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**Decision Session for the Executive Member      5 December 2016**  
**for Adult Social Care and Health**

(This decision will be taken in consultation with the Executive Member for Education, Children and Young People)

Report of the Corporate Director, Housing and Adult Social Care and Corporate Director, Children, Education and Communities.

**Building a new city centre offer from Sycamore House**

**Summary**

1. This paper provides an update to the Executive Members on proposals for building a new city centre offer for services delivered from Sycamore House. With a focus on access to information, support, emotional health and wellbeing, it advises of a new model for delivering services for Young People and Adults and provides a city centre offer for Young People in York.

The proposed co-location of services for children and adults provides the opportunity to deliver a more holistic, corporate approach, focusing on removing barriers to progression for people. This shared vision encompasses:

- Developing a new city centre offer for Young People at Sycamore House, in conjunction with the development of the Locality model, to replace the existing provision offered from Castlegate. The new offer will be a non-stigmatising universal service that is available to all young people. It will provide information to support young people as they transition towards adulthood. This will include establishing a new counselling offer in line with community and voluntary partners.
- An opportunity to develop a city wide resource for Adults and Young People.
- A revised model for delivering Adult Services from Sycamore House.

- Increased capacity to deliver a range of mental health services within local communities, delivered by colleagues in the Voluntary and Community sector
- The development of a Safe Haven which utilises the building out of conventional hours and provides support to adults in crisis delivered by Tees, Esk Wear Valleys NHS Trust (TEWV)

## **Recommendations**

2. The Executive Member for Adult Social Care and Health in consultation with the Executive Member for Education, Children and Young People is asked to:
  - a) Note the revised service model for Sycamore House and the development of a Safe Haven for the City.
  - b) Agree to accept the Department of Health Capital grant to develop the Safe Haven Project in York and
  - c) Agree to utilise Sycamore House to accommodate Voluntary and Community Sector agencies in the building as part of the model.

Reason: To ensure that;

- The services within this report offer a diverse, effective and sustainable solution for adults and young people using services in York.
- It supports our long-term vision for support services to be provided by the voluntary and community sector. The developments outlined in the report represent a very positive step in this direction.
- Young people can access relevant, holistic and non-stigmatising information and support from a suitable city centre location
- Our mental health services are aligned with the needs of our residents.

## **Background**

3. The Executive Members will recall the Executive Report by Children's Services on the 14<sup>th</sup> July 2016 (Prevention and Early Intervention Services – a proposal for a new way of working) where

as part of the vision for Children's Services, Members agreed to re-locate the City Centre offer from 29 Castlegate to Sycamore House. This will include a revised city centre offer, involving information and advice services being drawn from Local Area Teams to deliver City Centre Services alongside Adult Services and Community and Voluntary Sector Providers.

## **Service Model – Sycamore House**

### **Young People**

“Prevention and Early Intervention Services – a proposal for a new way of working” was approved at Council Executive on 14<sup>th</sup> July 2016. The paper focused specifically on the city centre offer from 29 Castlegate and potential to create a new city centre offer at Sycamore House. There were a number of reasons for this approach, mainly to:

- Move towards a more holistic approach to support young people by working alongside a broader range of partners including adult services and the voluntary and community sector.
- Provide a new offer for young people alongside services for adults in a way which does not compromise dedicated support for young people.
- Build community capacity to improve health and well being services to young people.
- To get a better balance of provision services between the city centre and local areas.
- Reinvest any capital or revenue gain from building assets released, as part of a wider council asset strategy and in line with services for young people.
- Align the counselling offer for young people with adult community health and well being provision,
- Make best use of council assets

A corporate, cross Directorate approach will develop and build upon existing relationships to ensure a smooth transition for our customers.

New Local Area Teams will be the driving force to deliver early years services, the youth services and all preventative and early

intervention work across the city. The creation of a new city centre offer to young people at Sycamore House forms an important strand within the broader city-wide offer to young people and the work of Local Area Teams.

A revised offer including information and support services will be drawn from the Local Area Teams to deliver city centre services alongside Adult Services, Health and Community and Voluntary Sector partners.

The key aspects of the offer for young people will include;

**Universal Information and signposting drop in** - Trained Information Officers will be available to provide initial information and signposting to further support, making appointments etc. This will be available to all young people wishing to make use of the centre.

**City Centre Base for Voluntary and Community organisations** - Provide space for complimentary, voluntary and community sector partners to be based at Sycamore House. This would create additional space to strengthen partnership working and open up exciting opportunities to deliver a more diverse range of support to older, transitioning young people

**NEET Information Advice and Guidance** - Provide specialist information, advice and guidance to young people who are Not in Employment, Education or Training (NEET). The city centre venue would be a planned delivery point for this and would provide information, advice and guidance through appointments, group work and workshops staffed by specialist workers drawn in from Local Area Teams. The city centre location would also offer a venue for group work and workshops supported by partners such as York Learning, the Apprenticeship hub team and other partners (e.g. Training providers, employers, Jobcentre Plus).

