

## Recovery Hub – Mental Health and Substance Misuse

Report by Alison White, Head of Service Adult Care

### 1 Purpose of Report

This report explains the benefits to be gained from establishing a Recovery Hub as a centre for the delivery of mental health and substance misuse services in Midlothian. Council is asked to approve the capital and revenue expenditure required to establish such a Hub.

### 2 Background

- 2.1 **Mental Health:** There is growing evidence about the extent of the incidence of ill-health related to mental wellbeing. It is estimated to account for a quarter of all ill health and in Midlothian approximately 17% of the population are prescribed medication for anxiety, depression or psychosis. The new national Mental Health Strategy (2017-27) states that its primary aim is to “*prevent and treat mental health problems with the same commitment, passion and drive as we do with physical health problems*”.
- 2.2 **Substance Misuse:** The consequences of the misuse of alcohol and drugs are difficult to overstate. It can lead to major health problems including early death. It can have a devastating impact on families and children and can also be a major worry for communities in terms of their sense of safety and wellbeing. In Scotland £3.6 billion is spent every year on alcohol related harm, £1 billion, more than Scotland’s entire education budget. In relation to drugs it is estimated that within Midlothian there are 920 problematic drug users aged 15-64 years (690 males and 230 females).
- 2.3 **Relationship between Mental Health and Substance Misuse:** People with addiction problems can also experience issues related to their mental health. In situations where people have both a diagnosed mental health illness and problematic substance misuse it can be difficult to determine which has the primary impact on the individual. This requires skilled assessment through a multi disciplinary approach to provide the most appropriate person-centred treatment and support.

This issue is recognised in policy with the 2013 national report, *Mind the Gaps*, highlighting the growing numbers of people with co-existing mental health and substance misuse problems and strongly advocating the importance of a joined-up approach.

- up to 3 in 4 drug using clients have been reported as having mental health problems;
- up to 1 in 2 patients with alcohol problems may also have a mental health problem;
- up to 2 in 5 people with mental health problems may have a drug and/or alcohol problems;

The report goes on to say that: *An increasingly large number of people, across all socio-economic groups, have very complex, changing and deep-rooted problems. They are often excluded from mainstream social life, employment, experience of caring services and often from families and those closest to them. Many are victims of previous traumatic events, the effects of which have not been adequately addressed and often have continued for many years. These experiences range from*

*bullying at school, broken and dysfunctional family life, sexual or other abuse, and exclusion from the mainstream of society*

- 2.4 **The Importance of Joint Working:** The move towards integration of health and social care is based on a considerable body of research which confirms that seamless services are more effective and result in a better experience for service users. There have also been more specific studies within mental health which evidence how critical it is to recruit, develop, and create the conditions, to ensure the workforce, across health, social care and other organisations, are passionate and committed to the principles and practice of holistic care and partnership working. Stronger partnership working was also emphasised in *Mind the Gaps* when working with people with co-occurring problems.
- 2.5 **Local Developments:** In recognition of the challenges of providing an effective response in this area of work, local services have developed stronger partnership working both across health and social work services and between substance misuse and mental health. While there has been some progress in providing more seamless services there has been a long-term aspiration to co-locate the relevant health, social care and voluntary sector organisations. This would enable much stronger partnership working in assessment, early intervention and group work within the context of a recovery based approach.

The Hub will be a point where all providers can come together to plan and deliver services but provision in local communities is vital as well. As people move through their recovery journey they need opportunities to link with 'mainstream' services and move away from 'specialist' provision and may well prefer to access supports away from where their journey began.

Recovery starts when people seek treatment for their addiction and through their Recovery Plan a series of steps are agreed which includes reconnecting with the wider community and other services such as the Mutual Aid groups, Recovery College and the Recovery cafés. The Hub will be a point where all providers can come together to plan and deliver services but provision in local communities is vital as well. This will require continued development of community based support systems, including roll out of recovery cafes and peer support networks.

