



Leeds
CITY COUNCIL

Originator:

Tel:

Report of the Director of Adult Social Services

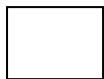
Appendix 2

Scrutiny Board Adult Social Care

Date: 10th November 2010

**Subject: Response to the Recommendations in the Scrutiny Inquiry Report:
Supporting Working Age Adults with Severe and Enduring Mental Health Problems**

Electoral Wards Affected:



Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

EXECUTIVE SUMMARY

At its meeting on the 17th June 2009 the Adult Social Care Scrutiny Board expressed an interest in conducting an inquiry to determine whether adequate support was provided to those with severe and enduring mental health problems by Leeds City Council, the NHS and the Voluntary Sector. A working group met four times to consider the support available to working age adults with severe and enduring mental health problems. A final report on the inquiry was produced in July 2010 which put forward a number of recommendations.

The Director of Adult Social Services has accepted in full all the Scrutiny Board recommendations and provides a more detailed response to each in the report. The report details the response of the Director of Adult Social Services, in partnership with colleagues from other departments and from health.

Since the working group met there has been much progress in moving towards meeting the recommendations of scrutiny. This is detailed in the report but summarised below:

- NHS Leeds has signed up to the Mindful Employer Initiative and Leeds City Council has progressed towards sign up.
- Five 2 day sessions of mental health first aid training have been delivered to Adult Social Care staff between January and July 2010.
- The joint working protocol that was developed from the Accommodation Pathways project has been formally launched.
- Commissioners from Adult Social Care (ASC), Supporting People (SP) and NHS Leeds have met and agreed a joint approach to reviewing home support services and developing a new model for community support.
- A communications plan has been drafted and health and social care projects are building on previous learning and good practice to develop robust joint communication plans.

1.0 Purpose Of This Report

- 1.1 This report contains the response of the Director of Adult Social Services to the recommendations in the scrutiny inquiry report: Supporting Working Age Adults with Severe and Enduring Mental Health Problems. It also incorporates the response of colleagues within Resources and Environment and Neighbourhoods and from the NHS where recommendations impact upon their work.

2.0 Background Information

- 2.1 At its meeting on the 17th June 2009 the Adult Social Care Scrutiny Board expressed an interest in conducting an inquiry in relation to Mental Health Services for working aged adults. The inquiry sought to determine whether adequate support was provided to those with severe and enduring mental health problems by Leeds City Council, the NHS and the Voluntary Sector.
- 2.2 Terms of reference for this inquiry were agreed with a focus on the following areas:
- The current provision of care in Leeds and performance information.
 - The pathways into support services.
 - Choice and control for the individual or their representative.
 - The different types and scope of services provided by Voluntary, Community and Faith Sectors, Private Sector and the Council and how these compare in terms of quality and value for money. Identification of levels of need and capacity, potential duplication or an element of the service that is missing in the City.
 - Current and planned service changes (directed nationally or locally) and how this will impact on service provision.
- 2.3 A working group was established that met four times to consider the support available to working age adults with severe and enduring mental health problems. A final report on the inquiry was produced in July 2010 with the following recommendations:
- 2.4 **Recommendation 1** – That Leeds City Council (specifically the Director of Resources) and NHS Leeds become fully signed up to the Mindful Employer Initiative by June 2011 and that all sickness, ill health and capability related policies and procedures are updated to
- a) aid those suffering with mental health related illnesses back into work
 - b) support employees with mental health related symptoms whilst in the workplace.
- 2.5 **Recommendation 2** – That Leeds City Council (specifically the Director of Resources) LPFT and NHS Leeds ensure that
- a) their organisation obtains the necessary training to provide Mental Health First Aid to the workforce by June 2011. Each organisation is required to advise the Scrutiny Board in December 2010 of their progress and/or plan to meet this objective
 - b) incorporate the initiative into workforce development plans within each organisation (or equivalent plan)
- 2.6 **Recommendation 3** – That the Director of Environment and Neighbourhoods updates the Adult Social Care Scrutiny Board in December 2010, on the progress of protocol implementation and the impact of the Accommodation Pathways project.
- 2.7 **Recommendation 4** – That the Director of Adult Social Services assesses the need for a consistent Home Support service for the whole City by December 2010 with a view to identifying inequities in service provision and applying appropriate measures to rectify the position.

