

## PLYMOUTH CITY COUNCIL

<b>Subject:</b>	Veterans Strategic Commissioning Framework
<b>Committee:</b>	Cabinet
<b>Date:</b>	30 May 2017
<b>Cabinet Member:</b>	Councillor L Bowyer
<b>CMT Member:</b>	Carole Burgoyne (Strategic Director for People)
<b>Author:</b>	Katy Shorten, Strategic Commissioning Manager
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<b>Ref:</b>	
<b>Key Decision:</b>	Yes
<b>Part:</b>	I

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### **Purpose of the report:**

The commissioning plan sets out Plymouth City Council's and NEW Devon Clinical Commissioning Group's commissioning intentions for support services for Veterans and their families. It aims to ensure that services to be seamless, with services joined up to ensure the smooth transition from a military career into the civilian community.

Data indicates we have around 18,899 - 20,281 Veterans in Plymouth and we are aware that there is likely to be a greater proportion of mental health and offending support needs within this population.

The framework identifies gaps in the effectiveness of current provision. The council has commissioned a new Veterans Care Navigation Service which will launch to the public in June 2017. There is now opportunity to build on existing support for Veterans through the development of a Strategic Stakeholder Group which will implement the recommendations of the plan.

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### **The Corporate Plan 2016 - 19:**

The Veterans Strategic Commissioning Framework aims to help Plymouth to deliver an outstanding quality of life for Veterans through addressing three of the four key corporate objectives:

- **CARING Plymouth**

The Council and partner organisations will work together to provide services that help Veterans and their families to lead happy, healthy, safe and fulfilled lives. The support services provided will adopt an outcome focussed approach, and regularly review to improve services users' access to appropriate advice, information and early intervention services when they are most needed.

- **GROWING Plymouth**

The service will support a strong economy by developing the workforce to 'up skill' staff within mainstream support services and supporting veterans to gain the skills required to benefit from local job opportunities.

- **PIONEERING Plymouth**

The Council will work constructively with partner organisations and stakeholders to ensure that services for Veterans and their families will be timely, seamless, accessible & co-ordinated, and inclusive.

**Implications for Medium Term Financial Plan and Resource Implications:**

**Including finance, human, IT and land:**

Delivery of the recommendations in this report will be facilitated strategically and operationally through the Veterans Care Navigation Service which is being funded in 2017/18 and 2018/19 by a grant from the LIBOR fund awarded in the Autumn Statement, November 2016.

**Other Implications: e.g. Child Poverty, Community Safety, Health and Safety and Risk Management:**

No other implications identified

**Equality and Diversity:**

Has an Equality Impact Assessment been undertaken? Yes

**Recommendations and Reasons for recommended action:**

Agree and deliver the implementation plan of the Veterans Strategic Commissioning Framework

**Alternative options considered and rejected:**

To leave Veterans services uncoordinated

**Published work / information:**

N/A

**Background papers:**

South West Peninsula Veterans' Health Needs Assessment  
Equality Impact Assessment

Title	Part I	Part II	Exemption Paragraph Number							
			1	2	3	4	5	6	7	
South West Peninsula Veterans' Health Needs Assessment	x									
EIA	x									

**Sign off:**

Fin	djn1718. 27	Leg	MS/2 8175	Mon Off	It/dvs/2 8174	HR		Assets		IT		Strat Proc	HG/SP U/445C P/0517
Originating SMT Member Carole Burgoyne													
Has the Cabinet Member(s) agreed the content of the report? Yes													





Northern, Eastern and Western Devon  
Clinical Commissioning Group



# COMMISSIONING FRAMEWORK

# VETERANS

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## **1.0 Introduction**

### **1.1 The Vision**

Plymouth is committed to becoming a centre of excellence for Veteran support. Services for Veterans will be:

- Timely, with support provided at the appropriate point
- Seamless, with services joined up to ensure the smooth transition from a military career into the civilian community
- Accessible, with appropriate support and understanding embedded within universal services
- Co-ordinated, so that support is available to support Veterans to navigate a complex system
- Inclusive, so that the wider needs of dependants (in particular children) are considered.

