

THE VALE OF GLAMORGAN COUNCIL

CABINET: 16TH DECEMBER, 2019

REFERENCE FROM HEALTHY LIVING AND SOCIAL CARE SCRUTINY
COMMITTEE: 12TH NOVEMBER 2019

“424 DEVELOPMENT OF A LOCALITY MODEL OF COMMUNITY MENTAL
HEALTH PROVISION ACROSS THE VALE OF GLAMORGAN (DSS) –

The Head of Adult Services introduced the report to inform Members of the progress of the Community Service Review of Mental Health Services with specific focus on the Vale Locality Mental Health Team based at Barry Hospital. In support of her presentation, the Officer also introduced the Operational Manager for Adult Services, Linda Woodley, the Cardiff and Vale University Health Board Directorate Operational Manager, Ian Wile, and the Cardiff and Vale University Health Board Programme Manager, Dan Crossland.

The Operational Manager for Adult Services advised that with increasing demands on the service, budgetary pressures and the poor state of some of the Community Mental Health Teams (CMHTs) offices, a focused Community Service Review (CSR) commenced in January 2018 which was sponsored by the Mental Health Clinical Board to consider the future service model for delivering community mental health services and build upon the work already started in 2015. Work streams were established to focus on the following areas:

- Work Stream 1: Organisational Change Process – Locality Model;
- Work Stream 2: Building management and transfer arrangements; and
- Work Stream 3: Service redesign, clinical models and pathways.

Furthermore, in September 2018, following a series of engagement events with people using mental health services, staff consultations and the completion of refurbishment works, the three CMHTs moved into Barry Hospital and became known as the Vale Locality Mental Health Team (VLMHT). The Officer added that there was an Integrated Manager with overall responsibility for the integrated pathway and service user experience from referral to discharge. Supporting the post were two Community Psychiatric Nurse Leads and two Social Work / Approved Mental Health Professional Managers (one of which was a permanent Local Authority funded post and the other a 12-month temporary post funded by the Health Board), three Consultant Psychiatrists, an Occupational Therapy Team Leader and a Consultant Psychologist.

Recruitment to a longstanding Consultant Psychiatrist post, along with the recruitment to Nursing, Social Work and Occupational Therapy vacancies had improved the stability of the team. However, there remained ongoing recruitment

challenges for psychologists and Speciality doctors (currently 1.6 full time equivalent [FTE] posts) which compromised the ability to fully implement new ways of working.

The pressure on the Approved Mental Health Professional (AMHPs) Service had been recognised by the Senior Management Team within the Council with measures put in place to support and maintain existing AMHPs and to try and increase the number of social workers undertaking the training. Since 2013 the number of AMHPs in the Vale had reduced from 12.5 (FTE) to the current number of 7 (FTE) which included the Integrated Manager and Team Managers who had needed to go back on the AMHP rota to ensure service delivery.

The Officer added that it was important to highlight that although the team had faced considerable changes and ongoing challenges, the Health Inspectorate and Care Inspectorate Wales Joint Review carried on 4th and 5th December, 2018, assessed that: 'Overall, we found evidence that the service provided safe and effective care to its service users', with the Inspection Report published on 6th March, 2019 including the following:

What the service did well:

- Service user feedback was generally positive;
- The environment was clean and tidy;
- Robust management of medicines processes in place;
- Provision of a support worker service that evidenced a positive and direct impact on service users;
- Application of Mental Health Act and Mental Health Measure (2010) and legal documentation;
- Identification of a vision for the future of the service supported by a passionate management team;
- Strong integrated leadership model, supported at a senior management level.

Recommendations for service improvement:

- Recruitment into key roles, such as psychiatrists and psychologists;
- Timeliness of transportation for service users to a place of safety and/or hospital;
- Organisation of outpatient and medication clinics;
- Completion of appropriate forms for service user capacity assessment by clinical staff;
- Clarity for staff regarding new processes and procedures following the merger of the three teams.

In conclusion, the Operational Manager summarised that the service was moving in the right direction and staff were utilising the feedback received regarding the new service delivery and it was a pleasure to see the continued commitment of all staff during the transition period.

