and procurement of services in accordance with alliance contracting. Alliance contracting is a contracting structure in which multiple organisations, including commissioners and providers, agree to work collaboratively to deliver agreed services.

Some of the key features of alliance contracting:

- commissioners enter into a single overarching contract with a number of providers

- commissioners are part of the alliance
- objectives are aligned for all parties and everyone signs up to an agreed vision and values against which the contract will be delivered
- all parties are jointly responsible for delivering agreed outcomes, but particular partners may take the lead for certain elements of service delivery
- commissioners and providers share the risks and outcomes of the alliance working
- strong relationships are essential and disputes are resolved within the alliance
- innovation is a key component of the process and the subsequent contracts

Some of the features of redesigned mental health and wellbeing service:

- good signposting, clear and available information, easy access preferably through one door
- a culture shift that puts people and their recovery at the centre of planning and delivery of services
- a move of investments from building based/bed based care to support near home
- a move of investment from reactive interventions at a time of crisis to preventative support
- a strategy to tackle stigma at all levels
- promotion of inclusion and full and meaningful citizenship

If you would like any further information about the plan, please contact:

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