

Key Decision Required:	YES	In the Forward Plan:	NO
-------------------------------	------------	-----------------------------	-----------

CABINET

13 MARCH 2015

REPORT OF WELL-BEING AND PARTNERSHIPS PORTFOLIO HOLDER

A.9 TENDRING MENTAL HEALTH HUB PILOT

(Report prepared by Keri Lawrence)

PART 1 – KEY INFORMATION

PURPOSE OF THE REPORT

This report outlines recommendations towards support of the Tendring Mental Health Hub.

EXECUTIVE SUMMARY

- The Tendring District has a higher incidence of people with mental ill health living in the community than other areas of Essex. This places an additional burden on public services.
- Many of these people are trapped in the ‘revolving door’ of discharge and readmission to hospital, and other secondary and tertiary mental health services.
- There is a need for a new initiative that provides earlier intervention and makes more efficient and effective use of the statutory and community resources that are available.
- Citizens Advice Bureau (CAB) Tendring proposes to establish a Mental Health Hub to carry out holistic assessment and act as a single point of referral for both individual service users and statutory and voluntary sector partners such as GPs and the Police.
- The recipients of the service will be Tendring residents aged 18 or over suffering from mental ill health.
- The overarching aims of the project are to:
 - i) Improve the health and wellbeing of people with mental ill health in the Tendring District
 - ii) Generate savings for the public purse
- The Tendring Community Clothes Hub will also form part of the initiative, using the model from the successful Tendring Community Builder Trial ‘Winter Warmers’ pop-up shops, to provide a permanent centre to receive public donations of goods which will be redistributed free of charge to those who have been assessed as ‘genuinely in need’. It will be staffed mainly by volunteers experiencing mental ill health.
- Working in partnership with the CAB Mental Health Casework Service, the hub will accept a minimum of 550 referrals per annum.
- The Tendring Mental Health Hub will be run as a **12-month pilot project** in order to demonstrate that the health & wellbeing outcomes can be achieved and that the projected savings can be generated for the public purse. This evidence and the evaluation of the project outcomes will then be used to make a case to commissioners to embed the continuation of the project in their commissioning plans.
- The project will be fully evaluated with the support of Essex County Council to assess whether it has achieved its aims.
- The Tendring Mental Hub proposal is endorsed by the members of the Tendring Health & Wellbeing Board as well as North East Essex Partnership NHS Foundation Trust, Tendring Mental Health Support, Police, Essex County Fire and Rescue Service and

service users. The project proposal also received unanimous support at the Mental Health workshop at the 2015 Police and Crime Commissioner's Conference.

RECOMMENDATION(S)

- (a) That Cabinet supports the Tendring Mental Health Hub proposal.**
- (b) That funding be allocated from the remaining EssexFamily Tendring pilot budget to enable the Council to contribute a one-off payment of £20,000 towards match-funding of the Tendring Mental Health Hub pilot.**

PART 2 – IMPLICATIONS OF THE DECISION

DELIVERING PRIORITIES

The Tendring Mental Health Hub will contribute towards delivering the Council's 'Our People' priority; aiming to reduce health inequalities and disadvantage as well as 'Help children and adults achieve their full potential' and 'Address deprivation' priorities as detailed in the Council's Corporate Plan; aiming to identify both examples of good practice and areas where communities need support to become more resilient and sustainable and, ultimately, less reliant on statutory services.

FINANCE, OTHER RESOURCES AND RISK

Finance and other resources

The total cost of the Tendring Mental Health Hub is £100,000. (Detailed costings can be found at Appendix B.) Match-funding has been pledged from Essex County Council Transformation Award (£50,000) and Police and Crime Commissioner (£20,000), leaving a deficit of £30,000.

The commitment from Tendring District Council (TDC) would be a contribution of £20,000 towards the 12-month pilot project. Potential future funding from TDC would be subject to the success of the project, finding suitable funds and the future year's budget-setting process. CAB are exploring options with other partners towards the remaining deficit of £10,000.

