

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

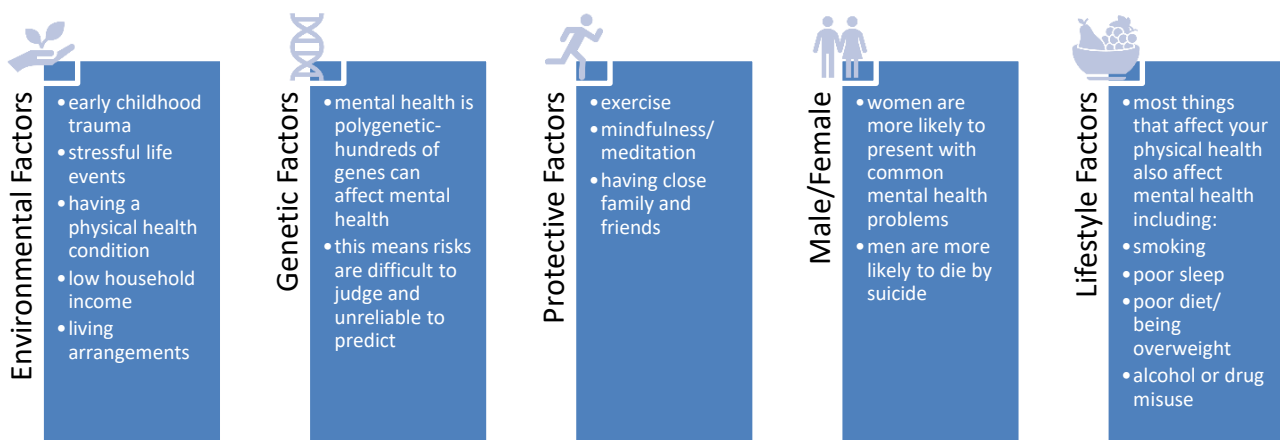
1.1 Population change

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.

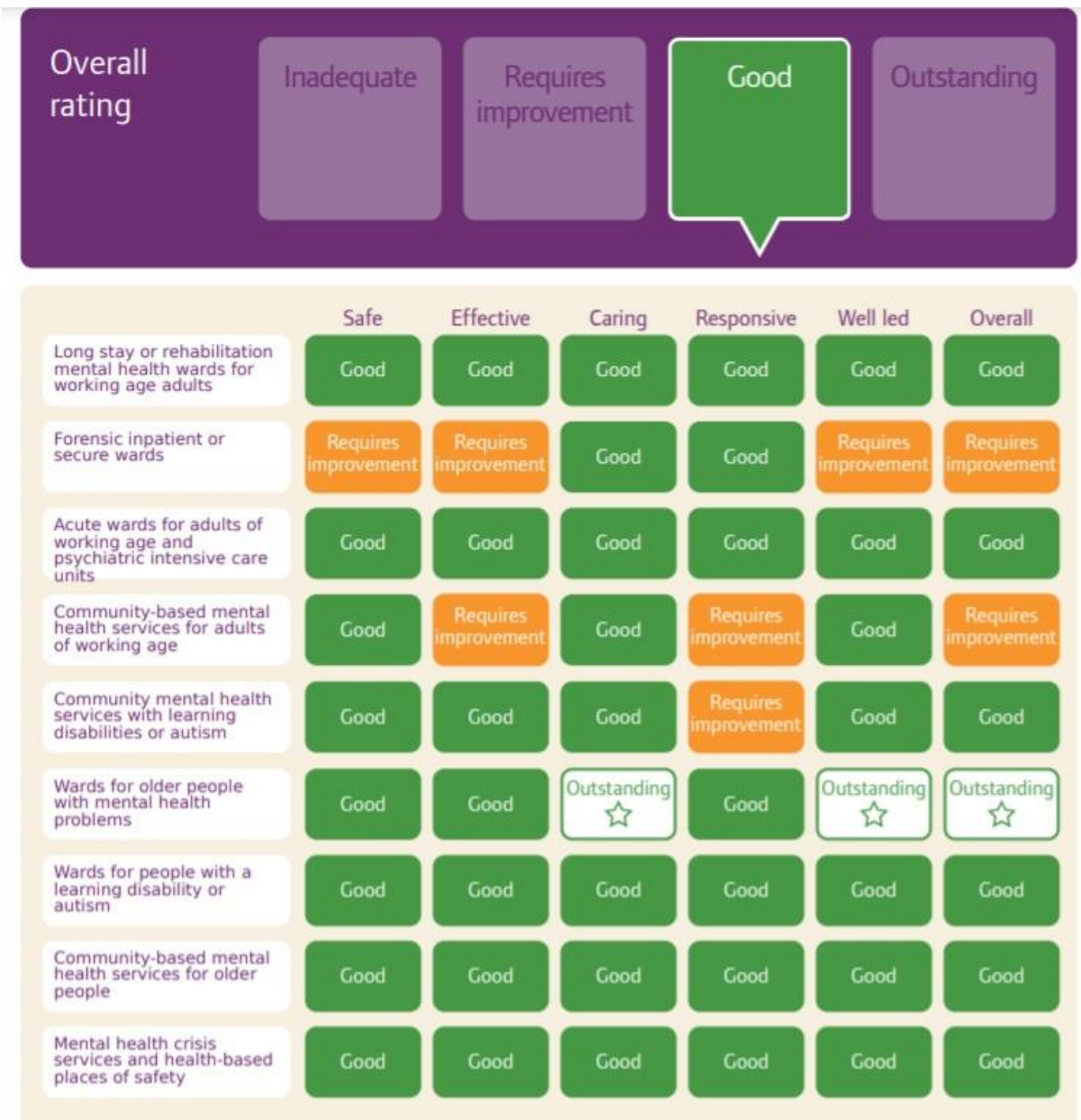
For the population of Torbay, NHS mental health services are mostly provided by Devon Partnership NHS Trust, which is part of the ICS and increasingly playing a role as a commissioner of services as well as a provider.

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

- **Recruitment of staff** – 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.
- **Inpatient bed capacity** – 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.
- **Services for children and young people** – 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.

- Autism and ADHD – 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
- Ageing population – 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 [Community Mental Health Framework](#) (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.

Community Mental Health Framework



Self Care: At the centre of our core model is the person and their capacity to care for and help themselves.

Personal Community: When a person has a problem, the first people they turn to are those in their personal network- their family, friends, colleagues and online network

Community: People exist in a communities, a persons community will include the people and places where they contact others, at the school gate, in their place of work, through community events, hobbies and interests etc

Community Based Health and Social Care: Within communities, but not often part of our daily lives are a range of community based health and social care offers which aim to help us when we are unwell.

Acute Health Care: within our wider communities we have a more specialist range of health, social care and other community services which help us when our needs are more urgent and acute.

Together for
Devon

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.
- [Autism](#) – 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.
- [Children and young people](#) – we already have one established Mental Health in Schools team in Torbay and we have now secured recurrent funding for a second.
- [Drug and alcohol services](#) – 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