

Health Scrutiny Panel

20 September 2018

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| Report title | Mental Health Scrutiny Update | |
| Cabinet member with lead responsibility | Councillor Hazel Malcolm - Cabinet member for Health and Wellbeing Councillor Sandra Samuels OBE – Cabinet Member for Adult Social Care | |
| Wards affected | All | |
| Accountable director | John Denley | Director – Public Health and Wellbeing |
| | David Watts | Director – Adult Social Care |
| | Helen Hibbs | Accountable Officer – Wolverhampton CCG |
| Originating service | City Health | |
| Accountable employee(s) | Sarah Smith | Head of Commissioning |
| | Sarah Fellows | Mental Health Commissioning Manager NHS Wolverhampton CCG |
| | Neeraj Malhotra | Public Health Consultant |
| | June Pickersgill | Head of Service – Mental Health |
| Report to be/has been considered by | Cabinet Members | |

Recommendations for noting:

For the Health Scrutiny Panel

- to note the contents of this update on responses to the recommendations of the 2017-2018 Mental Health Scrutiny Review and comment as needed

1.0 Purpose

- 1.1 To complete the process of the 2017-2018 Mental Health Scrutiny, by updating the Health Scrutiny Panel on overall progress on mental health issues and service development in the City of Wolverhampton as response to the recommendations of the Mental Health Scrutiny Review.

2.0 Background

- 2.1 A Scrutiny Review of the Adult Mental Health Commissioning of mental health led by Councillor Lynne Moran was undertaken in the 2017-2018 municipal year. A report of the findings and recommendations was presented to Cabinet on 20 February 2018. The scrutiny included a range of interviews and meetings with key staff. A copy of the report is available at:

<https://wolverhamptonintranet.moderngov.co.uk/documents/s64207/Scrutiny%20Review%20of%20Adult%20Mental%20Health%20Commissioning.pdf>

- 2.2 In the period in which the Scrutiny was conducted, significant work has been undertaken on two significant strategies which were considered by the Health and Wellbeing Board in July 2018:

- an updated draft Mental Health Commissioning Strategy 2018-2021 which includes the next steps in the development of clinical services to respond to people in a range of circumstances. The process of developing the strategy included a meeting with Stakeholders in July 2018 as well as seeking feedback from the Council.
- an over-arching Joint Public Mental Health and Wellbeing Strategy 2018-21 which addresses the wider preventative context in which people might access support they need when they need it.
- The Reports are available at:
<https://wolverhamptonintranet.moderngov.co.uk/ieListDocuments.aspx?CId=178&Mid=9230&Ver=4>)

- 2.3 The content and implementation of these strategies takes up the recommendations of the Mental Health Scrutiny as detailed below (from para. 3.0 ff.) Some background features highlighted in the strategies are helpful to note at the outset and include:

- Many people are able to respond to any mental health challenges they face in response to normal difficult human experience such as bereavement through their own capacity and ordinary supportive networks of family, friends, neighbours, community or work colleagues who might help informally as needed.
- Nevertheless, about one-in-four people will experience a mental health need at some point in their lives.
- When people seek formal support, they generally do so in primary care settings, seeking advice and support from a GP.

- Access to “universal” services i.e. services which anyone can access such as the Wolverhampton Information Network, can help a person to find a solution to their own challenges when they are able to do so.
- The NHS commissions and provides the large part of professional mental health services through the Wolverhampton Clinical Commissioning Group (CCG) and the Black Country Partnership NHS Foundation Trust.
- The Council commissions and provides related mental health and well-being services including preventative services through both Adult and Childrens services. The Council also makes a significant wider contribution to promote mental health through education, housing and employment and skills.
- In terms of age group, the main focus of the Mental Health Commissioning Strategy is adults. A separate strategy for Child and Adolescent Mental Health has been developed and will be considered by the October Health and Well Being Board
- The West Midlands Combined Authorities (WMCA) “Thrive” initiative embraces a range of actions to support people with mental health needs. Their work coheres with that of the Council in its focus on employment for people including those with disabilities through the *Wolves@Work* programme.

