

# People and Communities Overview and Scrutiny Committee

**Dorset County Council**



Date of Meeting	9 January 2019
Officer	Siobain Hann, Commissioning Manager
<b>Subject of Report</b>	<b>Mental Health Review - Progress</b>
Executive Summary	<p>In December 2017 a member lead enquiry day into mental health in Dorset took place. Subsequently a Dorset Mental Health Delivery Plan was produced by NHS Dorset Clinical Commissioning Group to address the gaps and outcomes identified.</p> <p>At its' meeting on 4<sup>th</sup> July 2018, this Committee received an update on progress against the action plan and requested a further update by provided in January 2019.</p>
Impact Assessment:  <i>Please refer to the <a href="#">protocol</a> for writing reports.</i>	Equalities Impact Assessment: The completion of the equality quality impact assessment will form part of the project plan development to inform and support key lines or enquiry and activity.
	Use of Evidence: Formal consultation event.
	Budget:  Within existing commissioning and operational budgets of the Clinical Commissioning Group and Dorset County Council

## Mental Health Review Responses

	<p>Risk Assessment:</p> <p>To be completed once formal delivery plans in place.</p> <hr/> <p>Outcomes:</p> <p>Mental Health is primarily considered within the <b>Healthy</b> outcome of the 2017-19 corporate plan. However, it carries clear implications for other outcomes. In particular, mental ill-health has an impact on the ability of people to lead <b>Independent</b> lives - interventions to improve outcomes for people with mental health problems need to prioritise supporting them to exercise greater control and choice over their lives and live as independently as possible. Mental health also has implications for the safeguarding of both children and adults, and as such it is an element of the <b>Safe</b> corporate outcome.</p> <hr/> <p>Other Implications:</p> <p>The work will seek to engage with:</p> <ul style="list-style-type: none"> <li>• The voluntary and community sector to support early help</li> <li>• Advocacy groups to keep the voice of the user at the centre of the work</li> <li>• Statutory agencies to ensure a joined-up approach to delivery and best use of available resources</li> </ul>
<p>Recommendation</p>	<p>The Committee is asked to note the progress made against the delivery plan and consider whether any further action is needed.</p>
<p>Reason for Recommendation</p>	<p>A comprehensive delivery plan has been developed and progress achieved has been reported. Activity has been aligned to existing governance and programmes of work to ensure the needs of mental health services users and their carers in the communities of Dorset are supported.</p>
<p>Appendices</p>	<p>Appendix 1 - TBC</p>
<p>Background Papers</p>	<p>Report to the committee, including minutes from 4 July 2018          Report to the committee, including minutes from 21 March 2018</p>
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## 1. Background

- 1.0 The Government will be looking to make significant changes in Mental Health services in 2019 with revisions to the Mental Health Act 1983, Mental Capacity Act 2005 and a future Green Paper on the funding of long term care for all adults. Hopefully these national initiatives will go some way to addressing the wider social issues raised in the enquiry day.
- 1.1 Locally as Dorset continues on its journey to become an Integrated Care System (ICS) there is an expectation that the system will develop a model of self-assurance which will limit the need for input from the South West regional assurance team. A national deep dive into the Mental Health Five Year Forward View is undertaken on a quarterly basis by NHSE.
- 1.2 Now that Dorset is recognised as an Integrated Care System (ICS), NHS England have indicated a desire for the local system to consider the means by which the system can start to self-assure against delivery of key performance metrics associated with the Five Year Forward View and the Memorandum of Understanding for Dorset ICS. It is NHS England's intention that ICS areas take more control and ownership of the assurance process and work is progressing involving local stakeholders and NHS England to develop an appropriate governance structure to facilitate this. A draft structure is currently being reviewed by the System Leadership Team (SLT).
- 1.3 This was followed by the development of the Mental Health Integrated Programme Board that is jointly chaired and oversees the implementation of the Dorset Mental Health Delivery Plan. The emphasis of the plan is predicated on achieving the mandate set out in the Mental Health Five Year Forward View (MHFYFV).
- 1.4 The initial enquiry day into mental health was member led and engaged a mix of people with lived experience, their carers and wider community and statutory stakeholders. The key themes that emerged from the day which directly align with the Mental Health Acute Care Pathway and are as follows:
- 1.1.1 Consistency - There are significant differences in the level, scope and style of services across the county
  - 1.1.2 Accessibility - Across Dorset, people are finding it hard to access services that meet their specific need
  - 1.1.3 Community Facing - There is disengagement of local communities' due to the image and perceptions of mental health which focus at the complex end of the scale
  - 1.1.4 Style and Culture (Personalisation) - The style of service provision (in both health and social care) does not always lend itself to a person-centred recovery focused approach.
- 1.5 Several initiatives underway across Dorset to address the areas of concern arising from the enquiry day, details follow within this report.

