Tuesday, 30 November 2021

# **OVERVIEW AND SCRUTINY BOARD**

A meeting of **Overview and Scrutiny Board** will be held on

Wednesday, 8 December 2021

commencing at 5.30 pm

The meeting will be held in the Meadfoot Room, Town Hall, Castle Circus, Torquay, TQ1 3DR

# **Members of the Committee**

Councillor Douglas-Dunbar (Chairwoman)

Councillor Atiya-Alla Councillor Mandy Darling

Councillor Barrand Councillor Foster

Councillor Brown Councillor Kennedy

Councillor Bye (Vice-Chair) Councillor Loxton

# **Together Torbay will thrive**

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Email: governance.support@torbay.gov.uk - www.torbay.gov.uk

# OVERVIEW AND SCRUTINY BOARD AGENDA

# 1. Apologies

To receive apologies for absence, including notifications of any changes to the membership of the Board.

2. Minutes (Pages 4 - 7)

To confirm as a correct record the minutes of the meeting of the Board held on 10 November 2021.

### 3. Declarations of Interest

a) To receive declarations of non pecuniary interests in respect of items on this agenda

**For reference:** Having declared their non pecuniary interest members may remain in the meeting and speak and, vote on the matter in question. A completed disclosure of interests form should be returned to the Clerk before the conclusion of the meeting.

**b)** To receive declarations of disclosable pecuniary interests in respect of items on this agenda

For reference: Where a Member has a disclosable pecuniary interest he/she must leave the meeting during consideration of the item. However, the Member may remain in the meeting to make representations, answer questions or give evidence if the public have a right to do so, but having done so the Member must then immediately leave the meeting, may not vote and must not improperly seek to influence the outcome of the matter. A completed disclosure of interests form should be returned to the Clerk before the conclusion of the meeting.

(**Please Note:** If Members and Officers wish to seek advice on any potential interests they may have, they should contact Governance Support or Legal Services prior to the meeting.)

# 4. Urgent Items

To consider any other items that the Chairman decides are urgent.

# 5. Mental Health and Wellbeing

(Pages 8 - 15)

- 1. To review the mental health offer within Torbay, including the addition of new ward at Torbay hospital and an outline of the Community Mental Health Framework on how people are supported with severe mental health needs.
- 2. To consider the impact of domestic abuse on individuals and families' health and wellbeing and the support available to help them.

# Key line of enquiry:

The Police have advised that they are no longer able to use the Haytor Unit at Torbay Hospital as a 'place of safety' and are having to take people detained with mental health issues to Exeter or

Plymouth. What is being done to ensure that there is a suitable 'place of safety' within Torbay for the Police to take people detailed with mental health issues?

(Note: Melanie Walker – Chief Executive, Dr Colm Owens – Joint Acting Medical Director, and Dr Sonja Manton - Programme Director - Mental Health, Learning Disabilities and Autism, Devon Integrated Care Service (Devon Partnership NHS Trust) and Jo Williams – Director of Adults and Community Services and Tara Harris – Divisional Director for Community and Customer Services have been invited to the meeting for this item.)

# 6. Torquay Town Deal and Paignton Future High Street Update To receive an update on the progress made to implement the Cabinet's response to the recommendations of the Overview and Scrutiny Board in respect of Torquay Town Deal and Paignton Future High Street.

(To Follow)

# **Meeting Attendance**

Whilst national Covid-19 restrictions were lifted on 19 July 2021, Torbay Council has taken the decision to continue operating in a Covid-19 secure manner in order to protect staff and visitors entering Council buildings and to help reduce the spread of Covid-19 in Torbay. This includes social distancing and other protective measures (e.g. wearing a face covering (unless exempt), signing in and using hand sanitiser). Our public meetings will continue to operate with social distancing measures in place and as such there are limited numbers that can access our meeting rooms. Also, to help prevent the spread of the virus, anyone attending meetings is asked to take Covid lateral flow test the evening before - if you have a positive test result please follow the Government's guidelines and do not attend the meeting.

If you wish to attend a public meeting please contact us to confirm arrangements for your attendance.

# Minutes of the Overview and Scrutiny Board

# **10 November 2021**

-: Present :-

Councillor Douglas-Dunbar (Chairwoman)

Councillors Barrand, Brown, Bye (Vice-Chair), Mandy Darling, Foster, Kennedy and Loxton

(Also in attendance: Councillors Brooks, Cowell, Steve Darling, Long and David Thomas)

# 25. Apologies

An apology for absence was received from Councillor Atiya-Alla.

