Future of Learning Disabilities and Mental Health Services in Cumbria

Cumbria Partnership NHS Foundation Trust
Cumbria Health Scrutiny Committee
8th October 2018
Cumbria Health Scrutiny Meeting

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Title: Future of learning disabilities and mental health services
Report by: Gary O’Hare, Executive Director of Mental Health
Presented by: Gary O’Hare, Executive Director of Mental Health

PURPOSE

The purpose of this report is to provide Cumbria Health Scrutiny Committee with a progress update on the agreements being developed by Cumbria Partnership NHS Foundation Trust (CPFT), Lancashire Care NHS Foundation Trust (LCFT) and Northumberland Tyne and Wear NHS Foundation Trust (NTW).

CONTEXT

In the last seven years there have been a range of national directives/key policy drivers which recognise the challenges in the NHS, identify potential solutions and articulate a way forward to improve quality and safety, change and progression. Crucially, most of these drivers do not prescribe actions but allow for local and regional innovation and collaborative approaches.

In early 2018 the two Clinical Commissioning Groups (CCG’s) with commissioning responsibility for Cumbria, (Morecambe Bay CCG in the south and North Cumbria CCG in the north), published their strategic commissioning intentions for services currently delivered by CPFT. They advised that from April 2019 the commissioning intention is for all services currently delivered by CPFT to be delivered into the integrated health and care systems covering North and South Cumbria from April 2019.

These commissioning intentions were informed by a number of drivers to support best practice. The commissioning intentions state that this will require ‘either direct delivery from, or at least very robust partnership arrangements with an external Trust’. The CCG’s are clear that future provision must:

- Improve outcomes and quality of services for users and communities;
- Improve the sustainability and resilience of services, particularly given national and local workforce challenges; and
- Ensure transformation of services in line with agreed models of care developed across the Sustainability and Transformation Plan (STP)/Integrated Care System (ICS) footprints.
As a result of the stated intent of the CCG’s, LCFT and NTW were asked to work with CPFT to review the options identified. Commissioners in South Cumbria were clear about the proposal to transfer services in South Cumbria to LCFT. In North Cumbria, the North Cumbria CCG suggested either a strategic partnership with or transfer of North Cumbria services to NTW.

The intentions assist the exploration of potential new solutions to address longstanding and significant structural challenges in delivering high quality and sustainable Learning Disabilities and Mental Health care across South and North Cumbria that have been previously reported to the Health Scrutiny Committee.

To assist this work, the foundation of a set of principles to guide this work has been developed:

- Patients are at the heart of any future service model and can demonstrate how it will improve their health needs and ultimately the health and wellbeing of communities in Cumbria;
- That the model of care is locally orientated and an integral part of the Integrated Care Community development;
- That the model of care has the ability to retain and attract staff to Cumbria through the development of innovative models of service delivery fit for the future and support career development and progression;
- That it maps the interdependencies between services provided on a countywide footprint such as Cumbria Police, Adult Social Care and Children’s Services. That they are built on an understanding of Cumbria and on existing relationships North and South; and
- There would need to be a compelling case to break up teams who are already effective.

During 2018/19, there has been taken significant steps to work in a more integrated and collaborative way in order to complete the due diligence. This high level due diligence exercise has allowed a transparent review of agreed key domain areas across the three organisations engaged in this process as current/potential providers or partners in the future provision of mental health & learning disabilities services in Cumbria. The overall purpose of the due diligence report being to inform the decision as to whether to proceed to the next stage of Outline Business Case (OBC). The outcome of this high level due diligence exercise considered the proposed changes to ‘future proof’ Cumbria’s Mental Health and Learning Disability services in the context of local commissioning strategy alongside key national strategy and to consider areas of significant risk.

