

REPORT TO: Health Policy and Performance Board
DATE: 4th November 2014
REPORTING OFFICER: Strategic Director, Communities
PORTFOLIO: Health & Wellbeing
SUBJECT: Adult Social Care Mental Health Services
WARDS: All

1.0 PURPOSE OF THE REPORT

1.1 This is a brief report to update the Board on, and to seek the Board's views about, potential developments within the Council's social care provision for adult mental health services.

2.0 RECOMMENDATION: That

- 1. The contents of this report are noted; and**
- 2. Members make any suggestions for change or future developments**

3.0 SUPPORTING INFORMATION

3.1 Context:

3.2 There are currently two services provided by Halton Borough Council for residents with complex mental health needs: the mental health social work service, based at the Brooker Unit in Runcorn, and the Mental Health Outreach Team, based in the Mental Health Resource Centre in Vine Street, Widnes.

3.3 There are 11 social workers in the Brooker Unit, three of whom work with older people who mainly have dementia; the remainder work with people aged between 18 and 65 who have severe and enduring mental health problems. There is also a dedicated mental health Carers Assessor. Most of the social workers are also Approved Mental Health Professionals, who are authorised to assess people for detention under the Mental Health Act 1983. In addition, the service is supported by one Principal Manager, one Practice Manager and administrative support. This service is largely funded directly by Halton Borough Council, but with a small contribution from Halton Clinical Commissioning Group.

3.4 The team is closely aligned to, and works alongside, the service provided by the 5BoroughsPartnership for people with mental health

conditions; they are part of the Recovery Team and they use all the same processes for assessment and service provision, so that people do not have to go through unnecessary duplication of assessments. The social workers also complete assessments of need under the NHS and Community Care Act, to ensure that people receive the care and support they need whilst living in the community.

3.5 In terms of support for older people with mental health problems, this service – the Later Life and Memory Services (LLAMS) - is delivered in partnership with the 5BoroughsPartnership NHS Trust. The Council is working with the 5Boroughs in a review of the LLAMS service and a report will be presented to the Board at a later date.

3.6 The Mental Health Outreach Team is a team of six outreach workers and one Practice Manager who provide practical and emotional support to people with severe and enduring mental health problems in the community. Their role is to work directly with the person concerned, to help them to manage all the things they need to do to live independently; they work closely with the social workers and nurses at the Brooker Unit, and monitor and report back on changes in people's mental health. The Outreach Team is funded jointly by the Borough Council and the Halton Clinical Commissioning Group.

3.7 Potential Developments:

3.8 The model of service delivery described above has been in place for many years, and has achieved positive outcomes for very many people. However there have been a number of changes, both in terms of national policy and local service delivery, which have meant that the ways in which the services are delivered needs to be reconsidered. These changes include:

- New national policy guidance which stresses the extent to which people can be supported to recover from severe mental illness
- In the same national guidance, a strong emphasis on the need to develop services which prevent mental health conditions, or which intervene at a much earlier stage to stop them from getting worse
- The decision of the Halton Health and Wellbeing Board to treat mental health as a key local priority
- Changes in the way key partner organisations deliver services
- Increasing numbers of people being assessed for detention under the Mental Health Act
- Changing demands on the services from other partners, such as children's services, who need support with families with complex needs where there may be a mental health problem, and the police, who need appropriate community support for

people who might otherwise enter the criminal justice system

- 3.9 For the social work service, the recent development of the Acute Care Pathway within the 5Boroughs has meant that the 5Boroughs has now focused its work only on the people with the most complex needs and levels of risk. As a result the social work caseloads have fallen somewhat, although other work, such as Mental Health Act assessments, has increased considerably, in line with national patterns.
- 3.10 There is now some capacity within the team to develop a small service which works more directly with people who are known only to primary care services and who have not been referred to specialist hospital mental health services. One of the social workers already does some of this work, working with people who are referred by a range of agencies who might be at risk without support, and a proposal is to be prepared to extend this service, using existing resources. Crucially, this would allow the Directorate to provide support not only to primary care services but also to the Children's Directorate, both for the early intervention "Team Around the Family" approach and for the more complex work with families where there are children in need or at risk of harm.
- 3.11 This approach would build on some work that has already been going on within the Mental Health Outreach Team, and which will be the subject of a more detailed report to the Board. Again using existing resources, the Outreach Team has worked directly with five surgeries spread across the Borough to identify people with mental health conditions which, without support and intervention at this point, might result in more serious conditions in the future. Through this pilot programme some very promising results have been achieved and these are currently being evaluated; the expectation is that additional funding will be sought to extend this approach across the Borough.
- 3.12 In addition, there has been some effective work by partner agencies to ensure that people with mental health needs are managed within the correct care pathways, rather than – as has been the case both locally and nationally – being inappropriately engaged with the police service. An exercise known as Operation Emblem has achieved very positive results in reducing the numbers of people in Halton who have been detained under Section 136 Mental Health act 1983 – these are the powers that allow the police to detain people they find in the community who they believe may be a risk to themselves or others because of a mental health problem. This will also be the subject of a separate report to the Board.
- 3.13 Related to this, work is currently taking place with Warrington Borough Council to extend a successful service in that area into Halton. "Support 4 Change" is a treatment based approach which

