



# delivering differently

wellbeing and work - Fife

## Phase One Report

### January 2018

### Final

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**Opportunities Fife**  
connecting learning, skills and jobs

**Fife Health  
& Social Care  
Partnership**  
Supporting the people of Fife together

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# 1 Executive Summary

## 1.1 Why are we doing this?

The policy agenda, from health and social care through to employability is increasingly recognising that supporting people with mental health problems into healthy and sustainable work plays a valuable role in their recovery journey and in the maintenance of a productive, healthy life.

Taking a preventative approach means that we can reduce the numbers of people accessing acute services.

At the same time there is an increasing focus on the importance for employers of creating mentally healthy workplaces to reduce the flow of people moving out of work and into hospital/onto benefits.

## 1.2 What is the problem?

The problem appears to be functioning at three levels. Each of these require analysis and exploration. This report has focussed primarily on understanding the issues with employability services in Fife. Further work is planned in all three areas:

### **1. Individual: low self-belief contributing to low aspiration**

This is caused by a combination of social stigma, expectations of friends, family, peers and professionals as well as real, and perceived, lack of experience and skills. Where you live makes a difference too.

The three Areas in Fife with the highest correlation of long-term mental illness and employment deprivation are: Levenmouth, Cowdenbeath and Kirkcaldy.

### **2. Services: lack of specialist services and inconsistent delivery/systems between services**

The service landscape in Fife is complex and disconnected. There is a lack of specialist employability provision for people with moderate to severe mental health problems and generalist employability services do not appear to be delivering good outcome rates for those with mild mental health problems.

There are notable issues with the data available for analysing all of this.

There is a lack of knowledge of each other's systems and services amongst mental health staff and employability generalists. Gateway/stepping stone provision is critical but under-resourced.

### **3. Employers: lack awareness of how to support mental wellbeing in the workplace**

Whilst there are pockets of good practice many employers lack time and resources to understand the role that mental health and mental illness may play in their workplace. We need to do more work to understand what Fife's businesses need and how to support them.

## 1.3 Who should be involved?

Delivering Differently has already engaged with a wide range of relevant stakeholders through interviews and the establishment of its Project Team. The Project Team includes representation from people with lived experience of mental illness via Team Experience as well as representatives from NHS Fife, Fife's Health & Social Care Partnership (HSCP), DWP, Fife College, Fife Council, specialist and generalist employability services, mental health community groups, community justice, drugs and alcohol services to name a few.

Further engagement activities are scheduled with frontline staff from across sectors, people who are using services, employers and employer engagement staff, the soon-to-be launched Single Gateway and critically expanding contact with the wider mental health clinical, social and community services.

Delivering Differently reports to a Joint Oversight Board which includes: the Director of Health & Social Care in Fife, the HSCP Divisional General Manager (Fife-wide), the Head of Operations for Skills Development Scotland North East Region (Chair of the Opportunities Fife Partnership) and the Head of Service Fife Council Economy, Planning & Employability Services.

#### 1.4 What does 'good' look like for 2018/19?

*Our vision is that people with mental health problems in Fife can easily access appropriate support as and when they are ready to make the journey (back) into work*

This will take more than 12 months to achieve; the first steps are outlined below.

Building on interviews with all OFP and Fife Council funded employability provision, national partners, input from the Project Team and analysis of data available on FORT, the report includes a total of 22 recommendations/actions for 2018/19 which have been considered by the Joint Oversight Board. 21 have been approved to go forward.

In 2018(19) with no major changes to funding of provision we expect to achieve a 30% increase in employment outcomes for people with mental health problems<sup>1</sup>.

This will include the following steps:

- Agreeing realistic targets for working with clients with mild mental health problems for all generalist provision and moderate mental health problems for pan-disability provision
- Implementation of a new 'Triage Tool' to improve capture of mental health problems by employability services and referral to appropriate services
- Delivering basic mental health awareness training for all Opportunities Fife Partnership and Fife Council funded employability staff (circa 90 staff members)
- Maximising existing employability resources including Fife Job Contract and Fife Council Third Sector Employability Service Level Agreements.
- Improving data capture and management systems on FORT

In addition the Joint Oversight Board have agreed to:

- Initiate work to create a more stable and balanced funding platform for specialist employability and gateway provision for people with severe mental health problems.
- Approve the Delivering Differently Pilot Fund to target the three Areas with the greatest correlation of mental illness and employment deprivation in Fife.

#### 1.5 What will we do next?

In addition to the items given above the report outlines next steps for the programme including:

- Engaging with community based, clinical and social mental health services
- Delivering joint service user and staff workshops with Scottish Recovery Network
- Launching a Pilot Fund to test new ways of working in areas of greatest need
- Planning and designing a cross-sectoral staff training programme
- Researching and developing an effective self-management toolkit in partnership with HSCP
- Researching and launching an employer engagement strategy in partnership with the OFP's Employer Engagement Delivery Group for Fife

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<sup>1</sup> ESiF funding for 2018 is currently running only until Dec 2018 so this is a 30% increase on outcomes over a comparable 9 month period in 2016/17.

## 2 Introduction

### 2.1 Background and Overview

Delivering Differently for mental health and employment in Fife works with strategic partners to improve employment support for people in Fife who are experiencing mental health issues. The Fife Economic Strategy 2017-20 aims to:

*“more than double the number of people with mental health problems in Fife that are supported into healthy, sustainable employment.”*

This is reinforced in Fife’s Local Outcome Improvement Plan 2017-27 which commits to ensuring that:

*“Physical and mental health issues are no barrier to achieving positive employment outcomes”*

In line with this Delivering Differently’s vision is

*.....that people with mental health problems in Fife can easily access appropriate support as and when they are ready to make the journey (back) into work*

- ✓ People will have greater ownership of their journey: they are part of the solution rather than the cause of ‘a problem’ and **their voice is heard**
- ✓ Staff across sectors will know how the system(s) work and where to go for specialist support
- ✓ Employers in Fife will feel confident to support their staff and to create mentally healthy workplaces

The 18 month project started in October 2017 and is funded by the Scottish Government Employability Innovation and Integration Fund. The bid was developed based on findings from a number of cross-sectoral workshops run in Fife during 2016 and is supported by the Fife Health & Social Care Partnership and Opportunities Fife Partnership.

Delivering Differently employs a part-time Strategic Co-ordinator, Project Officer and Administrator all employed by Fife Voluntary Action. It is supported by a Project Team with representation from a range of key stakeholders.

Details of Governance and Project Oversight procedures can be found at Annex A  
Details of the Project Team can be found at Annex B

This is the Phase One report for the project.

## 2.2 An integrated 'systems approach'

Delivering Differently is using an 'integrated systems analysis' approach to identifying what the current problems are with regard to mental health and employment services, the challenges faced, stakeholder needs and the solutions we wish to move towards.

We are working with Cambridge University Professor P John Clarkson FEng – Chair of the Royal Academy of Engineering Report: [Engineering Better Health Care](http://www.raeng.org.uk/publications/reports/engineering-better-care)<sup>2</sup> to do this.