### **1.2 Strategic Leadership**

The Plymouth Armed Forces Community Covenant was signed at the Armed Forces Day National Event in June 2012. It is a formal commitment to mutual support between the city's civilian and armed forces communities, with a special focus on service children.

The Community Covenant lists seven main priorities for all covenant partners and this forms the basis of the action plan, but at the heart of the covenant is a shared understanding that service families receive all the support available to them from the public and voluntary sectors in Plymouth. Access to housing, healthcare and employment are just some of the issues which affect the armed forces community and the Community Covenant aims to raise the awareness of such issues so that the city's service families and Veterans are not disadvantaged in any way.

The priorities are; Children, young people and their families, Health and wellbeing, Housing, Working in partnership, Support for Veterans and their families, Employability and education and Governance. There is an action plan in place for 2017 which addresses the Health and Wellbeing of Veterans, Service Personnel and those transitioning out of the Armed Forces.

### **1.3 National Driver**

Recently The Forces in Mind Trust and the Local Government Association commissioned Shared Intelligence to carry out research into ways of improving the local delivery of the Armed Forces Covenant. The research, which was supported by the Ministry of Defence, was commissioned in the context of concerns nationally that implementation of the Covenant locally was inconsistent. The deep dive paper makes a series of recommendations and has a self-assessment tool in order to identify any gaps in delivery of local Covenant Pledges.

### **1.4 Purpose of this Commissioning Paper**

The purpose of this commissioning plan is to set out Plymouth City Council's and NEW Devon Clinical Commissioning Group's commissioning intentions for support services for Veterans and their families. Plymouth is a Military city with a major Armed Forces presence, both the serving and Veteran community.

Locally we face a particular financial challenge because of the changes in local demography, the historic pattern of service provision, the impact of deprivation and significant health and wellbeing inequalities. We want to do better for and with our local population and therefore it's imperative that we have an integrated and collaborative approach to work across all the organisations that commission and deliver health and wellbeing.

Having "One system, one budget" will enable us to deliver the right care at the right time in the right place.

Four integrated commissioning strategies have been developed and agreed which set out the commissioning intentions of Plymouth City Council and NEW Devon CCG. These commissioning strategies all support the future vision of becoming a centre of excellence for Veterans Care as the four overarching aims of these strategies are;

- To improve health and wellbeing outcomes for the local population
- To reduce inequalities in health and wellbeing of the local population
- To improve people's experience of care
- To improve the sustainability of our health and wellbeing system.

## 2.0 Needs Assessment

### 2.1 Local demographics

The official data estimate from the Royal British Legion and the Office of National Statistics indicates the following population figures for Plymouth:

Age Group	Royal British Legion		Office for National Statistics	
	Estimated	Estimated	Estimated	Estimated
Years	Prevalence %	Number	Prevalence %	Number
16-24	0.84	331	1.58	619
25-34	3.28	1,124	3.14	1,075
35-44	4.44	1,475	5.11	1,699
45-54	5.45	1,850	5.81	1,971
55-64	10.54	3,066	6.87	2,000
65-74	28.54	6,278	23.05	5,070
75-84	36.55	5,152	0.00	0
85+	17.88	1,005	0.00	0
(ONS 75+)	0.00	-	32.79	6,465
Total		20,281		18,899

Table 1: *Population for Plymouth adapted from the South West Veterans Needs Assessment*

Establishing an accurate picture of the Plymouth veteran population is severely challenged by the lack of available sources of up to date local data.

### 2.2 Housing need

In Plymouth, the Housing Register is held by Devon Home Choice and does include details of the number of Veterans registered. This is broken down further by local authority area and category of housing need: B and A being the highest (emergency) housing need, through to Band E being no housing need.

Table 2 below outlines the details for applicants who advised that they are or have served in the Armed Services, the majority of who were band C.

Local Authority	Band A (Emergency)	Band B (High)	Band C (Medium)	Band D (Low)	Band E (No Housing Need)	Grand Total
Plymouth	0	48	224	46	215	533

**Table 2: Housing Register - Veterans by Local Authority and Band (Oct 2014)**

A quick snapshot of services within the single homeless system indicates that a small proportion of Veterans access their services, although this is anecdotal evidence as military service is not captured in their reporting mechanisms routinely.