aims to divert people from custody where appropriate, reduce risk of re-offending, and improve emotional health and general wellbeing. This approach requires close working between the courts, police and probation services and mental health services, and will involve a small number of people working across all agencies to deliver the aims of the project. A submission has been made for funding for this project and early indications have been positive.

3.14 All of this is about creating clear and consistent pathways for people into and out of services, so that people can receive quick care and support which is tailored to their needs. As a part of this, work with the commissioned provider services in mental health is also taking place, to ensure that there is a wide range of lower-level support available to people in the Borough.

3.15 Finally, work is in an initial stage to look at developing employment opportunities for people with mental health needs in Halton. There is emerging evidence that this group of people has been one of the groups that has been hit the hardest by the economic recession, and certainly the local chances of a person with a serious mental health problem being in employment are less than 10%. Within the Directorate, opportunities for people to gain work experience through voluntary work, and indeed some paid work, are being developed through the social enterprises attached to the council, and discussions are also taking place with local employment services to see whether any additional developments can be made.

4.0 **POLICY IMPLICATIONS**

4.1 These developments meet the requirements of the national mental health policy guidance, “No health without Mental Health”. In addition they also go some way towards supporting the local priority within the Health and Wellbeing Board of developing a range of early and preventive mental health services to improve emotional health and wellbeing. Finally, these developments will support delivery of the national children’s services policy requirements in terms of early and preventive engagement with families, and effective involvement where children are in need or at risk of harm.

5.0 **OTHER/FINANCIAL IMPLICATIONS**

5.1 Some of the proposed changes can be delivered within existing resources. Additional investment will be required for others, such as the development of the Support 4 Change service and the roll-out of the pilot work by the Mental Health Outreach Team with GP surgeries. However, external funding streams have already been identified for these and processes are in place to secure the finances necessary to deliver these changes, although this has yet to be finally confirmed.

6.0 **IMPLICATIONS FOR THE COUNCIL'S PRIORITIES**

6.1 **Children & Young People in Halton**

Adult social care services already work closely with children's services, particularly where there is a parent or adult with a mental health need in the family. These developments offer the opportunity for more a structured response to the needs of children and families, not only for those where children are in need or at risk of harm, but also for the provision of early help and support to prevent situations from getting worse.

6.2 **Employment, Learning & Skills in Halton**

There is some potential to develop employment and volunteering opportunities for people with mental health problems in Halton, although this is currently at an early stage.

6.3 **A Healthy Halton**

One of the stated aims of the Support 4 Change programme is to create improved emotional health and wellbeing. The work of the Mental Health Outreach Team, through its pilot with GP surgeries, has already achieved a number of positive health outcomes, including a reduction in one case of prescribed antidepressants (by agreement with the GP), improved attendance for health and dental checks, and in one case a significant improvement in a specific health condition following support offered about diet and management of the condition.

6.4 **A Safer Halton**

The Support 4 Change programme is specifically designed to support people with mental health needs to avoid offending behaviour. This will support the delivery of a Safer Halton.

6.5 **Halton's Urban Renewal**

There are no implications for Halton's Urban Renewal arising from this report.

7.0 **RISK ANALYSIS**

The proposed developments extend the scope of mental health services, providing engagement at a much earlier stage in the care pathway. There is the potential for a considerable level of demand arising from this, and this will have to be carefully managed. Regular reports will be taken to the Mental Health Delivery Board, so that all key partners are aware and early measures can be put in place to manage this demand.

Without the developments, however, there is a risk both to individual residents that they will not receive the care and support

that is appropriate to their needs.

8.0 **EQUALITY AND DIVERSITY ISSUES**

People with mental health problems are amongst the most disadvantaged in society. The proposals are designed to support people to have greater access to their own communities, and the proposals apply equally to all people.

9.0 **LIST OF BACKGROUND PAPERS UNDER SECTION 100D OF THE LOCAL GOVERNMENT ACT 1972**

Document	Place of Inspection	Contact Officer
No Health Without Mental Health	Runcorn Town Hall	Divisional Manager Mental Health