

Middlesbrough Primary Care Trust's response to the Recommendations of Middlesbrough Council's Health Scrutiny Panel Review of Emotional Well Being and Mental Health.

Strategic Overview

The PCT's Strategy sets out a clear framework for the future development of wellbeing and mental health services. It demonstrates the commitment of the PCT to tackling this agenda through the inclusion of 'Mental Health and Wellbeing' as one of the strategy's eight strategic themes. This is supported by robust operational delivery plans and investment; examples include £1million mental health investment to improve access to psychological services as well as £286,000 for the MEND programme (Mind, Exercise, Nutrition, Do it!) pioneered by the PCT which promote wellbeing and the associated benefits of exercise and nutrition on mental health.

The aim of the PCT strategy is to support people to live healthy, resilient and engaged lives, supported by appropriate and personalised services. The holistic approach taken by the PCT is reflected in its plans to focus on the development of an integrated system to better manage mental health needs, and improve the wellbeing of individuals as well as the wider community.

The strategy builds upon the national culture shift in relation to this agenda and this direction of travel is clearly endorsed by the Panel. It reflects the significant improvements in the access to, quality of, range and responsiveness of services for people with mental health needs since the publication of the National Service Framework (NSF) in 1999 which focussed on mental wellbeing and health promotion and prevention, rather than solely treatment. In addition, the Strategy is aligned to regional strategic health plans such as NHS North East's *Our Vision, Our Future, Our North East* and the regional health and wellbeing strategy *Better Health, Fairer Health*. Furthermore, the strategy addresses issues identified through the local Joint Strategic Needs Assessment with Local Authority partners.

Delivering Improvements in Mental Health and Wellbeing

The PCT's Annual Operating Plan 2009-10 outlines the first year of implementation of the PCT strategy and clearly describes the actions, measures of success and the underpinning investment required to achieve each scheme. In addition to a dedicated mental health and wellbeing scheme (Appendix 1), these issues also feature within other schemes such as the Child Health scheme, reflecting the PCT's whole systems approach.

Key first steps towards delivering well being are to better align services to needs with parallel commitment given to improving access to psychological therapies. The Panel's concern regarding the availability of psychological therapies in primary care highlighted in the Panel's report is shared by the PCT and, as outlined within the Annual Operating Plan (AOP), priorities for the first year of the five year strategy include proactively progressing the Improving Access to Psychological Therapies (IAPT) programme ahead of national timeframes. This programme will increase psychological service provision and support recovery and the promotion of social inclusion, within reduced waiting times.

Other AOP priorities include working with partners to develop and deliver the Stepped Model of Care approach. This will improve early diagnosis and management of mental health as well as include a review of investments and disinvestments to ensure provision supports the model's ethos. In addition, the PCT will tackle specific issues such as dementia and dual diagnosis ensuring services reflect national strategies whilst responding to local needs as well as and improve quality monitoring (addressing ref. 315 and 316) to inform value for money assessments, including the development of user focused outcome measures.

Progress against the Annual Operating Plan will be subject to robust monitoring by the PCT's Board's through well established assurance mechanisms, in particular regular reviews of the PCT Business Plan through a Compliance panel chaired by a non Executive Board member.

Making it Happen

Strong leadership along with effective partnership working is integral to the delivery of the strategy. The PCT has, and will continue to lead this agenda in collaboration with strategic partners from a variety of agencies. To support this, a local Delivery Group will be established for each theme within the strategy including mental health and wellbeing. The group will be clinically led and ensure the realisation of strategic plans to continually and demonstrably improve the mental health and well being of local people. The PCT acknowledges the important role of the Health Scrutiny Panel in supporting the delivery of this work.

Response to specific recommendations

In addition to the response provided above please also see the following more specific responses:

- **Older People (Recommendations, ref. 300 – 303)**

The panel sought detail from the PCT and social care colleagues regarding plans and budgetary provision to implement emerging national policy regarding preventative services particularly regarding the role of social isolation for this vulnerable group. As described in the PCT's operating plan and reflected in the PCT's financial investment in mental health and well being services, the PCT is committed to providing services for all members of the local community including older people. Along side work planned with regards to dementia which typically though not exclusively impacts upon older people, from 1st April 2009 the PCT's support for older people can be further demonstrated through free swimming provision for the over 60s and an 'Active for Life' programme. These initiatives will support both the preventative/wellbeing agenda as well as result in physical health benefits, and encourage the participation of older people in social and community activities.

