Scope of this report

The services considered pertinent to this report are set out in Appendix 1 with core details and funding streams.

Background

Mental health services across Scotland have been progressing over the past decade consequent upon the publication of the National Framework in 1997 and more recently the enactment, in 2003, of radical new mental health legislation. Midlothian services have followed suit.

The new legislation was based on a comprehensive review of modern requirements for care and treatment in mental health. In 2004 NHS Lothian responded with its proposals for a radical redesign in their delivery of mental health services and the Lothian Mental Health and Wellbeing Strategy was published in 2005.

Since 2003 Midlothian Council has worked with service users and carers, and with its partners in the health and voluntary sectors, to build an integrated joint strategy for mental health that would meet local needs, national directives and accommodate health service redesign.

In December 2006 Midlothian Council Cabinet approved the final joint strategy which was achieved via detailed multi-agency negotiation on the overall redesign, costings and funding options for the identified services. The strategy has meant significant change for some key agencies but many core community mental health services continue, at this stage, to offer support as before.

This strategy is now in its implementation phase and the key features and services are as follows:

- Rosslynlee Hospital reprovisioned and adult inpatient services transferred to the Royal Edinburgh Hospital where 8 acute bed spaces have been made available along with access to psychiatric rehabilitation facilities.

- Community model for local service delivery based on recovery principles and designed to reduce the need for hospital admission and optimise inclusion and wellbeing. The statutory services, including mental health social workers, are now co-located to optimise joint working, good practice
and communication. Midlothian Council’s co-location costs were funded from mental health act monies.

- Carr Gomm Scotland provides independent accommodation with intensive support for up to 8 occupants on a time-limited basis at Park Cottage.

- ‘Health in Mind’ has expanded, by 127%, the availability of the early intervention crisis support service at the Orchard Centre and further extended the days and times when the centre is open out-of-hours, to 363 days per year. The expanded early intervention crisis support and extended opening are funded from Rosslynlee re-provisioning. Core service funding is in addition to this.

- Advocacy services were expanded in 2005, by one full-time Independent Advocacy worker, to meet the terms of the new mental health legislation. This post supports people who may be subject to compulsion. The service was secured by joint commissioning with East Lothian using mental health act monies and with a contribution from NHS Lothian.

- VOCAL’s capacity will expand to meet the anticipated increase in carer need in support of the community model.

A large proportion of 3rd Party Payments in mental health are through Resource Transfer budgets from NHS Lothian. A number of projects also have complex funding stream profiles with monies coming from grants from a number of sources; for example The Big Lottery and Mental Health Specific Grant (MHSG).

A joint monitoring and evaluation programme is being developed for the expanded and reconfigured mental health services. Processes are already in place in respect of established projects and services (Appendix 1: nos 5 & 6) to ensure they continue to address national, strategic and local priorities.

Evidence

The commissioning of new services and the development of established projects, to achieve an overall strategy for mental health, was based on evidence from the following:

1. Outcome of a local Needs Assessment, commissioned in 1999, into the requirements of adults with mental health problems in Midlothian. The Scottish Development Centre for Mental Health carried out this work and a report was published in 2001. A series of service developments were initiated based on their recommendations and substantial local consultation with users and carers?

2. CAPS (Consultation & Advocacy Promotion Service) have organised ‘Have Your Say’ days for service users over the past 7 years, focussing on
different topics affecting service user needs. The outcomes from these events have informed the shape of developments.

3. Several large, well attended stakeholder events were held between 2004 and 2006 to consider how local services should look. Midlothian sought to take account of the widest possible range of views.

4. Outcome of a study commissioned from Stirling University by ‘Health in Mind’ in 2005 in respect of its Social Crisis telephone support service and the associated extended hours at the Orchard Centre.