**Partnership Information Advice and Guidance sessions** - A range of partners would be engaged to provide bespoke support in response to need.

**Counselling offer** - Work is progressing to develop a specification for an enhanced service that should be in place by April/May 2017.

The current counselling offer from Castlegate has benefited the transitioning young adult age range but remains a small and stretched offer that could be better realised in line with providers who maintain greater support and infrastructure to develop the offer. As such the Council Executive agreed in July 2016 to set in motion a process to embed the provision with a suitable partner.

## **Adults Services**

By delivering services both from within a city centre hub and by adding capacity to the delivery of services within local communities it is anticipated that the following outcomes will be achieved:

- Provision of a safe social space
- Promote social inclusion
- Provide an opportunity to develop social skills
- Reduce isolation
- Promote the development of a range of skills to improve and maintain better mental health
- Improve confidence and enhance self esteem
- Support the development of aspirations for the future
- Develop practical skills to enhance the possibility of future return to paid employment

It is hoped that by accessing these services, some of the skills and increased confidence that are promoted will transfer into other areas of customer's lives.

This early intervention is intended to reduce the number of people visiting their GPs and crisis/emergency services over a longer period of time, and will also contribute to the reduction in number of people accessing secondary mental health services.

The key aspects of the Adults offer will include;

**Cafe** - Continued provision of Cafe at Sycamore House. The cafe provides part of the training opportunities for service users, as well as a meeting point for customers and the local community.

**Library** - Community Library linked to York Explore.

**Trainee Programme** - The Programme provides an opportunity for customers to gain foundation skills and develop through working in the parasol cafe, reception and library.

**Information, Advice and Guidance/drop in** - Staff will provide emotional and practical support to customers with the aim of enabling them to access therapeutic, social and educational activities provided at Sycamore House or in the wider community and/or to signpost them to the most appropriate service to meet their needs. They will also be able to offer mentoring and 1:1 support.

### **Enhanced capacity within the Voluntary and Community Sector Services**

This will enable the Voluntary and Community Sector to develop community based activities and support services. This will be more informal and less structured but will take place within communities closer to where people live. A sum of £80K has been identified within the proposals and the Voluntary and Community Sector has been involved in all aspects to date in developing the approach. Support/activities that could be offered are set out in Appendix A;

### **Current Service Offer at Sycamore House**

As this report details, existing services will largely be retained as a result of the proposals. The Cafe is not currently open on a Saturday but opens Sunday and whilst at present it is proposed to revert back to five days per week, discussions are ongoing with the Voluntary Sector and TEWV to look at options for the cafe continuing to open albeit with the service provided by the voluntary/community sector. There will however be a reduced emphasis on mentoring and 1:1 work as this will be mainly focused on the trainee programmes, with the potential for interventions for those accessing information services. It is though envisaged that support outside of this will be picked up by the increased capacity in the Voluntary and Community Sector.

### **Sycamore House – Use of First Floor**

The Hospital Social Work team currently located on the first floor of the building will be moving out to a more suitable location.

There has been an agreement in principle with the Foundation Trust to host the staff team from early January 2017. This will enable works to be undertaken to facilitate a large part of the first floor being used by the voluntary and community sector. Officers have met with representatives of the sector to look at their requirements and it is likely that space will be offered for rent for a mixture of activity and support use and office space.

### **Development of a Safe Haven**

It has been agreed that a Safe Haven Scheme can be delivered at Sycamore House utilising the time when the building would usually be closed.

TEWV have committed the revenue funding and the Council's contribution to the initiative is the provision of the building space. A Safe Haven is an out of hours service model which responds to the aspirations of the national and local Mental Health Crisis Care Concordat; bringing health and care service providers together to transform how we respond to people in mental health crisis outside of normal working hours.

Service engagement carried out by Tees Esk and Wear Valleys (TEWV) NHS Trust in 2016, on the reconfiguration of recovery and rehabilitation services, concluded that people in York who have mental health difficulties need somewhere to go or a place to contact that can offer them someone to talk to, someone to listen and that can give them the support they need to prevent a crisis that may be on the horizon for them.

The Safe Haven is in the process of been designed and a multi-agency project group is supporting this development.

### **How the "Building" will work between the service elements**

The proposed developments at Sycamore House involve three distinct services - Adults, Young People and the Safe Haven - coming together under one roof to provide a more holistic service model. A monthly multi-agency project group has co-ordinated and driven the work required to get to this stage.

