

REPORT TO:	HEALTH AND WELLBEING BOARD (CROYDON) 25 March 2015
AGENDA ITEM:	9
SUBJECT:	Crisis Care Concordat – Overview
BOARD SPONSOR:	Paula Swann, Chief Officer Commissioning Group Paul Greenhalgh, Executive Director - People , Croydon Council

CORPORATE PRIORITY/POLICY CONTEXT:

The NHS Forward View into Action : Planning for 2015/16 sets out the approach for national and local organisations to make a start in 2015/16 towards fulfilling the vision set out in the NHS *Five Year Forward View* , whilst at the same time delivering high quality , timely care . It reinforces the expectation of achieving parity of esteem for mental health , which includes the implementation of the Crisis Care Concordat

There is a shared commitment from both Croydon Clinical Commissioning Group and Croydon Council to support the Concordat.

The Mental Health Crisis Care Concordat is a national multi-agency commitment to improve the experience and outcomes for people facing mental health crisis. The Concordat was published in February 2014 by the DH and the Home Office.

It aims to support the delivery of ‘parity of esteem ‘for mental health services by ensuring that people facing a crisis in their mental health receive the same attention as they would receive in the event of a physical health emergency.

Key to achieving this is looking at how health services, social care and emergency services work together to support people in crisis.

The concordat is also concerned with the recovery , early intervention and prevention in line with the principles of the Care Act 2014

The concordat is underpinned by ‘Closing the Gap (DH 2014), priorities for essential change in Mental Health ‘which outlines a programme to deliver essential services for people who experience Mental Health Crisis and come into contact with emergency and acute services.

Twenty two national bodies involved in health, policing, social care, housing, local government and the third sector came together and signed the Crisis Care Concordat. It focuses on four main areas :

- **Access to support before crisis point** - making sure people with mental health problems can get help 24 hours a day and that when they ask for help , they are taken seriously

- **Urgent and emergency services to crisis care** –making sure that a mental health crisis is treated with the same urgency as a physical health emergency
- **Quality of treatment and care when in crisis** – making sure that people are treated with dignity and respect in a therapeutic environment
- **Recovery and staying well** – preventing future crises by making sure people are referred to appropriate services.

The concordat builds on and does not replace existing guidance.

Mental Health Service re design as outlined in the Integrated Mental Health Strategy for Adults 2014-2019 <http://www.croydonccg.nhs.uk/news-publications/publications/Documents/NHS%20Croydon%20CCG%20Mental%20Health%20Strategy%20Final%202014%20-%202019.pdf> and as detailed in the February Health and Well Being paper <https://secure.croydon.gov.uk/akscroydon/users/public/admin/kab14.pl?operation=SUBMIT&meet=12&cmte=WEL&grpId=public&arc=1> is in full alignment with its aims .

A London workshop was held on 27th October 2014 to prompt further work to deliver the concordat and following the workshop all London agencies agreed to sign the concordat – individually or through ADASS, London Councils and the London Office of CCG's. The London declaration is attached as appendix A.

A full copy of the Mental Health Concordat can be found at <http://www.crisiscareconcordat.org.uk/resources/>

A map showing national progress to adoption and implementation of the concordat can be found at <http://www.crisiscareconcordat.org.uk/explore-the-map/> Croydon is currently coded amber (signed the concordat but action plan to be produced) when the action plan is submitted the website map will show Croydon as green.

FINANCIAL IMPACT:

There are no immediate financial or procurement implications arising from this report Where further work has been identified in order to meet the commitments of the concordat this will be undertaken within existing budget allocation and resource.

1. RECOMMENDATIONS

That the Health and Well Being Board notes :

The aims of the Mental Health Crisis concordat and the role and commitment of both the CCG and the Local Authority in developing an action plan and overseeing its delivery.

2. EXECUTIVE SUMMARY

The NHS Forward View into Action: Planning for 2015/16 sets out the approach for national and local organisations to make a start in 2015/16 towards fulfilling the vision set out in the NHS *Five Year Forward View*, whilst at the same time delivering high quality, timely care. It reinforces the expectation of achieving parity of esteem for mental health, which includes the implementation of the Crisis Care Concordat.

The Mental Health Crisis Care concordat is a national statement about what good crisis care looks like for people experiencing a crisis in their mental health. The messages in the concordat are supported by key organisations such as the Association of Directors of Social Services, the NHS Confederation, NHS England and the Local Government Association

It also has the potential to identify further opportunities to prevent future crises.

