

SOUTH WILTSHIRE PRIMARY CARE TRUST

Modernising Mental Health Day Services for Adults of Working Age

Introduction

1. Following public consultation, the Wiltshire Overview and Scrutiny Committee (OSC) agreed a number of proposals made by South Wiltshire Primary Care Trust (SWPCT) relating to mental health services in South Wiltshire.
2. Most proposals were supported but OSC made a number of resolutions where it felt further work was necessary. The resolutions (extracted from the Committees minutes) are attached as Appendix 1.
3. The purpose of this report is to update OSC on progress made towards modernising mental health day services in South Wiltshire.

Governance and Reporting

4. During public consultation a multi agency steering group was established to oversee the consultation and work in a number of sub groups on specific proposals.
5. As OSC asked for further work on day services, this subgroup has not been disbanded. However two changes to the membership of this group have been made; the PPIF representative has changed; the service user representation has been changed. The membership is attached as Appendix 2.
6. The work of this group is reported through the South Wiltshire Local Implementation Team and the Wiltshire Joint Commissioning Board for Mental Health.

Service User Involvement in Day Services Review.

7. SWPCT is committed to comprehensive service user involvement. However the PCT must also ensure adequate probity and minimal conflicts of interest in its procurement.
8. Specific elements of the review process will deliver this;
 - 8.1. A survey of service users and carers (see below) to identify needs and views about current services
 - 8.2. Data collection from service providers (see below)

- 8.3. Two service user representatives on the working group to collect review and analyse the information (gathered from many sources). The service user representatives will be identified following an advertisement in the local newspaper. Interviews of service users for this role will be carried out by a panel comprising the PCT Commissioning Manager, AWP Locality Manager and a Public and Patient Involvement Forum member.
- 8.4. Formal public consultation should this be required by OSC (or the Task Group).
9. The service user involvement process proposed has not met the wishes of all service users. This is because (to ensure minimal conflicts of interest), the person specification for the service user representative excludes service users who are employees, trustees or on the management committee of any current or potential service provider. Despite these reservations by a small number of service users the PCT believes the service user involvement proposed is robust.
10. Once the review has been undertaken and the revised specification completed and consulted upon, a tendering process will take place. This would have happened anyway (originally in September 2005) as the contract is subject to Wiltshire County Council contracting regulations.

Process for Review of Day Services

11. The two day services considered in the earlier work were Salisbury Industrial therapy Unit (S.I.T.U.) run by the Avon and Wiltshire Partnership NHS Trust and Greencroft Centre run by Greencroft New Alliance (G.N.A.) a local independent charity.
12. Members of OSC felt that the work had not considered all of the services available to people with mental health problems in coming to some of its conclusions. It asked for a wider review to include all day services available for this client group.
13. In order to propose a new service model the subgroup needs a large amount of information. Appendix 3 shows the different interest groups (such as service users, carers, and staff) that need to have their view heard in developing a new service specification.
14. All of these groups have been sent a number of survey forms (with more available on request). The form is attached as Appendix 4. This form will tell us about how services are viewed, whether they are valued for social contact, employment support and so on. Both the South Wiltshire Advocacy Network and the Wiltshire and Swindon Users Network are available to help service users complete the form.

15. The group would also like to know more about the work done by independent service providers. A supplementary form has been sent to local service providers so that the subgroup can understand the activity provided, the numbers of clients (distinguishing between mental health and other client groups). Questions have also been included about different funding sources. The form is attached as Appendix 5.
16. All of this information will be considered in drafting a new specification which will form part of the public consultation which the group anticipates OSC will require.
17. Subject to the public consultation a competitive process would be undertaken to identify a service provider in line with Wiltshire county Councils financial regulations.
18. The action plan attached as appendix 6 provides for the identification of a provider for the newly specified service by 10th February. This would allow for a ten week handover period.

Salisbury Industrial Therapy Unit

19. This service is currently provided by the Avon & Wiltshire Partnership NHS Trust. It comprises a sheltered industrial workshop on a trading estate in Salisbury staffed by one nurse manager, 4 technical instructors/technical assistants and one administrator. Service users are supported to undertake a range of jobs such as packing, light assembly and engraving. Previously the service also operated a woodworking and upholstery service. Due to lack of transport for the items produced this element of the work has been phased out although the equipment is still available.
20. Over the last two years a consensus has been reached between the commissioner and provider of this service that employment services are not best provided from within the statutory sector. This reflects an increasing understanding of the need for social inclusion, and the additional value (both financial and more broadly) that voluntary sector provision can bring. ¹
21. An internal review of the service was carried out eighteen months ago. At that time the service supported forty six clients. Each client had an individual review and was offered a range of options based on their assessed needs. Twenty six clients were enabled to move to less sheltered or supported employment. Two were enabled to move to paid work.

¹ Wiltshire County Council moved all of its provision of supported employment to the voluntary sector between 1998 and 2000. It continues to commission such services using both Community Care and European Social Funding.