### 26. Minutes

The minutes of the meeting of the Board held on 13 October 2021 were confirmed as a correct record and signed by the Chairwoman.

# 27. Police Update

Chief Superintendent Neil Ralph, South Devon Basic Command Unit Commander from Devon and Cornwall Police provided an overview of staffing levels across Torbay and gave reassurance that the recent changes were expected to be in place for at least the next two years to provide continuity, particularly at senior and middle management levels. He also advised that the Police were finalising budgets to upgrade the Police estate across South Devon and outlined the latest crime figures as set out in the submitted representation and responded to questions in relation to:

- If the people who were recorded under the mental health statistics were also involved in drugs, alcohol and/or domestic violence.
- It there was evidence of an increase in anti-social behaviour events.
- How incidents involving children were managed across agencies, including the police.
- What the statistics were in respect of reoffending and the work to support individuals.
- What acts were classed as stalking and harassment.
- How many times the armed response unit was deployed in Torbay.
- What the figures were for Torbay for fraud.
- How the Police deal with people detained because of mental health issues.

- How staffing levels compared now to previous years, particularly uniformed officers and how many posts were interim.
- The reasons behind the increase in petty shoplifting.
- Response times for dealing with incidents and how this was monitored.
- How could individual Councillors engage more effectively with their neighbourhood Police teams as there was no longer a Police presence at some of the Community Partnership meetings.
- What was being done to support people living in isolated villages.
- How the child centred and trauma informed Policing approaches worked.
- More crimes were being picked up due to improved reporting and understanding, was the increase in rape a follow on from stalking or harassment.

Members noted that comparison data had been provided for the last two years due to 2020 being impacted by Covid-19 and various lockdowns.

# Resolved (unanimously):

1. that the Democratic Services Team Leader be requested to add the following key line of enquiry to the next Board meeting considering mental health and wellbeing:

The Police have advised that they are no longer able to use the Haytor Unit at Torbay Hospital as a 'place of safety' and are having to take people detained with mental health issues to Exeter or Plymouth. What is being done to ensure that there is a suitable 'place of safety' within Torbay for the Police to take people detailed with mental health issues?;

- that the Democratic Services Team Leader be requested to write to all Councillors on behalf of the Board encouraging them to sign up to the Police Advocacy Scheme and highlighting the local Policing area on the Devon and Cornwall Police website;
- that the South Devon Basic Command Unit Commander be requested to provide the Democratic Services Team Leader with statistics on fraud in Torbay to be circulated to all Councillors; and
- 4. that the South Devon Basic Command Unit Commander be requested to make better use of social media across the whole of Torbay to raise awareness of the Police work within the local neighbourhoods.

# 28. Local Environmental Quality - Outline Plan

The Interim Chief Officer SWISCo, Mark Smith, outlined the submitted report which provided the five key principles and three workstreams to be developed into the proposed Local Environmental Quality Action Plan. The Interim Chief Officer and Director of Place, Kevin Mowat, responded to questions and received observations from the Board in respect of the following:

- How would SWISCo engage with the public and also consider local businesses and our tourism sector.
- How would the complications between ownership of land be managed to ensure that action was taken and people were not passed onto other people or organisations to resolve issues of concern.
- What zero tolerance would look like and what sort of breaches this would apply to.
- Issues around fly tipping.
- Concerns about how the Council/SWISCo dealt with unauthorised encampments, homeless people in tents and visitors pitching up tents due to lack of capacity or other options for holidays.
- Query about the tone of the wording in paragraph 1.5 'Activity will emphasise that the local environment is not owned by the Council or other agency and that the people of Torbay are its ultimate custodians.' and how this would be perceived by the public.
- Reassurance that engagement activity would be carried out by officers as well as Councillors.
- How the work around enforcement would link in with the work of the Enforcement Agency.
- What action would be taken by owners of holiday lets who had been using domestic waste and recycling collections instead of organising separate commercial waste collections.
- The adequacy of public bins across Torbay to meet the demands and if they were sited in the most appropriate locations.
- How to make it easier for the community to take action themselves without legal barriers relating to issues such as insurance if they carry out work on Council owned land.
- Issues in connection with enforcement and which Law it falls under.
- Concern over private landowners burning commercial waste and the environmental impact and nuisance of this.
- The outcome of the dual bin trial in Babbacombe the results of the trial would be shared with all Councillors once finalised.
- What enforcement measures were proposed in respect of our green spaces.

