

## **Title of report: Review of mental health provision in Herefordshire**

**Meeting: Adults and wellbeing scrutiny committee**

**Meeting date: Friday 30 April 2021**

**Report by: Senior commissioning officer**

### **Classification**

Open

### **Decision type**

This is not an executive decision

### **Wards affected**

All wards

### **Purpose**

To consider reports and presentations on the provision of mental health services across Herefordshire. This will include updates on the progress of the current community mental health services transformation programme. This will also address the impact of Covid19 on the mental health of local people. And the contribution Talk Community can make to mental wellbeing in Herefordshire.

### **Recommendation(s)**

**That the committee:**

- (a) considers written and verbal reports on the progress of mental health transformation across Herefordshire as well as other projects and services linked to mental health and wellbeing; and**
- (b) determines any recommendations it wishes to make to the executive or to certain NHS bodies.**

## Alternative options

1. There are no alternative options to be considered but this meeting offers an opportunity for members of the Herefordshire Council's adults and wellbeing scrutiny committee to be provided with up to date information on the current state of local mental health services.

## Key considerations

2. Mental health services in Herefordshire and Worcestershire have been undergoing significant change throughout the past 12 months. These include local developments such as the moves to both a single NHS mental health provider trust and a single NHS Clinical Commissioning Group (CCG) covering Herefordshire and Worcestershire.
3. From April 2022, Herefordshire NHS services will be commissioned and delivered through an Integrated Care System (ICS) as part of a wider arrangement also covering Worcestershire. Within the wider ICS there will be a "mental health collaborative" arrangement, effectively providing for a mini ICS for mental health. This will involve many of the commissioning functions transferring from the CCG to the Health and Care Trust. There is a major project underway to implement the collaborative over the coming 12 months, and the council is a partner in this process. It is the government's intention that Integrated Care Systems will make it easier to access services and they are considered to provide essential context for the proposals in the health and social care white paper.
4. As one of 12 Early Implementer sites identified to transform adult community mental health services in line with a new national framework, Herefordshire and Worcestershire have received a significant investment of NHS funding. This is intended to improve existing mental health provision and enable the development of new specialist services. The implementation of the transformation programme was delayed by around six months by the Covid emergency but was restarted in October 2020 and local NHS partners were required to ensure newly configured services mobilised quickly. The key changes arising from the transformation programme include;
  - Community Mental Health Teams have been reconfigured as neighbourhood teams and access is being improved by the removal of unnecessary bureaucracy for general practitioners (GPs). Each of the Primary Care Network (PCN) areas will have a mental health team linked to it. Each GP surgery will have a number of allocated assessment slots into which they can make appointments for patients. In addition, where there is a need for a person to be seen immediately rather than waiting for a scheduled appointment, each GP surgery has a number of 'crisis' appointments they can refer patients to be seen sooner than the standard appointment time.
  - There is a focus within the transformation on provision of community based, non-clinical mental health support, designed to provide preventative benefit around emerging or moderate mental health need. Herefordshire Mind have been engaged to provide link workers aligned to with each of the Community Mental Health Teams. They will work with patients who have mild mental health problems, helping people to link back to community resources. The Link Workers will liaise with GP's Social Prescribers and Talk Community Hubs. It is envisaged that over

coming years, there will be further investment in preventative, community support, with opportunities for a wider number of organisations to contribute.

- The Complex Emotional Needs Service (CENS), is a new service for Herefordshire offering a range of talking therapies such as Dialectic Behavioural Therapy (DBT) at an individual and group level for people with complex emotional or personality disorders, who may struggle to cope during periods of heightened stress and anxiety, sometimes using self harm as a coping strategy.
- In addition to the CENS team there is also a new Enhanced Psychological Interventions Team offering a more limited or scaled down service of that offered by CENS, but working with patients who would struggle to engage with the more bounded approach offered by CENS. Group therapies are offered such as an 'emotional skills group' and cognitive behavioural therapy (CBT). There is also a newly configured eating disorders service for adults. The community services transformation has led to significant recruitment by Herefordshire and Worcestershire Health and Care NHS Trust (HWHCT), prompted by the creation of new roles and by the reconfiguration of existing teams and services. It is understood that the trust is still in the process of recruiting clinical and other personnel for services in Herefordshire.