The Operational Manager then handed over to the Cardiff and Vale University Health Board Programme Manager who was the Lead on the service transformation and

advised that the transformation had presented big challenges with staffing in the first 14 months, however, he was pleased to report that the staffing challenges had reduced considerably. The Programme Manager also apprised Members of the improvement in waiting list times and advised that at the start of the transformation the average waiting list time was four months but had now reduced to four weeks. This pattern was also reflected with regards to staffing caseloads which had dropped to 837 individuals from approximately 1,000 plus. The Programme Manager wished to highlight that morale within the team had significantly increased and that new members of staff were operating well within the new structure and individuals were interested in joining the service. The positivity was also reflected in the service user "My Say" survey whereby 79% of service users stated that the service was at the same quality if not better.

The Vice-Chairman thanked all officers for their presentation of the report and wished to begin by referencing paragraph 2.6 of the officer's report which stated that the number of Mental Health Act (MHA) assessments continued to increase and that from 1st January, 2017 to 31st December, 2017 there were 120 MHA assessments which had increased to 185 from 1st January, 2018 to 31st December, 2018. The Member then raised concerns with regards to the waiting times incurred between an MHA being carried out and the patient being transferred to a secure hospital environment, meaning that the AMHP was left alone with the patient once the doctor had left the scene which put the AMHP at significant risk. Therefore, the Member asked after the cause of transport delays and a solution to ensure the safety of Local Authority employees.

In response, the Operational Manager for Adult Services echoed the Member's concerns and advised that the scenario as described did put off individuals applying for AMHP positions and therefore the Local Authority currently relied greatly on the current cohort of AMHPs working in partnership and support of one another.

The Officer acknowledged the Member's further comment in that ambulance demand was high and therefore MHA transport cases were not as high a priority as other cases, however advised that transport was the responsibility of the Health Board and assured Members that the Health Board was looking at alternative solutions as appropriate but they would not be in a position to guarantee transport waiting periods.

The Officer also wished to add that the Local Authority had written a draft Conveyancing Policy in partnership with South Wales Police which would shortly be circulated to the Health Board for its input but acknowledged that the work would not negate the Local Authority's inability to appoint AMHPs in the short term.

The Chairman then referred to the new ways of working within the VLMHT as contained in paragraph 2.1 of the officer's report and enquired whether the end of day multi-disciplinary meetings were actively taking place, to which the Cardiff and Vale University Health Board Programme Manager advised that the multi-disciplinary meetings provided staff with the opportunity to discuss and reflect on complex cases and to have ample time to make rational decisions. Therefore, the meetings were actively taking place and would continue to be used when required.

The Chairman thanked all officers and guests for attending the meeting and congratulated officers on the positive findings of the report which far outweighed the recommendations for improvement following the Community Service Review.

RECOMMENDED –

- (1) T H A T the contents of the report be noted.
- (2) T H A T the Committee's significant concern over the vulnerability of the current seven AMHPs in employment with the Vale of Glamorgan Council due to transport delays following Mental Health Act Assessments be referred to Cabinet.

Reasons for recommendations

- (1) To update Scrutiny Committee on developments in community services for adults with mental health problems in the Vale of Glamorgan and to provide Scrutiny Committee the opportunity to comment on the future direction and delivery of mental health services within the Vale of Glamorgan
- (2) To ensure Cabinet is aware of the vulnerable situations that AMHP Vale employees find themselves in in order that Cabinet may take the matter forward with the Health Board."

Attached at Appendix A – Report to Healthy Living and Social Care Scrutiny Committee: 12th November, 2019

Meeting of:	Healthy Living and Social Care Scrutiny Committee
Date of Meeting:	Tuesday, 12 November 2019
Relevant Scrutiny Committee:	Healthy Living and Social Care
Report Title:	Development of a Locality Model of Community Mental Health Provision across the Vale of Glamorgan
Purpose of Report:	To provide information on the progress of the Vale Locality Mental Health Team
Report Owner:	Director of Social Services
Responsible Officer:	Head of Adult Services / Locality Manager
Elected Member and Officer Consultation:	Councillor Ben Gray, Cabinet Member
Policy Framework:	This is a matter for Executive decision
<p>Executive Summary:</p> <ul style="list-style-type: none"> To inform Scrutiny Committee of the progress of the Community Service Review of Mental Health Services with a specific focus on the Vale Locality Mental Health Team based at Barry Hospital. 	