2.8 **Recommendation 5 –**

- a) That the Director of Adult Social Services and commissioners from NHS Leeds take the appropriate action to ensure contracted service providers are providing the necessary support to service users regardless of geographical location in the city.
- b) That the Director of Adult Social Services provides an update to the Adult Social Care Scrutiny Board of the action planned/taken by Adult Social Services and partners as part of the programmed commissioning update scheduled into the 2010/11 scrutiny work programme

2.9 **Recommendation 6**

- a) That before December 2010 the Director of Adult Social Services evaluates the methods of communication currently utilised with a view to improving the process to create clear and defined lines of communication. The resulting improvement plan should identify how service users will be consulted and involved in the process and how change will be communicated to service users to minimise anxiety, disruption and misunderstanding.
- b) That NHS Leeds and LPFT adopt a process of communication and involvement consistent with the improved plan implemented by Adult Social Services.

3.0 **Main Issues**

3.1 Recommendation 1 - That Leeds City Council (specifically the Director of Resources) and NHS Leeds become fully signed up to the Mindful Employer Initiative by June 2011 and that all sickness, ill health and capability related policies and procedures are updated to

- a) aid those suffering with mental health related illnesses back into work
- b) support employees with mental health related symptoms whilst in the workplace.

3.2 Mindful Employer is an initiative that aims to increase awareness of mental health at work and providing ongoing support to employers in the recruitment and retention of staff.

3.3 Employers can sign up to the Mindful Employer Charter as a way of demonstrating their commitment to improving the working lives of their staff. The principles of the charter as defined by Mindful Employer are listed below:

As an employer we recognise that:

- People who have mental health issues may have experienced discrimination in recruitment and selection procedures. This may discourage them from seeking employment.
- Whilst some people will acknowledge their experience of mental health issues in a frank and open way, others fear that stigma will jeopardise their chances of getting a job.
- Given appropriate support, the vast majority of people who have experienced mental ill health continue to work successfully as do many with ongoing issues.

As an employer we aim to:

- Show a positive and enabling attitude to employees and job applicants with mental health issues. This will include positive statements in local recruitment literature.
- Ensure that all staff involved in recruitment and selection are briefed on mental health issues and the Disability Discrimination Act, and given appropriate interview skills.
- Make it clear in any recruitment or occupational health check that people who have experienced mental health issues will not be discriminated against and that disclosure of a mental health problem will enable both employee and employer to assess and provide the right level of support or adjustment.

- Not make assumptions that a person with a mental health problem will be more vulnerable to workplace stress or take more time off than any other employee or job applicant.
- Provide non-judgemental and proactive support to individual staff that experience mental health issues.
- Ensure all line managers have information and training about managing mental health in the workplace.

3.4 Since the working group met NHS Leeds has signed up to the Mindful Employer Initiative. Leeds City Council (LCC) has also progressed towards sign up to the initiative. A report went to the Employee Wellbeing Board on 27th May and it was agreed, in principle, that it would be a positive move for Leeds City Council to sign up. This will go to CLT for final approval on the 28th September.

3.5 In addition to this we are progressing a number of other actions in line with the recommendation:

- LCC "Managing Stress in the Workplace" policy has been agreed at CNG on 23rd June
- LCC Employee Well-being Strategy is being developed
- Adult Social Care has begun a project intended to assess the risk of stress arising from work activities. The first pilot risk assessment is currently in progress. The project was approved by ASC DMT and a Chief Officer was nominated Stress Champion. It is likely that the project will run through 2010/11
- We have the Employee Assistance Programme in place (Care First), which supports employees in the work environment and offers help to them to manage difficulties arising from home or work. To complement existing support systems, policies and procedures, Care First confidential counselling, advice and information is available to employees and their immediate family members free of charge.
- LCC also employ a Health Improvement Specialist (based in ASC) who is leading on work in this area.