Engineering Better Health Care identifies a core set of 5 over-arching questions and 12 sub-questions that any thorough systems analysis needs to answer. We have structured this report around the 5 core questions and will use the full set of questions to frame the ongoing analysis for Delivering Differently.

**Figure 1 – An integrated approach: a framework for thinking**



## 2.3 Methodology

This report combines the findings from:

- interviews with all OFP and Fife Council employability services
- desk-based analysis of data on FORT and relevant literature
- interviews with other stakeholders – SAMH, DWP, See Me Scotland, Fife Allied Health Services and Occupational Therapy Lead, Single Gateway working group
- Delivering Differently Project Team discussions

<sup>2</sup> <http://www.raeng.org.uk/publications/reports/engineering-better-care>

## 2.4 Using this report

### 2.4.1 Language

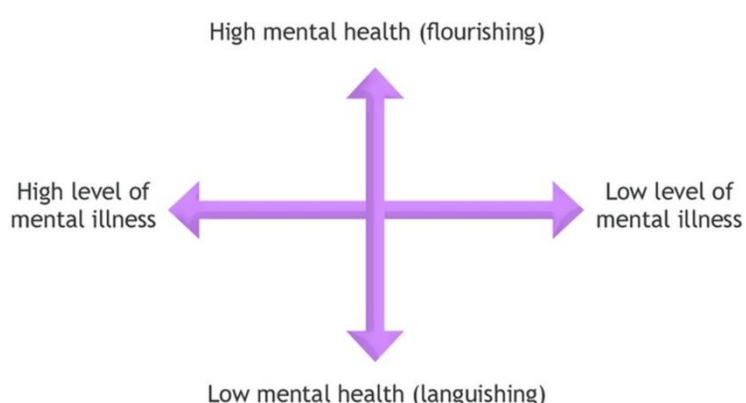
A word about the language used in this report. Different services use different terms to refer to the people they work with: an NHS patient is a customer to DWP, a student on a course or a service-user or client. Where possible we refer to 'people' but may use different terms depending on the service we are referring to.

The term 'mental health' is often used in place of 'mental health problems'. We all have 'mental health' – the 'problem' bit is where the difficulties lie. Similarly a 'mental health problem' is not necessarily a 'mental illness'. We have tried to be explicit when referring to each of these.

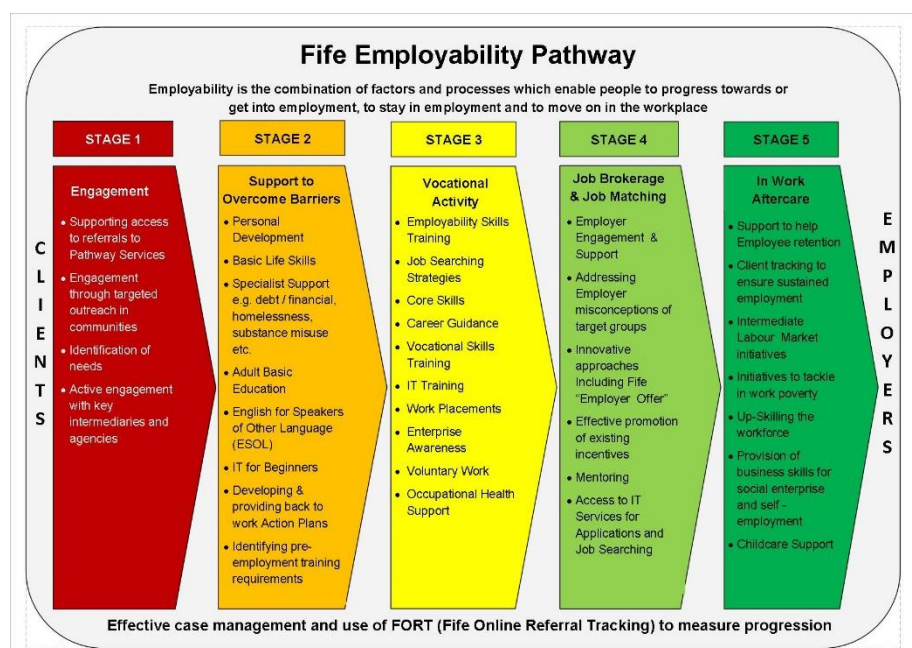
Finally 'mental health problems' are, as with all of life, experienced on a scale of severity. For the purposes of simplicity we have referred to this scale as moving from mild to moderate to severe.

**Figure 2 – Dual Axis model of mental health<sup>3</sup>**

This diagram shows the dual axis model of mental health where living with a mental illness does not necessarily prescribe a life which is unhappy or unhealthy.



**Figure 3 - The Fife Employability Pathway**



Employability services in Fife use a 5 stage pathway to help commission and plan services.

During the report we occasionally refer to the different stages at which services are working, including 'gateway' activity which would be Stage 1 or even pre-Stage 1.

<sup>3</sup> Promoting mental health and preventing mental illness: the economic case for investment in Wales, Michael Parsonage, 2009, Available from: [www.researchgate.net](http://www.researchgate.net)



## 2.4.2 Structure

**Section 3 - Why are we doing this?** - looks at the policy, strategic and statistical context to why we are investing time in Delivering Differently.

**Section 4 – Understanding the problem** - includes initial analysis of the problem including localities in Fife with highest need and current performance for OFP and Fife Council employability services.

**Section 5 – Who will be involved** – outlines plans for stakeholder engagement and needs analysis going forward to further refine our understanding of the problem and potential solutions.

**Section 6 – What ‘good’ looks like for 2018/19** – identifies key actions and recommendations (for approval by the Delivering Differently Joint Oversight Board) for the coming 12 months that will *begin* to improve outcomes from the current baseline.

**Section 7 – What we will do next** – identifies key actions for the Delivering Differently team to improve our understanding of the problem and help us better understand what ‘good’ will look like for services beyond 2019.

## 2.4.3 Annexes

The report refers to a number of annexes as follows:

- a. Delivering Differently Project Governance and Oversight
- b. Project Team membership
- c. Stakeholder analysis
- d. Delivering Differently Problem Tree
- e. Triage Tool



### 3 Why are we doing this?

#### 3.1 Background to Delivering Differently

Delivering Differently has been developed from a base of activity in Fife which has acknowledged health and employability as an interlinked issue over the past two years. These include:

- Two joint FVA Employability, Health and Social Care Forums in Feb 2015 and 2017
- Joint mental health and employability Symposium in Fife, June 2015
- Workshops on mental health and employability at Know Your Network in 2016 and 2017

There is an acknowledged imbalance between the size of the population affected by both mental illness and unemployment and the level of services focussed on supporting them.

