



PERTH & KINROSS INTEGRATED JOINT BOARD

15 February 2023

REPORT ON MENTAL HEALTH SERVICES

**Report by Chief Officer
(Report No. 23/48)**

PURPOSE OF REPORT

The purpose of this report is to provide the Integration Joint Board (IJB) with an update on the current position in relation to mental health services. This is a standing item for the IJB, and this report provides:

- (i) An update on the work of the Independent Oversight and Assurance Group into Tayside Mental Health Services; the publication of its final report by Scottish Government on 11 January 2023; and the required next steps.
- (ii) An outline of NHS Tayside proposals to strengthen care and clinical governance arrangements for mental health and learning disability health services.
- (iii) An update on the coordination of strategic planning for mental health services across Tayside (which is delegated to the Perth and Kinross IJB as lead partner within the revised Integration Scheme).

1. RECOMMENDATIONS

It is recommended that the IJB:

- i. Notes the publication of the final report of the Independent Oversight and Assurance Group into Tayside Mental Health Services, the six priority areas for action highlighted in the report; and the requirement to submit a detailed action plan to the Scottish Government by 31 March 2023;
- ii. Approves the timeline and governance route for approving the detailed action plan before submission to Scottish Government;
- iii. Authorises the Chief Officer, as Lead Partner for the coordination of strategic planning for inpatient mental health services and learning

- disability services to continue to engage with NHS Tayside Executive Directors and other Chief Officers (Dundee and Angus IJBs) to consolidate the leadership arrangements and refine governance and structures and to bring forward a report for IJB approval by 31 March 2023;
- iv. Notes the strengthening of clinical and care governance arrangements; and
 - v. Notes the intention to hold a workshop for all Perth and Kinross IJB members on “making integration work”.

2. SITUATION/BACKGROUND / MAIN ISSUES

- 2.1 The IJB has requested an update on the current position in relation to mental health services Tayside-wide as a standing agenda item.
- 2.2 This report provides an update on the work of the Independent Oversight and Assurance Group into Tayside Mental Health Services, the publication of its final report on 11 January 2023 and sets out the required next steps.
- 2.3 An update on the coordination of strategic planning for mental health services across Tayside (which is delegated to the Perth and Kinross IJB as lead partner within the revised Integration Scheme).
- 2.4 A similar report will be considered by the NHS Tayside Board at its next meeting on 23 February 2023 and the Chief Officers for the Angus and Dundee Integration Joint Boards on 15 and 22 February 2023 respectively.
- 2.5 **Independent Oversight and Assurance Group**

The final report of the Independent Oversight and Assurance Group (IOAG) on Tayside’s Mental Health Services was published on Wednesday 11 January 2023, [Independent Oversight and Assurance Group on Tayside's Mental Health Services](#) see also Appendix 1. The final report followed a 12-month period of engagement with a range of key stakeholders across Tayside. The IOAG’s remit was to provide independent assurance to the Minister for Mental Wellbeing and Social Care about progress being made in relation to 49 recommendations made within Trust and Respect, the report of the Independent Inquiry into Mental Health Services in Tayside, Dr David Strang, published in February 2020.

- 2.6 The Scottish Government published the final report of the Independent Oversight and Assurance Group on Tayside Mental Health Services on 11 January 2023. The publication included as an appendix the Tayside Executive Partners (TEP) collective assessment of their delivery of their leadership promise set out in Living Life Well in the form of a 135-page report with Red Amber Green (RAG) rated progress against the 49 recommendations for Tayside set out in the Trust and Respect Report.
- 2.7 The Final report provides 6 areas of priority for action and sets out discrepancies in the RAG rating provided by TEP and the IOAG assessment.

In summary, TEP reported 33 Green, and 16 Amber. The final assessment by the IOAG rated 20 Green, 29 Amber and 2 Red. The Scottish Government also rated progress in relation to the two recommendations in the report aimed at national government as green. The final assessment by the IOAG rated one as green and one as Amber.