3.6 Recommendation 2 – That Leeds City Council (specifically the Director of Resources), LPFT and NHS Leeds ensure that:

- a) their organisation obtains the necessary training to provide Mental Health First Aid to the workforce by June 2011. Each organisation is required to advise the Scrutiny Board in December 2010 of their progress and/or plan to meet this objective
- b) incorporate the initiative into workforce development plans within each organisation (or equivalent plan)

3.7 Mental Health First Aid (MHFA) training is a 12-hour intensive course, usually delivered over 2 days at a cost of £1200 per course. The course provides an overview of common mental health problems, causes, symptoms and treatments, and teaches people how to:

- recognise distress
- recognise the difference between Therapy and First Aid
- be confident in administering help in a First Aid situation
- provide initial help and guide a person towards appropriate support

3.8 It is aimed at anyone who may come into contact with someone with a mental health problem either in their workplace or in life outside work. "Mental health problems affect not only the person experiencing them, but also others around them. Knock-on effects can include a fall in productivity, poor decision-making, an increase in mistakes made & sickness absence, high staff turnover and poor workplace relations. These effects can be prevented if appropriate recognition and support strategies are put in place. Knowledge of

MHFA within a working environment can help prevent problems from becoming more serious.”¹

- 3.9 As reported at Scrutiny Board Leeds City Council has already commenced the delivery of Mental Health First Aid training with its workforce. Adult Social Care commission Community Links to deliver Mental Health First Aid Training and this training forms part of the core training in ASC. Five courses have been delivered between January and July 2010. 69 delegates attended the courses, 44 of whom were internal and 25 from external organisations. Courses are oversubscribed and very popular. Each session is a 2 day event.
- 3.10 LCC corporately are in the process of commissioning this training from Community Links and we are currently looking to secure the funding to roll this out during 2010/11. By April 2011 we anticipate we will have a raft of support and guidance for managers in managing mental health in the workplace – this will be in addition to the First Aid training, and will enable us to meet the criteria as set out in the Mindful Employer charter.
- 3.11 NHS Leeds commissioned MHFA training for 12 employees across the organisation in June/July 2009. This was a pilot scheme aimed at identifying whether this would be an appropriate approach for NHS Leeds to take when considering the mental health of the workforce via the organisations Healthy Working Steering Group which reports to the Executive Team.
- 3.12 In considering the strategy for workforce mental health alongside the financial climate's impact on the organisation; the decision was made to develop an overarching programme for workforce mental health, which now consists of a number of initiatives rather than just MHFA. The decision was made to use the learning from the MHFA pilot group to establish a workforce mental health employee network. This employee network meets as a group and now includes a number of Mindful Champions who are part of the network and who will signpost and provide information on the resources available on workforce mental health as an addition to their substantive roles. Mental Health First Aid training is still available to the workforce through Community Links; the take up is ad hoc and funded through individual management training budgets.
- 3.13 NHS Leeds signed up to the Mindful Employer Charter from 12th May 2010 and as a result an action plan for workforce mental health under the 6 aims of the charter has been developed. It is recommended that the workforce mental health action plan will sit as a programme under the NHS Leeds Health and Wellbeing Strategy which is still in the development stages.
- 3.14 Part of the NHS Leeds workforce mental health action plan is to consider management training in order to equip managers in supporting staff who may have mental health issues and to work towards establishing a mentally healthy workforce. A review has taken place of the in-house sickness absence line management training in order to revise the content for NHS Leeds, which will incorporate 'maintaining a healthy workforce'.
- 3.15 Recommendation 3 – That the Director of Environment and Neighbourhoods updates the Adult Social Care Scrutiny Board in December 2010, on the progress of protocol implementation and the impact of the Accommodation Pathways project.
- 3.16 The Accommodation Pathways Project was started because of several issues that had been identified:
- Increase in delayed discharge due to housing
 - Continued use of emergency accommodation on discharge from acute wards
 - Long waits for housing related support