## **2.3 Mental/emotional health**

There is no Veteran specific health and illness data for Plymouth. The South West HNA highlights the following issues affecting the veteran population nationally:

- The prevalence of common mental health problems in the military is higher than in the general population (The Houses of Parliament's Post note 518 (Feb 2016)).
- Combat troops and reservists are at higher risk of developing conditions such as Post Traumatic Stress Disorder.
- Drinking at harmful levels is widespread in the forces.
- The stigma associated with mental health is a major barrier to accessing help.
- The most prevalent conditions are common mental health disorders: anxiety, stress, panic and adjustment disorder (exaggerated emotional and behavioural response to significant life events), mood disorders such as depression and alcohol misuse.

Other research shows that traumatic physical injuries, particularly those sustained in combat, can be a risk factor for poor mental health. Consequently the House of Commons Defence select committee has stated that more resources are needed to support military personnel, particularly in mental health services. Goodwin et al (2015) found that prevalence of common mental health conditions in men aged 18-44 years in a military cohort was twice as high as for working men of the same age in the general population (18.2 vs 9.2%).

## **2.4 Criminal Justice System**

There is no probation data specific to Plymouth, however the South West veterans Needs Assessment also contains the picture of the national data on veterans and the probation Service:

- Male veterans are less likely than the general male population to be in prison or be supervised by Probation.
- MOD figures suggest that veterans are 14% less likely to be serving a sentence for violence against people and non-violent offending but 15% more likely to be in prison for sexual offences than the general population.
- The main factors associated with offending are lower rank, younger age, a history of violence or antisocial behaviour prior to enlisting, having mental health problems and alcohol misuse.

Since 1st June 2014, offenders in Plymouth have been supervised by the following organisations which both have local delivery offices:

- The National Probation Service (NPS) - if they pose a high risk of harm or there are significant public protection issues.
- The Dorset, Devon and Cornwall Community Rehabilitation Company (CRC) - if they are assessed as medium or low risk offenders.

## **2.5 Summary**

Although it is a challenge to accurately identify the number of veterans locally, this is also a challenge that is experienced nationally. Data indicates we have in the region of 18,899-20,281 Veterans in Plymouth and we are aware that there is likely to be a greater proportion of mental health and offending support needs within this population. This information will enable us to target resources and develop services to most appropriately respond to this need.

## **3.0 Current Services – What's Available for Veterans**

### **3.1 Strategic overview**

Locally, services specifically supporting Veterans have a strong presence and are easily identifiable, for example Help for Heroes, Royal British Legion, SSAFA. These services present a good example of



joint working and avoiding duplication of support, however there are limitations. Feedback indicates these services are not always as skilled in terms of supporting Veterans to access wider support services, such as specialist mental health or substance misuse services. Similarly, wider services are not always skilled and knowledgeable regarding the specific needs of Veterans.

This can lead to Veterans being unable to navigate the often complex systems of services available in order to have their range of needs met.

Specific information and advice services are available online, such as the Devon Forces Family website. Universal information is also available online, such as via the Plymouth Online Directory and Advice Plymouth, but is not always easily accessible to Veterans and there is no single point of contact.

Several pieces of work have taken place recently to engage with the Veteran community which have been driven by the Covenant, including a Veterans Job fair and the pilot of a Veterans Drop in advice centre.