- **Children & Young People (Recommendations, ref. 304 – 310)**

With regards to recommendations described in paragraphs 304, 305 and 307 which makes recommendations to provide awareness and training aimed at children young people and professionals working with this group, this will be incorporated as part of the planned review of the effectiveness of child and adolescent mental health services as detailed in the Child Health scheme of the Annual Operating Plan. This includes school provision as recommended in the

report. The PCT suggests, and will seek to work with partners during 2009/10 to scope the feasibility of commissioning work on developing Mental Health First Aid programmes for children and young people, specifically that this work should be progressed through the Children's Trust's 'Be Healthy' Theme Group in the first instance. The AOP Child Health scheme also describes plans to improve the commissioning of prevention and treatment modalities for young people as well as tackling wider issues such as recognising indicators of poor mental health and challenging stigma using innovative and targeted social marketing approaches.

The Panel also sought some reassurance that the PCT, along with partners invest in leisure facilities for children and young people, actively supporting looked after children and foster families (ref. 308 & 310). The PCT has a history of investment in this area and welcomes the opportunity to expand investment and service provision working with partners.

The PCT acknowledges the recommendation (ref. 306) regarding the need for clarification with regards to the role of the Children's Trust in identifying emotional health and wellbeing needs and the subsequent commissioning of services to address identified areas. The local authority and the PCT have representatives on the Children's Trust Board through joint appointments that will ensure all organisations work together to develop a shared understanding of the emerging role for Children's Trusts and their role in the commissioning and provision of emotional health and wellbeing services for children. As an example, the PCT through the Children's Trust, has supported the Local Authority through facilitating the commissioning of work from the North East Public Health Observatory [NEPHO] in 2009 to undertake a detailed systematic audit of the mental health needs of children and young people. NEPHO has recommended that a detailed analysis is undertaken of key national data sets in the first instance and using local data, extrapolate relevant data to the Middlesbrough population to gain a clearer understanding of the prevalence of specific mental health disorders in children and young people. The outcome of this work should be widely shared with key partners to inform the future commissioning and delivery of services

- **Wider Mental Health Issues for the Town (Recommendations, ref. 311 – 316)**

The contribution of Mental Health First Aid (MHFA) (ref. 311) is recognised in the PCT Strategy as part of a suite of integrated programmes and this particular programme has clear benefits of increasing awareness and confidence in trained individuals to identify and provide support to people with mental health problems. In addition to the training that has been delivered as part of regional work, the PCT has invested an additional £10,000 in MHFA this year and will seek to identify additional resources during 2009/10. The PCT hopes that this commitment is also well reflected in the attached extract from the 2009/10 Annual Operating Plan.

Middlesbrough PCT notes the Panel's recommendations (ref. 312 and 313) that the organisation commissions and invests in a wide range of service form a diverse array of providers to support mental health needs at the earliest opportunity. The PCT in 2009/10 has a total budget of £277 million to invest in improving local health services with the additional investment already outlined for psychological services and MEND programmes.

The PCT strategy together with the regional strategy sets out a 'stepped care' model for mental health and well being services with an emphasis on early intervention and timely response for people. This is to ensure delivery of interventions and support at the appropriate level of intensity to meet individual needs. Step two of the model has a particular focus on low level interventions and guided self help set to be available through primary care. There has already been investment in additional staff at this level, the introduction of computerised CBT, work with library services to support books on prescription, education for pharmacy staff and primary care mental health workers on sleep hygiene. Additionally the PCT currently supports through the Citizens Advice Bureau benefits advice and for those returning to work.

IAPT services will be delivered by a range of providers and will have formal links to Job Centre Plus Condition Management Programme and Occupational Health departments. The service model enables people to self refer if appropriate which in the pilot sites has proven to be effective in encouraging access to the services from traditionally hard to reach groups such as BME communities and men. As outlined, IAPT represents a significant and continued investment by the PCT.

In addition to the primary care and community based mental health services commissioned through Tees, Esk and Wear Valley Foundation NHS Trust, the PCT also resources primary care mental health services directly from GP practices such as practice attached counsellors, community pharmacists as well as MIND support services and Advocacy with third sector providers.

The PCT Strategy recognises the need to focus on increasing the level of investment in primary and preventative interventions and this will require investments in these areas to be balanced with the needs of other services that require a more intensive input, including in-patient and secure services. Providers such as GPs are integral to the delivery of the PCT's strategy and the PCT acknowledges the need to communicate more effectively with these and other service providers the range of alternative support options available for people with mental health needs e.g. personalised care budgets, debt advice, talking therapies etc. to ensure that uptake is maximised.

With regards to joint investment plans (ref. 314) the PCT welcomes the opportunity to work collaboratively with partners and there are a range of services which are jointly supported by the PCT and Local Authority that contribute to improving mental health and emotional well-being. These include integrated mental health teams, user and carer involvement and advocacy services. In the current year Middlesbrough PCT and the Council jointly invested in a range of services that specifically will improve mental health and emotional well-being and resilience such as 'Families First', supporting children and families at risk of substance misuse, in addition to the outlined free swimming and the Active for Life programmes for older people.