To ensure that good crisis care exists throughout the country commissioners and local partner agencies have been asked to 'take stock' of their crisis care arrangements and to develop a local action plan that addresses gaps and areas for development. In particular building on good practice and developing consistency at the point where services meet.

The commitment in essence is for partner organisations to work together to put in place the principles of the concordat to improve the system of care and support so that people in crisis because of a mental health condition are kept safe.

The partner organisations are asked to work together to help people to find the help they need – whatever the circumstances – from whichever of the services they turn to first.

This paper seeks to outline against a Croydon platform fuller answers to the following key questions:

What is the Concordat?

Who has been involved in its development nationally?

What is Croydon's current position?

What is Croydon already doing to meet the concordat requirements?

What have already been identified as areas that require review?

What are the expected outcomes?

3. DETAIL

3.1 What is the Concordat?

- The Concordat is about how the full range of signatories can work together to deliver a high quality response to people with Mental Health Problems when they need help.
- The Concordat sets out the elements of an effective system which would support local areas to plan the changes needed to strengthen and improve responses in order to best address local circumstances. It is recognised that there is no 'single national blueprint' but states that there is an expectation that 'local partnerships between the NHS, local authorities and the criminal justice system work to embed these principles into service planning and delivery.
- The Concordat is a national multi-agency commitment to improve the experience and outcomes for people facing mental health crisis, the signatories committed to the following :

' We commit to work together to improve the system of care and support so people in crisis because of a mental health condition are kept safe and helped to find the support they need – whatever the circumstances in which they first need help – and from whichever service they turn to first .

We will work together, and with local organisations, to prevent crises happening whenever possible through prevention and early intervention. We will make sure we meet the needs of vulnerable people in urgent situations. We will strive to make sure that all relevant public services support someone who appears to have a mental health problem to move towards recovery.

Jointly we hold ourselves accountable for enabling this commitment to be delivered across England. "

3.2 Who has been involved in its development nationally?

Principally the DH, NHS, local authorities and criminal justice system are involved but key partners include : NHS E, Home Office, MIND, police services, ambulance services, Acute and Community mental health services children's mental health, Public Health England, General Practitioners

3.3 What is Croydon's current position – what has already occurred?

The concordat requires that *'partner organisations in London will work together to put in place the principles of the concordat to improve the system of care and support so that people in crisis because of a mental health condition are kept safe .'*

The expectation of NHS England is that this process would be led by the local mental health commissioners and Susan Grose – Head of Mental Health Commissioning – Integrated Commissioning unit is leading on this for both the council and the CCG

The following actions are therefore already underway:

- Confirming cross agency agreement to the **London declaration** (which mirrors the key principles of the national concordat and in essence seeks a commitment from the local agencies to work together to continuously improve the experience of people in mental health crisis)
- The establishment of a task and finish group to draft a **shared action plan** and a commitment to review monitor and track improvements .This will be developed over the next 3 months but during this period agreed areas of development will start to progress .
- A proposed commitment for all to **improving performance** and to seek to reduce the use of police stations as ‘places of safety ‘
- A commitment from the task and finish group to review and consider sound local **governance arrangements** in relation to the concordat.

3.4 What is Croydon already doing to meet the concordat requirements?

Croydon has already implemented a number of initiatives which align themselves with the key principles of the concordat.

The Street Triage service that has been funded by MOPAC has been well received and has improved the skills, knowledge and response of local police teams in working with people in crisis and to reduce the unnecessary use of a s136 and police stations as ‘places of safety ‘

The CCG has commissioned a 24/7 help line which will maximise the lessons learnt during the pilot and will lead seamlessly on from the street triage service

The CCG has commissioned early intervention services which commenced in January 2015. From January 2015, additional funding from Croydon CCG has meant expansion within the early intervention team (COAST Service) which will reduce waiting times and caseloads. Commissioners are working provider to ensure this capacity remains as part of the overall service redesign programme.

Additionally, a new early detection service (Oasis) is being developed in Croydon.

From January 2015, this service will work with primary care and other agencies to identify young people who are at high risk of developing psychosis and offers them a programme of largely psychological input aimed at preventing them from developing psychosis. The service is expected to be operational from 1st April 2015 and will be an ongoing service designed to work with the early intervention service to support more people earlier with managing their mental health and avoiding crisis.