#### 3.2 Policy Context

The policy context to this work is vast as it touches on several key strategies both locally in Fife and nationally in Scotland and the UK. To highlight a few:

##### **Fife Health & Social Care Partnership's Strategic Plan (2016-19):**

- 'Reducing Inequality' has the key aims of ensuring the HSCP work with employability partners to ensure that every opportunity is explored to help people into work
- 'Improving Mental Health & Wellbeing' has a focus on integrated partnership working to ensure people are getting the right support at the right time
- 'Prevention & Early Intervention' commits HSCP to work with other services to promote key positive health determinants, including education and skills, jobs and economy

##### **Fife's Local Outcome Improvement Plan 2017-27**

- Physical and mental health issues are no barrier to achieving positive employment outcomes

##### **Fife's Economic Strategy (FES) 2017-27**

- Aims to double the number of positive outcomes for people claiming benefits due to mental health issues

##### **The Fairer Fife Commission 2015:**

- Recommendation 7 (and 38) - Fife Partnership should rebalance its employability programmes to primarily focus on those with physical or mental health challenges

##### **Fife's mental health strategy 'What Matters to You' 2013-20:**

- We need to develop accessible and effective multi-agency service pathways; We need to focus on providing opportunities to empower individuals to maintain and manage their own mental health
- There will be opportunities and jobs for those affected by mental health difficulties
- Employers will have a good understanding of mental health difficulties

##### **Targets and Indicators in Health and Social Care in Scotland 2017**

- States that 'achieving a flourishing population with the capacity to create sustainable, inclusive growth requires considerable engagement of the health and social care system.'

##### **Scotland's Mental Health Strategy 2017-27**

- Action 37: Exploring innovative ways of connecting mental health, disability, and employment support
- Particularly focuses on young people in relation to prevention and early intervention

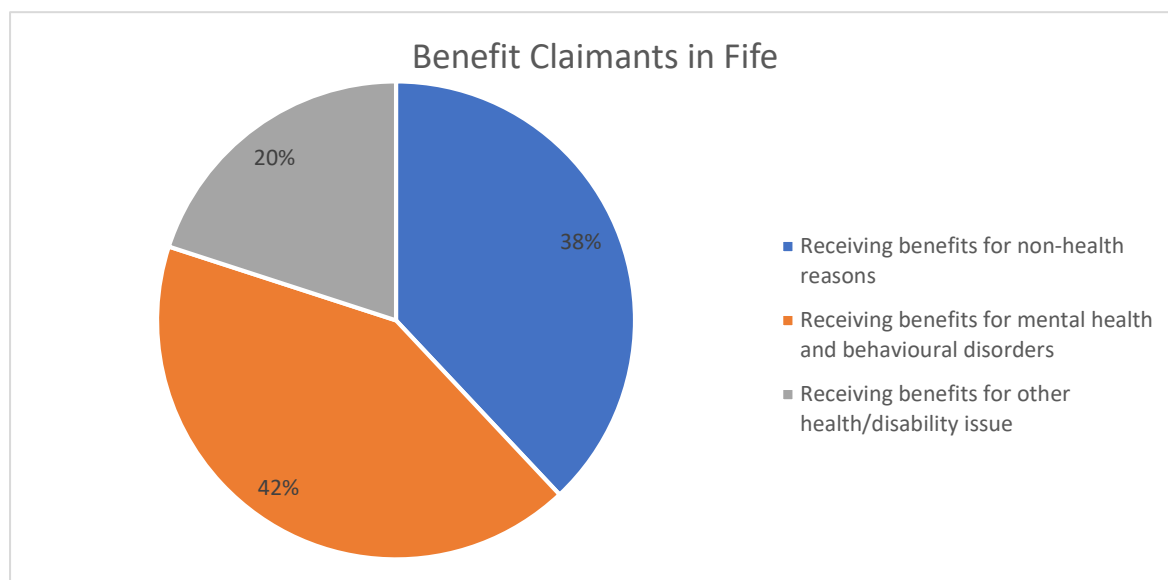
##### **Fairer Scotland for Disabled People (Delivery Plan to 2021):**

- Disabled people should have equal access to decent incomes and fairer working lives

### 3.3 Mental health and employment statistics in Fife

Extrapolating from national statistics on NOMIS, benefit claimants in Fife can be broken down as follows<sup>4</sup>:

**Figure 4: benefit claimants by health related reasons 2015**



It has been estimated that in 2015 approximately 42% of benefit claimants in Fife did so for mental health, learning disability or behaviour related reasons.

According to the OFP approximately £380,000 of Fife's £10million worth of Employability Activity is specifically targeted at those with mental health problems (not including DWP programmes such as Work Choice or Work Able).

### 3.4 Employment outcomes and reduced health services costs

Supporting people to engage in meaningful activity, and supporting them to stay in or to get into paid employment reduces demand on, and therefore saves money for, specialist health services.

#### 3.4.1 Local data

Statistics from a recent review of *one* client case study from the Individual Placement and Support service in Fife showed that one client accessing the IPS service at a cost of approx. £640 led to the following savings over a 6 month period:

- Reduced GP appointments: £1,080
- Reduced access to secondary mental health care: £2,292
- Reduced benefit costs (JSA): £2,558
- Total savings to public sector: **£5,930<sup>5</sup>**

*This area would benefit from further data analysis to understand the reductions in use of specialist health services that occur as people engage in community and employability services in Fife.*

<sup>4</sup> Opportunities Fife Partnership presentation Know Your Network 2017

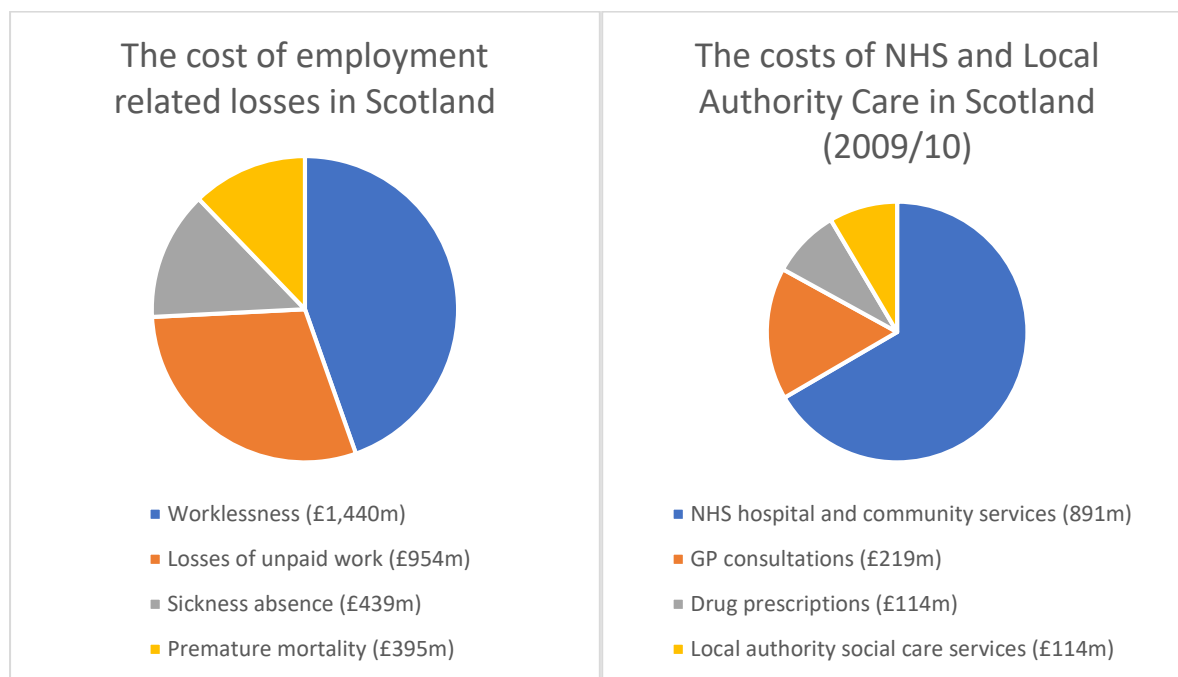
<sup>5</sup> All of these figures only relate to direct access to service and do not account for associated cost for buildings, management etc