Option Appraisal – 1    Carr Gomm Scotland – Park Cottage Services

*Total 3\textsuperscript{rd} Party Payment:*

Reconfigured Core Service - £320,000 for 2007/2008

- Service reconfiguration was closely scrutinised within the last 6 months by joint partners and all options for efficiency and cost effectiveness were considered.
- Service is newly implemented and requires a period of consolidation before review – little to be gained financially from further scrutiny at present.
- Service is now the subject of a well-developed, though not yet finalised, 3-year contract.
- This service provided by a voluntary sector organisation is wholly funded from the Rosslynlee Hospital re-provisioning monies and is a critical component of the wider mental health service profile in Midlothian.
- Financial considerations will be part of the contract review and/or renewal process and savings may be possible in future in respect of the providers hourly care rate.

*Recommendation:* Agree the reconfigured service as it stands but seek early review of costs with the provider for 2008 to ensure the service remains competitive.

Option Appraisal – 2    ‘Health in Mind’ – Orchard Centre Services

*Total 3\textsuperscript{rd} Party Payment:*

Expanded and extended activity - £146,000 for 2007/2008
Core Services - £372,753

- Service expansion has been closely scrutinised within the last 6 months by joint partners and all options for efficiency and cost effectiveness were considered.
- Service is now the subject of a well-developed, though not yet finalised, 3-year contract.
- The value-added elements, inherent in the expanded early intervention crisis support service in tandem with longer opening hours of the centre, have been acknowledged by all funding partners.
- Best value has been achieved by utilising the critical mass within the wider Orchard Centre and Health in Mind services, to obtain the delivery of these services as competitively as possible. No single service element is viable in isolation.
- Orchard Centre Services have a complicated funding profile. Some funding streams are interdependent; such as with the Big Lottery funded elements of the Development Project and Midlothian Council’s support to the overall service.

**Recommendation:** Agree the expanded services as described.

**Option Appraisal – 3**  
**Consultation & Advocacy Promotion Service**

|--------------------------|---------------------------------------|

- Best value has been achieved through joint commissioning with East Lothian for the Independent Advocacy service to obtain services at a competitive rate.
- Best value has been achieved by commissioning CAPS to deliver a range of advocacy services adding critical mass to what is essentially a number of individually small service components within a small population.
- The service provided by CAPS is highly valued by professionals and service users alike.
- Unlike advocacy services in some neighbouring areas, CAPS offers service continuity by working across boundaries; inpatient and community; collective and individual.
- CAPS has a complicated funding profile and is reviewed and evaluated annually in respect of the MHSG component. The service co-ordinator meets with community care planning staff 6-monthly to monitor overall progress.

**Recommendation:** Agree the service as currently provided.

**Option Appraisal – 4**  
**Cairdeas House – Residential Respite**

<table>
<thead>
<tr>
<th>Total 3rd Party Payment:</th>
<th>Core Service - £4,089 annually at 2007/2008 rates</th>
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</table>

Midlothian has had a series of 3-year agreements with Penumbra to block purchase 6 weeks of residential respite annually at Cairdeas House in Edinburgh. COSLA initially brokered this arrangement with local authorities across Scotland. There are very few other organisations offering residential respite to this client group.

Access to this service is in the process of being reviewed by the newly appointed Resource Manager (Adult Services) with the assistance of the Social Work Team Leader (Mental Health). The use of the service will be coordinated by the team leader and uptake will be monitored and reviewed.
within the terms of the current arrangement, which runs until March 2008, and in light of ongoing need.

Option 1
Continue with block contract until 2008, firstly to honour current bookings and secondly to gather information under the new access arrangements and use collected data to decide the next steps.

Option 2
Give notice now of intention to cease our purchasing arrangements at end of current contract period and re-negotiate a service involving spot contracts.

Option 3
Financial Best Value may be achieved by transferring the spend to the more flexible Short Breaks Scheme. However, specialist respite services are unlikely to be accessed using this scheme as it promotes more inclusive activities.