- 2.6 **Accommodation:** As a result of the wider EWIM (Effective Working in Midlothian) programme, an opportunity now exists to utilise Dalkeith Social Work Centre as a Recovery Hub enabling the co-location of front line services. The building is an appropriate size and would accommodate the 83 staff involved. Dalkeith is an ideal location for providing a cohesive service to a wider client group. However the building would require substantial renovation as outlined in the Feasibility Study attached at appendix 1.
- 2.7 **Implications for Existing Premises:** A number of staff moves would arise from the establishment of a Recovery Hub in the following premises:
1. NHS Mental Health staff would re-locate from Old Bonnyrigg Health Centre to St Andrews Street
  2. NHS Drug Misuse staff would re-locate from Glenesk Centre in Dalkeith to St Andrews Street
  3. MELD (Midlothian and East Lothian Drugs) staff would re-locate from 6 Newmills Road Dalkeith to St Andrews Street
  4. Criminal Justice staff would remain at St Andrews Street

5. Social Work staff in Mental Health and Substance Misuse would re-locate to St Andrews Street from Old Bonnyrigg Health Centre and Fairfield House

These moves could in turn enable voluntary organisations currently based in inadequate accommodation to move to Old Bonnyrigg Health Centre:

1. *Health in Mind* mental health service could re-locate from the Orchard Centre releasing that building and land for sale by the Council
2. *Women's Aid* could re-locate from their current upstairs accommodation in 29 Eskbank Road Dalkeith

These proposals would require full evaluation and negotiation with NHS Lothian and the two voluntary organisations. In the event that *Health in Mind* could move to Old Bonnyrigg Health Centre this would allow the Council to sell the Orchard Centre property.

### 3 Report Implications

#### 3.1 Resource

##### **Capital**

The refurbishment works at St Andrew's Street are estimated to cost £780,000. These are expected to be incurred in 2018-19. These capital costs would require to be added in to the General Services Capital Plan.

An initial estimate of the capital cost for the provision of IT services is £67,500. This would need to be added in to the General Services Capital Plan.

Assuming that all relocations go ahead there is the potential at some point in the future for a capital receipt of between £150,000 and £200,000 from the sale of the Orchard Centre.

It should be noted that an additional allocation of £847,500 of capital costs in the General Services Capital Plan will increase the overall level of debt outstanding (which is already significantly above the cap set by Council) and will have a corresponding increase in loan charges and therefore require further cuts in services to reduce the budget gap

##### **Revenue**

The change in the revenue costs associated with the development of the Recovery Hub which impact on Midlothian Council are as follows:-

	2018-19 (£)	2019-20 & Beyond (£)
Loan Charges – St Andrew's Street refurbishment works	22,600	53,400
Loan Charges – IT infrastructure	1,009	14,735
Building running costs	37,000	74,000
Savings following relocations to Recovery Hub	(17,500)	(35,000)
Savings following relocations to Old Bonnyrigg Health Centre	0	(60,000)
Net Revenue Impact	43,109	47,135

The refurbishment of St Andrew's Street, and conversion to this proposed use, would avoid the need to provide alternative accommodation for Criminal Justice Social Work Services including workshop premises.

The Government has required all Drug and Alcohol Partnerships to reduce their annual budget by 23%. The impact of this in Midlothian is a reduction in funding of £258,000 which impacts across Health and Social Care. The establishment of a Recovery Hub would undoubtedly contribute to the delivery of more efficient services through co-location.

In addition there are costs involved in the refurbishment of Old Bonnyrigg Health Centre which is owned by NHS Lothian. These costs are estimated at £62,000 and it is assumed that this cost will be borne by NHS Lothian.

Further work is required on both the capital and revenue implications of this project given that the building will be used by Council, NHS Lothian and voluntary organisation staff.

### **3.2 Risk**

There are risks associated with the current accommodation for a number of services included those based in Glenesk, the Orchard Centre, Newmills Road and Eskbank Road none of which are fit for purpose.

In relation to the delivery of effective services in the fields of mental health and substance misuse there are risks associated with not developing a co-located, recovery focussed service with the consequent failure demand on more expensive models of service.

### **3.3 Single Midlothian Plan and Business Transformation**

Themes addressed in this report:

- ☒ Community safety
- ☒ Adult health, care and housing
- ☒ Getting it right for every Midlothian child
- ☐ Improving opportunities in Midlothian
- ☐ Sustainable growth
- ☒ Business transformation and Best Value
- ☐ None of the above

### **3.4 Key Priorities within the Single Midlothian Plan**

People with mental health and/or substance misuse needs are particularly at risk of inequalities in health and income and addressing inequality is a key priority of the Community Planning Partnership. Developing services which are more strongly directed towards recovery will help address these inequalities.

### **3.5 Impact on Performance and Outcomes**

The closure of Rosslynlee Hospital in 2008 enabled a successful redesign of services to provide more intensive support in the community and reduce reliance upon hospital treatment. The establishment of a Recovery Hub would enable a further significant move towards ensuring people receive the right services as quickly and smoothly as possible. Service users would experience easier access and a more joined-up service. Staff in health, social care and voluntary organisations would more effectively target their particular resources and expertise.