3.0 Progress, options, discussion, etc.

- 3.1 The process of updating the Mental Health strategies referred to at para. 2.2 was enhanced by the questions raised and recommendations produced through the 2017-2018 mental health scrutiny. In large measure, the content of the Strategies provide the response to the recommendations made by the Scrutiny Review of Adult Mental Health Commissioning. Any outstanding query can be followed up as the strategies are currently open for consultation and will be finalised for approval by the Cabinet later in 2018.
- 3.2 Eighteen recommendations were made by the Scrutiny Review of the Adult Mental Health Commissioning. This update on the recommendations is made in the remainder of the report over the four main sub-headings used to group the recommendations:
- Mapping of service provision - current services and future intentions
 - Commissioning activity and intentions
 - “So what?” - How effective are the commissioned services for individuals?
 - Raising awareness of mental health and promoting the importance of mental wellbeing
- 3.3 Senior officers from contributing organisations are in attendance to respond to any questions or comments on next steps in the light of the Mental Health Scrutiny and the new draft strategies.

3.4 **Mapping of service provision - current services and future intentions**

3.4.1 The draft Joint Public Mental Health and Wellbeing Strategy 2018-21 and the draft Mental Health Commissioning Strategy 2018-21 (both available at:

<https://wolverhamptonintranet.moderngov.co.uk/ieListDocuments.aspx?CId=178&MId=9230&Ver=4>) set out the desired direction of travel for people's experience of mental health in the City of Wolverhampton and the availability of an integrated mental health system. This involves Wolverhampton CCG's ambitious programme of mental health service re-design / delivery and modernisation to meet the requirements of the NHS England Five Year Forward View for Mental Health and the General Practice Forward View. It includes a number of new services and service models including some to be delivered / commissioned on an STP footing (Perinatal Mental Health for example). The CCG is also engaging in NHS Digital pilots / innovation with the Black Country Partnership NHS Trust as part of the modernisation agenda.

3.4.2 It is recognised that the primary care / primary care facing community settings require access to support which augments that available to individuals through informal networks. Therefore, services responding to "common" mental health experiences such as depression, anxiety or stress have been developed which include

- Access to GP consultation with National Institute for Health and Care Excellence (NICE) Guidance compliant care pathways for anxiety and depression
- better support at work e.g. through the "THRIVE at work" commitment which engages employers in improving support to people with mental health needs in the workplace who are receiving support in Primary Care (in Wolverhampton this service is provided by Remploy. A secondary care service also exists and this is provided by Dudley and Walsall Mental Health Partnership Trust.)
- availability of the Wolverhampton Information Network as part of the developing Community Offer so that people are free to find their own solutions when they are able to do so and refresh / relaunch of the Mental Health Services Brochure
- a council commissioned service, Starfish - this service is subject to contract monitoring by the Commissioning Unit (see para. 3.5.2 below;)
- a CCG commissioned service – Healthy Minds, provides psychological therapies for those experiencing "common" mental health problems and will include highly specialised support for people with a long term condition (LTC) as part of the Improving Access to Psychological Therapies (IAPT) expansion and targeted support / care pathways for Older People, Black, Asian and Minority Ethnic communities and Perinatal IAPT
- A Primary Care Counselling Service embedded in GP surgeries commissioned by the CCG from Relate and partners
- A Social Prescribing service commissioned by the CCG from the Voluntary Sector Council

- 23 self-help / peer support groups across the City – supported by the Voluntary Sector Council
- support for carers

3.4.3 The mental health component of the Better Care Fund is constantly under review at the monthly programme management meeting. Integrated care planning arrangements have improved through better crisis management arrangements through mental health social workers have been co-located with the Crisis Team at Penn Hospital. NHS mental health services in the City of Wolverhampton have developed their contact with others across the Black Country under the auspices of the Sustainability and Transformation Partnership (STP.) The explicit requirement in the Mental Health Five Year Forward View to promote parity of esteem between the treatment of physical health and mental health is included in the Mental Health Commissioning Strategy. The Better Care Fund meetings for Mental Health cover / include Urgent and Planned Mental Health Care Pathways and along with the Mental Health Primary Care Steering Group provide the task and finish group function for the CCG's programme of service re-design / transformation across Adult and Older Adults care (including some all age services such as Eating Disorders and Early Intervention in Psychosis). There is also a Dementia Better Care Fund work stream which addresses elements of the Five Year forward View transformation that pertain to dementia and are co-terminus with some urgent and planned older adult mental health service re-design.

