

MINISTERIAL STRATEGIC GROUP FOR HEALTH AND COMMUNITY CARE

**Paper no: MSGHCC/122/2019**  
**Meeting date: 6 November 2019**  
**Agenda item: 5**

**Purpose:**  
**FOR ACTION**

<b>Title:</b>	<i>IMPLEMENTING THE MENTAL HEALTH STRATEGY AND BEYOND</i>
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<b>Key Issues:</b>	<p>The paper sets out the extensive work being taken forward from the Mental Health Directorate of the Scottish Government, with a host of partners, to achieve a step-change in our approach to mental health and wellbeing. Founded in the comprehensive work of the Mental Health Strategy 2017-27 and its overarching Vision, the paper describes key elements of the reform programme and how it continues to evolve across a number of key areas for action, including: children and young people’s mental health; adult mental health; performance and improvement of specialist health services; suicide prevention; and rights and mental health. It takes account of key Programme for Government commitments. It also sets out the engagement with Chief Officers, Integration Authorities and other key partners in the achievement of this work going forward.</p>
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<b>Action Required:</b>	<p>The Ministerial Steering Group is asked to note this programme of work, the governance structures in place to oversee it, and the commitment to working with Chief Officers to ensure that Integration Authorities are fully engaged in the development and implementation of key actions, as well as Local Authorities, Health Boards, the Third Sector and other key partners.</p>
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<b>Author:</b> Phil Raines (Mental Health Directorate) <b>Date:</b> October 2019	
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## **IMPLEMENTING THE MENTAL HEALTH STRATEGY AND BEYOND**

### **Introduction**

1. The following paper provides a summary of the range of work being taken forward from the Mental Health Directorate of the Scottish Government, with a host of partners, to achieve a step-change in our approach to mental health and wellbeing. Founded in the comprehensive work of the Mental Health Strategy 2017-27 and its overarching Vision, the paper sets out key elements of the reform programme and how it continues to evolve across a number of key areas for action, including:

- Children and young people’s mental health;
- Adult mental health;
- Performance and improvement of specialist health services;
- Suicide prevention;
- Rights and mental health; and
- Learning disabilities and autism.

### **Background**

2. In our Mental Health Strategy 2017-27, the Scottish Government set out a vision of working towards “*a Scotland where people can get the right help at the right time, expect recovery, and fully enjoy their rights, free from discrimination and stigma.*” This vision remains the guiding principle for our work in delivering better mental health outcomes across Scotland, working in cooperation with partners.

3. The Mental Health Strategy was accompanied by a wide-ranging set of actions to deliver on that vision, and a commitment to build on those actions in the intervening years. Since the publication of the Strategy, there have been other reports highlighting areas where action would further improve support for the mental health of Scottish people across all ages, including the ‘Rejected Referrals’ from last year and the report by the Youth Commission on children and young people’s mental health from earlier this year. Our responses to those reports have built on the actions originally set out in the Strategy.

4. Moreover, our programme of reform is being shaped by two key groups. In June 2018 we established the Children and Young People’s Mental Health Taskforce to support and build on some of the actions in this strategy. The Taskforce, chaired by Dr Dame Denise Coia, was commissioned jointly with Convention of Scottish Local Authorities (COSLA) to provide recommendations for improvements in provision for children and young people’s mental health in Scotland, and in partnership, develop a programme of sustainable reforms. In particular the Taskforce was directed to act on the recommendations of the audit of rejected referrals to Child and Adolescent Mental Health Services (CAMHS).

5. Similar, the National Suicide Prevention Leadership Group was set up to take forward an ambitious programme of reform. It was established to deliver on the promise of the Scottish Suicide Prevention Action Plan, *Every Life Matters*, which

was published in August 2018. The Group is chaired by the former Deputy Chief Constable, Rose Fitzpatrick, OBE QPM.

6. The work of the Strategy has been extended by successive Programmes for Government. In 2018, the Scottish Government announced an additional £250 million of funding to support mental health reform, and a number of commitments have been made in the 2018 and 2019 Programmes for Government, as highlighted in the sections below.