Each Trust board has determined that the due diligence identified risks that are not at a sufficient level that precludes moving to the OBC stage. The OBC will provide the opportunity to review these issues in more detail and identify any further mitigation necessary prior to full commitment to the development of a Full Business Case (FBC). Additionally moving to the OBC stage allows further work to consider the detail of improved outcomes, a more sustainable workforce and safety and the identified regulatory concerns being addressed.
Since April 2018, there has been in place a Mental Health Programme Board attended by Directors from all three organisations which ensures fully joined up monitoring and assurance against delivery of key milestones and work programmes. CPFT have appointed an Interim Executive Director of Mental Health& Learning Disabilities, Gary O'Hare.

The Board of Directors for the three Trusts agreed at their respective meetings alongside regulators and the CPFT governors, they will explore options for the future of the service outlined in Appendix 1. This move which was publically announced in local press and media in early April 2018 following the announcement, the Trusts have been working closely with NHS Improvement in order to establish formal programme arrangements that will support the development of proposals. As part of this arrangement, the trusts are clear that any such proposals must be able to demonstrate how any transaction will improve care for patients.

OPTIONS BEING EXPLORED

There is a significant amount of work being undertaken to develop proposals and the Trusts have commenced the exploration of two initial options.

These are: -

i. Partnership – a continuation of the existing arrangements in place between the trusts i.e. separate legal entities but with alignment of clinical and non-clinical activities.

ii. Novation of contracts.

The above options will be considered in line with the Transaction Guidance published by NHS Improvement.

Stage 1: The development of a due diligence framework to recommend progression to Outline Business Case. This stage has been completed.

Stage 2: Listening Events for Cumbria’s Mental Health and Learning Disability and Autism Services - The Listening Events are being led by Service Improvement experts who want to talk to people that use services and the people who care for them. The aim is to find out which bits need to improve and what ‘good’ services would be like - all ideas, feedback and experiences are being used develop future plans for Mental Health and Learning Disability services in the county. The three Trusts are now more than half way through the planned listening events and so far there has been a great turnout of people coming along and sharing their thoughts.
Stage 3: The development of an outline business case – the boards of all Trusts will evaluate available options. The preferred option must show how it will improve care for patients set against the principals. If the outline business is approved by the respective boards, the Cumbria Health Scrutiny Meeting will receive a copy to determine if the preferred option forms a significant variation. The outline business case will be completed at the end of October 2018.

Stage 4: A full business case will be developed by the Trusts which includes detailed plans on how the transaction will be delivered successfully

Stage 5: Approvals – includes all the necessary regulatory and legal steps involved in completing the preferred option.

CONCLUSION

In order to improve and integrate care for patients, and make best use of collective resources, in 2018 the three Trusts instructed by the CCGs to explore formal partnership arrangements which could, potentially evolve. The programme has been extended to allow for additional Listening Events which have been requested. The Outline Business Case will be considered at the Cumbria Health Scrutiny Committee in October if Cumbria Partnership Foundation NHS Trust and Commissioners feel it will include substantial variations
Appendix 1: Overview of services

Mental Health

Inpatient Services
Acute Inpatient Units – Yewdale (Copeland), Dova (Barrow), Kentmere (South Lakes) and Hadrian and Oakwood (Carlisle)

Dementia assessment and treatment units – Ramsey (Barrow) and Ruskin (Carlisle)

Psychiatric Intensive Care Unit - Rowanwood (Carlisle)
Acorn Rehab Unit (Carlisle)
Repatriation Project
Bed management

Community Services

Access and Liaison Integrated Mental Health Service (ALIS)
Adult and Older Adult Community Mental Health Assessment and Recovery Teams (CMHART)
Adult Psychology
Adult and older adult medical staffing
Anorexia Nervosa Intensive Service
First Step
Reach Out Delirium Service

Learning Disability Services

Community Learning Disability services for adults and children
Autism services
Edenwood inpatient unit (Carlisle)

Child and Adolescent Mental Health Services (CAMHS)

CAMHS
ADHD Service
Crisis Assessment and Intervention Service (CAIS)

We will also look at the impact on dependent services such as Mental Health Act office, physical health psychology