Services provided through the Recovery Hub would promote recovery from mental health and/or substance misuse. In addition there would be a consequent reduction on the impact of these conditions on wider public services including police time; prisons; homelessness; and, through increased employment, a reduction in reliance

upon welfare benefits. For example the cost of alcohol misuse is estimated to be £27m per year in Midlothian. The economic and social costs of mental health problems are very high. The total cost of mental health problems in England in 2009/10 was estimated to be £105.2 billion including the costs of health and social care, lost output to the economy including sickness absence and unemployment and human costs of reduced quality of life.

As well as the potential cost savings to public services, a more effective co-ordinated approach to recovery would also have a significant impact on addressing inequalities, the main priority of Midlothian Community Planning Partnership.

### **3.6 Adopting a Preventative Approach**

One of the key approaches to delivering a more sustainable health and care service is to promote prevention throughout the system. Mental Health and Substance Misuse lend themselves to this approach through education, early intervention, self-management and peer support.

### **3.7 Involving Communities and Other Stakeholders**

Throughout the development of the Health and Care Strategic Plan and in planning services for people with substance misuse problems and mental health needs there has been widespread public engagement. There is strong support for a stronger emphasis upon prevention and recovery. The specific proposal for a recovery hub located in Dalkeith has been discussed and supported by the service user network such as those attending a recovery consultation event in June 2016 and through the local recovery cafes.

### **3.8 Ensuring Equalities**

The proposal is intended to reduce the inequalities associated with mental health and substance misuse problems, Nevertheless an Integrated Impact Assessment will be undertaken to consider any inequality issues arising from this proposal and how best to address them. This could include how best to enable people from outwith the Dalkeith area to access the service.

### **3.9 Supporting Sustainable Development**

By reusing this existing building there will be a significant reduction in the level of embodied energy required, against the alternative of redeveloping a new build. Consequently the re use and intensification of occupancy of the St. Andrews Street building contributes to sustainable development.

The refurbishment will be undertaken to current building regulation requirements which will contribute to an improvement in the buildings energy performance; enhancements to heating system and controls which will improve the efficiency of the building leading to a reduction in overall CO<sub>2</sub> emissions which will also contribute to sustainability.

### **3.10 IT Issues**

Digital Services have had initial discussions with IT NHS Lothian colleagues and have agreed some common principles regarding the technologies, devices and the approach in commissioning the new Recovery Hub. Further detailed planning and discussion will be required with key stakeholders and services users.

The indicative capital costs are in the region of £67,500. Some IT costs are already being incurred within the existing premises for both Health and Council, therefore

opportunities shall be taken to rationalise and consolidate technologies and equipment as part of this proposal.

The proposal entails a significant number of health staff moving into the Recovery Hub and it will be necessary for Midlothian Council Digital Services and NHS Lothian eHealth to work closely together to manage the procurement and installation work involved in commissioning the services required in the new Recovery Hub.

#### **4 Summary**

Delivering more effective services in mental health and substance misuse are both key objectives for the IJB affecting a high proportion of the Midlothian population. Promoting prevention and recovery is not only much better for service users and their families it is also the only way of ensuring services are sustainable in the longer term reducing the demand on more expensive treatment services. A Recovery Hub would ensure a much more effective approach to recovery whilst at the same time enabling mental health and substance misuse staff to work together. This is vital given the high incidence of people experiencing co-existing difficulties with their mental wellbeing and their use of drugs and/or alcohol.

#### **5 Recommendations**

Council is asked to

1. Approve in principle the development of a Recovery Hub
2. Agree to the use of Dalkeith Social Work Centre as a Recovery Hub
3. Agree to allocate £847,500 in the General Services Capital Plan in 2018-19 for the refurbishment works and IT infrastructure associated with the Recovery Hub
4. Note the revenue implications of this project which will need to be built into future years' revenue budgets.
5. Note the resulting moves of voluntary organisations to more appropriate accommodation
6. Note that the Orchard Centre will become surplus to operational requirements and mandate the Director of Resources to dispose of the building

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#### **Background papers:**

Appendix A- Feasibility Report

Appendix B- Project Delivery Programme

- Supporting appendices to feasibility report
  - Appendix 1- Original brief document
  - Appendix 2- Information gathering template
  - Appendix 3- Presentation document to services
  - Appendix 4- Project delivery programme