Research conducted for the project, with advice from funders and other stakeholders, shows a Return on Investment of £808,822 per annum for public agencies such as councils, NHS and the Police. Full details of the Return on Investment can be found at Appendix C.

The proposal to contribute towards match-funding of the Tendring Mental Health Hub will have no cost implication for the Council as the cost will be met from the remaining budget from the EssexFamily Tendring pilot. The EssexFamily Tendring pilot was funded through successful grant funding from both Essex County Council and the 2% Transformation Fund (QIPP) from the previous North East Essex PCT.

The objective for the EssexFamily Tendring pilot was to develop a new approach to secure better outcomes for families with complex needs whilst demonstrating efficiency savings. Much of the learning from the pilot has helped to shape the Family Solutions teams - Essex's response to the Government's Troubled Families programme.

As a legacy of this project, TDC appointed their own Family Support Worker (TFSW) to work within the Tendring Family Solutions Team. The TFSW works with families around level two complexity. This enables a broader range of families to be supported by the Family Solutions team and allows the prototype concept from EssexFamily Tendring to be extended. This has demonstrated that early intervention delivers improved outcomes, in a shorter time scale, with greater savings to the public purse.

There is a natural overlap between the Family Solutions model and the proposed Tendring Mental Health Hub pilot; the holistic triage assessment would provide an effective opportunity for early intervention to prevent homelessness, escalation of unmanageable debt, loss of benefits and benefit sanctions, dismissal from employment, crime and the breakdown of relationships.

Risk

There is minimal risk to TDC in the implementation of this proposal other than reputational damage if successful outcomes are not delivered.

LEGAL

There are no legal implications.

OTHER IMPLICATIONS

Consideration has been given to the implications of the proposed decision in respect of the following and any significant issues are set out below.

Crime and Disorder / Equality and Diversity / Health Inequalities / Area or Ward affected / Consultation/Public Engagement.

Wards affected: All.

PART 3 – SUPPORTING INFORMATION

BACKGROUND PAPERS FOR THE DECISION

Please see the CAB Tendring Mental Health Hub Business Case at Appendix A

APPENDICES

A.8 Appendix A - CAB Tendring Mental Health Hub Business case

A.8 Appendix B - Summary of Costings

A.8 Appendix C - Summary of Return on Investment

TENDRING MENTAL HEALTH HUB**BUSINESS CASE****1.0 Name of Project**

The project is the Tendring Mental Health Hub, incorporating the Tendring Community Clothing Hub.

2.0 Executive Summary

The Tendring District has a higher incidence of people with mental ill health living in the community than other areas of Essex. This places an additional burden on public services such as the NHS, local Councils and the Police.

Many of these people are trapped in the 'revolving door' of discharge and readmission to hospital, and other secondary and tertiary mental health services. This is due in part to:

- Social isolation and lack of opportunity to engage in meaningful activity
- Therapy being provided in isolation without the wider causes of mental ill health being addressed. E.g. A patient may receive therapy, but will relapse if the life problems which contributed to their mental ill health are not resolved

The Government has stated that there are only enough resources to meet 15% of the demand for mental health services. It is therefore vital to make efficient and effective use of the statutory and community resources that are available.

The Tendring Mental Health Hub will:

- i) Offer a single point for referral
- ii) Facilitate holistic assessment of both mental health needs and the wider determinants of mental ill health
- iii) Make appropriate referrals to ensure more efficient use of resources

Working in partnership with the CAB Mental Health Casework Service, the hub will accept a *minimum* of 550 referrals per annum. Users of the service will benefit from:

- improved health and wellbeing and less dependence on health services
- reduced social isolation
- reduced poverty
- avoiding homelessness
- avoiding benefit sanctions
- reduced anxiety due to unmanageable debt
- reduced risk of offending or becoming a victim of crime
- avoiding dismissal from employment

The Tendring Community Clothing Hub will:

- Offer safe and supported volunteering opportunities for 70 people with mental ill health, reducing social isolation and improving resilience and health and wellbeing
- Support progression for volunteers into mainstream volunteering, training and employment
- Distribute donated clothing, bedding, shoes, school uniform, interview clothing and work wear, kitchen starter kits, hygiene kits, and sports clothing and equipment free of charge to 3,525 residents from the wider community. These residents will benefit from reduced poverty, increased physical activity, take-up of employment, and improved health and wellbeing.
- Promote community cohesion

The Return on Investment for public agencies such as councils, NHS and the Police is estimated at £808,822 per annum, against project costs of £100,000.

3.0 Project Description

“People with mental health issues are not ‘problems’ that need to be ‘solved’, but rather people with ambitions and hopes for the future, and a willingness and desire to contribute to society and lead active lives.”

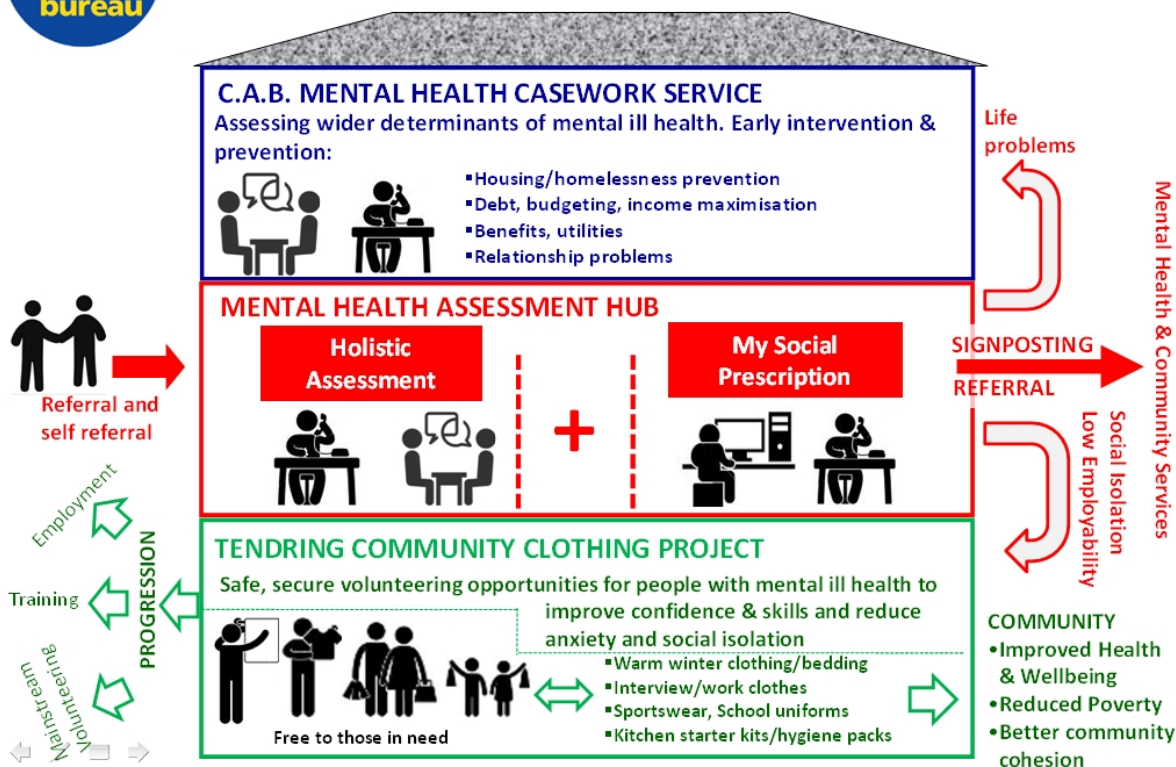
CAB Tendring proposes to establish a Mental Health Hub to carry out holistic assessment and act as a single point of referral for both individual service users and statutory and voluntary sector partners such as GPs and the Police. The holistic triage assessment would provide an effective opportunity for early intervention to prevent homelessness, escalation of unmanageable debt, loss of benefits and benefit sanctions, dismissal from employment, crime and the breakdown of relationships. Keeping people resilient, resolving their problems at an early stage and preventing them from descending into crisis, saves money for the public purse and helps to prevent deterioration of mental health.