The Adult Mental Health service re-design of acute mental health services within SLAM has at its heart a commitment to an enhanced assessment process with

improved care planning across the full remit of its acute health care services and a clear message in the promotion of improved crisis management

Improving Access to Psychological Therapies (IAPT) has been opened up to accept self-referral since April 2014 and no longer requires GP referral.

There is already an established practice of joint training for a number of agencies involved in mental health crisis care work, and this can be further expanded upon

There are already fully integrated health and social care teams within the adult mental health acute services.

Croydon's Integrated Mental Health Strategy makes clear its commitment to:

- Increasing access to mental health services
- Strengthening partnership working and integrating physical and mental health care
- Starting early to promote wellbeing and prevention of mental health problems
- Improving the quality of life of people with mental health problems

3.5 What have already been identified as areas that require review?

There are a number of areas already identified that require additional review and/or scrutiny to fully achieve the expected standards outlined within the concordat including:

- Strengthening of local relationships with key partners and stakeholders, ensuring roles and responsibilities are agreed and understood around mental health crisis care. This includes up to date protocols and joint working between key organisations, listening to the views of emergency services and using feedback to improve services, establishing baselines for current crisis care and ways to measure improvement locally.
- Mapping and Gap analysis - in regards to how people may present to any of the key agencies when in crisis and what action(s) each agency may / may not take.
- Close monitoring of the recently commissioned early intervention services to ensure there is an appropriate pathway of referral into the service and that there is sufficient and appropriate provision to support the local health care need.
- Closer review and monitoring of the mental health liaison service in Croydon University Hospital both in how it is presently able to respond to people who present in crisis but also in regards to how the liaison service could be further improved upon.

- Further review and consideration of the use of restraint with a clear focus on ensuring that staff are properly trained in effective use and appropriate use of both restraint and de-escalation techniques .
- Parity of esteem – mental and physical health must be valued equally
- Increased awareness of the opportunities for people to self-refer (in particular the IAPT service which accepts self-referrals)
- Improved understanding for primary care of the role of the assessment and liaison teams as a single point of referral for access to services.
- Ensuring that any referral pathways offer a holistic approach to assessment and treatment, taking into account substance miss-use, alcohol and domestic violence and FGM
- Increased awareness and education about mental health including better training to front line services and to promote greater understanding amongst the general public
- Increased community engagement and promotion of better access to the voluntary sector service provision within Croydon

3.6 What are the expected outcomes?

The concordat defines a set of principles which all services involved in crisis care should adhere to:

- Access to support before crisis point
- Urgent and emergency access to crisis care
- Quality of treatment and care when in crisis
- Recovery and staying well / preventing future crises

4. CONSULTATION

A Croydon Mental Health Crisis Concordat Action Plan has been commenced and engagement identified with the full range of stakeholders advised (and as detailed below) to ensure that the full range of interdependencies are understood and can be incorporated into the action plan.

Meetings in regards to the concordat are scheduled to be run in alignment with the Mental Health Strategy Group which has a number of the key personnel in attendance but also to ensure that any additional agencies are fully involved.

Key potential partners are being contacted regarding the concordat and their potential role and engagement

List of currently invited partners:

GP with special interest in mental health - (GPSI) to act as Chair)
Clinical Commissioning Group - Mental Health Commissioners
Croydon Council
GP's
SLaM - Secondary Mental Health Care Providers
Croydon University Hospital
Mental Health Service User representation
Mental Health Carer Representation
BME Representation
Voluntary Sector
Public Health
Substance Mis-use
GP Out of hours Service
Local Police Force
British Transport Police
Croydon Community Involvement
Safer Croydon Partnership
Community Safety
Croydon Social Services
Croydon Council

The first meeting is scheduled for April. It is envisaged this issue will receive a monthly review from April 2015 to March 2016 then move to quarterly review from 2016 to 2017 with a view to the activity being standard practice from 2017

5. SERVICE INTEGRATION

General Practice is often the most trusted source of help and guidance to which people turn when they are approaching or experiencing a crisis in their mental health (it is estimated that one in four consultations involves a mental health problem)

There is a clear need to ensure that GP's are supported so that their knowledge of severe mental illness and clinical confidence in managing patients at a point of crisis can be expanded upon.