22. The remaining twenty clients are those for whom no suitable alternative existed in the voluntary sector. This is because of the level of their mental health need exceeded that which current independent sector services could accommodate.
23. As a result of reducing the number of clients the service provides less value for money. Furthermore a reduction in the amount of light assembly work has reduced the income the unit is able to generate. The engraving had been a lucrative element of the service but only one service user was interested in this work and they have moved on to a less sheltered environment.
24. This loss of income has made the service more vulnerable. It's budget assumes a high level of income to cover some of the costs of the service and this is not being achieved. The AWP Locality Manager has concerns that without this income she will be forced to divert funds away from inpatient or community services in order to deliver a balanced budget. This could compromise the quality of these other services.
25. Further the reduction in the work commissioned has had a negative effect on the service users, some of whom have ceased to attend because they find the day less stimulating without this work./ Care managers from AWP are working hard to ensure that this client group, who need regular monitoring, return to the service. Staff within the service are working as flexibly as possible to maintain the therapeutic benefit of attendance despite the lack of assembly work.
26. Taking all of these difficulties into consideration, and acknowledging the increased voluntary sector employment provision in the area the day services subgroup recommended separating the SITU service from the wider review and pursuing a speedier voluntary sector solution for this small but important client group.
27. Work has already begun to investigate whether there would be interest from the voluntary sector with some positive response. The working group has also recommended that the current staff group should remain with the clients and that there may be the possibility of a new provider taking over the current building. The group is also working with the County Councils Bidding Unit to identify whether European Social funding could be used to further develop the service.
28. Any new service would tightly specify the need to provide a service capable of engaging with this more difficult client group and ensuring the service remains appropriate for them. The contract would also cover the arrangements for seconded staff and (if appropriate) the assignment of the lease from AWP to another organisation. The new service must provide for this client group but may be able to attract interest from other client groups. Over time it may be possible to integrate the service provisions with other similar services but the contract would protect the current client group.

29. The subgroup would like to pursue this without delay, and without further public consultation. All actions would be reported and agreed through the South Wiltshire Local Implementation Team and the Wiltshire Joint Commissioning Board for Mental Health.
30. SWPCT does not believe that the proposed arrangement for S.I.T.U. would constitute a significant variation in service because;
 - 30.1. clients will still receive the same level of service
 - 30.2. clients will continue to be supported by the same staff group
 - 30.3. the new provider will better be able to ensure the ongoing viability of the service and provide for greater social inclusion
31. AWP fully support the proposal because they believe it will provide a better model of care for these clients.
32. Staff at S.I.T.U. have been involved in the process and are keen to pursue a speedy solution which protects both the client group and their own employment.
33. Clients at S.I.T.U. are concerned about changes in their care but these concerns have been mitigated to some degree by assurances that the staff group will move with them and that the level of care will remain the same or improve.

Decisions requested from Overview and Scrutiny Committee.

34. To determine whether the Overview and Scrutiny Task Group (established during the previous consultation) needs to be re-established.
35. To approve the action plan and associated time scale attached as appendix 6 for the main review of day services.
36. To agree that the subgroup recommendation (that SITU be excluded from the main review) is appropriate.
37. To approve the work that the subgroup wants to pursue in identifying an appropriate service provider for S.I.T.U. clients and contracting with them to provide a service as soon as possible and without the need for public consultation.

Appendix 1.

Extract from Overview and Scrutiny Minutes 23rd March 2005.

Resolutions:

The Committee agreed that:

- (i) A great deal of work had been done by all those involved in the review, and that SW PCT had shown a great deal of good will towards the public, patients and other respondents to the consultation in taking their views on board.*
- (ii) The consultation carried out by South Wiltshire Primary Care Trust has been robust, inclusive and has actively sought the views of patients, the public, carers and other interested parties.*
- (iii) The general direction of travel for mental health services in South Wiltshire is right, but that South Wilts PCT should be asked to consider the following recommendations:*
 - a. We would like to see, at the earliest possible opportunity, a detailed time line for implementation of the planned service changes to illustrate when disinvestment in beds will take place and when the alternative community based services will be operational.*
 - b. We would also ask the PCT to reconsider its provision for crisis management and in particular:*
 - c. To commit to further work with partners to develop residential crisis services so that such support can be given away from the acute unit at Beechlydene, in a more appropriate setting.*
- (iv) In addition we propose to extend the Task Group, which formulated the original Health Overview & Scrutiny Committee consultation response, so that it can continue to work with the PCT during the further review of day care services.*
- (v) Ask the Task Group to formally seek the views of the Steering Group to the final proposal document.*
- (vi) Request that the Task Group be kept abreast of the discussions held at the Joint Commissioning Board during the forthcoming transitional period.*

Membership of the Day Services Sub Group

Name (last/first)	Title	Organisation
Asher Louise	Contract Officer	Wiltshire County Council
Banister Sally	Commissioning Manager	South Wiltshire Primary Care Trust
Frizzle Sarah	CMHT's Manager	Avon & Wiltshire Partnership NHS Trust
Haddock Helen	Service User Involvement Worker	Wiltshire and Swindon Users Network
Hartley Ros	Director of Partnerships	Hampshire Partnership NHS Trust
MacDonagh Katie	Project Nurse	Avon & Wiltshire Partnership NHS Trust
Novak Lynda	Development Consultant	National Institute of Mental health England
Paton Beryl		Public and Patient Involvement Forum
Vacant		Service User Representative
Vacant		Service User Representative

Interest Groups for Day Services Review