The Tendring Community Clothes Hub will also form part of the initiative, using the model from the successful Tendring Community Builder Trial ‘Winter Warmers’ pop-up shops, to provide a permanent centre to receive public donations of goods which will be redistributed free of charge to those who have been assessed as ‘genuinely in need’.

The Tendring Community Clothes Hub will be **staffed mainly by volunteers experiencing mental ill health**, who will be able to select from a variety of back-office and public facing roles dependent on their needs, levels of anxiety and confidence. The project will help to build resilience and promote community cohesion as the beneficiaries of support will have to engage with the volunteers in order to access the service.

It is anticipated that the Hub will offer support with progression for volunteers to move into mainstream volunteering, education, training or employment when they feel ready. This support will be provided in partnership with Jobcentre Plus.

The project will work in partnership with My Social Prescription and the CAB Tendring Mental Health Casework Service, which will address the wider determinants of mental ill health such as threatened or actual homeless, unmanageable debt, inappropriate housing, benefit issues and relationship problems.



4.0 Aims

The overarching aims of the project are to:

1. Improve the health and wellbeing of people with mental ill health in the Tendring District
2. Generate savings for the public purse

More specifically, the project's aims are as follows:

- To provide safe and supported volunteering opportunities for people with mental ill health in order to
 - reduce social isolation
 - increase resilience
 - increase skills and confidence
 - reduce anxiety
 - decrease dependence on mental health services and medication
 - provide opportunity for progression into mainstream volunteering, training and employment
 - promote community cohesion
 - reduce the risk of offending and becoming victims of crime
 - improve the health and wellbeing of the wider community and promote independent living

- To establish a holistic Mental Health Assessment Hub in order to:

- Make more efficient use of existing statutory and community services
- Provide a single easy access point for referrals
- Make therapies more effective by ensuring the wider determinants of mental ill health are also addressed
- Increase resilience
- Decrease dependence on mental health services and medication

5.0 Evidence of Need

The CAB Tendring Mental Health Casework Service supports 270 clients per year to address the wider determinants of mental ill health such as debt, poverty, unsuitable housing, relationship problems etc. The majority of these clients (who are mostly under the care of secondary and tertiary mental health services) report that social isolation and lack purpose and self-worth frequently contribute to deterioration in their mental health. This is particularly evident in those who have been discharged following a period in the Peter Bruff Acute Psychiatric Ward.

Indeed, statistics show that 69% of the service's clients are single and living alone, and most report that they have nothing to do during the day and little if any social contact. Poor quality of life and social isolation can lead to relapse and readmission to the Acute Psychiatric Unit. This 'revolving door' of discharge and readmission is costly to both individuals and the NHS, especially since there is a national shortage of acute beds. These clients are also more likely than others to be victims or perpetrators of crime if left unsupported in the community, and this also contributes to deterioration of their mental health. There is a need therefore, for a new initiative which can engage residents with mental ill health in **safe and supported volunteering** activities which will:

- develop new skills (and future employability)
- improve their confidence
- make them feel valued
- reduce social isolation
- improve health, wellbeing and resilience
- **make a positive contribution to the local community**
- **support progression into mainstream volunteering, training and employment**

The view of the CAB Mental Health Casework Service is echoed by other health and third sector providers, and numerous university, third sector and government research papers indicate that volunteering has a positive impact on mental health. However, mainstream volunteering opportunities are unsuitable for many people with mental ill health.

Engagement in safe and supported volunteering opportunities can also aid the recovery of people with mild to moderate mental ill health, reducing dependence on medication and primary health services, and preventing them from descending into crisis. This can generate savings for the public purse and achieve the best outcomes for NHS patients.