Members noted that the Action Plan would be developed and delivered within finite resources and there would be a need to be open and honest about what could be delivered and to manage expectations working jointly with the public and partners to improve environmental quality within Torbay.

# Resolved (unanimously):

That the Board endorses the suggested five guiding principles and three work streams identified in the Local Environmental Quality outline proposals and requests that the Interim Chief Officer of SWISCo and the Director of Place consider the feedback highlighted above and raised at the meeting.

# 29. Strategic Asset Management Plan

The Cabinet Member for Economic Regeneration, Tourism and Housing, Councillor Long, introduced the submitted revised Strategic Asset Management Plan which was currently out to public consultation. The Head of Assets and Facilities Management, TDA, Paul Palmer, responded to questions in respect of the following:

- How many assets were in poor condition and in need of repair.
- What was happening with the Monastery building?
- The wording of the Strategy was very technical in places and would benefit from being reviewed to ensure 'Plain English' was used wherever possible or explanations given where more technical wording applied.
- How many properties were empty and how often this was reviewed.
- How the Marine Conservation Zone was considered in the Strategy.
- The use of Oxen Cove Jetty.
- What action was being taken to consider use of our assets to support accommodation for children and adults.
- What was happening with the Debenhams site.

Resolved (unanimously):

That the Cabinet be recommended:

- 1. that the wording of the Strategic Asset Management Plan be reviewed to ensure that it is easier to understand using Plain English; and
- 2. to request that the lease agreements for assets on beachfronts be reviewed to tighten them up to address their impact on climate change and the type of take away waste they create and how they manage their waste to ensure they are not polluting our sea and beaches.

# 30. Budget Monitoring Quarter 2

The Board considered and noted the submitted budget monitoring report for 2021/2022 Quarter 2, which provided a high-level budget summary of the Council's revenue and capital position, based on figures on 30 September 2021. Members noted that the report predicted an overspend of £0.84m but issues such as Covid-19, changes in Universal Credit, end of Furlough, the impact on the Collection Fund and continued demand on Children's and Adult Services were putting unknown increased pressure on the revenue budget.

(Note: Councillor Bye left the meeting prior to consideration of this item.)

Chairwoman



# Developments in Mental health, Learning disability and Autism Services in Torbay

# **Briefing for Torbay Overview and Scrutiny Board**

The purpose of this briefing is to update members on some of the key developments, challenges and opportunities faced in addressing the needs of Torbay's population.

To support this, it includes information relating to:

- The needs of the local population
- Current service provision and challenges
- Key developments and opportunities.

Members are asked to note the content of the report and are invited to discuss how the Overview and Scrutiny Board can work with, and support, partners in future developments to address the needs of the local population.

# 1. The needs of the population

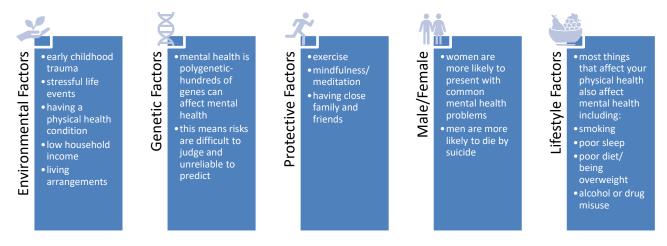
# 1.1 Population change

By 2035, the population in the county of Devon, including Torbay and Plymouth is estimated to grow by 8% (94,600) with an increase in older adults (+32%) and children and young people (+2%). The number of working age adults expected to reduce (0.4%).

Torbay is expected to see the biggest percentage change in population, increasing the older adult population and reducing working age adults.

# 1.2 Wider determinants of mental health problems

The development of mental illness is rarely, if ever, caused by a single risk factor. It is a complex set of interactions which researchers are still working to understand. The illustration below is adapted from work by the University of Edinburgh.



In this context it is worth noting that:

Torbay has one of highest levels of deprivation in the country

- Homelessness in Torbay is greater than any other area of the South West
- Violent Crime and domestic abuse levels in Torbay are greater than the regional and national average
- Torbay has higher levels of common mental health problems than anywhere else in the South West.

# 1.3 Emotional health and wellbeing of children and young people

There are approximately 25,000 children and young people living in Torbay. This represents 11.1% of all children and young people living within Devon's Integrated Care System (ICS).

11.2% of school aged children with a mental health disorder in ICS Devon, live in Torbay.

Torbay and ICS Devon are above the national and regional averages for hospital admission as a result of self harm in young people.