5. Herefordshire Council along with Worcestershire County Council and the CCG have been reviewing arrangements for funding under Section 117 of the Mental Health Act 1983 (s117) which puts a duty on local health authorities (CCGs) and local authorities to provide support to people who have previously been detained in hospital. A new policy will be established to agree how the law will be implemented locally. A Standard Operating Procedure will set out how arrangements will be managed in practice and provide for a comprehensive register of people entitled to funding under s117 and regular review of aftercare plans and spending. The updated documents will enable the council and CCG to take a collaborative approach to meeting joint responsibilities and provide up to date information on how needs are met and funding spent. The revised arrangements will be considered for adoption by cabinet in July 2021.
6. 2020 to 2021 has been a period of great turbulence and disruption for the communities of Herefordshire, as it has for people throughout the UK and it is expected that there will be a significant impact on the mental wellbeing of local people. The periods of "lockdown" in particular have meant extended social isolation and lack of support for many people of all ages. Following initial reductions in demand for mental health services there has been widespread sign of escalating and increasing need. This includes anecdotal reporting of more frequent and serious self-harm and people with no history of mental ill health, suddenly finding themselves in crisis. Even before the Covid19 emergency, the flood emergencies in Herefordshire placed significant pressure on local communities and some vulnerable people. Wider economic changes following Covid19 and Brexit may also lead to hardship for people which has impact on their mental health.
7. Recent events have underlined the need for access to preventative mental health support in the community. The development of Talk Community has provided opportunities to identify mental health needs in the community and potentially find new ways of addressing these in a preventative way. Talk Community, in collaboration with Herefordshire Volunteer Organisations Support Service (HVOSS) and a number of

specialist voluntary organisations are working together to establish a community based mental health wellbeing offer. It is recognised that the effect of Covid 19 has impacted on communities in a number of ways including loneliness and isolation, unemployment and debt. The emerging Talk Community offer is likely to include the availability of Mental Health First Aid training, and networks which provide signposting, advice, mentoring and support, linking to specialist services where appropriate. The growing number of Talk Community Hubs will provide an excellent platform for increased support of mental health wellbeing in the community.

8. The council is responsible for providing assessments under the Mental Health Act 1983 for people in mental health crisis. This work is carried out by the council's Approved Mental Health Professionals (AMHP) team. There are ongoing challenges in the coordination of this work, often arising from the resourcing of associated NHS mental health services. These issues include:
  - It has been proving increasingly difficult to find second doctors under section 12 of the Mental Health Act to enable statutory assessments to be completed. This is a national issue but increasingly challenging locally and it is difficult to recruit new s12 doctors. This causes delays for people in crisis and places pressure on council staff.
  - The local place of safety for mental health assessments under s136, when people are detained by police, has faced additional demands during the past year. On occasions, capacity has been taken up by cases transferring from Worcestershire, increasing demands on the council's AMHP team and potentially blocking access for local people in crisis. The council is continuing to work with HWCCG and HWHCT to find long term solutions to these challenges.

## **Community impact**

9. There are no direct implications for communities arising from this report. However, the promotion of good mental wellbeing and access to good quality mental health services contributes to the implementation of the County Plan, 2020-2024. In particular, mental health is a key element of the council's "community" ambition and also addresses the themes of vulnerability and connectivity.
10. Changes to community based mental health services in addition to the increased funding for mental health services via NHS England suggest that there should be an overall positive impact on Herefordshire's communities. Mental health services will be provided around each of the Primary Care Network areas, with GPs able to refer patients more quickly and with less bureaucracy. There will be closer links with VCS organisations and community groups including Talk Community Hubs. A key aim is to continue to expand awareness of mental health and self-care, and promote community asset growth.
11. The changes to mental health services contribute to the Corporate Delivery Plan 2019 - 20; 'Ensure that care and support is personalised, of good quality, that it addresses mental, physical, and other forms of wellbeing and is better joined-up around individual needs and those of their carers', and the County Plan 2020-2024 ambition 'to make wellbeing inevitable here in Herefordshire by putting physical and mental health at the heart of everything we do'.

