



PERTH & KINROSS INTEGRATED JOINT BOARD

31 August 2022

MENTAL HEALTH SERVICES

Report by Chief Officer
(Report No. G/22/110)

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. The report provides:

- a position in relation to inpatient mental health services (for which operational responsibility rests with NHS Tayside) to assist the IJB with oversight of acute, mental health inpatient services and ensure compliance with the strategic plan;
- 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 approved in June 2022); and
- an outline of the current position in relation to Listen Learn Change, an action plan prepared in response to the recommendations outlined in Trust and Respect (the report of an independent inquiry into mental health services in Tayside).

1. RECOMMENDATIONS

It is recommended that the IJB:

- i. Notes the contents of this report
- ii. Authorises the Chief Officer to engage with NHS Tayside Executive Directors and other Chief Officers (Dundee and Angus IJBs) to consolidate the leadership arrangements; refine the governance and structures to support the change programme to deliver on Living Life Well and strengthen the programme support team.
- iii. Authorises the Chief Officer to work with NHS Tayside Director of Finance and the three Chief Finance Officers (Perth & Kinross, Dundee, and Angus IJBs) to bring about a financial framework to support the delivery of Living Life Well.

- iv. Requests that the Chief Officer brings forward a report on the final submission to the Independent Oversight and Assurance Group by 26 October 2022.

2. SITUATION/BACKGROUND / MAIN ISSUES

The IJB sought an update on the current position in relation to mental health services Tayside-wide and agreed to have this as a standing agenda item. It is noted that there has not been a substantive report to the IJB on mental health services since December 2020 with the exception of the Perth and Kinross Community Mental Health and Wellbeing Strategy which was approved in December 2021.

- 2.1 As set out in the 2022 Integration Scheme, Perth and Kinross IJB is responsible for the strategic planning of mental health services across Tayside and NHS Tayside retains operational management responsibility for acute inpatient services. Operational management is defined within the Integration Scheme as extending to all day-to-day functions required to control the delivery services including clinical, care and professional standards and governance, financial management, operational risk management and staff governance.

2.2 Inpatient Mental Health Services

- 2.2.1 The Executive Nurse Director, Claire Pearce is the executive lead with operational management responsibility for inpatient mental health services and the day-to-day functions required to control these services. The Executive Nurse Director provides assurance reports on clinical and care governance within inpatient mental health services to every meeting of NHS Tayside’s Care Governance Committee. These reports focus on patient safety, quality and over the last year have had a strong focus on risk and real-time patient feedback. The Executive Nurse Director has also provided assurance reports to each meeting of the NHS Tayside Board. The following table sets out the dates upon which reports were received within the governance structures of NHS Tayside. This information is intended to provide the IJB with confidence that the governance and reporting arrangements within NHS Tayside for inpatient mental health (and inpatient learning disability) services is systematic and almost all are in the public domain.

Care Governance Committee	NHS Tayside Board
3 June 2021*	24 June 2021 (Listen Learn Change action plan progress)
5 August 2021*	26 August 2021*
7 October 2021* (quality & performance review, review of strategic risks)	28 October 2021*
2 December 2021*	16 December 2021*

3 February 2022*	24 February 2022*
7 April 2022* (review of strategic risks)	28 April 2022*
2 June 2022*	20 June 2022*
4 August 2022*	25 August 2022*
* These reports also cover learning disability inpatient services	

2.2.2 The Executive Nurse Director for NHS Tayside has provided the following information in order that the IJB can fulfil its responsibilities to retain oversight of inpatient mental health services as they relate to the delivery of the strategic plan. This information is for the period June – July 2022 and serves to illustrate the continuing pressures being experienced in acute general adult psychiatry. The high levels of occupancy which are exacerbated by continual delays in effecting timely discharges are now a persistent long-term challenge which must be addressed through new models of care.

2.2.3 Capacity, Flow and Delayed discharge update

High levels of occupancy beyond the Royal College of Psychiatry recommended occupancy level of 85% have persisted in General Adult Psychiatry (GAP) inpatient services over 2022 with the average monthly occupancy levels for June and July 2022 set out below. The figures are for the established bed base in GAP and include surge bed capacity. Where there is occupancy over 100% of the established bed base, surge beds open to provide extra capacity.

Month	Occupancy Rate
June	97%
July	101%

There were 27 patients whose discharge was delayed on 8 August 2022 across GAP and Learning Disabilities.

Place of residence/HSCP	No. delayed discharge Acute Admission and Rehabilitation	No. of Learning disability Delayed Discharges
Dundee	5	7
Angus	<5	<5
Perth & Kinross	<5	<5
Other	<5	<5
Total	13	14

The majority of delays relate to requirement for a specialist facility or complex care requirements. Within General Adult Psychiatry inpatients,

the delay position impacts on the ability to operate within the established bed footprint.