The Tendring Winter Warmers Project, upon which the **Tendring Community Clothes Hub** is based, successfully engaged 4 volunteers who declared themselves to have mental health issues, and one of whom was autistic. The volunteers thrived whilst working with the project and all stated that they

benefitted from reduced levels of anxiety and increased confidence. The project went on to win a national volunteering award.

Mental Health Hub

'Crossing Boundaries' Improving integrated care for people with mental health problems. Final Inquiry report September 2013, concluded that people with mental health problems need a named individual to act as a navigator through the complex and fragmented array of health and support services.

The Government has stated that there are only enough resources to meet 15% of the demand for mental health services. It is therefore vital to make efficient and effective use of the statutory and community resources that are available.

The Tendring Mental Health Hub, which would be based in the centre alongside the Tendring Community Clothes Hub and CAB Mental Health Casework Service, would offer an easy, single point of entry for referral to mental health services and support. Referrals would be accepted from both professionals and service users, and the hub would provide a holistic triage assessment service to ensure that individuals were passed on to the correct sources of support and treatment. For example, a service user who required access to talking therapies may also have problems with unmanageable debt which were contributing to his mental ill health. A referral to the CAB Mental Health Casework Service could resolve the debt issues, and ensure that the talking therapies had a better chance of being successful.

The holistic triage assessment would provide an effective opportunity for early intervention to prevent homelessness, escalation of unmanageable debt, loss of benefits and benefit sanctions, dismissal from employment, crime and the breakdown of relationships. Keeping people resilient, resolving their problems at an early stage and preventing them from descending into crisis saves money for the public purse and helps to prevent deterioration of mental health.

A timeline for a single service user showing multiple interventions from Police and other statutory agencies demonstrates the need for earlier intervention and a single point of referral.



Mental Health Timeline.pptx

The Hub would work in partnership with:

- Primary healthcare
- Secondary and tertiary mental health services
- Mental Health Advocates
- IAPT and Pathway2
- Police
- My Social Prescription
- Local Authority services
- Voluntary and community support services

The Hub would also facilitate access to recent innovations in service delivery such as social prescribing and peer networks where none exist.

The Tendring Mental Health Hub and Tendring Community Clothing Hub project vision meets both national and local priorities for supporting those with mental health needs, AND provides a highly

valuable and innovative service for the wider community using the principles of Asset Based Community Development.

The Tendring Mental Hub proposal is endorsed by the members of the Tendring Health & Wellbeing Board (Tendring District Council, Essex County Council Public Health, North East Essex Clinical Commissioning Group, Colchester Hospital University Foundation Trust, NHS England, CVS Tendring, Essex Carers Support, St Helena Hospice, CAB Tendring, Healthwatch), North East Essex Partnership NHS Foundation Trust, Tendring Mental Health Support, Police Officers including Chief Inspector Russ Cole, Essex County Fire and Rescue Service and service users. The project proposal also received unanimous support at the Mental Health workshop at the 2015 Police and Crime Commissioner's Conference.

6.0 Beneficiaries

The recipients of the service will be Tendring residents aged 18+ suffering from mental ill health.

We anticipate that the Tendring Mental Health Hub will accept at least **550 referrals per annum**, 200 of which will be from secondary/tertiary mental health services and 350 from primary health, self referral and the voluntary and community sector.

70 clients will engage in volunteering within the project over the 12 month period

3,525 residents from the wider community will benefit from reduced poverty, increased physical activity, take-up of employment, improved health and wellbeing through engagement with the Tendring Clothing Hub.

In addition, we have calculated, with advice from funders and other stakeholders, a **Return on Investment** of £808,822 for public agencies such as councils, NHS and the Police, against **project costs** of £100,000. Full details of the Return on Investment can be found in Appendix 1.