As advocated by the Panel (ref. 315 and 316) the PCT Strategy is underpinned by a range of indicators to assess progress and the effectiveness of implementation. These include reduced waiting times for talking therapies, reduction in hospital admissions for drug and alcohol misuse, increased numbers of people with mental health problems in settled accommodation and employment and a reduction in

people claiming incapacity benefit due to anxiety and depression. However, other indicators of progress will also be developed by the PCT as the strategy unfolds to ensure effective implementation, investment and commissioned service provision to demonstrably improve the mental health and wellbeing of the young, working age and older people of Middlesbrough.

Colin McLeod
Chief Executive

Appendix 1
PCT Annual Operating Plan 2009-10:
Mental Health & Wellbeing Scheme

NEW DEVELOPMENTS IN 2009/10 IN MENTAL HEALTH AND WELL BEING

Service Area	Scheme Title	Targets/Milestones/Measures of Success (with dates)	Summary Workplan (i.e. what we will actually do)	IM&T Elements
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<p>Early diagnosis and management of poor mental health</p>	<p>Implementing the Stepped Approach to supporting Mental Health and Well-Being</p>	<ul style="list-style-type: none"> • Develop a plan and start to implement the recommendations in the national Carer's Strategy (Note: the NCS will be published during 2009/10) • Enable mental health and well being needs to be identified in all service plans across all PCT commissioned services 	<ul style="list-style-type: none"> • Working with commissioning partners, define the Stepped Model of Care approach to be implemented • Develop an investment and disinvestment model to support this approach • Enable personalised budgets to be identified and implemented • work across all PCT strategy themes to ensure the best use of PCT resources • review out of area placements to identify opportunities for more local service development • develop a training programme for all NHS and social care staff to recognise poor mental health symptoms at an earlier stage 	<ul style="list-style-type: none"> • Social Care integration • MoM • EPS • SCR • Longer term Lorenzo in MH
<p>Access</p>	<p>Improving Access to Psychological Therapies (IAPT)</p>	<ul style="list-style-type: none"> • as part of a 3 year programme commencing in 2009/10, patients will be moved from sick pay and benefits to employment • as part of an ongoing programme commencing in 2009/10, secure shorter waiting times for psychological therapies in line with the latest IAPT guidance 	<ul style="list-style-type: none"> • working with local employers to deliver Mental Health First Aid training to enable early recognition of mental health problems • working with GPs to develop and promote alternatives to sick notes 	

Dementia	Reduce the impact of dementia on people's lives	<ul style="list-style-type: none"> • as part of a 3 year programme of change, the recommendations of the national Dementia Strategy to be implemented (note: publication of the NDS has been delayed until early 2009)** • by the end of 2009/10, all patients to wait a maximum of x weeks for assessment and diagnosis and will have a personalised care plan 	<ul style="list-style-type: none"> • develop pathways for the treatment of those with dementia • map and benchmark services against 'Everybody's Business' guidance • develop services in line with locality action plans to implement the recommendations of 'Everybody's Business' • develop awareness and skills of relevant workforce 	
Substance misuse	Addressing the needs of dual diagnosis (substance misuse)	<ul style="list-style-type: none"> • review dual diagnosis services • implement actions from the review in conjunction with the PCT Well Being Strategy 	<ul style="list-style-type: none"> • accurate determination of local needs • review and ensure compliance with NICE guidance • development of evidence based care pathways and protocols to facilitate people to be seen in mainstream mental health services 	
Quality	Ensuring safe and quality outcomes	<ul style="list-style-type: none"> • develop plans to decommission £x k of mental health block contract • develop data collection and outcome measures 	<ul style="list-style-type: none"> • rigorous and consistent monitoring of existing contracts for compliance with guidance and evidence based practice • development of customer led outcome measures 	

Other	Ensuring an inclusive mental health and well being service for the whole population	<ul style="list-style-type: none"> • ensure that DH initiatives and recommendations are appropriately actioned • work with regional commissioners on specialist mental health services and offender health • continue to work on the further development and improvement of all existing commitments in mental health and well being services 	<ul style="list-style-type: none"> • for example, implementation of Deprivation of Liberties Safeguards • for example, autism, adult ADHD 	
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**** Dementia**

Please note, since the AOP was approved the National Dementia Strategy has since been published. The PCT in partnership with Middlesbrough Department of Social Care and third sector providers, are currently in the process of mapping local provision against the aims of the strategy to ensure that our investment plans are consistent with national policy and robustly meet the needs of the local population via the well established Older Peoples Mental Health Local Implementation Team.