## 2. Update on Dorset Healthcare Transformation Work

- 2.1 Slides with update to be tabled at the meeting.

### **3. Learning Disability and Mental Health Intelligence Review**

- 3.1 This project is jointly initiated by Dorset County Council(DCC) and Dorset Healthcare Trust(DHC) and provides the opportunity to explore how best we can improve outcomes for adult mental health(18-64) and learning disability services.
- 3.2 The aim for this project is to explore how we might deliver improved access to the right care at the right time by the right person. This builds upon the collaboration intention set out in the Better Care Fund Plan 2017-19 and supports delivery of the Accountable Care System (ACS) intentions by 2020.
- 3.3 Initiatives have already been delivered, with others planned, through this review that address the key themes. These include:
  - 3.3.1 The completion of the review of Acute Care Pathways (ACP)
  - 3.3.2 East retreat has been developed and is now open, with a facility in the west currently under development.
  - 3.3.3 Engagement is underway on a different and new model of care – Community Front Rooms
  - 3.3.4 A dementia review is underway
  - 3.3.5 Mental health Estate Plan, which includes additional beds as outlined in the ACP, is being progressed
  - 3.3.6 Mental Health Workforce Plan is being developed in line with the Five Year Forward View, with a focus on retention, recruitment and skills mix.
- 3.4 Further work is required to ensure there is ongoing development of additional mental health beds within the system. Investigation and analysis is also required as to whether there is a need for learning disability assessment beds.

### **4. Emergency Duty Service for Adult Care Dorset**

- 4.1 A review was undertaken at Dorset County Council as the existing service had been in place since 1997 and needed to catch up with the changing environment. Demands on the service had significantly increased in Mental Health Act work both in volume and complexity.
- 4.2 In the existing model Children's Services was particularly poorly served and recent Ofsted inspections and local audits had highlighted expected standards of practice were not being met.
- 4.3 Staff needed more support, in both leadership and supervision, the existing service was struggling with low morale and high sickness.
- 4.4 The new model has now extended the existing daytime Approved Mental Health Practitioner hub, based at Forston clinic, to a 24 hour, 7 days per week. It is staffed by qualified AMHPs who are experienced enough to respond to both Mental Health Act and Care Act assessments.
- 4.5 The Hub are working closely with Dorset Healthcare Crisis Intervention Teams/services such as retreats. The team have shared ICT systems to enable this joint approach and are successfully de-escalating events that are seen as a crisis.
- 4.6 A separate out of hours service has been developed for Children's services in both Dorset and Bournemouth and Poole.

## 5. Commissioning Update

- 5.1 The outcomes of the Enquiry set out the requirement for Dorset County Council Commissioning to develop future commissioning intentions through a formal Joint Commissioning Group (JCG) where Dorset County Council and Dorset Clinical Commissioning Group can bring together the work of the ACP and the findings of the enquiry day. In particular, issues where crisis services have been used when early interventions such as tenancy support could have more effectively met and reduced the need.
- 5.2 Work has been undertaken to set up the JCG and set out terms of reference. The membership to be kept small and focused with option to develop task and finish groups. These will address specifically identified areas and be supported by appropriate organisations and Officers. The key membership of the JCG is DCC and CCG Commissioning, Local Authority Housing representation and Dorset Mental Health Forum on behalf of service users and their carers. Ensuring the voice of those with lived experience is formally set at the centre of current and future work.
- 5.3 Consistency and personalisation were the key themes across the mental health enquiry day and relate directly to access to appropriate services to meet the personalised treatment and recovery pathway of people in Dorset. A review of current services has been carried out by understanding and setting out the currently acknowledged pathway of accommodation and support available to people who find themselves diagnosed with mental health who have either been admitted to hospital, entered treatment and/or found themselves in inadequate accommodation or homeless.
- 5.4 The pathway identifies current services purchased on behalf of service users to support them either in a residential setting or through community-based support. An analysis of need and spend shows that the current market place in Dorset does not adequately provide access to the appropriate provision of services to support community-based recovery and ongoing maintenance support for those who need it. Underpinning the views expressed by representatives of carers and those with lived experience at the enquiry day. Work is underway to further develop the current purchasing framework to widen the number, scope and geographical spread of services available. Enabling clients equal access and choice of services to meet their specific needs.
- 5.5 Different mechanisms have been introduced and further work is being done to commission services closer to and more directly accountable to the client through existing Direct Payments (DPs) and through more recent Individual Service Funds (ISF), creating a direct purchasing relationship with the provider and allowing more immediate flexibility with individual funds to meet the changing needs of the clients as they experience it.
- 5.6 The Dorset Integrated Prevention Service Contract was awarded in February 2018 and includes a dedicated access gateway and floating support service for those diagnosed with mental ill health, including those who find themselves vulnerable through street homelessness. Access is across the whole of the Dorset County area and has seen a significant take up through referrals both from the CMHT and through self-referral and is showing positive outcomes.
- 5.7 This tenure neutral service provides support around housing issues, benefits, money management as well as access to community-based services and activities that can