3.4.4 In terms of intelligence, the mental wellbeing needs assessment was completed in 2016. It is available at: <http://www.ecstaffs.co.uk/wp-content/uploads/2017/08/Wolverhampton-Mental-Wellbeing-Needs-Assessment-Final-Version.pdf> This assessment shows the continuing challenge of factors such as apparently increased loneliness in the City. A new Joint Strategic Needs Assessment (JSNA) for dementia has been produced and is informing the updating of the Dementia Strategy. It has been noted that the prevalence of dementia amongst the over-65's in the City of Wolverhampton at 4.96% is higher than the West Midlands (4.13%) and England occurrence (4.29%.) This data may be the result of high performing diagnosis services with high diagnosis rates in Wolverhampton – as opposed to an actual higher prevalence – which is not evidenced.

3.4.5 Now that the Strategies have been approved for consultation by the Health and Well Being Board, arrangements are beginning to re-establish the Mental Health Partnership. It is envisaged that this partnership will influence strategy implementation. A further key aspect of partnership activity will be sharing the outcome of the needs analysis with people who use services as requested in the Mental Health Scrutiny Recommendations. Wolverhampton CCG have plans to develop their Stakeholder Forum which will support dialogue with the public and other agencies.

3.5 **Commissioning activity and intentions**

3.5.1 Overall, across all organisations serving people with mental health needs in the City of Wolverhampton, the resources available have to be used wisely to ensure that the needs of all sectors of the community are served well and equally. Current analysis of gaps in

provision and desired outcomes are identified in the strategy e.g. increasing the wellbeing of carers.

- 3.5.2 The recommendation relating to the prevention of suicide relates to the update report made to Health Scrutiny Panel in March 2018. Since then, the forum has undertaken a review of work to date and has developed a revised action plan. This is to be considered by Health and Well Being Together in autumn, 2018.
- 3.5.3 Service re-design of crisis arrangements include mental health social workers have been co-located with the Crisis Team at Penn Hospital so as to divert a crisis better through integrated care planning. A&E Delivery Board funds are funding a Social Worker in urgent and planned mental health care pathways to improve patient flow.
- 3.5.4 With regard to the Transforming Care Together programme, the Health Scrutiny Panel received a report from the Black Country Partnership NHS Foundation Trust at its meeting of 19th July 2018. This updated the Panel on the end of the programme and how the Trust is working with the Dudley Walsall Mental Health NHS Trust to develop areas of mutual interest within the framework of the wider Sustainability and Transformation Partnership (STP) where mental health service development is a priority in line with the Five Year forward View as previously highlighted.
- 3.5.5 Work to develop a protocol for the consistent management of people receiving aftercare on discharge from psychiatric hospital under Section 117 of the Mental Health Act 1983 is underway. At the time of writing, this work remains on-going but steps are in place to update current arrangements.

3.6 **“So what?” - How effective are the commissioned services for individuals?**

- 3.6.1 As requested by the Scrutiny Review, the recommendation relating to inclusion of specific features of the 2011 *“No Health Without Mental Health”* will be incorporated into the review of the Commissioning Strategy alongside any new related government guidance or best practice.
- 3.6.2 In 2017 the Council commissioned a new provider, Starfish Health and Wellbeing, as an important contribution to its mental health preventative offer. More information is available at:
http://win.wolverhampton.gov.uk/kb5/wolverhampton/directory/service.page?id=nq9Q5o8j5Vk&adultchannel=1_1 The aim of the provision is to improve and maintain the mental wellbeing of adults which helps prevent them from entering or re-entering higher level/statutory services wherever possible by promoting: independence; empowerment (choice and control) and personal resilience skills for those who have/have had or who are at risk of mental ill-health. The Service offers an easily accessible provision which takes into account the wider determinants that impact upon mental health including poverty, debt, social contact and relationships, physical health & activities, employment, training (including volunteering) and housing & tenancy support. Starfish delivers activities directly through structured and self-help groups, one-to-ones and drop-ins and also works closely with other appropriate organisations to develop a cohesive approach to service delivery.

