



PERTH & KINROSS INTEGRATED JOINT BOARD

29 March 2023

MENTAL HEALTH AND LEARNING DISABILITY IMPROVEMENT PLAN

**Jacquie Pepper Chief Officer/
Lead Partner for the co-ordination of strategic planning for inpatient mental
health and learning disability services
(Report No. G/23/38)**

PURPOSE OF REPORT

The purpose of this report is to bring forward a detailed Mental Health and Learning Disability Services Improvement plan for approval.

This plan was prepared in response to six recommendations set out in the final report of the Independent Oversight and Assurance Group into Tayside Mental Health Services published in January 2023. It is set in the context of a revised governance structure and work to refine the priorities which had been identified in the Living Life Well Strategy.

In line with section 6.6 of the Integration Schemes for Angus, Dundee and Perth and Kinross Integration Joint Boards, this report is submitted by the Lead Partner Chief Officer to each Integration Joint Board for approval, and, subsequently to NHS Tayside Board, before submitting the plan to Scottish Government by end of March 2023.

1. RECOMMENDATIONS

It is recommended that the IJB:

- (i) Approves the Mental Health and Learning Disability Services Improvement Plan;
- (ii) Authorises the Chief Officer for Perth and Kinross IJB as Lead Partner to submit the Mental Health and Learning Disability Services Improvement Plan to Scottish Government by 31 March 2023 following approval by the three Tayside Integration Joint Boards and consideration by NHS Tayside Board;

- (iii) Requests that the Chief Officer brings forward a further iteration of the Mental Health and Learning Disability Services Improvement Plan for approval by end of June 2023 which includes detailed plans for implementation in relation to the additional four priorities; and
- (iv) Notes the revised governance arrangements for the Tayside Mental Health and Learning Disability Whole System Change Programme.

2. SITUATION/BACKGROUND / MAIN ISSUES

- 2.1 The final report of the Independent Oversight and Assurance Group (IOAG) on Tayside's Mental Health Services was published on Wednesday 11 January 2023. 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.
- 2.2 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 Angus, Dundee, and Perth and Kinross and NHS Tayside within the course of their work. Their 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 local services and developments are highlighted as demonstrating good practice.
- 2.3 There are six areas of priority laid out in the report. The six priorities are set out in table 1 below.

Table 1 IOAG priorities

IOAG Priorities	
1	Progress on "single site"; Strathmartine; and delayed discharges <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
2	Streamline and prioritise the change programme in support of Living Life Well <ul style="list-style-type: none"> Simplify governance arrangements Prioritise areas for improvement Put in place clear resource framework to support delivery
3	Making integration work <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

4	Engaging the workforce <ul style="list-style-type: none"> • Resources, support, and leadership • Effective engagement in major decisions
5	Engaging with patients, families, partners, and communities <ul style="list-style-type: none"> • Build relationships • Meaningful engagement • Third sector as partners
6	Continued focus on patient safety <ul style="list-style-type: none"> • Systems, processes, and physical infrastructure to ensure patient safety across partners

- 2.4 A detailed improvement plan has been prepared which addresses these six priorities and this is provided at Appendix 1. Priority 1 seeks progress on the issue of dedicated site provision for inpatient adult mental health services and this is encompassed within a programme of work to redesign adult inpatient mental health services. Priorities 2 – 6 relate to actions which are already being taken forward and for which progress has been reported in previous reports to the IJBs and NHS Tayside Board.
- 2.5 In advance of the publication of the IOAG, the recently formed Executive Leadership Group and Programme Board for Tayside Mental Health Services had already begun to refine the priorities for a refreshed Mental Health and Learning Disability Whole System Change Programme. It is positive to see that there is significant overlap and agreement about the focus for a revised improvement programme and the areas identified by the IOAG.
- 2.6 The Executive Leadership Group and the Programme Board are in agreement that the improvement programme should also address four of additional key areas as priorities and that these should be developed in a similar format to set out key milestones and deliverables. It is proposed that these will be developed and presented as additions to the Mental Health and Learning Disability Services Improvement Plan improvement plan by end of June 2023. Together this will form the Mental Health and Learning Disability Whole System Change Programme for Tayside, our whole-system strategic plan for the next 2 years.
- 2.7 The additional priorities for the Mental Health and Learning Disability Whole System Change Programme which will be set out in a detailed improvement plan are:
- Whole Systems re-design of Learning Disability Services
 - Specialist Community Mental Health re-design
 - Crisis and Urgent Care Pathway
 - Integrated Substance Misuse and Mental Health Services
- 2.8 The development of the improvement plan set out in Appendix 1 has been underpinned by a series of engagements and opportunities to comment and influence the content of the plan. This has ensured that it has been prepared in the spirit of openness, transparency and with appropriate engagement on its content. The development of the plan has included discussion and commentary as follows:

- Executive Leadership Group 8 Feb and 15 March
- Programme Board 15 Feb and 9 March
- Tayside Executive Partners 28 Feb and 24 March

A series of opportunities to consult and engage has included:

- Members of Integrated Joint Boards
- Local Strategic Planning Groups in the three HSCPs
- Area Clinical Forum
- Stakeholder Participation Group
- Area Partnership Forum
- Workstream workshops which included stakeholder and health staff partnership representation

In addition, fortnightly engagement has taken place with the Lead Partner Chief Officer, members of the Programme Team, and Scottish Government Mental Health Directorate officials which has enabled external support and challenge in the process.

- 2.9 The table below is a reminder of the timeline previously approved for the development of a the plan.

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

8 Feb 2023	Strategic Leadership Group (now renamed the Executive Leadership Group)	Comment on draft plan & agree workstream leads
8 Feb – 7 Mar 2023	Workstream Leads	Develop <u>final</u> draft plan
15 Feb 2023	Programme Board Perth and Kinross IJB Angus IJB	Comment on draft plan Asked to approve refined priorities and timeline
23 Feb 2023	NHS Tayside Board	Asked to approve refined priorities and timeline
24-27 Feb 2023	Tayside Executive Partners	Asked to comment on draft plan
28 Feb 2023	Submit high level draft plan to Scottish Government	
15 Mar 2023	Executive Leadership Group	Comment on draft plan
w/b 20 Mar 2023	Programme Board Stakeholder Participation Group Tayside Executive Partners	Comment on <u>final</u> draft plan
27-30 Mar 2023	Perth and Kinross IJB Angus IJB Dundee IJB NHS Tayside Board	Approve <u>final</u> plan
31 Mar 2023	Submit <u>final</u> plan to Scottish Government	

2.10 Update on strengthening governance

In response to feedback from the IOAG, the Lead Partner Chief Officer has worked in collaboration with the Chief Officers for Angus and Dundee, the Executive Nurse Director as Lead for Mental Health and Learning Disability Services in NHS Tayside, the Medical Director for NHS Tayside, senior officers across partners and the programme team to:

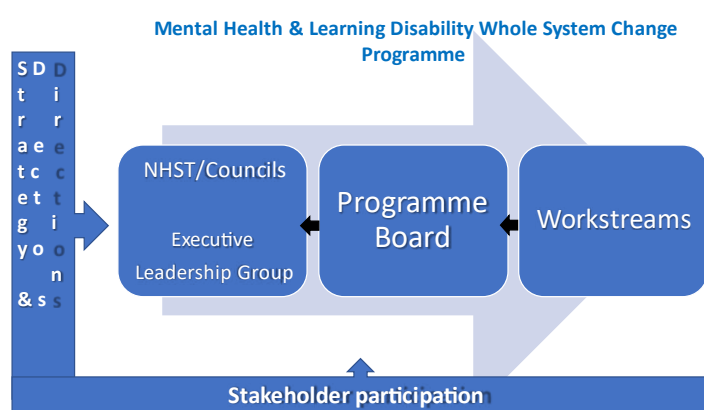
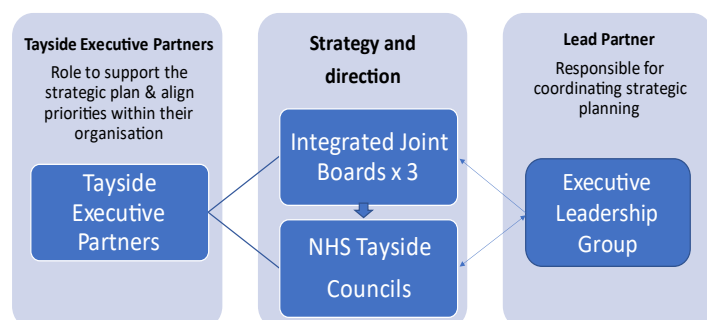
- Revise the governance arrangements, using existing structures and streamlining wherever possible;
- Take account of responsibilities set out in the revised Integration Schemes;
- Clarify decision-making & use of Directions by IJBs;
- Provide a forum to enable collaboration across the three IJBs;
- Resource a permanent programme team;
- Refine and clarify priorities for the 31 workstreams for Living Life Well;
- Provide leadership to increase pace of change and transformation and to focus on new models of care;
- Give prominence to developing a financial and resourcing framework to deliver the programme; and
- Ensure that meaningful engagement & co-production with people with lived experience and across the whole workforce are central to the work.