A four-month improvement project is underway to support planned date of discharge across inpatient mental health services. As part of national piece of work recognising delays across mental health environments in Scotland, the Scottish Government has commissioned a Scottish Mental Health Benchmarking and Quality Network. As a key first step in this work, and in the absence of routine data collection in many areas, the Scottish Government has committed to establish a Scottish Benchmarking and Quality Network across Mental Health services in Scotland. NHS Tayside has engaged in this work to ensure any improvements and learning are recognised and implemented. Data provided by Health Boards in the Network will be used to:

- Establish a national baseline position for the delivery of mental health and care services in Scotland
- Compare Scotland's mental health services against provision delivered elsewhere in the 4 nations and internationally.
- Provide commentary on the impact of Covid-19 and recovery from the pandemic on mental health services across the NHS.

2.2.4 Patient Feedback

Over the last year, inpatient mental health services have sought to improve the way in which the views of patients are sought and to do so in real time. Real-time feedback is an innovative approach to performance management that focuses on continuous development instead of evaluation. NHS Tayside Board receives a report by way of a feedback barometer. Staff are proactively seeking views, engaged in more active listening and from this changing the service in response to this feedback promptly. Between April 2021 and March 2022 there has been a consistent amount of feedback collected and a noticeable increase in satisfaction levels. There is also a clear decline in the number of patients who reported their stay negatively. Within the first 6 months 30% of patients were dissatisfied with their overall care, compared with 16% in the last six months of the year – a reduction of nearly 50%. Between April and June 2022, 86% of patients with a stay in Carseview rated their stay as good or very good. The detailed barometer is provided in Appendix 1. This approach is commendable and provides strong evidence of user voice influencing change and improving patient experience.

2.2.5 Workforce and Staff Wellbeing

32 soon to be Newly Qualified Practitioners have commenced in their final placement before qualifying, across General Adult Psychiatry, Learning Disability, Crisis Resolution and Home Treatment Services. The students are working in the areas where they will work as NQPs and are gaining useful experience and opportunities, supported by the Practice Development Team. Recruitment and retention continues to present challenges across the in-patient Learning Disability Service; however, 4 Assistant Nurse Practitioners have been appointed to the service commencing in September. This exciting opportunity provides a new skilled workforce that will support new staffing models.

2.3 Lead Partner: coordination of strategic planning

The Chief Officer, since her appointment in May 2022, has commenced a programme of activity to advance the Lead Partner role for mental health services across Tayside.

This includes:

- The establishment of a 'strategic leadership group' for Tayside Mental Health Services comprising the three Chief Officers for Angus, Dundee and Perth and Kinross IJBs; the Medical Director, Director of Finance and Executive Nurse Director for NHS Tayside. The group will provide collective leadership to ensure the right support, resource, data, information, and expertise to take forward the strategic planning coordination and financial framework to support the delivery of the strategy.
- Following a review of the requirements for programme management support, decision to establish a permanent team to support the delivery of the Living Life Well Strategy and transformation programme with recruitment underway.
- An assessment of the current capacity and resources devoted to the engagement and involvement of people with lived experience of mental health services is in progress with a view to increasing the level of support and expertise in the crucial area.
- A plan to review the governance structures for Listen Learn Change and Living Life Well, taking account of the revised Integration Schemes. This will commence with a review of the terms of reference of the Mental Health and Wellbeing Programme Board. The Chief Officer as Lead Partner has held one to one discussion with workstream leads and will lead a re-evaluation and re-prioritisation of the current workstreams reporting to the Board.
- A workshop is planned for members of the Mental Health and Wellbeing Programme Board to consider the mechanism for transitioning the outstanding or ongoing actions from Listen Learn Change into the strategic programme of work to deliver on Living Life Well.

- The first of a series of risk workshops to ensure that the arrangements for the management of strategic risks for mental health services are in line with the responsibilities set out in the Integration Schemes was held on 18 August 2022 and will conclude in October 2022.
- The establishment of a Short-Life Working Group with representation of the 3 IJBs and NHS Tayside to prepare a governance, reporting and decision-making structure for services coordinated by a Lead Partner. This will enable the Perth and Kinross IJB to lead the strategy for the transformation of mental health services with confidence including the use of Directions.
- A values-based leadership experience supported by Norman Drummond and Columba 1400 will be held in November 2022 for 18 senior leaders across Tayside who are instrumental to the delivery of a successful transformation programme for mental health services. This will build on the successful Families and Children Leadership Academies commissioned by Tayside Executive Partners.