The Service is delivered to adults aged 18 years and over using a range of locations across Wolverhampton.

Quality assurance of the Starfish service is undertaken through the structured approach to quality monitoring by the Council Commissioning Unit. Quality monitoring covers a range of factors and the provider is meeting its contract commitments. Performance remains steady with Starfish maintaining the delivery of 32 support group sessions per month and is meeting the specification. The next performance update is due mid-October 2018.

Following a meeting held on 9th August between Starfish and Adults Commissioning, a number of organisational changes were discussed which will have a positive impact upon local service delivery. Specific issues about partnership and involvement with the LGBT Community were also discussed during the meeting and the following actions have been undertaken by Starfish:

- Attendance at Wolverhampton Pride October 2018 - A stall has been reserved
- Obtain membership of the Wolverhampton LGBT+ Alliance - Starfish are now on the circulation list for Alliance meetings. The date of the next meeting will be forwarded to Starfish by Kelly Walker-Reed (LGBT+ Alliance Contact) shortly. During the meeting Membership of the Alliance, the addition of organisation logos etc. will be discussed.
- Ensure LGBT training for staff - All staff, existing and new, have now undertaken LGBT specific training
- Information displayed on the Starfish website - Information relating to LGBT has now been added to the website. WIN has also been updated to include the same information to ensure consistency

3.7 *Raising awareness of mental health and promoting the importance of mental wellbeing*

3.7.1 The commitment to raising awareness of mental health through a campaign particularly in October for National Mental Health Day is a welcome one. The Director of Public Health will work with appropriate colleagues to mark this as recommended.

3.7.2 With regard to self-help resources, some are now in place for citizens such as the "Healthy Minds" provision at <http://www.wolverhamptonhealthyminds.nhs.uk/> This includes information about the availability of further advice. The Wolverhampton Information Network also sign-post enquirers to a range of other self-help resources. A Joint Directory produced in 2015 is still available but some up-dating as part of the mental health strategy implementation will be undertaken as previously highlighted.

3.7.3 The recommendation that the Councillors Guide to Mental Health be included in the annual indication is being integrated into planning for the induction programme 2019 subject to consultation with the development group.

4.0 Financial implications

- 4.1 The Scrutiny Review referred to the importance of resourcing for all parts of the continuum relating to mental health, from prevention, community-orientated provision as well as those who live with serious and enduring mental health challenges. The CCG has a requirement to meet the NHS England Mental Health Investment Standard and invest in the Five Year Forward View model accordingly. The CCG is monitored / performance managed on this by NHS England monthly.
- 4.2 Whilst there are no direct financial implications arising from this report, the strategies indicate the direction in which resource allocation will need to be directed by partners in order to achieve stated objectives. [DD/20092018/F]

5.0 Legal implications

- 5.1 The Council's social care activity for adults with mental health needs is underpinned by the Care Act 2014, the Mental Health Act 1983 and its amendment in 2007. The work of the NHS is underpinned by the 2009 Health Act introduction of the NHS Constitution and most recently by the Health and Social Care Act 2012. [RB/25072018/L]

6.0 Equalities implications

- 6.1 The Mental Health Scrutiny review drew attention to people's experience of mental health from a variety of perspectives such as their experience as children and young people or with reference to sexuality amongst other factors. The Mental Health Commissioning Strategy is explicit in the attention it gives to the specific needs of a variety of groups cf. p.8, for instance.

7.0 Environmental implications

- 7.1 The wider work of the Council on education, skills, work, housing and wider environmental factors all have contributory role to play in supporting people to experience positive mental health. Specific issues would be addressed through current work group arrangements.

8.0 Human resources implications

- 8.1 Developing capacity and capability in the local mental health work force is a key deliverable in line with *Stepping forward to 2020/21: The mental health workforce plan for England (July 2017)*. An STP-wide plan is in development.

9.0 Corporate landlord implications

- 9.1 Any joint accommodation matters relating to mental health services are being dealt with through the One Public Estate programme

10.0 Schedule of background papers

10.1 None.