The key work to date has included:

- Clarifying the Adults offer to be provided from Sycamore House moving forward
- Working with Children's Services to understand what their city centre offer from Sycamore House will look like, and how the Adults and Young People's services can work alongside each other to best effect.
- Working with colleagues from TEWV to develop the Safe Haven concept for York
- Discussions with the voluntary and community sector as to how they can make best use of the accommodation space on the first floor of Sycamore House.

With some of the above pieces of the Sycamore House 'jigsaw' having only very recently been secured, we are now in a position to do the detailed work on bringing the whole picture together to ensure that the three services can operate out of Sycamore House in as safe, efficient, and joined-up a way as possible.

We have planned meetings before the 5<sup>th</sup> December with Safeguarding colleagues in Children's Services, Adults, and the Partnership Commissioning Unit to ensure that any potential risks, of these potentially vulnerable groups of service users accessing and using Sycamore House at the same time, are identified, thought through and mitigations put in place - both in the way the building is designed (for example the location of design of toilet facilities) and in the building management and operational policies/procedures that are developed. It is important to acknowledge that the Safe Haven will also operate outside of the times that the service will be open to Young People.

### **Capital Works**

As detailed earlier within this report, the Council in partnership with TEWV and the Partnership Commissioning Unit (PCU) were successful in securing a £178K capital grant towards works associated with Sycamore House and the development of a Safe Haven. If Building Services, will be providing estimates for the total works required in early December following the consultation events scheduled for November.



The grant agreed by the Department of Health will support the installation of intelligent lighting systems, refurbishment of existing open-plan, ground floor space to create a flexible, manageable and safe environment including the use of zoning to create a Safe Haven perimeter, doors with vision panels, decoration and landscaping.

It is anticipated that the building will need to “close” to customers for a period of between 8 weeks for building works to be undertaken. Discussions have taken place with Operational leads as to the implications of such a closure but it is felt that alternative support can be provided in other venues for this period and any impact would not be significant. It is anticipated that the new offer from Sycamore House will commence in May 2017.

### **Consultation**

#### **4. Adult Mental Health**

The Joint Strategic Needs Assessment (JSNA) highlights the need to provide a range of comprehensive community based support, early intervention and services for individuals with mental health problems (York Health and Wellbeing Strategy 2012).

The Mental Health Section of the JSNA (revised 2014) identifies the need to intervene early as one of the important changes to the way mental health is addressed in York. It includes:

- Community based asset approach to community health
- Helping people with mental health problems who are unemployed move into work and offer support during periods when they are unable to work

In March 2016, Tees Esk and Wear Valleys NHS Trust undertook service redesign workshops which were attended by clinical, business process, and nursing staff from TEWV and representatives from voluntary and community sector organisations, service users and carers. Outcomes were identified which included:

- Reducing reliance on rehabilitation in-patient facilities
- Ensuring recovery pathways are as seamless as possible
- Improved partnership working to enable continued recovery in the community

Discover was the first phase of the Vale of York Clinical Commissioning Group's (CCG) engagement with Mental Health; talking directly to service users, carers, community members and the people that deliver mental health services to collect their views and opinions of mental health services in the Vale of York. A selection of themes and guiding principles were identified by those providing and accessing mental health services:

- More joined up services
- Communication, engagement and information
- Building local communities
- Out of hours provision
- Early intervention
- Person centred care

## **Young People**

In 2015 a 'Have Your Say' consultation was launched to capture current Castlegate service user's voice. We know from client profiling that many users are put off by written forms and 'flowery' language and respond well to a straight talking approach that provides an opportunity to discuss issues with their peers.

In partnership with the Show Me That I Matter panel, a piece of work was designed that had a particular emphasis on encouraging participation in a process that was easy to navigate. It was crucial that the process could be understood by all service users including those with the most challenging barriers to learning. It was also important that the process stimulated healthy debate and sparked an interest in looking for solutions.

A total of 131, 16-25 year olds gave their time to the 'Have Your Say' consultation and 19 young people participated in either a discussion group or targeted group work. The views on what was required from a city centre offer for young people were included. Young people wanted to have an initial point of contact and someone who can understand a young person's needs in a holistic way, but with good access to local services and support that then allows young people to gain what support they need in various aspects of their life.

In response a comprehensive workforce development plan will be implemented to ensure that all staff working with young people have the appropriate skills and knowledge required.

The March and July 2016 Executive paper also outlines the extent of consultation undertaken with the youth sector and customers on developing a city centre youth offer. The development of Local Area Teams and the city centre offer at Sycamore House have been shaped in response to this feedback.

A panel of young people is being consulted on proposed capital works to the building to help inform the best possible use of space within the building for the range customers it will serve,

#### **5. Workforce Implications for Adult Services Staff**

There are currently 3 staff on permanent contracts and two others on fixed term contracts until 31 December 2016.