### 3.2 Existing veterans service provision

Service Description	Provider	Commissioner / Funder
Rehabilitation and Recovery Centre Endeavour Building (Gymnasium, Hydrotherapy pool, treatment rooms, assorted activity areas, support hub, and café). Email/telephone first access support, advice and information.	Help for Heroes (H4H)	H4H
H4H Hidden Wounds- free, confidential and easily accessible service helping Veterans and their families who suffer from excessive worry, low mood, stress, alcohol or anger.	Help for Heroes (H4H)	H4H
Pop In Shop – first access support, advice and information	Royal British Legion (RBL)	RBL
Supported Accommodation	Alabare	Covenant / Housing Benefit
I-I housing related support for 30 Veterans	PATH	RBL
Email/telephone first access support, advice and information	SSAFA	SSAFA
Memory café at Crownhill Families centre	RBL	RBL
Nelson self build project-12 custom build homes	DCH	Community Self Build Agency (CSBA), PCC
Live safe and well in own home - Independent Living Service	RBL	RBL
Military Kids Club heroes for Service and Veterans' children, including the Military Kids Choir	MKC Heroes and PCC through Covenant	MKC Heroes and PCC through Covenant
Plymouth Military Advocacy Service	SEAP	LIBOR Fund/ Charitable Funding
South West Veterans Mental Health Service	Avon & Wiltshire Mental Health Partnership Trust	NHS England

### **3.3 Available resources**

There is significant funding available to support the provision of services for Veterans, as follows:

#### Covenant funding

Under the Strengthening Local Government Delivery of the Covenant priority, the Covenant Fund will make awards of between £20,000 and £500,000. Delivery of the Covenant at a local level is expected to encourage local communities to support the armed forces community in their area and promote understanding and awareness among the public of issues affecting the armed forces community; and so work to uphold the promise set out in the Covenant to give them a fair deal. Bids must be from a cluster of local authorities (at least regional level).

#### Charitable funding

The Royal British Legion accepts bids for Military/Veteran linked initiatives, as well as offering grant schemes and funding for veterans as part of individual support planning.

Forces in mind Trust (in conjunction with Big Lottery) is investing £35 million over the next 20 years to support the psychological well-being and successful and sustainable transition of veterans and their families into civilian life. This is an open application process with initial expressions of interest welcomed.

H4H together with SSAFA provides grant funding opportunities for veterans as part of their individual recovery plan subject to meeting criteria.

#### Locally

The Community Covenant offers a small grant scheme. The Community Covenant Grant Scheme was established to help provide funding for local projects that bring together civilian and armed forces communities. The scheme is administered by the Ministry of Defence and grants are awarded of up to £20,000.

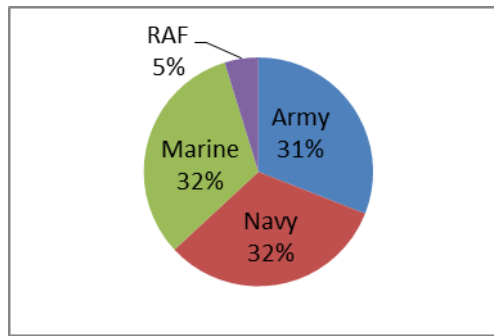
#### Nationally

In September 2016 NHS England announced that it is set to further improve mental health care for military veterans after a nationwide campaign to give veterans themselves a say in how services are delivered. To progress this in a timely manner, NHS England is working with the Ministry of Defence and veteran charities to develop the new services. The enhanced South West Veterans Mental Health Service will be provided by the Avon and Wiltshire Partnership NHS Trust (AWP) from April 2017. In November 2016, the Ministry of Defence announced £2 million of funding for a one-stop service to support British Armed Forces veterans in need. The new service, called Veterans' Gateway, will launch in the week beginning 22 May 2017 and will be provided by a consortium of military charities including The Royal British Legion, SSAFA and Combat Stress.

### **3.4 Consultation feedback**

#### **3.4.1 Jobs Fair**

A Veterans job fair was held in July 2016, to which there were 231 attendees. Thirty-seven per cent of attendees returned a feedback form, the breakdown from which is as follows:



The majority of visitors were looking for general advice and information about getting back into work (30%) and the types of employers in the local area. Many had no set ideas about which area they would like to work in (19%) with the others mainly looking at engineering work (11%) and construction (6%). Other areas of work mentioned included management, health services, driving, self-employment, project management, Health and Safety, finance, police, security and electricians. The majority of people who responded (84%) felt that a veteran's drop-in on a regular basis would be a good idea.

### 3.4.2 Plymouth Veterans Forum

Members attending the Veterans Forum in July 2015 identified key areas for improvement which included employment, health/family and support.