7. The programme of reform as a whole is being overseen by the Mental Health Strategy Delivery Group, set up in January of this year and chaired by Ministers. The Group contains key representation from Local Authorities, Health Boards and the third sector.

### **Children and Young People's Mental Health**

8. The Children and Young People's Mental Health Taskforce concluded its work with the publication of a final set of recommendations in July 2019. It set out the need for a whole-system approach to mental health support, one that placed the need for effective specialist mental health services – such as Children and Adolescent Mental Health Services (CAMHS) – in the context of the early intervention and prevention support that should be provided right across the public sector. It highlighted the vital role that different services could play in supporting children and young people's mental health – including schools and primary care support – and the importance of rooting that support in the joint working principles and holistic approach to children and young people's wellbeing of Getting It Right for Every Child (GIRFEC). It noted that there were areas where joint working needed to improve between services locally as well as nationally to achieve this whole-system model, as well as the importance of providing additional support for community wellbeing services to improve the array of support for children and young people.

9. The Scottish Government and COSLA jointly welcomed the recommendations, and established a new Children and Young People's Mental Health and Wellbeing Programme Board to take forward a programme of work to implement the recommendations (which they jointly chair). The Programme Board has now agreed a set of nine deliverables to be implemented by the end of 2020:

- Enhancing existing community based supports and developing innovative new approaches for emotional/mental distress, with financial support to bolster the range of services existing at local level;
- Enhancing the crisis support available to children, young people and their families so that a '24/7' emergency services
- Strengthening local partnership planning for improved mental health and wellbeing outcomes, particularly in ensuring that children's services planning strengthened collective local focus and improvement on mental health and wellbeing;
- Exploring opportunities to enhance the inspection focus on mental health and wellbeing outcomes, so that the scrutiny bodies play a full role in driving local improvement in mental health and wellbeing;

- Considering specific pathways for groups of children and young people who may be at increased risk of experiencing mental ill health, particularly for vulnerable groups such as children in care and care-leavers, as well as young offenders and those on the edge of, or in, secure care;
- Developing a CAMHS Service Specification for use across services in Scotland, so that there was a clear set of expectations around CAMHS for all NHS Boards and their partners;
- Developing a Neurodevelopmental Service Specification for use across services in Scotland;
- Developing a support and improvement programme for CAMHS and Neurodevelopmental Services across Scotland, driving the necessary improvements in performance alongside the reform of the services by other providers outlined above; and
- Developing a programme of education and training to increase the skills and knowledge required by all staff to support children and young people's mental health.

10. This sits alongside action on major Programme for Government commitments to expand the capacity of services to support mental health and wellbeing. These include:

- Investment of an additional £4 million in CAMHS to provide 80 new staff in 2019/20;
- Commitment to ensure that every secondary school in Scotland has access to a counselling service by September next year, with the first tranche of the 350 additional counsellors in place this academic year – all will be in place by next September;
- An additional 50 additional school nurses starting training this year, part of the commitment to a full 250 in training by 2022;
- Support in place for Higher and Further Education Institutions for an additional 80 new counsellors over the next few years; and
- Continuing testing of the Distress Brief Intervention programme in Aberdeen, Inverness, Borders and Lanarkshire – supported by funding of £7.9 million, the pilot projects are providing help to people aged 16 and over, with plans in place by April 2020 for a review how the programme could be extended to those aged 15 and younger.

11. Work on each of these actions is underway. On a cross-cutting basis, the Programme Board has recognised that it is vital that Integration Authorities are fully engaged and active in contributing to these reforms. As a result, Mental Health Directorate officials have been working with the Chief Officers Group on a mental health-focused working group to provide a forum for information sharing and joint working on these developments to ensure that Integration Authorities remain key partners in these developments.