Recommendation

1. That Scrutiny Committee considers the contents of this report.

Reason for Recommendation

1. To update Scrutiny Committee on developments in community services for adults with mental health problems in the Vale of Glamorgan and to provide Scrutiny Committee the opportunity to comment on the future direction and delivery of mental health services within the Vale of Glamorgan

1. Background

- 1.1** Community Mental Health Teams (CMHT's) in Cardiff and Vale are jointly operated by Cardiff and Vale University Health Board (C&V UHB) and the Local Authorities. They offer a specialist multi-disciplinary service including community based outpatients and psychological interventions as part of a whole system approach. They work in conjunction with in-patients, crisis and home treatment teams, liaison services and a range of specialist community teams such as perinatal, assertive outreach, borderline personality disorder, forensic, rehabilitation and eating disorders.
- 1.2** A number of changes have impacted on the operation of CMHTs in particular the development of Primary Mental Health Support Services (PMHSS) and the Mental Health Measure (MHM). These are intended to support CMHTs to focus on those people with the most complex needs, who require a secondary, specialist service. CMHT staff also describe how the nature of the mental illnesses are becoming more complex and diverse with issues such as dual diagnosis, neuro-developmental disorders and personality disorders increasingly evident. The interpretation of secondary care responsibility has become more diverse as a consequence. This has been a challenge to services.
- 1.3** Within the Vale of Glamorgan, Social Services staff work in partnership with the Cardiff and Vale University Health Board in delivering secondary mental health services. The service supports approximately 1,100 people with mental health needs and receives on average, 180 new referrals each month.
- 1.4** Working to the GP surgeries in the Central, Eastern and Western Vale areas of the local authority, traditionally the service was delivered via Community Mental Health teams in those areas; Amy Evans Centre in Barry, Hafan Dawel in Penarth and Western Vale CMHT in Cowbridge.
- 1.5** With increasing demands on the service, budgetary pressures and the poor state of some of the CMHT's offices, a focussed Community Service Review (CSR) commenced in January 2018. This was sponsored by the Mental Health Clinical Board to consider the future service model for delivering community mental

health services and build upon the work already started in 2015. Work streams were established to focus on the following areas.

- Work stream 1: Organisational Change Process – Locality Model.
- Work stream 2: Building management and transfer arrangements.
- Work stream 3: Service re-design, clinical models and pathways.

- 1.6** In January 2018 a programme implementation steering group was set up to monitor the progress of the three work streams, reporting back to the Community Services Operational Board. The need for change and a focussed approach to the delivery of mental health services was a central theme running through all the work streams and was in accordance with the Together for Mental Health plan and C&V UHB's Shaping Our Future Well-being Strategy.
- 1.7** It was agreed by the Community Services Operational Board that the Vale would be the first area to move to a locality model of working, with the Workforce and Organisational Change work stream dedicated to delivering this aim. The need to move staff out of Amy Evans, coupled with the availability of accommodation at Barry Hospital secured by Capital planning within C&V UHB through the Integrated Care Fund, made this move possible. This signalled the start of Phase 1 of the Community Service Review. Cardiff and Vale UHB employed a dedicated Programme Manager to oversee the project.
- 1.8** In September 2018, following a series of engagement events with people using mental health services, staff consultations and the completion of refurbishment works, the three CMHT's moved into Barry Hospital and became known as the Vale Locality Mental Health Team (VLMHT).
- 1.9** There is an integrated Manager with overall responsibility for the integrated pathway and service user experience from referral to discharge. Supporting this post are two Community Psychiatric Nurse Leads and two Social Work/Approved Mental Health Professional Managers, one of which is a permanent Local Authority funded post and the other a 12 month temporary post funded by the Health Board, three Consultant Psychiatrists, an Occupational Therapy Team Leader and a Consultant Psychologist.
- 1.10** This completed Phase 1 of the CSR in the Vale.

2. Key Issues for Consideration

- 2.1** Phase 2 of the Community Service Review is underway, with new ways of working within the VLMHT being developed. Examples of this are: end of day multi-disciplinary meetings, primary mental health support services and 3rd sector attending referral meetings, Focussed Outreach and Recovery Team staff based at the VLMHT, and recruitment of five Mental Health Practitioners to work within primary care to be based in GP surgeries. These changes are all aimed at making a person's pathway through mental health services as seamless as possible.

