

22nd April 2013

Agenda Item: 6

REPORT OF THE SERVICE DIRECTOR FOR PERSONAL CARE AND SUPPORT - YOUNGER ADULTS

CO PRODUCTION IN MENTAL HEALTH SERVICES

Purpose of the Report

1. This report has been submitted to update the Committee on the development of Co Production services and approve funding for posts until March 2015.

Information and Advice

2. In 2010 Nottinghamshire County Council began consulting on the future of mental health day services. The government's mental health policy publication 'New Horizons' in 2009 had also focused on the improvement of the mental health and well being of the general population and emphasised the improvement of the quality and accessibility of services for people with poor mental health.
3. The changes in the services therefore had to offer:
 - a personalised approach to meeting individual outcomes;
 - aim to improve the mental wellbeing of the wider population-not just those who were already receiving specialist mental health services;
 - provide opportunities for early intervention and prevention;
 - encourage the development of natural social supports and personal independence;
 - provide an effective service that was good value.
4. In June 2011, the Council approved the report and recommendations for the day service modernisation programme. For mental health services, the following specific proposals were agreed:
 - The building based Mental Health Day services would be integrated with other day services' provision.

- People who were eligible for personal budgets could meet their individual outcomes via the purchasing of individualised support to engage in community activities.
 - A Co Production Project would be initiated to benefit those who would not be eligible for Personal budgets and to widen out accessibility to promote mental well being in the community.
5. Two workers were enabled from Day Services to become Co Production Development workers, with the third post being filled via the redeployment register. A Co Production Project Officer was recruited to in November 2012. These posts are temporary for two years (from April 2012) and are funded by Day Services Transformation funds.
 6. The Co Production Project aims to utilise its resources in a way which creates opportunities for people experiencing mental health difficulties to engage with community services.
 7. The service is designed to engage adults who have experienced mental health difficulties across Nottinghamshire with three locality teams operating within Ashfield and Mansfield; Bassetlaw, Newark and Sherwood; and Broxtowe, Rushcliffe, Gedling.
 8. Co-production will ensure that its activity is complementary to the Nottinghamshire County Council strategic priorities, as well as aligning to the Health and Wellbeing Strategy with particular reference to the following priority areas:
 - achieving mental health and wellbeing.
 - ensuring linkage with Community Mental Health Teams and the Reablement process so that staff members within those teams can knowledgeably 'sign-post' their service users to the appropriate local networks.
 - supporting the growth of social enterprises in the community.
 - raising aspirations through promotion of educational, training and employment opportunities, including development of social enterprise (where appropriate and identified as a localised need).
 - development of community networks which will help maintain members' health and wellbeing, so that reliance on statutory services is reduced.
 - development of community projects (e.g. music, horticulture, arts) which enable members to engage with as well as influence the planning, evaluation and delivery through the co-production practice approach.
 - development of micro-services by members, pertinent to the Mental Health and Well-being Strategy and localised need. For example Information Advice and Guidance (IAG) service for parents/family members, Mental Health and Wellbeing training packages for the private and public sector professions.
 - development of community venues and partnership working which result in complementary and mutually supportive practices.

- development of growth within the voluntary sector.
- development of growth within the social enterprise sector.

9. The Co-Production Project (CPP) has a number of key stages:

Stage 1: Sign Posting; An adult is signposted to the local Co-production Project team through the reablement pathway (reablement workers work with people when they are first referred into community mental health teams to prevent them needing long term support and help them engage with community facilities).

Stage 2: Co-Production Project (CPP) Engagement; Sign posted adults meet the local team and are introduced to the project and informed about its remit e.g. Co-Production. Time Banking will be explained and how people can contribute towards helping themselves, others and the community.

Stage 3: Time Banking (A volunteering scheme allowing the sharing of skills/time towards projects, activity, help, community etc). As a Time Bank member an individual can choose to exchange their time weekly, monthly or even yearly. They are encouraged to see themselves as an asset to the community, with a view to sharing their unique skill, knowledge, and experience in a voluntary capacity in return for a time credit, upon which they can request an exchange that benefits them. It is a reciprocal relationship.

They are asked to complete a membership application form and a skills check list will be available should the person wish to join the Time Bank. A Disclosure & Barring Service (DBS) form will be completed and proof of identification will be needed to do this. If an individual does not wish to have a DBS they are still able to join the Time Bank, but will not be able to have one to one exchanges.