2.8 The two areas assessed as red are:

- Recommendation 14
Consider developing a model of integrated substance use and mental health services.
- Recommendation 35
Ensure the creation of the Neurodevelopmental Hub includes a clear pathway for treatment with the co-working of staff from across the various disciplines not obfuscating the patient journey. The interdisciplinary nature of the Hub may give rise to confused reporting lines line management structures/governance issues. A whole system approach must be clarified from the outset.

2.9 The IOAG reflect positively within the report that, whilst there remain areas where the respective RAG assessments differ, there is now more of a shared view about some of the fundamental areas that require further improvement/attention. The IOAG met many individuals and groups across Perth and Kinross within the course of their work. Their approach within discussions with the workforce, local organisations and people with lived experience was commented upon positively in terms of their keenness to listen and understand, offer constructive challenge and share experience. A number of our local services are highlighted as demonstrating good practice.

2.10 There are 6 areas of priority laid out in the report and neither of the two areas assessed as red in terms of progress feature as a priority. The six priorities are set out in the table below (left hand column) and mapped against the refined priorities already identified by the newly formed Strategic Leadership Group and also agreed by the Programme Board for Tayside Mental Health Services (right hand column). It is positive to see that there is significant overlap and agreement about those areas which require focus and resources within a revised improvement programme. The Strategic Leadership Group and the Programme Board are in agreement that the development of Integrated Substance Use and Mental Health Services should feature as a key priority. These priority workstreams were reported to Angus IJB at its meeting on 7 December 2022, Perth and Kinross IJB at its meeting on 14 December 2022, and NHS Tayside Board at its meeting on 15 December 2022. Dundee IJB will receive an update at its meeting scheduled for 22 February 2023.

Table 1 Priorities for the revised Mental Health Improvement Programme

IOAG Priorities		Tayside Mental Health Improvement Programme
1	<p>Progress on “single site”; Strathmartine; and delayed discharges</p> <ul style="list-style-type: none"> Progressing the decision around single site provision in Tayside for inpatient mental health care The physical environment in Strathmartine which raised concerns for both patients and staff Addressing the issue of significant delayed discharges, meaning patients are kept in inpatients beds longer than they need to 	<p>1. Adult Mental Health Inpatient Redesign</p> <p>2. Whole Systems re-design of Learning Disability Services</p> <p>3. Specialist Community Mental Health re-design</p>
2	<p>Streamline and prioritise the change programme in support of Living Life Well</p> <ul style="list-style-type: none"> Simplify governance arrangements Prioritise areas for improvement Put in place clear resource framework to support delivery 	<p>Work underway via Strategic Leadership Group (SLG) and Programme Board, reporting to IJBs</p> <p>As above with agreement to develop premises strategy & financial framework as a core purpose of the SLG.</p>
3	<p>Making integration work</p> <ul style="list-style-type: none"> Collaborative working to make the new arrangements work in practise A clear understanding of the role of each partner The role of TEP in providing leadership to ensure innovation flourishes and sustainable change can take place 	<p>Work underway led by IJBs and Chief Officers.</p> <p>Workshop 1 held 30 January 2023. Follow-up workshops to be arranged.</p>
4	<p>Engaging the workforce</p> <ul style="list-style-type: none"> Resources, support, and leadership Effective engagement in major decisions 	<p>4. Workforce</p> <p>Involvement and engagement in every workstream.</p>
5	<p>Engaging with patients, families, partners, and communities</p> <ul style="list-style-type: none"> Build relationships Meaningful engagement Third sector as partners 	<p>5. Communications, engagement, and co-production</p> <p>Work commenced - Leading Through Relationships.</p> <p>Involvement and engagement in every workstream.</p>
6	<p>Continued focus on patient safety</p> <ul style="list-style-type: none"> Systems, processes, and physical infrastructure to ensure patient safety across partners 	<p>Revised clinical and care governance arrangements led by Medical Director, Executive Nurse Director, and Chief Officers.</p>
Other priorities to be included in the improvement programme not highlighted in IOAG report		6. Crisis and Urgent Care Pathway
		7. Integrated Substance Misuse and Mental Health Services