The issue of employment was raised as a major priority; members felt that veterans were ill-prepared for civilian life and cited non-transferable qualifications, insufficient transition support prior to discharge and challenges making CV's 'civilian friendly' as examples.

Health and wellbeing was also identified as an area requiring support. Members expressed concerns that health professionals do not always understand the specific health and wellbeing needs of veterans, such as PTSD and that challenges accessing military health records can lead to unnecessary delays.

Accessing and identifying support services and sharing information relevant to veterans was also an area of concern.

## 4.0 Gap Analysis

Gap/Issue	Rationale/Evidence
Service accessibility	Feedback from Veterans suggests that services aren't always easy to access and that they struggle to navigate a complex system without support. Whilst specific information and advice services are available online, universal information services such as the Plymouth Online Directory are not always easily accessible to Veterans.
Workforce development	Feedback from veterans indicates that mainstream services often lack the skills and capacity to identify and support them (and their families) effectively.
Services do not provide joined up care that supports the 'whole person'	As described, specialist services are able to support Veterans but often lack the network and relationships with other specialist services e.g. mental health, substance misuse, which means that Veterans can struggle to get support as a 'whole person'.
Transition support	Data indicates that there are a number of challenges when Veterans transition into civilian life, in terms of accessing healthcare, medical information being shared and employment opportunities. Preparation for civilian life does not happen early enough in the move on process.
Accurate needs information	The Southwest Veterans Needs Assessment already identifies the lack of quantitative data as a major challenge of service provision and understanding of

	veteran needs. Veterans are hard to identify and often only self – identify at points of crisis. Veterans are not always aware that their status may entitle them to priority access to services or added benefits.
Reservists	Are services sufficiently aware of reservists, their support needs and the services available to them?

## 5.0 Current Developments

In response to feedback and needs analysis, the council has commissioned a new Veterans Care Navigation Service which will launch in April 2017. This service will

- Provide a coordinated first point of entry for Veterans requiring support, enabling them to choose and access services that best meet their needs without duplication
- Provide a developmental role ensuring that there are skilled and accessible mainstream services that can be easily accessed by Veterans and their dependants
- Build up a comprehensive picture of the needs of Veterans in Plymouth
- Help facilitate a smooth transition for Veterans leaving military life and support them in preparing for civilian life

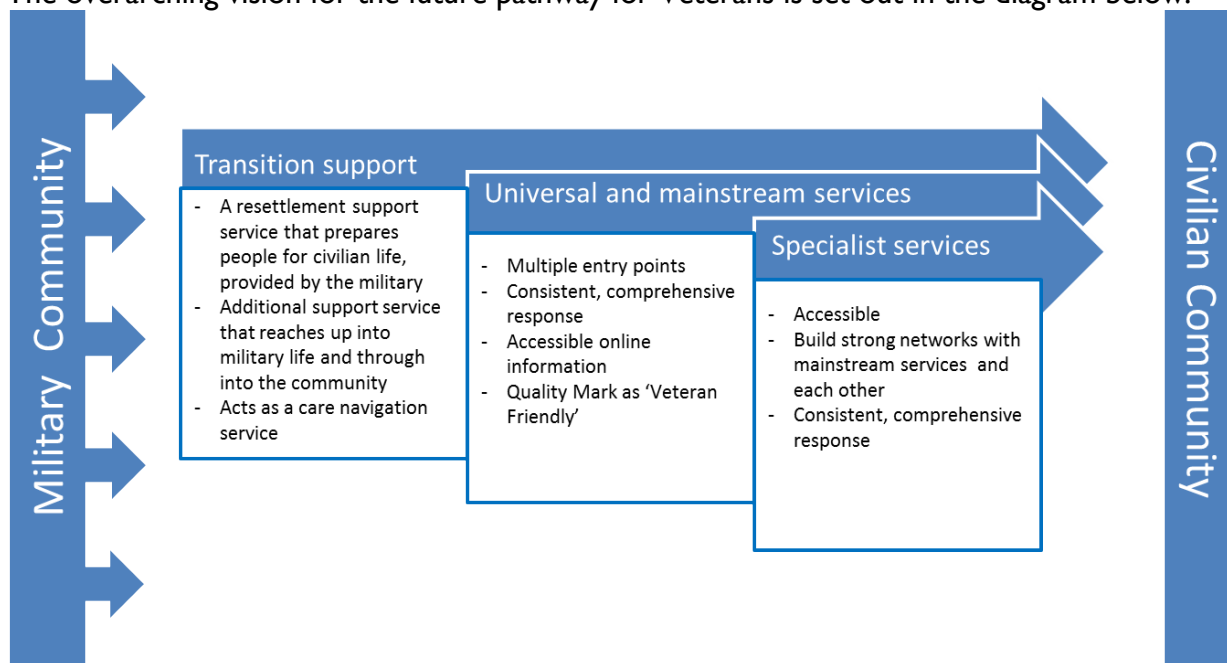
The new service will work closely with SEAP, who as part of their work to launch the Plymouth Military Advocacy Service have begun to engage stakeholders in Plymouth. A Supporting Veterans Together Conference was held on 1 February 2017 with resulting actions aimed improving the quality of services offered to Veterans in Plymouth.