7.0 Measures of Success

The success of Tendring Mental Health Hub will be monitored and evaluated in the following ways:

- **Mental Health Hub** - number of referrals received, referrer and outcome of referral will be tracked with the help of the CAB Tendring casework management system and My Social Prescription Referral Tracking Tool. Users of the hub will be surveyed to measure their anxiety levels before and after the intervention.
- **Tendring Clothing Hub** - all public donations of clothing, bedding, kitchen and sports equipment will be logged. Users of the service will be means tested to ensure they are genuinely in need, and how they benefited from the project recorded.
- **Service User Timelines** - a sample of service users will be surveyed with the help of statutory partners to produce timelines, measuring the impact of engagement with the project. This will highlight whether the initiative is effective in breaking the 'revolving door' of hospital admission, ASB, self harm, use of medication etc

The project will be fully evaluated with the support of Essex County Council to assess whether it has achieved its aims and generated savings for the public purse.

8.0 Ensuring Access

The project will be promoted through the stakeholders which include:

- Tendring District Council
- Essex County Council Public Health
- North East Essex Clinical Commissioning Group

- Colchester Hospital University Foundation Trust
- NHS England
- CVS Tendring
- Essex Carers Support
- St Helena Hospice
- Healthwatch
- North East Essex Partnership NHS Foundation Trust
- Tendring Mental Health Support
- Essex Police Officers
- Essex County Fire and Rescue Service

In addition, the project will be advertised through the Tendring Advice Network which is run by CAB Tendring. The Network provides training in Tendring for 280 advisers and front-line support workers from a variety of different organisations including ACE CIC, One Support and Health in Mind.

A direct marketing campaign will be aimed at GPs in Tendring, with posters encouraging self referral.

CAB Tendring is committed to equality of access to all its services, and has a comprehensive Equality and Diversity policy. The bureau's workforce reflects the diversity of the local community and includes people with disabilities, mental health issues, long term health conditions and one member of staff who is undergoing gender reassignment.

CAB Tendring has over 5 years of experience in delivering a specialist mental health casework service which operates both out in the community and within the acute psychiatric ward. The service has just been recognised as a 'gold star service' by Essex County Council Public Health commissioners, who intend to replicate it across the rest of the County. In addition to the support the mental health caseworkers, the bureau has a Clinical Psychologist on site who provides clinical supervision and pro bono counselling to the bureau's clients.

The aim is to site the project in Clacton town centre, with the Mental Health Hub, Casework Service and Clothing Hub all situated within the same building.

9.0 Return on Investment

Research conducted for the project shows that the return on investment will be £808,822 per annum. A detailed analysis of this is included in Appendix C.

10.0 Residual Value and Sustainability

The Mental Health Hub will provide for added value within the community and leave a positive legacy. Examples include:

- Increased awareness amongst community GPs when dealing with patients with a mental health need
- Mapping of mental health services in the Essex Connects database in partnership with My Social Prescription
- New partnerships and joined up working for enhanced service delivery

The purpose of this pilot project is to demonstrate that the health & wellbeing outcomes can be achieved and that the projected savings can be generated for the public purse. This evidence and the evaluation of the project outcomes will then be used to make a case to commissioners to embed the continuation of the project in their commissioning plans.

11.0 Contact Details

Linda Isaac - Chief Executive Officer

01255 377080 ext 118

Lindai@cabtendring.org.uk

Citizens Advice Bureau Tendring

18 Carnarvon Road

Clacton on Sea

Essex

CO15 6QF

TENDRING MENTAL HEALTH HUB
COSTS
Costs

The costs for the Mental Health Hub and Tendring Community Clothing Hub are as follows:

Table 1: Costs for Mental Health Hub and Community Clothing Hub (per annum)

Description	Cost			
	Q1	Q2	Q3	Q4
2.0 FTE Hub Assessors/support workers	£11,500	£11,500	£11,500	£11,500
1.0 FTE Clothing Centre Manager	£5,750	£5,750	£5,750	£5,750
Management/central costs	£1,250	£1,250	£1,250	£1,250
Staff Expenses	£250	£250	£250	£250
Volunteer Expenses	£1,500	£1,500	£1,500	£1,500
Office	£1,250	£1,250	£1,250	£1,250
Premises	£3,250	£3,250	£3,250	£3,250
Governance	£250	£250	£250	£250
Total costs	£25,000	£25,000	£25,000	£25,000