## Perinatal and infant mental health

12. Alongside this wider work on children and young people is the targeted programme of work for perinatal and infant mental health. We have set a vision for women, young children and families for perinatal and infant mental health services that are responsive, timely and address the of women and families throughout pregnancy and the early years of life. It is crucial that these services are led by the needs of women, young children and families, building on good practice and learning from positive and negative experiences of current services. As well as continuing to fund the Perinatal Managed Clinical Network (MCN), successive Programmes for Government set out our commitment to improving perinatal and infant mental health services. In March 2019, the MCN published a Needs Assessment Report for perinatal and infant mental health services, and a panel of recommendations for service improvement. In order to deliver this change, the First Minister committed £52 million to support perinatal and infant mental health services across Scotland.

13. In response, the Perinatal and Infant Mental Health Programme Board was established in April 2019 in order to implement commitments to improving perinatal and infant mental health. Professor Hugh Masters was appointed as Chair. In August 2019 the Programme Board Delivery Plan was published, which sets out in detail actions to be taken in 2019/20 to develop services and implement the recommendations in the MCN Needs Assessment Report.

14. As set out in the Programme for Government, during 2019 and 2020, we will:

- Support the third sector to deliver counselling and befriending services for women who might benefit from additional support in their community;
- Invest £825,000 to increase specialist staffing levels at the two current Mother and Baby Units at St John's Hospital in NHS Lothian and Leverndale Hospital in NHS Greater Glasgow and Clyde, enabling them to become centres of expertise;
- Support the development of a community perinatal mental health service across Scotland. Backed by £5 million of investment, this will focus on women with mild to moderate symptoms, allowing them to quickly access support from, for example, cognitive behavioural therapists and psychological therapists; and
- Make £3 million available to support the establishment of integrated infant mental health hubs across Scotland, which will create a multi-agency model of infant mental health provision to meet the needs of families experiencing significant adversity, including infant developmental difficulties, parental substance misuse, domestic abuse and trauma.

## Adult Mental Health

15. One of the core actions of the Mental Health Strategy was the ambitious commitment to invest in the workforce capacity to support mental health across Scotland ('Action 15'). This is the commitment for 800 additional mental health professionals in GP practices, A&Es, prisons and custody suites by 2021/22), A quarterly Reporting Framework has been agreed with Integration Authorities, which

is regularly and collectively reviewed. There is good progress in delivery, with 268 additional whole time equivalent staff employed as of 1 July 2019.

16. Mental health support for development of primary care remains fundamental. To date, £20 million has been invested via the Primary Care Mental Health Fund to encourage the development of new models of care to ensure that people with mental health problems get the right treatment, in the right place, at the right time. This includes £5.5 million in 2019/20. Primary care improvement plans must demonstrate how this is being used to re-design primary care services to ensure that those who need mental health support can access it when they need it. As a result Primary Care Improvement Plans will continue to be reviewed proactively, and we will engage with the Chief Officers Group on how best to drive this going forward.

17. Over the past year, there has also been the full national rollout of the Computerised Cognitive Behavioural Therapy service across all 14 territorial Health Boards, with referral rates continuing to rise. To further improve this service, we are developing self-referral access to online Cognitive Behavioural Therapy for anyone with mild to moderate depression and exploring specifically how it can be used to support young people.

18. As part of the 2019 Programme for Government, a major initiative to drive improvement in adult mental health support services across Scotland was announced with a commitment to establish a new Adult Mental Health Collaborative. This will allow public services, the third sector and communities can work together to improve support to people suffering from mental ill-health through collective improvement work.

19. We intend to engage with partners at the Mental Health Strategy Annual Forum on 27 November 2019 to initiate a conversation on the remit, priorities and scope of the Collaborative, with a view to formally launching in early 2020. The aim is for the Collaborative to support organisations to close gaps by creating a structure in which partners can connect and easily learn from each other and from recognised experts. In line with the widely held view that partnerships between the public and Third sectors should work better, the Collaborative will focus on providing a mix of universal and very targeted services, over an initial two-year learning period that will bring partners together to seek improvement.