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support the reduction of social isolation and support the sustained recovery or maintenance of good mental health in the community.

5.8 The Dorset Mental Health Forum and DCC Trading Standards have identified the Farming and Agricultural community as hard to reach and seldom heard. A partnership group has been instigated to include social care and health to work in partnership with existing Farming Community Network Support Workers to identify the specific needs of this group. Work is ongoing to widen access to services for farmers, farm workers and their families through referral access by the FCN as a key point of access.

5.9 Information, Advice and Guidance has been identified as a key tool in supporting the mental welfare of this community and the need to create a specific farming Community Hub on Dorsetforyou, with specific information to support their personal and business needs. Bringing together the DDC teams of social care and Trading Standards with the Clinical Commissioning Group ACP pathway services.

Overall this piece of work ensures greater knowledge and access to available services and supporting the FCN to achieve better outcomes for those they are in contact with and supporting.

This in turn has a positive impact on the welfare of farm animals who are often impacted upon by the ill health of the farmer.

5.10 Access to appropriate and sustainable housing has been identified as a key need amongst the people currently under the care of the local Community Mental Health Teams. Commissioning are currently working with the local CMHTs to understand local need in terms of geographical spread and type of accommodation and support. Current work is being fed into the Building Better Lives project to inform future housing developments as well as opening up access to nominations within existing developments.

5.11 Design work for a tiered model of accommodation with varying levels of either on site or community-based support is being developed against the need assessments to inform the wider commissioning intentions, recognising and integrating the community based support developed through the Acute Care Pathway.

Access and maintenance of appropriate accommodation is a corner stone of successful treatment and sustained recovery.

## **6. Summary of next steps**

6.1 The intention remains to develop joint working as part of the Integrated Care System and work closely with health colleagues and the wider statutory and voluntary partners to ensure a clear and cohesive experience of support is achieved for people living with mental ill health and their carers.

6.2 Key areas of activity have been identified for the forthcoming year:

6.2.1 The Enquiry Day formed part of a more detailed Intelligence Review which has included performance data these will feed into a service redesign programme for mental health in Dorset Health Care and wider redesign events planned for January for Dorset County Council. These will be using experiences from service

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users to look at how services can change the way they respond from beginning to end i.e. their pathways.

- 6.2.2 It is likely that there will be additional investment in mental health as part of the national programmes and locally plans are being developed for investment options.
- 6.2.3 Dorset County Council and Dorset CCG are jointly implementing a new framework for commissioning learning disability services and will be exploring opportunities for mental health too specially to reduce out of area placements and support transitions of younger people entering adult services.
- 6.2.4 The new Emergency Duty Service will be developing more joint working with Dorset Health Care to improve out of hours co-ordination. For example, in psychiatric liaison services based in Acute General Hospitals.
- 6.2.5 Dorset Health Care and the CCG will be looking to invest in expanding the Retreats and Community Front Rooms to build on the positive feedback from Service users on receiving support from people who have also used the services. (Peer led approaches)
- 6.2.6 Consultation on the current accommodation and support pathway with carers and those with lived experience will be carried out to check its authenticity with their own personal pathway experience and to understand key challenges and pressure points to be addressed.
- 6.2.7 Define and develop the IAG Hub Project through appropriate consultation and engagement with the Farming Community Network and partners.

### **7. Recommendation for future governance and oversight**

- 7.1 The outcomes of the Member Lead Enquiry Day in December 2017 were shared by lead Mental Health Champion Cllr Penfold with the Health Scrutiny Committee in the first quarter of 2018. It is recommended that this report be shared with Dorset County Council Health Scrutiny Committee as a follow up to the original report.
- 7.2 Strong governance arrangements have been put into place to ensure that all work is set within a planned project framework and has formal oversight. It is recommended that the Mental Health Integrated Programme Board continue to be the central oversight mechanism for work and key accountable Board to Strategic Partners, providing updates to the Dorset Council Health Scrutiny Committee as part of the Better Care Fund and Integrated Care System reporting.