### 1.4 Outcomes

We have the opportunity to work together to improve the following for our local population:

- Torbay has the highest suicide rate in the country
- Life expectancy at birth and Disability Free Life Expectancy in Torbay are some of the lowest in the South West region
- Premature mortality in people with severe mental illness is worse than regional and national averages
- Torbay has the highest proportion of Employment Support Allowance claimants for mental health reasons in the South West.

# 1.5 Impact of COVID

We are still learning about the impact of the pandemic on the mental health of our population. The Centre for Mental Health forecasts a significant rise: 8.5m adults and 1.5m children and young people with mental health problems nationally. The types of needs likely to increase include problems like Post Traumatic Stress Disorder (PTSD), depression and anxiety. The pattern of increase in need will not be the same for all groups or needs. Some groups are more likely to develop mental health problems as a result of the COVID pandemic. Some mental health problems take longer to manifest themselves as illness, for example PTSD.

Our organisation has managed to keep all of its major services running throughout the pandemic and we have made good use of technology to support people virtually, where it is safe and appropriate to do so. However, we have seen significant increases in demand for many of our services, including services for children and young people (CAMHS), adults with autism and/or ADHD and people with eating disorders. We have also seen increases in acuity, meaning that a higher number of people are being referred to us with more serious needs.

# 2. Current Service Provision

The ICS in Devon is a partnership of health and social care organisations working together with local communities across Devon, Plymouth and Torbay to improve people's health, wellbeing and care.

For the population of Torbay, NHS mental health services are mostly provided by Devon Partnership NHS Trust, which is part of the ICS and increasingly playing a role as a commissioner of services as well as a provider.

# 2.1 Devon Partnership NHS Trust

Devon Partnership NHS Trust employs around 3,700 staff and provides a wide range of NHS services to people of all ages with mental health, learning disability and autism needs in the county of Devon (except Plymouth). In 2020/21 we received more than 66,000 referrals and made around 36,000 contacts with people every month.

Our core services include local community teams and hospital (inpatient) teams, as well as a number of specialist teams providing services for people with more specific needs across the county and wider South West.

Devon Partnership NHS Trust is rated as 'Good' overall by the Care Quality Commission.



In the last few years, the NHS has invested in mental health services (Mental Health Investment Standard). The mental health investment standard is a minimum level of investment required to start to address some of the longstanding shortfalls in service provision against the needs of the population (often referred to as the 'treatment gap'). The NHS Long Term Plan for Mental Health sets out areas of service expansion that should be funded from this additional investment. We recognise that this may not be enough to fully close these treatment gaps.

# 2.2. Services in Torbay

We provide a number of core services for people in Torbay, including access to:

- A 24/7 First Response Service for people in urgent need or a crisis it takes around 5,000 calls a
  month
- Two acute psychiatric wards on the Torbay Hospital site Haytor ward for adults and Beech ward for older people with functional mental health needs, such as depression or psychosis
- Two **community mental health teams** for **adults** (Riviera and Baywide) and a community mental health team for **older people**
- TALKWORKS a free and confidential NHS talking therapy service (part of the national Improving Access to Psychological Therapies programme) for adults in Devon with mild to moderate mental health and wellbeing needs. People can self-refer and last year the service had more than 25,000 referrals
- The **Devon Memory Service** a one-stop-shop service to diagnose people with dementia (based at Torbay Hospital)
- Learning disability services we have liaison nurses based at Torbay Hospital, primary care liaison nurses, an Intensive Assessment and Treatment Team and dedicated Continuing Health Care nurses supporting adults with a learning disability
- Children and Adolescent Mental Health Services (CAMHS) we are part of the Children and Family Health Devon alliance and our CAMHS teams provide a number of health services for children, young people and families
- A **liaison psychiatry team** at Torbay Hospital, which works closely with the Emergency Department to support people who have urgent mental health needs
- A **Drug and alcohol service** which we provide in partnership with Torbay and South Devon Healthcare NHS Foundation Trust
- **Social care** there are four social workers who deliver social care to adults using our mental health services across Torbay.

## 2.3 Specialist Services

The residents of Torbay are also able to access a number of more specialist services provided by our organisation:

- Psychiatric Intensive Care Unit (PICU) provides a short spell of intensive care and treatment in hospital for people whose needs cannot be met on our general acute psychiatric wards
- Mother and Baby Unit (MBU) provides specialist hospital care for mothers, alongside their babies, who have serious mental health needs such as post-partum psychosis

- Additional Support Unit provides specialist inpatient care and treatment for people with a learning disability
- Community perinatal service delivers a range of community support to expectant and new mothers with serious mental health needs
- Place of Safety We have worked closely with Devon and Cornwall Police to develop the Street
  Triage and Liaison and Diversion services to ensure that people with mental health and learning
  disability needs get the support they require when they come into contact with the police or wider
  criminal justice system.