### **Performance and Improvement**

20. The Scottish Government has continued to work closely with NHS Boards on improving performance on CAMHS and Psychological Therapies (PT). We are now in the final year of the £54 million package (2016-20) of support to help Boards improve their performance against the waiting times standards. This not includes investment in workforce and capacity, but support to Healthcare Improvement Scotland for a Mental Health Access Improvement Support Team (MHAIST) to work in partnership with Boards to improve access to mental health services. MHAIST has been supporting NHS Boards to develop and deliver frontline improvement projects through a collaborative. It has also supported individual Boards to understand strategic improvement issues using an in-depth diagnostic framework and support

Boards in setting out Improvement Plans on how they intend to improve access to CAMHS and PT with milestones over the next two years.

21. Boards have now set out their performance plans in the 2019 Annual Operational Plans. These include trajectories on how they will meet the waiting times standards by December 2020. The Annual Operational Plans provide the detail to more effectively monitor and work with Boards, in the same way as for physical health waiting times.

### **Suicide Prevention**

22. One of the key actions of *Every Life Matters* set out that Suicide Prevention and Mental Health (SP/MH) training should be mandatory for all NHS staff. At the end of May, the Minister for Mental Health launched a new SP/MH learning and awareness raising resource along with a new Knowledge and Skills Framework – developed by NHS Health Scotland NHS Education Scotland. A Workforce Development Plan will shortly be launched alongside these. The Scottish Government Director for Mental Health, Donna Bell, wrote to all NHS Chief Executives and Integration Authority Chief Officers, asking them to include SP/MH training in their local workforce development plans. Local Authority Chief Executives have also committed to sharing these new resources across their local areas.

23. The National Suicide Prevention Leadership Group also issued its first Annual Report this September, describing the work to date and further planned activity, including approaches to local planning and reviews of suicides. The report made 11 recommendations to both the Scottish Government and COSLA, all of which were welcomed and accepted. This is forming the backbone for the reform programme in this area going forward.

### **Rights and Mental Health**

24. This year, the Scottish Government announced an independent review of the Mental Health Act, chaired by John Scott QC, reaffirming our commitment to a modern, inclusive Scotland which protects and respects human rights. This overarching review aims to improve the rights and protections of those living with mental illness and remove barriers to those caring for their health and welfare. It will examine developments in mental health law and practice concerning compulsion as well as care and treatment since the current legislation came into force in 2005.

25. Ministers have also announced a review of the delivery of forensic mental health in Scotland. The review will encompass the delivery of forensic mental health services in hospitals, prisons and in the community. The review is expected to take around 12 months. Derek Barron, Director of Care, Erskine, has been appointed as Chair.

## **Learning Disabilities and Autism**

26. In March this year the Scottish Government published a refreshed implementation framework and priorities for people with learning disabilities. This framework builds on the work delivered since the publication of the keys to life strategy in 2013 and aims to tackle the health inequalities.

27. As part of the 2019 Programme for Government, we announced an initiative to drive improvement in health checks for people with learning disabilities. This work will help address the stark health inequalities for people with learning disabilities who die up to 20 years earlier than the general population.

28. Work continues to deliver the refreshed Scottish Strategy for autism priorities published in 2018. One of the key actions is to deliver a national campaign which aims to improve the understanding of autism through public information and work towards changing behaviours so that autistic people feel respected and understood and have greater access to the same community and employment opportunities as the rest of the population.

29. Also, as part of the 2019 Programme for Government, we announced a national initiative to drive improvement in the support autistic people receive post their diagnosis. This work will help address the inequality of access across Scotland to post diagnostic support and help people to understand their diagnosis and help them develop coping strategies.

## **Conclusions**

30. The Ministerial Steering Group is asked to note this range of work, the governance structures in place to oversee its implementation, and the commitment to working with Chief Officers to ensure that Integration Authorities are fully engaged in the development and implementation of key actions, as well as Local Authorities, Health Boards, the Third Sector and other key partners through the relevant groups overseeing the programme of work set out above.