Once an individual has joined the Time Bank and their references and DBS have been returned, they can offer to share their skills, request exchanges and attend workshops, social and educational activities and events. A handbook is made available to all Time Bank members along with a unique Time bank membership number.

Stage 4: Network Awareness; Here the team help enable links with other community projects and organisations, including the development of new groups/networks. Time Bank members will have access to lots of community links, support networks, and opportunities to re-engage with other provisions and services such as further education college courses, health programmes, allotments, art and music projects and even retail and charity work experience. This in turn should enhance their quality of life and develop their potential.

This stage also enables mutual partnership practice as opportunities are identified to work together and co-produce not only health outcomes for members but outcomes for services/organisations/communities.

Stage 5: Social Enterprise; This final stage is about the development of co-produced services by members. They could be small micro-enterprises (e.g. selling arts and crafts) or larger ones (e.g. coffee shop, digital hub).

Linkage with external funding is encouraged and bringing in expertise from the business and voluntary sectors for example, Social Enterprise East Midlands, and Community Accountancy. The development of social enterprise not only helps co-production to reach its full potential, but also enables economic growth, routes to employment and training, the growth of charities and the voluntary sector as well as support statutory provision.

For example, the nurturing of a coffee shop enterprise at the Beeston Day Centre Site (Middle Street) enables the growth of the Mindset charity, and the up-skilling of its members through specific training (food hygiene certificate through Central College) who volunteer to run the enterprise. This in turn creates the potential to augment economic growth as the business can be expanded either by drawing in trade from the wider community, or as they diversify and start supplying a lunchtime 'sandwich run' for commercial offices established in Beeston. This in turn will give potential for new businesses to be developed.

10. Through feedback from members the impact on people's health and well being can be seen;

One member who was previously mute began to re-develop her expertise at communication (she had once completed a degree in Administration) through Time Banking her skill by producing the Time Bank news letter. As well as earning credits she has gone on to find part time employment.

"...as the Time Bank grew, so did my confidence"

"...and making sure everyone was OK increased my self-confidence, awareness and self-esteem too"

"I have been able to do Journal Covering Workshops which I thought I would never be able to do...as well as doing workshops I have been party to some Guitar lessons, Alphabet Sign Language, Reiki, Relaxation, and Healthy Eating sessions all organised through Time Bank"

"What I have gained through being a member of Ashfield and Mansfield Time Bank has been more than time and skills. You acquire connections, a little community of friends with a common goal to share"

"Before joining Time Bank I hardly went out, had no motivation, I basically lost my way, but since joining I have started to find myself and started to gain confidence".

11. The development of Co-production services has enabled the mental health services to provide alternatives to the traditional day services offer thus reducing the demand on day services. It also provided an alternative and cost effective means of providing preventative services which maintain independence for people who are not eligible for social care support. Many of the people who are involved in the co-production service have moderate level needs whilst their mental health is stable, however without this support their mental health may deteriorate such that they develop substantial levels of need and risk to their independence.

12. The Co-production service is now providing support to over 200 people, the majority of whom had previously relied on day services to provide their support. Prior to the

development of Co-production the authority's mental health day services were providing for these people at significantly higher cost to the authority.

13. The success of Co-Production and Time Banking as a model of engagement has been gaining interest from other services such as developing peer support for people who are new to the personal budget system, using Time Banking as a mechanism to engage peers who would be confident to offer information, advice and guidance (IAG) as a support package.
14. Age Concern and the County Council's older people's services have expressed interest in developing Time Banking as a universal model that builds community capacity to prevent loneliness and isolation, as well as encouraging community members to value the wealth of experience, skill and knowledge that older people possess. In turn, the scope of the 'University of the Third Age' (U3A) can be broadened if members are encouraged to 'Time Bank' in more disadvantaged communities.
15. The Adult Community Learning Service (ACLS) have recently become very interested in the Time Banking model and will build this aspect into their next business plan, with the idea that Time Banking could be included as part of their offer when learners have completed a community course and were looking at follow on activities, especially regarding volunteering opportunities.
16. Adult Care Financial Services are considering an approach which helps service users to understand their financial statements and manage them appropriately. We are therefore going to work together to encourage co-production, where volunteers from the wider community can be trained up to offer information and advice to service users and Adult Care Financial Services in order to help them make reasonable adjustments under the Disability Discrimination Act to their administration processes. This learning should therefore benefit all concerned.
17. Due to the success of this service and the request to extend it to cover other groups of vulnerable people including older people and people with disabilities there is a requirement to extend the current investment in order to facilitate the expansion in provision. It is therefore being recommended that the current posts are extended for a further twelve month period. With this additional time, the benefits of this approach could be spread out across other service areas, to provide a One Council approach to improved health and wellbeing.