### 3.4.2 National data

Nationally it is estimated that mental health problems in Scotland cost £10.7 billion taking account of social and care costs, economic outputs and human costs.<sup>6</sup>

“What’s it worth now? The social and economic costs of mental health problems in Scotland” report published by SAMH and the Centre for Mental Health further breakdown this cost as shown below.<sup>7</sup>

**Figure 4 and 5 related costs resulting from mental health problems in Scotland**



These diagrams demonstrate the huge financial cost related to mental health problems across Scotland. With Fife being the third largest local authority area in Scotland a large proportion of this financial strain will sit with the Fife area.

The report identifies that evidence based programmes aimed at reducing the scale and cost of worklessness among those with mental health problems fall into three main headings:

- Job retention
- Employment-related support for workless people with severe mental illness
- Support for those with less serious mental health problems

Delivering Differently will be looking at recommendations against each of these categories during the course of the next 14 months.

<sup>6</sup> Good Mental health for all, NHS Health Scotland, 2015, Available from: [www.healthscotland.scot](http://www.healthscotland.scot)

<sup>7</sup> What’s it worth now? The social and economic costs of mental health problems in Scotland, SAMH and Centre for Mental Health, 2011, Available from: [www.samh.org.uk](http://www.samh.org.uk)

## 4 Understanding the problem:

This section outlines our understanding (so far) of the factors that are contributing to low employment outcomes for people with mental health problems in Fife.

The Project Team, working in groups, have developed a 'problem tree' which acts as a first step in understanding the causes leading to low employment outcomes. This shows the 'problem' working at three different levels:

1. Individual: low self-belief contributing to low aspiration
2. Services: lack of specialist services and inconsistent delivery/systems between services
3. Employers: lack awareness of how to support mental wellbeing in the workplace

This report is mainly focussing on initial analysis of the second element of the problem through the perspective of employability services and gateway provision (*stage 1 and pre-stage 1 activity*).

### 4.1 Individual - where you live

Some of the contributing factors to low self-belief are the expectations of others around you, your sense of community, opportunity, skills and education.

There are clear correlations between areas with a high incidence of mental health problems and high unemployment.

In Fife these statistics map out as follows:

**Table 1: Localities by mental health and unemployment statistics<sup>8</sup>**

Area	% of population claiming Job Seekers Allowance (Nov 2017)	% of population with a self reported long-term mental illness	% of the population SIMD employment deprived 2016	% of the population SIMD income deprived 2016
Levenmouth	2.5	4.9	17.1	19.0
Kirkcaldy	2.2	4.2	13.0	15.3
Cowdenbeath	1.9	5.2	15.8	17.3
Dunfermline	1.2	3.7	9.3	9.6
Glenrothes	1.1	4.4	12.3	14.6
South West Fife	1	3.4	8.8	8.8
North East Fife	0.6	3.6	5.7	6.7

These statistics reinforce the connection between poverty, unemployment and high incidence of mental illness.

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<sup>8</sup> NOMIS, Fife Health and Social Care Locality and Cluster Planning Profiles, KnowFife Dataset

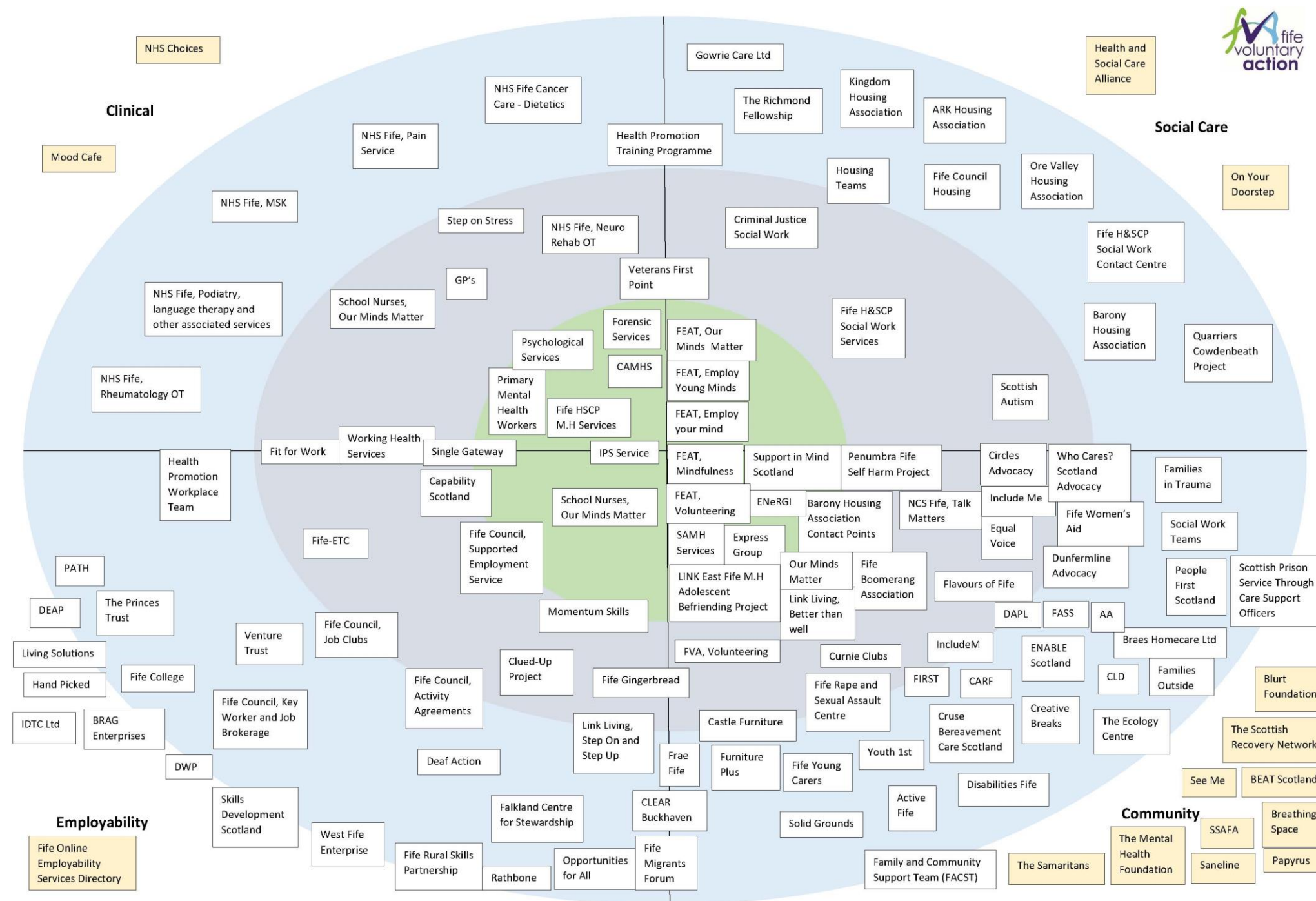
## 4.2 Access to Services

### 4.2.1 The big picture

The range of services which impact on mental health in Fife is very diverse. Their funding sources are varied and their primary purpose for existence often very different. In some areas there is a lot of specialist mental health support and in others much less.