¹ Quote from MHFA website

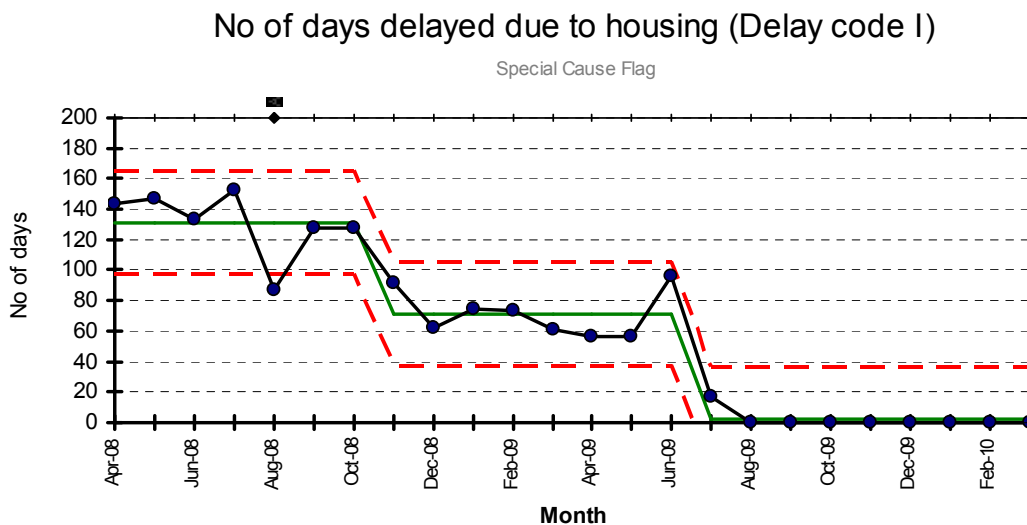
3.17 A whole system review of the accommodation assessment process in acute inpatient care pathways was undertaken in order to make recommendations for service improvement. As a result the pathway was redesigned with the focus on:

- the service user
- simplifying and streamlining the process
- homelessness prevention and facilitation of a planned move.

3.18 The new pathway was developed and tested in four phases by improving practice on the acute wards, improving access to housing options and housing related support services and by developing a joint working protocol. The impact of the project to date has been:

- Improved housing outcomes – planned moves
- An increased range of housing options available
- Improved take up of housing related support
- Improved links between the acute wards, housing services and housing support services
- A dramatic reduction in delayed discharges due to housing

3.19 The Joint Working Protocol was formally launched on the 29th June. As illustrated in the graph below there have been no delays as a result of housing issues since August 2009.



3.20 Recommendation 4 – That the Director of Adult Social Services assesses the need for a consistent Home Support service for the whole City by December 2010 with a view to identifying inequities in service provision and applying appropriate measures to rectify the position.

3.21 The Home Support Service is a service commissioned by Adult Social Care (ASC) and run by Community Links in the North of the City. There are other support services operating across the City which fulfil a similar remit. In addition to community support services which are commissioned by ASC and NHS Leeds there are also a number of housing related

support services commissioned through Supporting People which have an element of overlap.