- 2.2** It is recognised that considerable staff support during the process of on-going change and development of the Locality Model has been required.
- 2.3** Recruitment to a longstanding vacant Consultant Psychiatrist post, along with the recruitment to Nursing, Social Work and Occupational Therapy vacancies have improved the stability of the team. However there remains ongoing recruitment challenges for psychologists and Speciality doctors (currently 1.6 full-time equivalent posts) which compromises the ability to fully implement new ways of working.
- 2.4** The pressure on the Approved Mental Health Professional (AMHP's) Service has been recognised by the senior management team within the council with measures put in place to support and maintain existing AMHPS and to try and increase the number of social workers undertaking the training.
- 2.5** Since 2013 the number of AMHPs in the Vale have reduced from 12.5 (FTE) to the current number of 7 (FTE) (this includes the Integrated Manager and Team Managers who have had to go back on the AMHP rota to ensure service delivery). C&V UHB have not agreed to release any appropriate health staff to undertake the AMHP training and there are no existing health staff who are AMHPs in the Vale.
- 2.6** The number of Mental Health Act assessments continues to increase. From 1st January 2017 – 31st December 2017 there were 120 MHA assessments – this increased to 185 from 1st January 2018 – 31st December 2018.
- 2.7** It is important to highlight that although the team have faced considerable changes and ongoing challenges, the Health Inspectorate and Care Inspectorate Wales Joint review carried out on 4th and 5th December 2018, assessed that: 'Overall, we found evidence that the service provided safe and effective care to its service users'.
- 2.8** The Inspection report published on the 6th March 2019 summarises the main findings:

What the service did well:

- Service user feedback was generally positive.
- The environment was clean and tidy.
- Robust management of medicines processes in place.
- Provision of a support worker service that evidenced a positive and direct impact on service users.
- Application of Mental Health Act and Mental Health Measure (2010) and legal documentation.
- Identification of a vision for the future of the service supported by a passionate management team.
- Strong integrated leadership model, supported at a senior management level.

Recommendations for service improvement:

- Recruitment into key roles, such as psychiatrists and psychologists.
 - Timeliness of transportation for service users to a place of safety and/or hospital.
 - Organisation of outpatient and medication clinics.
 - Completion of appropriate forms for service user capacity assessment by clinical staff.
 - Clarity for staff regarding new processes and procedures following the merger of the three teams.
- 2.9** As outlined above, plans have been put in place and action undertaken, led by C&V UHB, to address these recommendations for improvement.

3. How do proposals evidence the Five Ways of Working and contribute to our Well-being Objectives?

- 3.1** Long-term: A Locality Model of service delivery offers longer term sustainability. Through having all staff based in one building there is greater flexibility in staff cover, greater opportunity for peer support and professional skill sharing and reduced building costs. Variation in access to specialist treatments and therapies has been reduced by merging of the smaller, less well resourced teams.
- 3.2** Prevention: Provision of Mental Health Practitioners within GP surgeries are to support people in managing their mental health needs at an early stage. Closer links with 3rd sector agencies and Primary Mental Health Support Services supported by their attendance at weekly referral meetings allow for early identification and provision of support.
- 3.3** Integration and Collaboration: Is central to the delivery of the Vale Locality Mental Health Service as evidenced throughout this report.
- 3.4** Involvement: People receiving support from the team were consulted in respect of the move and have been involved in a recent joint Health Inspectorate for Wales/Care Inspector for Wales' review of the service. The focus on greater involvement of people in their care pathway is central to the development of the service.

4. Resources and Legal Considerations

Financial

- 4.1** The Vale Locality Mental Health Team structure does not have any additional financial implications for the Local Authority. The additional Social Work Manager post is funded by Cardiff and Vale University Health Board, agreed on the basis that the one and a half health funded Integrated Managers (IM) posts previously covering Amy Evans and West Vale, were no longer required with the

only remaining IM funded by the Local Authority. There are no financial implications to the Local Authority to utilise accommodation at Barry Hospital.

- 4.2 There has been no financial impact in respect of travel expenses for local authority staff due to change of base.
- 4.3 Accommodation refurbishment costs and the cost associated were drawn from ICF capital funding for the refurbishment of Barry Hospital and the savings being released from lease arrangements for the previous neighbourhood clinics.

Employment

- 4.4 There are no specific employment implications as a result of this report.

Legal (Including Equalities)

- 4.5 There are no specific legal implications as a result of this report.

5. Background Papers

Cardiff and Vale Health Board – June 4th 2018 – Community Service Review of Mental Health Service.

HIW/CIW Inspection Report