Figure 6 *begins* to capture the complexity of this picture showing the spread of services by their main funding service ‘function’, and by how much they specialise in mental health; within the green core this is your main client group, and then less and less as you move towards the outer edges of the circle. The yellow boxes around the outside show national provision/local databases which are relevant to mental health and/or employment.

**Figure 6: Services in Fife relevant to mental health by type of provision and level of mental health specialism**



Fife Voluntary Action is the Third Sector Interface for the Fife Council area.

Supporting, developing and representing community groups, voluntary organisations, social enterprises and volunteering: [www.fiffevoluntaryaction.org.uk](http://www.fiffevoluntaryaction.org.uk)

#### 4.2.2 Specialist employability provision

As shown in the diagram above only a very small number of services specialise in providing employment support to people with mental health problems and, apart from Fife Council's Works Better programme they are all delivered (or coordinated) by one organisation, Fife Employment Access Trust (FEAT).

FEAT are unique in Fife having provided that critical specialism for 24 years connecting mental health and employment. They provide a full range of services from early engagement using the world-leading Employ Your Mind vocational rehabilitation project <sup>9</sup> for those experiencing severe mental illness and Journey to Work as part of Fife-ETC supporting those with mild to moderate mental health problems back into employment.

FEAT also partner with NHS Fife and others to deliver the Fife Individual Placement and Support (IPS) programme<sup>10</sup> which is targeted at those with severe and enduring mental illness.

IPS follows eight core principles and is internationally recognised as being the most effective approach to supporting people with severe and enduring mental health problems into sustainable work.

In addition to this, three other organisations provide pan-disability support: Fife Council's Supported Employment Service, Capability Scotland and Momentum Skills Ltd. These organisations also have specialist skills in this area. They play a significant role in supporting people with moderate to severe mental health problems in Fife who can represent between 30-40% of their client caseloads.

The size and scale of each of these services is outlined below:

**Table 2: mental health specialist employability services in Fife**

Project	Pathway Stage <sup>11</sup>	Mh. Client group	Places in 2017/18	Waiting list numbers?	Length of wait
IPS	1-5	Severe	46	33	Approx. 5 months
FEAT Journey to Work	2-3	Mild-Moderate	100	20	2-4 weeks
FC Works Better	1-5	Moderate-severe	50	N/A	N/A
Pan-disability					
FC Supported Employment Team	1-5	Moderate-severe	Not capped	43	Approx. 5 months
FC (& FEAT) Working Well 2	1-5	Moderate	125	N/A	N/A
CS Progress Fife	1-5	Moderate-severe	67	N/A	N/A

**This clearly shows a level of specialist provision that is neither meeting demand nor need.**

<sup>9</sup> FEAT's Employ Your Mind vocational rehabilitation project is a world-leading service delivering Cognitive Remediation Therapy (CRT). CRT is an evidenced-based therapy that helps people with severe mental health conditions overcome cognitive problems that persist even when the symptoms of their condition (eg schizophrenia, bipolar etc.) have abated. For the purposes of this report it is classed as 'Gateway' provision.

<sup>10</sup> FEAT's full list of services include: IPS, Employ Your Mind, Employ Young Minds and Journey to Work. They also deliver Mindfulness work and contribute to Our Minds Matter in Fife.

<sup>11</sup> The Fife Employability Pathway uses a 5 stage structure to ensure a balance of services are commissioned from early engagement at stage 1 through to in-work support at stage 5.

#### 4.2.3 Specialist Gateway provision

Gateway provision (Stage 1 and pre Stage 1) that is not directly related to employment outcomes is critical in supporting people with moderate to severe mental health problems *onto* the employability journey.

It allows people to build their confidence, try new things and develop skills without the pressure of an expected job outcome at the end.

It helps address many of the issues identified under the first problem theme 'low self-belief'. Without this provision referrals onto the more focussed pathway provision would drop significantly.

These services also have beneficial impacts in reducing access to core health services by building self-reliance, peer support, giving meaningful activity and much much more.

We have identified the following specialist 'gateway' services in Fife.

**Table 3: mental health gateway services in Fife**

Project	Pathway Stage	Mh. Client group	Places in 2017/18
<b>FEAT Employ Your Mind/Young minds</b>	Pre-pathway, 1 -2	Moderate - severe	100
<b>SAMH Growing FORTH</b>	Pre-pathway, 1	Moderate - severe	123
<b>SAMH Evergreen</b>	Pre-pathway, 1	Moderate - severe	37

**Table 4: Registrations and outcomes for gateway services 2015-17**

Project	Starts	Into employment	Further education	Other employability service	Volunteering	Continuing with service
Employ Your mind	146	6	28	28 (mostly IPS)	35	33
SAMH services	No info supplied	3	11	23	10	No info supplied

#### 4.2.4 Generalist/other specialist employability provision

All other employability provision is classed as 'generalist' or specialises in another area. This does not mean that these services do not work with people with mental health problems as the statistics below show. Nevertheless at this stage we assume that the majority of people they are working with will be towards the mild or at most moderate end of the mental health spectrum.

#### 4.2.5 Other mental health related provision

Figure 6 begins to capture the size and complexity of mental health services in Fife.

There is further work to be done understanding the connectivity between these services and employability services.



HSCP have recently undertaken a review of third sector community mental health services that they fund. The report is due to be presented to the Mental Health Strategic Intervention Group (MH-SIG) in early February 2018 and this will reflect the Delivering Differently findings to date.

#### 4.3 Baseline employability outcome data for 2015-17

We have only been able to capture data for services who use Fife Online Referral and Tracking System (FORT) to record client details and outcomes. This means baseline data is limited to services funded by OFP and Fife Council. DWP are not able to share their data, or data on services they fund, other services do not track this information at the moment.

Baseline data has been calculated over a two year timeframe April 2015-March 2016 and April 2016 – March 2017<sup>12</sup>.

Even within this data set we have identified a number of issues and limitations.

##### *Limitations of data on FORT:*

- FORT currently only captures basic data on whether or not a client has identified 'mental health' from a list of prescribed barriers to returning to work. This could range from mild anxiety to complex psychological disorders

In future it will be critical to understand how much of a barrier an individual's mental health problem presents is to their journey to work. This will ensure that as we increase access and improve outcomes we do this across the full range of need. At this stage:

- Client barriers are only captured at registration and not updated should additional barriers come to light later on in their journey
- Projects using FORT did not have access to reports that allow them to track their performance by any client 'barriers'
- Projects are inconsistent in recording outcome sustainment figures – which is critical for this client group
- Data from Fife Council Employability Service Level Agreements is only recorded on FORT when being used as match to deliver OFP funded services
- Data from FEAT mental health services that are not OFP funded are not recorded on FORT

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<sup>12</sup> This is to allow for the fact that many individuals, particularly those with more complex mental health problems, will access services for more than 12 months before achieving a positive outcome.