2.4 Listen Learn Change

The Listen Learn Change Action Plan was published in August 2020 and is the whole system response to the 51 Recommendations set out in Trust and Respect, the report of the Independent Inquiry into mental health services in Tayside.

2.4.1 The Independent Oversight and Assurance Group on Tayside's Mental Health Services was established by the Minister for Mental Wellbeing and Social Care in October 2021 to provide advice and support to the Tayside Executive Partnership as they lead the change that is required for Tayside's mental health services. The Group also plays a critical role in providing independent assurance to Scottish Ministers of the progress made in implementing the recommendations of Trust and Respect. The Independent Oversight and Assurance Group is chaired by Fiona Lees with David Williams and Fraser McKinlay as members. The Tayside Executive Partners (TEP) is comprised of the Chief Executives of NHS Tayside; Angus, Dundee City and Perth & Kinross Councils; and the Divisional Commander for Police Scotland. The background papers and publications can be found at [Independent Oversight and Assurance Group on Tayside's Mental Health Services - gov.scot \(www.gov.scot\)](https://www.gov.scot/publications/independent-oversight-and-assurance-group-on-tayside-mental-health-services/pages/index.aspx).

2.4.2 The Independent Oversight and Assurance Group is considering progress on all 49 recommendations which pertain Tayside services and these relate to five themes:

- Integration
- Patient Safety
- Engagement and Culture
- Workforce
- Governance

An evidence repository has been built by NHS Tayside to provide a single site for a wide range of documentary evidence to demonstrate progress in relation to the 49 recommendations set out in Trust and Respect. These are also organised around the five themes being taken forward by the Independent Oversight and Assurance Group. A definitive report will be required against each of the recommendations which sets out the extent of the progress using a template provided by the Group. It has been reported back to the TEP that previous reporting has, in places, “conflated outputs and outcomes” and that there were instances where the Red Amber Green status had been misapplied and this will therefore require a more consistent and rigorous approach to assessing the current position.

The Independent Oversight and Assurance Group has carried out a substantial engagement with leaders, staff, patients, communities and visits to various establishments and services across Tayside. They have remarked very positively upon the services provided by the Neuk in Perth City and consider this to be of national importance in the way in which support, and care is provided, and the outcomes achieved. The Group has also provided feedback on some of the key areas which still require to be addressed to provide firm foundations for effective strategic planning and service delivery and most of this are beginning to be addressed through the actions set out in section 2.3 of this report.

- 2.4.3 The Independent Oversight and Assurance Group is coming to the end of its work and will be preparing a Final Report to Scottish Ministers by October 2022. A final update will be provided by Tayside partners by 30 September 2022 in a template which sets out the understanding of each of the 49 recommendations, partners’ response, outcomes to be achieved, the actions required and the milestones for success. This will be accompanied by an assessment of progress using a RAG status to end of September 2022. The Oversight Group will also provide an assessment of the commitment and capacity for change and continuous improvement within Tayside and a commentary on the leadership of the transition from Listen Learn Change to Living Life Well. It is essential that the IJB is kept apprised of these developments in order to fulfil its responsibilities in relation to the leadership and coordination of strategic planning for Mental Health services across Tayside.

3. CONCLUSION

This report updates the IJB on the current position in relation to mental health services across Tayside. The data presented in this report shows notable advances in patient experience and at the same time demonstrates the continued challenges associated with demand management in acute inpatient services. This serves to highlight the urgent need to advance plans for new models of care.

- 3.1 The revised integration scheme approved in June 2022 clarifies roles and responsibilities for mental health services with operational responsibility sitting with NHS Tayside and strategic planning for mental

health services across Tayside delegated to the Tayside IJBs with Perth and Kinross IJB as lead partner. The clarity provided by the Integration Scheme and the appointment of a Chief Officer with responsibility for the Lead Partner role provides a fresh opportunity to strengthen the leadership and governance for the Tayside Strategy for Mental Health Services (Living Life Well) and enable the IJB to direct the delivery of that strategy. The Chief Officer has already made considerable progress with partners in this regard.

- 3.2 The independent oversight and assurance of Scottish Ministers in relation to the implementation of the recommendations set out in the Trust and Respect report will conclude in October 2022. There will be a need for the Perth & Kinross IJB and its Chief Officer, in taking forward lead partner responsibilities for strategic planning coordination of inpatient mental health and learning disabilities, to ensure that there is accession of outstanding or legacy actions from Listen Learn Change and that the vital involvement and engagement of people with lived experience (and their independent supporters, carers and families) is central.

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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 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.

8. **BACKGROUND PAPERS/REFERENCES**

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

9. **APPENDICES**

Appendix 1 : Patient Feedback Carseview