2.11 Mr Kevin Stewart, Minister for Mental Wellbeing and Social Care has requested a detailed improvement plan with clear milestones and deliverables to progress the six key areas for action in the Final IAOG report. This requires to be approved by TEP, NHS Tayside Board and the three IJBs and submitted in final format by end of March 2023. In order to ensure that there is openness, transparency and sufficient engagement on its content, the plan will also be considered by the Programme Board which has representation of a wide range of stakeholders and the Stakeholder Participation Group. A

timeline for ensuring the plan is approved by all relevant Boards has been prepared below.

Table 2 Timeline for the development and approval of a detailed action plan

8 Feb 2023	Strategic Leadership Group	Comment on draft plan & agree workstream leads
8 Feb – 7 Mar 2023	Workstream Leads	Develop final draft plan
15 Feb 2023	Programme Board Perth and Kinross IJB Angus IJB	Comment on draft plan Asked to approve refined priorities and timeline for final draft plan
23 Feb 2023	NHS Tayside Board	Asked to approve refined priorities and timeline for final draft plan
24-27 Feb 2023	Tayside Executive Partners	Asked to approve final draft plan
28 Feb 2023	Submit high level draft plan to Scottish Government	
7 Mar 2023	Strategic Leadership Group	Comment on final draft plan
w/b 20 Mar 2023	Programme Board Stakeholder Participation Group Tayside Executive Partners	Comment on final draft plan
27-29 Mar 2023	Perth and Kinross IJB Angus IJB Dundee IJB NHS Tayside Board	Approve final draft plan
31 Mar 2023	Submit final plan to Scottish Government	

2.12 Improvements to Care and Clinical Governance Arrangements

The Integration Scheme approved in June 2022 clarifies that operational management responsibilities for mental health and learning disability inpatient services rests with NHS Tayside. This includes responsibility for care and clinical governance. The Executive Nurse Director and Medical Director have initiated a strengthening of the clinical governance arrangements for mental health and learning disability services provided by NHS Tayside to:

- Improve system-wide assurance and composite reporting to NHS Tayside's Care Governance Committee;
- Ensure senior clinical professional oversight and challenge;
- Respond to recommendations of the Independent Oversight and Assurance Group; and

- Comply with the updated Integration Schemes and the accountabilities for clinical and care governance for delegated health services with Medical and Nurse Director Oversight.

It is proposed that this will be led by the Operational Medical Director for Mental Health and Nurse Director for Mental Health who will co-chair a new NHS Tayside Mental Health Clinical Governance Committee which will meet monthly commencing in February 2023 covering inpatient Mental Health and Learning Disability Services; Secure Care; CAMHS and Young People's Unit (YPU); Community Mental Health; Drug and Alcohol Services; Psychiatry of Old Age; and Perinatal Mental Health. This Committee will report to NHS Tayside Care Governance Committee from April 2023. A further report will be provided to the Perth and Kinross IJB Audit and Performance Committee setting out how the new arrangements will assist the IJB to receive assurance from NHS Tayside.

2.13 Lead Partner: update on the coordination of strategic planning

As previously reported, a review of the governance structures has been underway for Listen Learn Change and Living Life Well and soundings taken from the Tayside Executive Partners, the Strategic Leadership Group, members of the Integrated Leadership Group and the Programme Board. A final streamlined structure which will include the introduction of the Strategic Leadership Group; re-prioritisation of the current workstreams as set out in Table 1 and revised terms of reference and membership of the Programme Board will be complete by end of March 2023. It is intended that these changes will better support transformational change and strengthen reporting arrangements that take account of responsibilities in the revised Integration Schemes.