2.11 The Integration Scheme approved in June 2022 clarifies that operational management responsibilities for mental health and learning disability inpatient services rests with NHS Tayside and the Executive Lead for Mental Health and Learning Disabilities. The Scheme states that they will have in place appropriate reporting structures which provide adequate and effective oversight and assurance to the Integration Joint Board in relation to performance, professional, clinical and care governance. It also clarifies that the coordination of strategic planning for Inpatient Mental Health Services and Learning Disability Services is delegated to the Integration Joint Boards.

2.12 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.

2.13 A new streamlined arrangement takes account of the roles and responsibilities of the parties and delegated functions set out in the Integration Schemes. It also includes the introduction of an Executive Leadership Group (ELG) to bring together senior leaders and provide collective leadership of the whole-system change programme. This includes the introduction of Executive Sponsors for each element of the action plan/change programme. The Terms of Reference for the ELG are agreed and produced at Appendix 2. The Programme Board now reports to the ELG and the Terms of Reference are being refreshed to include a broader membership. These changes are designed to better support transformational change and strengthen reporting on progress to the Integration Joint Boards and NHS Tayside Board. The diagrams below illustrate the relationship and reporting lines.

Mental Health & Learning Disability Whole System Change Programme



2.14 A productive workshop took place on 30 January 2023 which involved the IJB Chairs, Vice Charis and Chief Officers supported by senior officers who led on the development of the revised integration schemes. 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

This has provided a platform for cooperation across the IJBs and for integration to succeed. This is bringing about confidence in the authority of the IJBs to direct the strategic planning for mental health and learning disability inpatient services and new mechanisms for working together on shared aspirations for these services. The workshop will be of interest for all IJB members, and it was agreed that further sessions will be arranged.

2.15 The first of a series of relationship-building experiences involving senior managers and people with lived experience of mental health services and their carers took place on 30 November 2022. This was attended by 10 people and supported by Norman Drummond and Calum MacSween of Columba 1400 who gave their time and experience voluntarily. The Gannochy Trust have also provided a neutral venue free of charge. The experience was entitled *Leading*

Through Relationships and was extremely successful in building positive relationships, shared purpose, and values. This was followed by a second event on 12 December 2022. Participants felt listened to, safe and respected. This successful approach has now been considered by the Programme Board and viewed as a productive way to build relationships, involve people with lived experience, and to move from engagement to co-production. A proposal to resource this approach and embed this across the Mental Health and Learning Disability Whole System Change Programme will be brought forward.

3. CONCLUSION

- 3.1 This report updates the IJB on the current position in relation to mental health services across Tayside and steps being taken by the IJBs to strengthen cooperation and in making integration work in this complex area. 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 IOAG 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 six priorities will be addressed. The Mental Health and Learning Disability Improvement Plan has been developed in response to the Minister's request. A draft was prepared by end of February 2023 and over the last few weeks been considered by a number of important groups and stakeholders. This plan is presented to the each of the three Tayside IJBs for approval.

Author(s)

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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 Mental Health and Learning Disability Improvement Programme will require a financial framework which takes account of the budgets for the entire service landscape in order to support new models of care and a rebalancing towards community provision. This is now contained within the improvement plan as a key deliverable.

2.2 Workforce

There are no additional implications for the workforce at this stage.

3. Assessments

3.1 Equality Impact Assessment

Assessed as **not relevant** for the purposes of EqlA at this stage as this will be completed when the additional priorities for the Mental Health and Learning Disability Whole System Change Programme are developed.

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. The strategic risks relating to the Mental Health and Learning Disability Whole System Change Programme will be identified and reported in programme updates to the Integration Joint Boards.

3.3 Other assessments

Not applicable

4. Consultation – Patient/Service User first priority

4.1 External

This is described in section 2.8 of the report.

4.2 Internal

This is described in section 2.8 of the report.

5. Legal and Governance

Not applicable

6. Directions

Directions will be issued to NHS Tayside to deliver on the milestones set out in the Mental Health and Learning Disability Improvement Plan.

7. Communication

A communications plan has been prepared and will be initiated when the Scottish Government provides a response to the Mental Health and Learning Disability Improvement Plan.

2. APPENDICES

Appendix 1. The Mental Health and Learning Disability Improvement Plan
Appendix 2. The Terms of Reference of the Executive Leadership Group for the Mental Health and Learning Disability Whole System Change Programme