We have also established a single Place of Safety for Devon (excluding Plymouth, which has its own). For the first time, we now have a 24/7 service with a dedicated staff team that is located in a modern, health-based environment. Under s136 of the Mental Health Act, police are required to take people whom they have detained because of mental health concerns to a recognised Place of Safety for assessment.

- **Eating disorders** The Haldon Unit provides specialist inpatient care and treatment for people with severe disorders, such as anorexia nervosa. We have also established a dedicated community eating disorders service across the county
- Autism and Attention Deficit Hyperactivity Disorder (ADHD) our Devon Adult Autism and ADHD Service (DAANA) provides a diagnostic assessment service for adults with autism needs and a diagnosis and treatment service for people with ADHD
- Gender Services The West of England Specialist Gender Identity Clinic delivers services for people with issues around their gender
- **Secure Services** a range of secure services is provided at Langdon Hospital in Dawlish these generally support people with mental health needs who have come into contact with the criminal justice system. We are gradually developing local community services to support those people who step-down from inpatient care at Langdon and other secure care settings.

# 3. Key Challenges

- <u>Recruitment of staff</u> particularly doctors and qualified nurses. There is a national shortage of mental health and learning disability staff.
- Impact of COVID this is still unknown and evolving, but will have an effect on demand and our services. Although modelling varies, national and local intelligence shows that we are likely to see increasing demand across a range of mental health services albeit differentially, and this is in the context of growing population needs as above.
- <u>Inpatient bed capacity</u> Devon has fewer acute inpatient mental health beds per head of population than other parts of the country and alongside increasing and transforming our community-based services, increasing inpatient capacity is one of our long-term priorities. We currently place too many people outside the county for care and treatment and we are striving to reduce inappropriate placements outside the county to zero.
- <u>Services for children and young people</u> Our CAMHS teams for Torbay and South Devon have recently merged to provide greater consistency and resilience. Like other services, the team is struggling to recruit to key posts. It has also seen increases in demand overall since the start of the pandemic and, in particular, rising demand from young people with eating disorders and higher numbers of referrals for vulnerable and at-risk children.

- <u>Autism and ADHD</u> Although our DAANA service has seen increased investment to help tackle
  historical long waiting times, we have seen a significant increase in demand since last year –
  referrals have broadly doubled for autism and trebled for ADHD and we continue to discuss the
  issues of capacity and investment with our commissioners.
- Adult community waiting times although they are gradually reducing, waiting times for assessment
  and treatment for adults supported by our community mental health teams in Torbay are too long.
  Other services that are currently experiencing long waits include The West of England Specialist
  Gender Identity Clinic and our DAANA service for adults with autism and ADHD needs.
- Social care we are in discussion with Torbay Council about how we can improve and widen the social care offer to residents of all ages in Torbay
- <u>Ageing population</u> although services for older people in Torbay are generally working well they
  have short waiting times and relatively few issues with staff recruitment and retention referrals are
  increasing. There is pressure on inpatient capacity at Beech ward at Torbay Hospital and our
  specialist dementia ward for Devon, which is in Exeter.

Population predictions suggest that the number of people aged over 65 will increase by 40% by 2040 – for Torbay this means an increase from around 37,000 people to 52,000. By the same date, the number of people aged over 90 will have doubled – half of whom are likely to have some form of dementia.

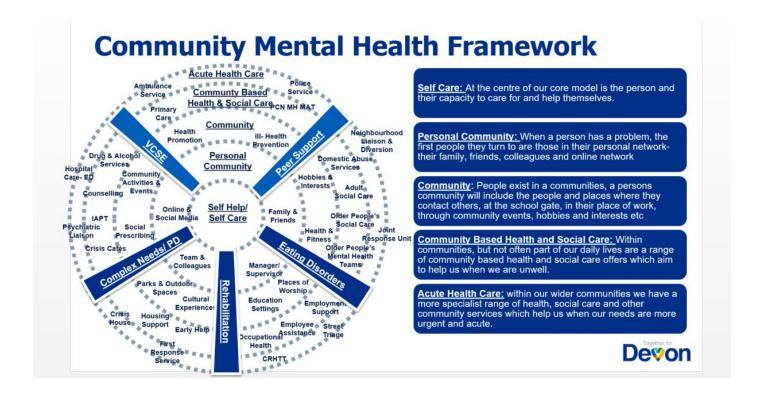
# 4. Developments and Opportunities

# 4.1 Community Mental Health Services

One area that has lacked sustained focus and investment in recent years, both locally and nationally, is the provision of community mental health services for adults with severe mental health needs.