2.14 A productive workshop took place on 30 January 2023 to which Chairs, Vice Chairs and Chief Officers of the three IJBs were invited. The aims were to:

- To gain a deeper understanding of the Integration Scheme
- To explore the role and responsibilities of the Integration Joint Board
- To consider the role of the Chief Officer and Lead Partner arrangements
- To highlight the operation of Directions
- To have an open discussion on cooperation and collaboration across the three Tayside IJBs and opportunities for improving governance

The workshop will be of interest for all IJB members, and it was agreed that a further session will be arranged in the Spring.

3. CONCLUSION

3.1 This report updates the IJB on the current position in relation to mental health services across Tayside. The work of the Independent Oversight and Assurance Group into Tayside's Mental Health Services has concluded culminating in a final report published on 11 January 2023. The report sets out six priority areas for improvement and it is reassuring that these

correspond closely to the reprioritisation of the Living Life Well workstreams which has been carried out. The Minister for Mental Health and Social Care has requested a detailed action plan which sets out how these priorities will be addressed. This action plan will be presented to the IJB meeting on 29 March 2023 for approval. This report also sets out proposals to improve care and clinical governance for mental health services and steps being taken by the IJBs to strengthen cooperation and in making integration work in this complex area.

Author(s)

Name	Designation	Contact Details
Jacquie Pepper	Chief Officer	jpepper@pkc.gov.uk

NOTE: No background papers, as defined by Section 50D of the Local Government (Scotland) Act 1973 (other than any containing confidential or exempt information), were relied on to any material extent in preparing this report.

1. IMPLICATIONS, ASSESSMENTS, CONSULTATION AND COMMUNICATION

Strategic Implications	Yes / None
HSCP Strategic Commissioning Plan	None
Transformation Programme	None
Resource Implications	
Financial	Yes
Workforce	None
Assessments	
Equality Impact Assessment	None
Risk	None
Other assessments (enter here from para 3.3)	None
Consultation	
External	Yes
Internal	Yes
Legal & Governance	
Legal	None
Clinical/Care/Professional Governance	None
Corporate Governance	None
Directions	None
Communication	
Communications Plan	None

1. Strategic Implications

1.1 Strategic Commissioning Plan

There are no implications for the Perth and Kinross IJB Strategic Commissioning Plan at this stage.

2. Resource Implications

2.1 Financial

The Chief Officer and Chief Finance Officer have worked with the Director of Finance for NHS Tayside and the Chief Officers and Chief Finance Officers for Dundee and Angus IJBs to provide a financial package to support the recruitment of a programme management team for the Tayside Mental Health Strategy. The costs will be shared equally and funding of £63K is required from Perth and Kinross HSCP.

2.2 Workforce

There are no implications for the Perth and Kinross workforce at this stage.

3. Assessments

3.1 Equality Impact Assessment

Assessed as **not relevant** for the purposes of EqIA

3.2 Risk

The risks associated with a lack of clarity in relation to roles and responsibilities for mental health services are reduced as a result of the publication and approval of the revised integration scheme for 2022. A series of risk workshops are underway to update and revise the risk management arrangements for strategic mental health risks. This may result in a change to the Perth and Kinross IJB strategic risk register which will be reported to the IJB Audit and Performance Committee.

3.3 Other assessments

Not applicable

4. Consultation – Patient/Service User first priority

4.1 External

NHS Tayside Executive Nurse Director, Medical Director, and Director of Finance.

4.2 Internal

Chief Finance Officer.

5. Legal and Governance

Not applicable

6. Directions

There are no directions as a result of this report.

7. Communication

There is no requirement for a communications plan.

2. BACKGROUND PAPERS/REFERENCES

NHS Tayside reports and minutes of meetings (NHS Board and Care Governance Committee).

3. APPENDICES

Independent Oversight and Assurance Group on Tayside's Mental Health Services