#### *OFP and Fife Council employability baseline data*

Whilst employment is the main destination for most people accessing employment services for some the right next step is education or accessing further training. There is a correlation between low levels of education, qualifications, multiple barriers and employment outcomes<sup>13</sup>. Therefore the baseline data looks at positive outcomes<sup>14</sup> as well as employment.

Data from the following employability services has been captured from FORT. They have been grouped as follows for the purposes of this report:

#### **Specialist mental health:**

- ✓ Fife Individual Placement and Support

#### **Pan-disability:**

- ✓ Working Well 1 and 2
- ✓ Capability Scotland - Progress Fife
- ✓ Fife Council - Supported Employment Team

#### **Generalist/other specialist:**

- ✓ DEAP Recruitment and Outreach Service
- ✓ Opportunities for All
- ✓ Making it Work for Lone Parents
- ✓ Fife-ETC
- ✓ Fife Council - Keyworker and Job Brokerage

**Table 5: OFP & Fife Council employability services baseline data April 2015 – March 2017**

Project type	Total clients registered	Clients registered w. m.h. barrier	%	Total positive outcomes	Positive outcomes with m.h. barrier	%	Total empl't outcomes	Empl't outcomes with m.h. barrier	%
Specialist	100	82	82%	56	45	55%	56	45	55%
Pan-disability	360	181	50%	229	101	56%	149	79	44%
Generalist/other	5407	1225	23%	2772	553	45%	1916	267	22%
<b>Total 2015-17</b>	<b>5867</b>	<b>1488</b>	<b>25%</b>	<b>3057</b>	<b>699</b>	<b>23%</b>	<b>2121</b>	<b>391</b>	<b>18%</b>

## 4.4 First analysis of causes of low outcome rates:

### 4.4.1 Funding

#### *Lack of funding for specialist provision*

FEAT, Fife's specialist mental health and employability provider for both gateway and pathway provision *and* coordinator of the IPS service currently receive around £200,000 of funding for their involvement in three different OFP employability projects and £36,000 from HSCP towards Employ Your Mind. This is matched with funding from charitable sources.

The Employ Your Minds programme for 2017/18 is supported by 14 different additional funders.

In 2018/19 FEAT are anticipating a 2.5% cut from their HSCP funding and potentially a 10% reduction in funding from OFP for 2018/19.

**Unless this changes, levels of specialist provision going forward will reduce rather than grow.**

<sup>13</sup> Connections, Fife-ETC & Fife Health Inequalities Strategy, Joan Riddell 2017

<sup>14</sup> In addition to part-time and full-time employment positive outcomes include: moving into college or further education, accessing a government training scheme or improved labour market situation (i.e. a better job).

### *Insecure funding payment schedules*

**Delays resulting from the claims process for European funding have led to great uncertainty, loss of specialised staff and an inability to recruit due to cashflow concerns.**

One charity has been refused a bank loan and had funding applications turned down due to the high levels of outstanding payments and the concern over cashflow.

Fife Council's interim payments in advance of the EU claims from Scottish Government have without a doubt helped to avert cashflow problems which could have resulted in redundancies. However a more formal and planned approach to advance payments would have a significantly beneficial impact on the sector's ability to retain staff and ensure continuity of services so critical to clients with mental health problems.

### *Maximising related resources*

Fife Council's Employability Service Level Agreements (SLAs) approx. £160,000 with West Fife Enterprise and BRAG Enterprises Ltd are managed through Fife Council's Employability Services Team. As of April 2018 it is currently intended that these funds no longer be used as match for OFP commissioned projects. This reduces providers' ability to be flexible in delivery and add value to the wider pipeline and to work towards OFP identified priority groups. The outcomes related to the non-matched provision also appear not to be tracked on FORT.

Fife Job Contract currently does not have a target relating to people with mental health problems at all and, whilst this has not been formally tracked in the past, records suggest that it only supported 2 people with mental health barrier in 2016/17 out of 24 and 11 in 2017/18 out of 46<sup>15</sup>.

The HSCP third sector mental health funding does not currently appear to require a focus on connectivity with gateway or employability pathway provision as a route to recovery.

#### **4.4.2 Lack of skills and knowledge for generalist employability providers**

During interviews some service managers identified the following as key contributing factors to low outcome rates:

- staff have a lack of understanding of 'mental health' in its broadest sense and do not feel confident to even ask questions relating to it
- staff are not recording information if it comes to light after registration
- staff do not know how mental health services work in Fife and so where to refer to support when things do occur
- OR staff end up supporting people around their mental health while waiting for them to access services
- Mainstream employability services do not always take a 'whole person' approach to the people using their services
- Emotional resilience/mental health tools are not embedded in service delivery

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<sup>15</sup> This will not fully reflect actual figures due to this data not having been collated in the past. Figures for 2017/18 are correct as of January 2018.

#### 4.4.3 More complex structural issues

A number of longer-term and more in depth concerns have been identified. For example:

- Patient waiting times: if someone is on a 6 week employability course and their waiting time for psychological support is 6 months then that presents an issue
- Provision for people with autism spectrum disorder: sometimes referred to mental health specialist services pre-diagnosis but still with a clear need.
- Skills Development Scotland's Employability Fund provision – the commissioning timeframes and course length do not support long term interventions appropriate to young people with mental health problems
- Apprenticeships (of all kinds) may play a role in supporting this client group
- Connectivity with education and referral at a young age to appropriate services when diagnosis is still evolving
- Lack of easy to access self management tools
- Employers' perceptions, attitudes and lack of knowledge

These themes will be explored in more depth during the staff/service user workshops in March 2018 and over the course of the next 12 months.

## 5 Who should be involved

This section outlines the work done so far to identify key stakeholders in mental health and employment services in Fife and how we intend to work with them going forward.

An initial Stakeholder Analysis can be found at Annex C.

### 5.1 People who are using services – Team Experience

Ensuring the voice of people using services is embedded in understanding the problem and identifying solutions is critical to achieving sustainable and meaningful change going forward.

Delivering Differently have funded FEAT to recruit and support a small group of people with lived experience of mental illness to participate as equal partners in the DD Project Team (see below); they will also play an important role supporting delivery of key elements of the project.

In addition to this we are working with the Scottish Recovery Network to design and deliver a series of 10 workshops in March/April 2018 which will bring together staff and those using services to inform the systems review.

### 5.2 Project Team

Mental health and employability connect with and impact on a whole range of services. Following initial stakeholder mapping we have recruited a 'Project Team', which will oversee key elements of the project delivery. Members will act as champions to their own organisations/sectors as the project evolves.

The Project Team is meeting monthly in the first instance to ensure we achieve key milestones.

A full list of Project Team members can be found at Annex B.

### 5.3 Area Managers and Locality and Cluster Planning

Once the Joint Oversight Board have approved the three localities with highest need we will work with the Area Managers, Locality and Cluster planning groups and GP leads for each area to build awareness of DD and identify opportunities to work together.