We are proud and privileged to be moving forward well with implementing the national <u>Community Mental Health Framework</u> (CMHF) so that people with serious mental illness experience more consistent, joined-up support that better meets their needs – taking a whole person, whole population approach.

After receiving very positive feedback from NHS England/Improvement about our proposals and successfully securing our share of the national funding earlier in the year to improve community mental health services, we have started implementing the new model across the county at pace.



# Since April 2021 progress has included:

- Working at place five local implementation teams (aligned and in support of our Local Care Partnerships including one for Torbay and South Devon) are now in place, working together to ensure that targeted neighbourhood support is provided by primary care mental health multi-agency teams. This has included constructive conversations with all of Devon's 31 Primary Care Networks about how the additional roles in primary care are filled (one per PCN this year and increasing in the two years thereafter) and working with the mental health care teams within Devon Partnership NHS Trust and Livewell Southwest (Plymouth).
- Developing new arrangements and an equal partnership with the voluntary, community and social enterprise sector (VCSE) to ensure good support and provision across the county. We are investing an additional £3.65m in these services over the next three years. Throughout the summer we have engaged with over 130 VCSE organisations to develop a Devon-wide VCSE/I alliance aligned to the CMHF. This alliance will work in partnership with us to develop new services and work with existing community-based provision to ensure people's needs are met. This will complement and work with Torbay's existing strong VCSE sector developments.
- Recruitment additional staff have been recruited, including people to help implement the
  changes, and new roles (mental health practitioners, trainee Clinical Associate Psychologists and
  their supervisors) as well as Recovery Navigators to walk alongside people so they get help when
  and where it is needed.
- Three specific clinical areas are the focus of more targeted support, rolled-out over the next two
  years (eating disorders, personality disorders, mental health rehabilitation). System-wide
  clinical reference groups are now in place leading the design of the proposed new approaches and
  configurations, as part of the overall model.
- Embedding co-production and co-design with people who have lived experience is a core
  component of designing and implementing the new services.

Implementing this new model of care for community mental health is a truly transformational area of development which will have wide-reaching impact on the way we work together to support our population's needs.

As outcomes, we anticipate:

- People will have good mental health and improved resilience
- More people will have access to services closer to home and when needed
- People will receive earlier support
- · People will be enabled to manage their emotional health and wellbeing
- More people will have improved mental health
- · More people with mental health problems will recover
- More people with mental health problems will have good physical health and better general health
- More people will have a positive experience of care and support
- People with long-term conditions will have better mental health
- Fewer people will suffer avoidable harm
- People's journey to better health will be shorter.

# **4.2 Further Developments**

- A brand new ward for adults (Salus ward) is due to open on the Torbay Hospital site next spring, following an investment of around £13m. This will help to address the issue of insufficient inpatient care, but further capacity is still required.
- Beech ward for older people has recently benefited from a £2m refurbishment and it now provides a
  far more modern environment and 16 en-suite bedrooms.
- Our community service for older people in Torbay is piloting a Home Treatment service. This project is funded until March 2022 but extended funding is being sought. The pilot is helping to avoid people being admitted to hospital and aiding shorter lengths of stay by providing home support when people have been discharged. There is, however, a widely recognised shortage of nursing home care in Torbay to support people with more serious needs which reflects a national problem.
- <u>Autism</u> we are currently recruiting to a new county-wide service called the Devon Adult Autism Interventions Team to help reduce lengths of stay in hospital and prevent the need for hospital admission.
- <u>Children and young people</u> we already have one established Mental Health in Schools team in Torbay and we have now secured recurrent funding for a second.
- <u>Drug and alcohol services</u> Torbay Council is currently re-commissioning this service as part of the Multiple Complex Needs (MCN) tender. Our organisation is committed to being a partner in the new alliance approach to delivering these services and in ensuring the continuity of provision until the new contract commences in February 2023. There is also an opportunity to integrate these services more fully into other local services through the implementation of the Community Mental Health Framework.

# 5. Recommendations

Members are asked to note the content of the report and are invited to discuss how the Overview and Scrutiny Board can work with and support partners in future developments to address the needs of the local population.

8 December 2021