Statutory and Policy Implications

18. This report has been compiled after consideration of implications in respect of finance, the public sector equality duty, human resources, crime and disorder, human rights, the safeguarding of children, sustainability and the environment and those using the service and where such implications are material they are described below. Appropriate consultation has been undertaken and advice sought on these issues as required.

Implications for Service Users

19. The initial success of the project has meant that people experiencing mental health difficulties in their communities are being engaged in developing a flexible and varied programme of activities. Although the feed back so far has been very positive, the potential

for this way of working has not yet been fully realised. By lengthening the life span of this pioneering stage, scope to develop this into a fully interconnected sustainable model should be secured. This in turn should create a strong foundation on which to further expand capacity in the voluntary, statutory and business sectors thus developing a productive, and positive, relationship between 'citizen and state'.

Ways of Working Implications

20. The additional posts will be accommodated within existing office space, working flexibly between community bases throughout the County.

Implications for Human Rights

21. Outcomes for service users and their families regarding health and wellbeing have been growing significantly. As they engage with the service they become community members who are also exposed to the process of empowerment. The integrated co-production approach therefore creates a new environment where there is open access, inclusion and flexibility to respond to members' ideas and attributes. This has been seen to have a positive affect on their family life, and health, e.g. raising their self-esteem, or improving confidence, self-expression, team working, increased fitness levels, learning new skills or having more capacity to cope. Through working co-productively on projects and engaging in Time Banking peer networks emerge and social capital is improved.

Equalities Implications

22. Until now the service has worked primarily with people who have experienced mental ill health. Expansion of the service to meet the needs of older people and people with other disabilities is now being considered. In addition it is proposed that the co-production members can be engaged in advising the County Council in making reasonable adjustments to current processes (such as billing and invoicing) to ensure the authority is complying with its disability equality duties.

Human Resources Implications

23. The current posts are funded until 31st March 2014. The temporary nature of the posts means that staff are likely to leave for new posts prior to April 2014. It is therefore proposed that the current posts are extended for a further twelve month period. All posts carry an approved car user status. The posts are located in community bases throughout the County with the exception of the co-ordinator post which is based at Sir John Robinson Way.

24. The current establishment is:

3 x fte Co-production workers, Pay Band A temporary until 31st March 2014

1 x fte Co-production Coordinator, Pay Band C temporary until 31st March 2014

25. It is proposed to extend the temporary posts to 31st March 2015

26. The Trade Unions have been consulted and no comments have been received.

Financial Implications

27. The project has initially been funded up until April 2014 from Day Services Transformation monies. This will cost: £216,324 for the Band A posts (including on costs) for the initial two years and £94,118 for the Band C post (including on costs) for initial two years.
28. The additional temporary funding of £163,119 required to extend the posts can be met from the NHS to Social Care reserve funding.

RECOMMENDATIONS

It is recommended that the Adult Social Care and Health Committee:

- 1) Note the excellent work being undertaken by the Co-production services and the intention to expand this to other vulnerable groups in the county
- 2) Approves the 1 fte (37 hours) temporary Co-production Co-ordinator, Pay Band C, scp 39-44 (£43,176-47,784) be extended for a further year from 31st March 2014 to 31st March 2015 and the post continue to be allocated approved car user status.
- 3) Approves the 3 fte (37 hours) temporary Co-production workers, Pay Band A, scp 29-34 (£31,458-£36,645) be extended for a further year from 31st March 2014 to 31st March 2015 and the posts continue to be allocated approved car user status.

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Constitutional Comments (SLB 09.04.13)

29. Adult Social Care and Health Committee is the appropriate committee to consider the content of this report; it is responsible for approving relevant staffing structures. The Council's Employment Procedure Rules require Human Resources comments and trade union consultation where changes to staffing structures are proposed.

Financial Comments (KAS 11.04.13)

30. The financial implications are contained within paragraph 28 of this report.

Background Papers

Except for previously published documents, which will be available elsewhere, the documents listed here will be available for inspection in accordance with Section 100D of the Local Government Act 1972.

- a. New Horizons – A shared vision for mental health - December 2009

<http://webarchive.nationalarchives.gov.uk/>

Electoral Division(s) and Member(s) Affected

All

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