Matched Funding

The following funding has been pledged (correct as of 13 February 2015):

Table 2: Matched Funding (per annum)

Matched Funding	Amount (£)
Mental Health Hub and Community Clothing Hub	
Essex County Council Transformation Award (Confirmed)	£50,000
Police and Crime Commissioner (Confirmed)	£20,000
Total amount	£70,000
Deficit	£30,000
Mental Health Casework Service	
Essex County Council Public Health (Confirmed fully funded for 3 yrs)	£44,228

TENDRING MENTAL HEALTH HUB

RETURN ON INVESTMENT

Table 1: Summary of Return on Investment (per annum)

Agency bearing cost / making the saving		Unit	Fiscal cost			Notes	
Level 1	Level 2		Estimated cost/saving	Clients	Frequency	Saving	
NHS	CCG	Per bed day	445	15	28	186900	Prevent admission/readmission to acute psychiatric ward. Average stay 4 weeks.
NHS	CCG	Per incident	222	5	1	1110	Prevention of suicide attempts.
NHS	CCG	Per incident	125	5	1	625	Prevention of suicide attempts.
NHS	CCG	Per episode	1779	2	1	3558	Prevention of suicide attempts.
NHS	LA	Per person per year	956	70	1	66920	Project supports recovery.
NHS	CCG	Per attendance	145	17	1	2465	Reduced need for support from Martello Court MH outpatient services.
NHS	CCG	Per attendance	162	25	5	20250	Clients are more resilient and less dependent on CMHT and CHRT.
NHS	GP	Per hour	125	100	1	12500	Reduction in GP visits for MH issues. Based on 3 visits per client of 20 mins.
NHS	GP	Per consultation	42	100	1	4200	Reduced dependency on medication with improving MH.
LA	LA	Per scheme	642	30	1	19260	Clients with MH issues are at high risk of homelessness due to issues with rent/mortgage arrears and anti-social behaviour.
LA	RSL	Per application	2501	10	1	25010	Clients with MH issues are at high risk of homelessness due to issues with rent/mortgage arrears and anti-social behaviour.

LA		Per year	8391	2	1	16782	Clients with MH issues are at high risk of homelessness due to issues with rent/mortgage arrears and anti-social behaviour.
LA		Per week	114	7	4	3192	Clients with MH issues are at high risk of homelessness due to issues with rent/mortgage arrears and anti-social behaviour.
Police		Per incident	648	10	1	6480	Clients with MH issues are frequently arrested for anti-social behaviour which may be a symptom of their illness
Police		Per incident	45	10	1	450	Clients with MH issues are frequently arrested for anti-social behaviour which may be a symptom of their illness
Multiple		Per incident	2470	15	1	37050	There is a strong correlation between victims of domestic abuse and mental ill health. The hub would support victims to escape the abuse.
Multiple	DWP	Per claimant per year	10025	12	1	120300	The hub will support clients to recover, build confidence and return to work.
Multiple	DWP	Per claimant per year	8632	10	1	86320	The hub will support clients to recover, build confidence and return to work.
NHS	GP	Per hour	125	450	1	56250	Reducing fuel poverty and improving health by keeping residents warm and well in Winter
NHS	GP	Per consultation	42	450	1	18900	Reducing fuel poverty and improving health by keeping residents warm and well in Winter

							Residents supported into work through the provision of interview clothes and work wear.
Multiple	DWP	Per claimant per year	10025	12	1	120300	
					Total saving	808822	

ROI figures derived from the Unit Costs Database published by the Department of Communities and Local Government, Supporting Customers Who Need Extra Help - A New Approach (HMRC, 2013)