- 3.22 To ensure there are no inequities in provision a review of services must ensure that there is not duplication at the same time as ensuring appropriate city wide coverage. Assessing the need for a consistent citywide Home Support Service must be considered alongside the breadth of community services commissioned as detailed in recommendation 5.
- 3.23 ASC, Supporting People and NHS Leeds met to review current configuration of community services on August 9. Part of the workshop session focused on home support, following a recent review by SP of their mental health housing related support services. It has been identified that there is potentially existing overlap in function of SP funded services, and existing home support services. A small working group made up of representatives from ASC, SP and NHS Leeds are tasked with summarising the totality of current provision in the city for report to the MH Joint Strategic Group in September.
- 3.24 Recommendation 5 –
- a) That the Director of Adult Social Services and commissioners from NHS Leeds take the appropriate action to ensure contracted service providers are providing the necessary support to service users regardless of geographical location in the city.
 - b) That the Director of Adult Social Services provides an update to the Adult Social Care Scrutiny Board of the action planned/taken by Adult Social Services and partners as part of the programmed commissioning update scheduled into the 2010/11 scrutiny work programme
- 3.25 Commissioners have undertaken a review of all jointly commissioned community mental health services and those commissioned entirely by Adult Social Care (this includes the Home Support Service). This review is providing information on the range of services offered and the areas covered, allowing commissioners to identify issues including gaps in provision, duplication of service and capacity problems. It has allowed commissioners to work with individual services to identify actions needed to improve provision. Services have drawn up action plans and most of these are in train. A similar exercise is now being undertaken in ASC provided day services.
- 3.26 The joint workshop between ASC, SP and NHS Leeds resulted in agreement that a new model of community support is to be developed that takes account of the emphasis on reduced dependency on specialist mental health services and increased use of universal services. This new direction of mental health services is reflected in New Horizons and Putting People First. This will more clearly articulate the outcomes service users can expect from the specific services on offer, and give more focus to the contribution that universal services can make.
- 3.27 The recommendations of the scrutiny report were also discussed and it was agreed that these will feed into this work. NHS Leeds and ASC have committed to producing a first draft MH Improvement Plan to begin involvement and consultation. This improvement plan will take due account of the requirement for citywide coverage alongside the changing pattern of how services will be delivered within ongoing financial constraints.
- 3.28 Recommendation 6 –
- a) That before December 2010 the Director of Adult Social Services evaluates the methods of communication currently utilised with a view to improving the process to create clear and defined lines of communication. The resulting improvement plan should identify how service users will be consulted and involved in the process and how change will be communicated to service users to minimise anxiety, disruption and misunderstanding.
 - b) That NHS Leeds and LPFT adopt a process of communication and involvement consistent with the improved plan implemented by Adult Social Services.

- 3.29 The Department has in place a Communications Plan drafted in May of this year. Within the plan areas of major change have been identified and communication strategies and action plans developed for these areas. These plans build on successful communication strategies that have recently been implemented within the department such as the communication plan for self directed support. They also include a full stakeholder analysis and associated communications needs and methods of communication. The Communications Plan also details how effectiveness of communication is monitored.
- 3.30 Increasingly we are working in partnership with health partners and we need to ensure that any changes we are jointly engaged in are communicated appropriately to all stakeholders. In these instances joint communication plans are put in place. Below is an extract from the Communication Plan developed for the intermediate tier review by the multi-agency Intermediate Care Programme Board which highlights some of the general principles of joint communication strategies:
- 3.31 “This strategy sets out the general communication and engagement principles and actions that should be followed and the key messages that should be used when undertaking work relating to the intermediate tier review. Communication and engagement should be:
- **Timely** – key stakeholders such as patients and staff will be involved or consulted on developments (as appropriate) in the right order. For example, staff should not learn of service changes through the media, on the “grapevine” through colleagues or via social media sites on the internet.
 - **Accessible and inclusive** – when undertaking communications and engagement work, consideration will be given to vulnerable audiences and those with particular information needs. This is to ensure that all groups of stakeholders can participate in any engagement work and can receive relevant communications as appropriate.
 - **Honest and open** – Where difficult decisions need to be made communications will be honest about the reasons for these choices and open about the potential future impact of such decisions.
 - **A two-way process** – The NHS Constitution gives patients the legal right to be involved in planning healthcare changes. The appropriate levels of engagement will be undertaken throughout any subsequent service redesign and feedback and suggestions will be used to inform the design process.”²
- 3.32 There are clear pathways of communication to the third sector through Volition – commissioned jointly by ASC and NHS Leeds. NHS Leeds met with Volition directors in June to share the proposed new strategic planning structure.
- 3.33 The new NHS Leeds mental health commissioning team has an identified lead within the Patient and Public Involvement Department who is responsible for ensuring that public and patient involvement in any proposed service change
- 3.34 Adult Social Care is currently working with LPFT to explore closer partnership working between the two organisations with the aim of improving service user experience and streamlining pathways. A workstream on engagement and communication is being established, which has service users within its membership. This workstream will be developing a communication strategy for the project which will build on positive communication methods in past projects and feedback from service users on preferred communication methods. We are keen to ensure that service users are at the heart of service changes and to involve service users from the start so that their views can help to shape future plans.