### 5.4 DWP

The Department for Work and Pensions are active members of the DD Project Team. DWP have initiated an Enhanced Support Offer across the UK. In East of Scotland they have recruited a Lead Community Partner and 5 Community Partners with specialisms in mental health (2), young people (2), and pan disabilities (1). They have also initiated 'health and work conversation' training for their work coaches and are in the process of commissioning additional 2 day workshops on mental health awareness. In Fife these will be adapted to refer to the work being undertaken on Delivering Differently. Staff will also be invited to participate in the workshops outlined at 5.1.

DWP are also funding a small peer supported programme in Kirkcaldy called Journey 2 Employment for those with health problems and disabilities.

### 5.5 Engaging with education and wider partners

Fife College and the Department for Education are members of the DD Project Team. We will be presenting on Delivering Differently to the Reducing Offending And Reoffending (ROAR) Group and the Alcohol and Drugs Partnership in Fife.

## 5.6 Employer Engagement

Delivering Differently will meet with the employer engagement delivery group in Fife in early February 2018. We will work closely with them over the coming months to understand how best we can support employers in Fife to create healthy working environments and to produce a strategy for implementation.

## 5.7 Job retention and the Single Gateway in Fife

The Single Gateway is a two year pilot funded by DWP and Scottish Government and will be launched in Fife and Dundee in the summer of 2018. It will bring under a single banner a number of different existing job retention services (Fit for Work, Health at Work and Healthy Working Lives) as well as providing support for those recently unemployed and additional specialism on mental health.

Delivering Differently will work closely with the Fife Single Gateway Manager (once recruited) and the national Steering Group. Single Gateway will report via the OFP Health & Disability Delivery Group to the OFP Board and HSCP JIB.

## 5.8 Engaging the wider national partners

Both See Me Scotland and the Scottish Recovery Network are keen to support the work we are doing and, where appropriate, to work together to maximise resources and impact.

## 6 What does 'good' look like for 2018/19?

This section outlines short-term recommendations for improving employment outcomes for people with mental health problems in 2018/19.

Section 7 looks at longer term plans for analysis.

### 6.1 Working in areas of greatest need

Following analysis we have identified the following three areas as having the greatest need in Fife:

- Cowdenbeath
- Levenmouth
- Kirkcaldy

These areas will be prioritised for working with and also for funding from the pilot fund to be launched in early summer 2018.

- 1. Recommendation - Approved: the Joint Oversight Board approve these as priority areas for partnership action and pilot funding in 2018/19**

### 6.2 Funding for specialist provision - for 2018/19

#### 6.2.1 Specialist Employability Provision

In order to achieve the goals of early intervention and prevention and mental health and wellbeing outlined in Fife's Health & Social Care Strategy we want to move to a place where Fife has a greater level of specialist employment provision for those with severe mental health problems.

This requires secure funding for core specialist services and consistent gateway projects to feed into this provision. **Looking at current waiting lists and assuming an increased uptake we should be aiming for a situation where we have tripled the levels of specialist employability support for those with severe mental health problems by April 2019.**

Secure core funding would also reduce the impact of cashflow concerns caused by delayed ESiF payments and improve ability to recruit and retain specialist staff.

- 2. Recommendation – Approved: The HSCP 2018 Review of Voluntary Organisation Mental Health Services will reflect, where relevant, Delivering Differently outcomes as priorities in new service specifications, subject to approval by MH-SIG**
- 3. Recommendation - Approved: Mental health employability services be exempt from the ESiF re-profiling exercise for 2018(19) and any related underspend be re-profiled in consultation with the Delivering Differently Project Team towards services for those with moderate to severe mental health problems.**
- 4. Recommendation - Approved: ESiF operational application for 2019-22 aim to triple the amount of specialist mental health employability provision available in Fife.**
- 5. Recommendation – NOT Approved: Mental health gateway services be exempt from HSCP recovery planning in 2018/19.**

RISK of not doing: not implementing these recommendations will lead directly to a reduction in specialist services in 2018/19 and significantly limit opportunities to grow services in 2019 and beyond. This in turn will add to a continued drain on HSCP internal services.



Potential loss of staff including their knowledge, training and existing relationships/networks, all of which would require built up again if a new member of staff was to be brought in once new funding was secured.

## 6.3 Maximising Resources

### 6.3.1 Cashflow management

Whilst Fife Council have done their best to mitigate the impacts of the delay in ESiF payments from Scottish Government it is critical that providers are able to reassure staff, their Boards and funders let alone people using their services that the cashflow for the organisation is in place.

#### **6. Recommendation - Approved: Fife Council consider adopting a formal payment profile with Phase 2 ESiF provision from April 2019.**

RISK of not doing: not implementing an advance payment profile impacts on organisation's ability to retain staff and therefore deliver on agreed targets. In addition, it reduces their ability to draw down additional funding from other sources.

Organisations' credit ratings may be affected, then affects their ability to gain future credit.

### 6.3.2 Fife Council Service Level Agreement

Fife Council Employability Service Level Agreements (SLA) value circa £160,000/annum (within the confines of the current agreements) be available to OFP as match to European funding provision and are geared to supporting OFP target client groups such as those with mental health problems.

- 7. Recommendation - Approved: Fife Council continue to allow their employability SLA to be used as match for OFP funded provision and provider targets be increased accordingly.**
- 8. Recommendation - Approved: All activity and outcomes for SLA funded provision are recorded on FORT whether or not matched into ESiF provision.**
- 9. Recommendation - Approved: In 2018/19 Fife Council reviews the structure and function of its Third Sector Employability Service Level Agreements to ensure they add maximum value to the wider OFP employability service picture and the mental health employment outcome target.**

RISK of not doing: not allowing SLA funding to be used as match will reduce the potential outcomes for ESiF funding by reducing the amount third sector organisations can lever in as additional funding.

**Table 5: additional targets (subject to approval with OFP and FC Employability Team)**

Project	numbers
<b>BRAG SLA (match and non-match)</b>	23 starts
<b>WFE SLA (match and non-match)</b>	24 starts
<b>Making it Work for Families</b>	30% clients

### 6.3.3 Fife Job Contract

Fife Job Contract have agreed a goal to double the number of people supported into work who have mental health problems from their 2017/18 figures.

#### **10. Action - Implemented: Fife Job Contract ringfence 22 places for people who have identified mental health as a barrier in 2018/19**

## 6.4 Employability Service Targets for 2018/19

### 6.4.1 OFP and Fife Council mental health employability outcome targets for 2018/19

All projects in receipt of OFP and Fife Council employability funding have agreed to stretch targets for recruitment and positive outcomes for clients whose mental health presents as a barrier to achieving a positive outcome. These are significant commitments with a range of actions agreed to help achieve this.

At the time of this report it is not clear if ESiF funding will be approved to Dec 2018 or March 2019 so these targets are shown as percentages of their overall targets.