## 6.0 Opportunities

There is now opportunity to build on existing support for Veterans and make recommendations to:

- Identify the current 'pathway' for Veterans and smooth transitions to reach up into military life and help to prepare people for civilian life, providing support through into the community, including working with the Services to achieve this.
- Develop the workforce to 'up skill' staff within mainstream support services and build relationships with specialist services (including those that support children and families), so that there are multiple entry points into the pathway
- Raise awareness of the general public so that Veterans know how and where to access support services and the benefits of self-identifying as a Veteran
- Consult with Veterans on commissioning activity including the Advice and information commissioning plan and the concept of 'One Help Plymouth', Health and wellbeing HUB development and future system design for people with complex needs
- Develop a 'Veteran Friendly' quality mark so that Veterans can easily identify services available to them
- Target the Covenant action plan for 2017 to include a focus on Reservists.

The overarching vision for the future pathway for Veterans is set out in the diagram below:



## 7.0 Financial Implications

Delivery of the recommendations in this report will be facilitated strategically and operationally through the Veterans Care Navigation Service which is being funded in 2017/18 and 2018/19 by a grant of £80k from the LIBOR fund awarded in the Autumn Statement, November 2016 to Plymouth City Council.

## 8.0 Recommendations & Implementation

The key recommendations are to:

Recommendation	Lead	Timescale
Develop a Strategic Stakeholder Group to oversee Veterans development work in Plymouth, with membership from both military and civilian organisations	Improving Lives Plymouth (formerly Plymouth Guild)	April 2017
Implement the care navigation/resettlement service to enable veterans to make a smooth transition from the military into civilian life-including working with the Services to achieve this.	Improving Lives Plymouth	April 2017-March 2019
Develop a Covenant funding bid to raise awareness with the public of issues affecting our Veteran community and up skill our frontline workforce	Stakeholder Group	October 2017
To ensure that the development of 'Health & Wellbeing Hubs' responds to the specific needs of Veterans and their families.	Health & Wellbeing Hubs T&F Group	March 2018
To work with providers (specialist and mainstream) to build capacity, 'up skill' their workforce and develop networks to better support Veterans on the pathway	Improving Lives Plymouth / SEAP	April 2017-March 2019
Work with services, including health and social care, to ensure that they ask and record if the	Improving Lives Plymouth / SEAP	March 2019

person has ever served, to inform more accurate data collection		
Develop a 'Veteran Friendly' quality mark	Health & Wellbeing Hub T&F Group	March 2018
Ensure that Veterans are a key group for consultation on upcoming commissioning activity aligned to the four integrated commissioning strategies	System Design Groups	Ongoing
Focus on Reservists when developing the Covenant action plan for 2017	Covenant Group	April 2017 – March 2018
Develop POD to become more Veteran Friendly	PCC	May 2017
Develop the work streams identified in the sub regional Convent bid for WFD/awareness raising	Covenant Group	TBC

## 9.0 Monitoring & Evaluation

Progress on this commissioning plan will be monitored quarterly through the Community Covenant Meeting with the recommendations shaping the Covenant's action plan for 2017/18.