12. There are no direct implications of this report for the council's role as corporate parent. However, some of the changes to services should go some way to resolving a number of challenges identified in the current Herefordshire Corporate Parenting Strategy under Priority 5 – 'All looked after children enjoy the best possible health'. For example the introduction of a Mental Health Support Team across all secondary schools to identify young people at risk of developing mental health problems, and reduce the level of self harming behaviour.
13. There are no specific implications for the council relating to health and safety arising from this report

## **Environmental impact**

14. There will be no direct environmental impact as a result of the changes and developments to mental health services. However, there should be a positive impact for people in each Primary Care Network (PCN) area as the re-designed community mental health teams are now linked directly to each of the PCNs, able to offer direct assessment appointments and follow up treatments and interventions closer to the patient's home area. This will help reduce travel for people across the county.

## **Equality duty**

15. Under section 149 of the Equality Act 2010, the 'general duty' on public authorities is set out as follows:

A public authority must, in the exercise of its functions, have due regard to the need to:

  - a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
  - b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
  - c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
16. The public sector equality duty (specific duty) requires us to consider how we can positively contribute to the advancement of equality and good relations, and demonstrate that we are paying 'due regard' in our decision making in the design of policies and in the delivery of services. The changes to the way some mental health services are provided addresses the experience and opportunities of a significant population group who include large numbers of people sharing protected characteristics.
17. The council and the NHS Herefordshire and Worcestershire Clinical Commissioning Groups (CCG) are committed to equality and diversity using the public sector equality duty (Equality Act 2010) to eliminate unlawful discrimination, advance equality of opportunity and foster good relations.

## **Resource implications**

18. The changes and developments outlined in this report have no direct resource implications for Herefordshire Council. However, over time, the council will need to review the impact of various changes to NHS services for local residents including transformation of community services, the mental health collaborative as part of the wider ICS and the change to HWHCT delivering local services. These changes may provide opportunities in investing in local communities and the use of care and support resources in meeting individual needs. It may be that mental health needs increasing as a consequence of Covid19 and other major changes in society has longer term implications for council resources spent on mental health. Currently there is insufficient data available either nationally or locally to consider this issue in any detail.
19. The proposed revised arrangements for funding and reviewing aftercare and s117 of the Mental Health Act 1983 have no direct implications for council resources. However, they will improve the analysis and reporting of spending on aftercare, along with enhanced reviewing of needs and aftercare support, leading to more effective use of resources overall.

## **Legal implications**

20. The council has legal and statutory duties under the Mental Health Act 1983. This report is to provide a review concerning mental health services in Herefordshire. There is no formal decision making needed as part of this report, but instead enables recommendations to be made concerning the current and future provision of mental health services in Herefordshire.

## **Risk management**

21. No risks are identified specifically in relation to this covering report; scrutiny is a key element of accountable decision making and may make recommendations to certain NHS bodies with a view to strengthening mitigation of any risks associated with the proposed decisions. The committee may make reports and recommendations to certain NHS bodies and expect a response within 28 days.

## **Consultees**

22. The council has not undertaken any specific recent consultation relating to mental health services. However, a wellbeing survey of Herefordshire's citizens has recently been completed on behalf of the council and will report in due course. The survey includes a number of questions relating to mental health and wellbeing. Also during 2021 and survey of young people and families will also address questions of mental health and wellbeing which may have relevance in illuminating some issues relating to adult mental health.
23. Since 2019, Herefordshire CCG, (now HWCCG) has undertaken consultation with the public and stakeholders including the council and its elected members about a proposed mental health strategy and the change-over of mental health service provision from 2gether Foundation NHS Trust to HWHCT in 2020. HWHCT has also conducted extensive engagement and consultation with the public, stakeholders and its own patients and service users. This has focused in particular on the transformation

of community mental health services. The trust has now established a mental health advisory group in Herefordshire, meeting monthly and including some council members and other stakeholders.

24. Herefordshire Mental Health Partnership Board comprises representatives from the NHS, council, voluntary and community organisations and people with lived experience. Meeting quarterly, it engages, researches and advises on a wide range of mental health issues affecting adults, including suicide prevention.

## **Appendices**

Appendix A Presentation: Mental health services in Herefordshire

Appendix B Presentation: Talk Community

## **Background papers**

None