**Table 4: increase in % recruitment and positive outcome rates by service type**

Project type	2015/17	2018(19)	2015/17	2018 (19)	2015/17	2018 (19)
	% clients registered with m.h. barrier	% clients registered with m.h. barrier	% clients achieving positive outcome with m.h. barrier	% clients achieving positive outcome with m.h. barrier	% clients achieving employment with m.h. barrier	% clients achieving employment with m.h. barrier
Specialist	82%	100%	55%	55%	55%	55%
Pan-disability <sup>16</sup>	50%	53%	56%	58%	44%	44%
Generalist/other	23%	35%	45%	49%	22%	24%

Six month sustainment figures will be added to targets once an effective baseline is established.

### 6.4.2 Actions to achieve new targets in 2018(19)

A full analysis of all actions agreed by projects to achieve the stretch targets outlined above can be provided upon request. A summary of key elements are below:

#### **11. Action - Implemented: ALL projects committed to:**

- Attending training on and using the new mental health Triage Tool in March and April 2018 which will include basic mental health awareness (see below)
- Participating in the Delivering Differently for mental health workshops in March 2018

Individual projects committed to the following actions:

- Altering recruitment practice and targeting local community mental health groups to work with clients with moderate mental health problems (Progress Fife)
- Adapting generalist employability delivery to include a greater focus on 'emotional resilience' and basic mental health awareness (Fife-ETC, DEAP Recruitment & Outreach, Making it Work for Lone Parents and Families)
- Restructuring staffing to reduce waiting times for the service (Fife IPS<sup>17</sup>)
- Use Wellness Recovery and Action Plans for people returning to work (Making it Work for Lone Parents and Families)
- Pilot using distance travelled tools to measure impact of different services (Fife-ETC, DEAP Recruitment & Outreach, Making it Work for Lone Parents and Families)

<sup>16</sup> Figures for Supported Employment and Working Well 1 & 2 are still unconfirmed

<sup>17</sup> IPS is currently working with 2 staff less than they should due to funding and cashflow issues. Limited restructuring is possible due to the IPS fidelity scale.

## 6.5 Improve data analysis and management - employability

Data on FORT needs to be able to provide a more nuanced view of whether someone's mental health problem presents a mild, moderate or severe barrier to him or her moving into work.

The Mental Health Occupational Therapy team have developed and are currently testing a Triage Tool (see Annex E) to capture whether or not someone's mental health barrier to employment is 'mild, moderate or severe'.

Employability staff need to feel more confident to ask questions about mental health.

- 12. Action - ongoing: Complete testing and adjustments to Triage Tool by February 2018**
- 13. Action - ongoing: FORT is adjusted to allow recording from April 2018**
- 14. Action - ongoing: all frontline staff of Fife Council and ESiF funded provision be trained in using the new tool. Training open to interested others.**
- 15. Action - ongoing: Triage Tool is embedded in mental health awareness training for DWP work coaches and used to gauge need for additional services.**

Organisations need to be able to analyse their own data on clients with mental health problems to better understand what is and is not working.

- 16. Implemented Action: FORT has been adapted to allow all projects to analyse data on their performance with clients with mental health problems.**

Organisations need to be more rigorous in providing outcome sustainment figures.

- 17. Recommendation - Approved: Outcome sustainment at six and twelve months is routinely measured and reported on for all OFP funded provision from April 2018**

Data on FORT needs to capture a wider picture of employment services in Fife beyond core OFP and Fife Council funded provision and to capture these more simply.

- 18. Recommendation - Approved: FORT be adapted to capture data on client engagement and employability outcomes from other non-OFP funded sources including:**
  - a. Fife Council Employability SLA**
  - b. HSCP funded pre-pathway activity**

**Projects use this as a reporting system and new Triage tool from April 2018.**

## 6.6 Improving knowledge and skills

We want all generalist employability staff to feel confident asking basic questions about mental health with their clients and to know where to refer people if an issue is identified. We also want mental health services to know about the importance of employability.

- 19. Action - ongoing: Basic mental health awareness training to be embedded in Triage training for ALL OFP and Fife Council funded employability provision**
- 20. Action - ongoing: All OFP and Fife Council funded employability staff participate in Delivering Differently Workshops in March 2018 and future training programme once launched**
- 21. Recommendation - Approved: a short guide to accessing mental health services in Fife is produced and made available online specifically aimed at non-mental health specialists for April 2018.**
- 22. Recommendation – Approved: Fife Health and Social Care Partnership consider staff engagement with delivering differently, project team, workshops and analysis. DD consider appropriate training for HSCP and NHS staff.**

## 7 What we will do next.

This section outlines the next steps that Delivering Differently will undertake to continue the integrated systems analysis and to ensure we are well placed to commission effective and relevant services for 2019 and beyond.

### 7.1 Engage with community based, clinical and social mental health services

This report begins our journey to an in depth understanding of what is and is not working within employability services for people with mental health problems. It is critical that we undertake a similar process of exploration with people who work in the clinical, social care and community-based services in Fife.

We will undertake interviews with key services to inform our understanding of ‘what good looks like’.

### 7.2 Service user and frontline staff workshops

During March 2018 we will work with the Scottish Recovery Network and local partners to deliver a series of workshops across Fife that will bring together both staff (from all sectors) and service users to explore what is, and what is not working in the current systems and to generate ideas for how we can do better in the future.

These workshops will be designed as co-learning experiences so that all involved will emerge with a better understanding of mental health and how it affects all of us in our journey to living and working well.

### 7.3 Informing European Strategic Intervention and Operation Application 2019-22

The Delivering Differently team will work closely with the OFP Partnership Manager to ensure the new Strategic Intervention and Operation Application for Phase 2 (2019-22) activity reflects the early findings of Delivering Differently and allows for us to continue to work towards the shared goal of more than doubling employment outcomes for people with mental health problems in Fife.

### 7.4 Work with 3 Localities

We will engage with the Area Managers and Locality and Cluster Planning Groups for each of the three areas identified at section 4.1 to understand their concerns and the opportunities that will be available in these areas.

### 7.5 Delivering Differently Pilot Fund

£130,000 has been set aside from the Delivering Differently budget which will be used to fund short-term projects to pilot new ways of working around mental health and employability. Pilot activity will be prioritised in the three localities in Fife identified as facing the greatest challenges around mental health and unemployment with an additional strand for engagement in rural areas.

The themes for the Fund will be informed by the workshops held in March. The format and funding structure is to be approved by the OFP Executive.

### 7.6 Cross-sectoral Staff Training Programme

Basic mental health awareness training will be embedded into training on the new Triage Tool and delivered to all staff working with OFP and Fife Council funded provision as a matter of course.

In addition we will launch a more detailed programme of cross-sectoral training in September 2018. A small budget of £4,000 has been set aside for this. We would look to work with partners to maximise this resource by working with existing training budgets

### 7.7 Researching effective self management tools

To ensure the sustainability of Delivering Differently we will work with HSCP partners to ensure that staff and people using services have access to an appropriate 'toolkit' of different self management supports which can help people to look after their health both in and out of the workplace.

Having access to this self-management toolkit will enable people to access healthy coping strategies to help them stay healthy in their workplace.

Development will start in summer 2018.

### 7.8 Research and launch employer engagement strategy

Employer engagement will be critical to the success of Delivering Differently in Fife. We will work closely with the employer engagement delivery group, employers themselves, Disability Confident and national experts in this area to develop a plan for action in Fife.