**Recommendation:** Agree Option 1 to continue current service in 2008 on basis of anticipated improved information in respect of real need, better targeted use of service and in consideration of limited availability of residential respite for people with mental health problems. Thereafter consider all options and alternatives available, which may include consideration of Options 2 and 3 as shown.

**Option Appraisal – 5**  
**SAMH Midlothian Text (Midtext)**

Total 3rd Party Payment: Core Service - £56,672

Midtext’s services relate to employability and employment. It is part of a national organisation and as such benefits from the value-added options offered by critical mass. One example being that users of the local project have access to services offered by SAMH in other areas, such as the Workstep project in Musselburgh.

SAMH have undergone significant re-structuring in the past year with the introduction of more robust regional and local management systems. These relate both to staff and information collection and have afforded a more indepth analysis of local activity.

The former school premises, currently used, have been rented by Midtext from the Council at preferential rates. These are now under threat due to closure of the unit and no alternative accommodation has yet been secured. Suitable replacement premises are likely to require the payment of economic rents and sources advise the figure is likely to be in excess of £3,000 annually from available funding. This would significantly increase the unit cost of this service.
Action is underway to put a contract in place for the services currently received and will include expected baseline figures for activity and outcomes.

**Recommendation:** This service should be maintained as currently provided. Concurrently, this service should be reviewed alongside other Council initiatives for meaningful activity, employability and employment to ensure the most competitive provision of the service. As part of this process informed consideration should be given to the special difficulties experienced by people with significant mental health problems in respect of their needs for employability and meaningful activity.

*Roslyn Anderson*
*Planning Officer (Mental Health)*

*25th May 2007*
## APPENDIX 1

### Service Providers within scope of this review

<table>
<thead>
<tr>
<th>Service Providers</th>
<th>Service</th>
</tr>
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<tbody>
<tr>
<td><strong>1. Carr Gomm Scotland</strong></td>
<td>Park Cottage Services – Accommodation with intensive support for people with complex and significant mental health problems, time-limited for up to a year in first instance, with the aim of helping people move on to suitable and appropriate accommodation which meets their needs. Care provided and service managed by Carr Gomm Scotland. Premises owned by Castle Rock Edinvar. <strong>Funded</strong> via Resource Transfer from re-provisioning of Rosslynlee Hospital.</td>
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<tr>
<td><strong>2. ‘Health in Mind’</strong></td>
<td>Orchard Centre Services – Day services with a wide range of therapeutic and wellbeing interventions, support options, early intervention crisis support service and community outreach projects. Premises rented from Midlothian Council. <strong>Funding streams</strong> – MHSG, Resource Transfer (established), Resource Transfer (from re-provisioning of Rosslynlee Hospital), Section 10, Midlothian Council, Big Lottery, Choose Life.</td>
</tr>
<tr>
<td><strong>3. CAPS (Consultation &amp; Advocacy Promotion Service)</strong></td>
<td>CAPS provides a tripartite advocacy service to people in Midlothian with mental health problems:  - Collective Advocacy via support of SUM (Service Users Midlothian),  - Individual Advocacy  - Independent Advocacy to people subject to threat of compulsion under Mental Health legislation. CAPS represents service users views on Midlothian Joint Mental Health Planning Group. <strong>Funding streams</strong> – MHSG, Mental Health Act monies, Resource Transfer (established).</td>
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<tr>
<td><strong>4. Penumbra</strong></td>
<td>Cairdeas House – Residential respite in specialist unit contracted to offer a total of 6 weeks service to people in Midlothian.</td>
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<td><strong>Funding streams:</strong> MHSG, Midlothian Council</td>
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<td><strong>5. SAMH Midtext</strong></td>
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<td>Service offering support towards employment – confidence building, skill enhancement, training, links to further education, support with processes for seeking and securing employment, support to maintain employment as appropriate</td>
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<tr>
<td><strong>Funding streams:</strong> Resource Transfer, Section 10, MHSG</td>
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