² Extract from the Intermediate Tier review draft communication strategy

4.0 Implications For Council Policy And Governance

4.1 LCC "Managing Stress in the Workplace" policy has been agreed at CNG on 23rd June.

4.2 LCC Employee Well-being Strategy is being developed

5.0 Legal And Resource Implications

5.1 There is a resource implication to rolling out mental health first aid training across the council. We are currently seeking funding to enable us to roll out this initiative.

6.0 Conclusions

6.1 Mindful Employer. NHS Leeds has signed up to the Mindful Employer Initiative. Leeds City Council (LCC) has also progressed towards sign up to the initiative. A report went to the Employee Wellbeing Board on 27th May and it was agreed, in principle, that it would be a positive move for Leeds City Council to sign up. This went to CLT for final approval on the 28th September.

6.2 Adult Social Care commission Community Links to deliver Mental Health First Aid Training and this training forms part of the core training in ASC. Leeds City Council corporately are in the process of commissioning this training from Community Links and we are currently looking to secure the funding to roll this out during 2010/11. By April 2011 we anticipate we will have a raft of support and guidance for managers in managing mental health in the workplace – this will be in addition to the First Aid training, and will enable us to meet the criteria as set out in the Mindful Employer charter.

6.3 The joint working protocol which was produced as an output of the Accommodation Pathways project was formally launched on the 29th June 2010. There have been no delays in discharge as a result of housing issues since August 2009.

6.4 ASC, Supporting People and NHS Leeds met to review current configuration of community services on August 9. Part of the workshop session focused on home support. Following a recent review by SP of their mental health housing related support services. It has been identified that there is potentially existing overlap in function of SP funded services, and existing home support services. A small working group made up of representatives from ASC, SP and NHS Leeds are tasked with summarising the totality of current provision in the city for report to the MH Joint Strategic Group in September.

6.5 ASC, Supporting People and NHS Leeds have jointly agreed that a new model of community support is to be developed that takes account of the emphasis on reduced dependency on specialist mental health services and increased use of universal services. The recommendations of the scrutiny report, including the need for appropriate support regardless of geographical location, will feed into this work.

6.6 ASC has in place a communications plan drafted in May 2010. The plan builds on successful communication strategies that have recently been implemented within the department such as the communication plan for self directed support. They also include a full stakeholder analysis and associated communications needs and methods of communication. Effectiveness of communication will be monitored within the plan.

6.7 The department is also working with health partners through initiatives such as the Leeds Leads group established through Joint Strategic Commissioning Board to join up effective communication and engagement and build on good practice. Joint communications plans are being drafted for partnership projects.

7.0 Recommendations

- 7.1 That the response of the Director of Adult Social Services to the recommendations in the scrutiny inquiry report: Supporting Working Age Adults with Severe and Enduring Mental Health Problems be noted.

Background documents referred to in this report:

Inquiry into Supporting Working Age Adults With Severe and Enduring Mental Health Problems, July 2010

Terms of Reference for Scrutiny Inquiry into Supporting Working Age Adults With Severe and Enduring Mental Health Problems

Mental Health First Aid Training website – www.mhfa.org.uk

ASC Communications Strategy 2010 - 2011