The existing staff will be affected by the proposal in terms of roles and work to be undertaken and it is likely that the staffing establishment of the substantive team will be reduced by 1.00 FTE management level post as a consequence of the new delivery model.

#### **Workforce Implications for Young People's Staff**

The process to create the new staffing structures for Local Area Teams is now complete and ready for implementation from January 2017. A skills audit has been undertaken to understand the current skills and experience of staff coming forward into the new arrangements.

A workforce development plan has been created to ensure that staff working across Local Area Teams can deliver effectively within their new roles. All staff that will work with young people from the city centre location will be provided with specific training and development.

#### **Options and Analysis**

- 6 The Executive Members are asked to note the proposed changes to the use of Sycamore House with Adults and Children's Services

coming together in one building and the development of a Safe Haven in partnership with TEWV. In addition, we will collaborate with the voluntary and community sector to develop a menu of services within our communities.

7. The proposals in this paper will ensure that a diverse, effective and sustainable solution for mental health services will be accessible to residents within the city, by ensuring capacity both within a city centre location and within our communities.

### **Council Plan**

8. This paper directly relates to the Council Plan 2015-19 priorities:

- **A Focus on frontline services** – to ensure all residents, particularly the least disadvantaged, can access reliable services and community facilities.
- **A Council that listens to residents** – to ensure it delivers the services they want and works in partnership with local communities

### **Implications**

9. **Financial**

The re-modelling of services at Sycamore House will create an efficiency of approximately £35,000. Sycamore House currently has a gross budget of £253,660 with a net budget of £231,980. It is projected that the revised offer will reduce the net budget to £197,380 enabling the efficiencies as detailed to be delivered.

Whilst we are reducing the costs of proposed service provision, we are expecting an improved more effective service through access to community and voluntary sector services both within the building and in the community and through the continued development of peer-led activity. Any final figure however will be dependent on the outcome of Job evaluation in relation to new posts within the service.

It was originally proposed to make a £250k saving from Mental Health savings as part of the Council's budget setting process but following consideration the executive in February 2016, decided to allocate additional resources to support and maintain the services provided, and reduced this requirement by £100k.

## **Human Resources (HR)**

There are proposals in the report to delete a post, which will have implications in terms of the potential compulsory redundancy or re-deployment of a member of staff at management level.

The fixed term contracts will need to be terminated in accordance with the Fixed Term Workers Regulations and council policy. Depending on the continuous service of the fixed term contract holders they may have acquired redeployment/redundancy payment rights.

Formal consultation will take place with all staff affected by these proposed changes in service delivery.

In line with the Council's Supporting Transformation (Management of Change) Guidelines a period of formal consultation will take place with staff affected by these changes. Appropriate HR procedures will be followed in the event of a compulsory redundancy/redeployment situation arising as a result of the changes to the Adult Services offer.

## **Equalities**

These developments, through engagement with the third sector, will promote greater access to support in people's local communities, as well as providing a new, out of hours Safe Haven service that can support Adults with Mental Health in crisis. A community impact assessment is attached at Appendix B.

Consultation with staff, partners, service users, and communities is ongoing and will continue to inform the ongoing design of the revised services. Existing service users will be identified and engaged to develop the offer further.

## **Legal**

There are no identified implications at this stage.

## **Crime and Disorder**

There are no identified implications at this stage.

## **Information Technology (IT)**

There are no identified implications at this stage.

## **Property**

This model relies upon the “upgrading” of the current accommodation as detailed previously we have been successful in securing a capital grant towards the Safe Haven and work has commenced to identify any further capital works required.

## **Other**

There are no identified other implications.

## **Risk Management**

Existing Risk Assessment and Management processes for the Adults part of the service as detailed above should enable an effective risk response. The Safe Haven will have its own risk assessment/triage arrangements and discussions are in progress about what adjustments may need to be made to the building to support the provision of a safe environment. Young People’s services are actively involved in discussions about the practicalities of co-location and any risk management strategies identified by them will be integrated into operational policies for the building as a whole.

## Contact Details

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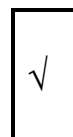
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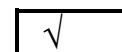
Report Approved



Date 22 November 2016

### Wards Affected:

All



### Specialist Implications Officer(s)

Finance – Richard Hartle Head of Finance & Penny Looker, Accounting Technician

HR – Beverley Kershaw, HR Business Partner

Property – Philip Callow, Head of Asset and Property Management

Niall McVicar – Children’s Trust Service Manager,

Angela Crossland – Youth Offending Team Manager

Sheila Fletcher – Assistant Commissioning Specialist, NHS Partnership Commissioning Unit (PCU)

## Attachments

**Annex A** - Enhanced capacity within the Voluntary and Community Sector Services

**Annex B** – Community Impact Assessment Community Impact Assessment for the Development of Mental Health Services within Sycamore House.