The Assessment and Liaison teams that will become operation in July 2015 will provide the single access point for all referrals to secondary care mental health services provided by Slam.

Assessment and liaison teams will be configured to provide single points of access for primary care referrals to secondary care.

The assessment service will provide initial health and social care assessments for all people aged 18-65 referred into services. Following assessment, people will be sign posted to the most appropriate service to meet their needs, which could be in the voluntary / third sector, social care reablement services or secondary mental health and social care services.

This service will provide an 'Easy In, Easy Out' approach, by providing GPs with prompt assistance in managing the care of patients with mental health problems.

The service will be delivered to avoid unnecessary barriers to GPs receiving advice, or to service users returning to secondary care when required. This flexible interface should also facilitate confidence in making timely discharges from secondary to primary care.

The development of a 24/7 Crisis Helpline will support the most vulnerable at times of crisis, offering reassurance support, a link to emergency mental health services and immediate medical care in the most serious cases. The service will also offer mental health expertise to emergency services and the police to support them to provide the best support to people with mental health crisis.

GP out of hours services will also be able to access the 24/7 Crisis line. Levels of demand and responsiveness will be evaluated as the services develop and become established.

6. FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

There are no immediate additional financial implications, and the present expectation is that the action plan will be delivered from within existing committed resources

7. LEGAL CONSIDERATIONS

There are no direct legal or human rights implications arising directly from this report.

8. HUMAN RESOURCES IMPACT

As detailed and referenced below. .

9. EQUALITIES IMPACT / EQUALITY OF ACCESS

The concordat supports MIND's guidance on commissioning crisis care services for BME communities and recommends early engagement in the commissioning of services and person-centric care that takes cultural differences and needs into account and access to advocacy services.

Children and young people should have access to crisis care, The concordat asks local commissioners to take steps to commission mental health services that meet the particular needs of children and young people and specifically states that police custody should not routinely be used as a place of safety (simply because health services are not available)

The focus on the interface between specialist children and adolescent mental health services (CAMHS) and primary care needs to remain a central reference point in CAMHS planning.

The development of a Croydon specific concordat action plan will ensure that appropriate consideration is given across the multi-agency representation within the task and finish group representatives in respect of crime and disorder , finance ,

human resources , human rights , the NHS Constitution (Public Health) , the public sector equality duty , safeguarding of children and vulnerable adults , service users , sustainability and the environment and ways of working . Appropriate consultation will be undertaken and advice sought on these issues as required.

10. ENVIRONMENTAL IMPACT

As detailed and referenced above.

11. CRIME AND DISORDER REDUCTION IMPACT

There is reference to the Mental Health London Street Triage service, an initiative which has been funded through the Mayor of London's office (MOPAC) from April '14 to March '15 .The aim of the service has been to improve outcomes for people experiencing mental health problems through services working with a shared commitment to ensure the person in crisis receives the correct level of care, in the right environment. Croydon council and Croydon CCG have worked closely with partners from SLaM , NHS E , Police , London Ambulance Service and the Voluntary sector to deliver this pilot service and successes identified within that service have been fully incorporated into the 24/7 crisis service which will commence in April 2015 .

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BACKGROUND DOCUMENTS

None

Appendix A: The 2014 London Declaration

The 2014 London Declaration on improving outcomes for people experiencing mental health crisis, 27th October 2014.

We, as partner organizations in **London**, will work together to put in place the principles of the national **Concordat** to improve the system of care and support so that people in crisis because of a mental health condition are kept safe. We will help them to find the help they need – whatever the circumstances – from whichever of our services they turn to first.

We will work to improve the system of care and support that is provided for such people in **London** before, during and after the crisis itself.

We will work together to prevent crises happening whenever possible, through intervening at an early stage.

We will make sure we meet the needs of vulnerable people in urgent situations, getting the right care at the right time from the right people to make sure of the best outcomes.

We will do our very best to make sure that all relevant public services, contractors and independent sector partners support people with a mental health problem to help them recover. Everybody who signs this declaration will work towards developing ways of sharing information to help front line staff provide better responses to people in crisis.

We are responsible for delivering this commitment in **London** by putting in place local action plans which reflect the new crisis care commissioning standards and which are regularly reviewed and updated.

This declaration supports 'parity of esteem' between physical and mental health care in the following ways:

- Through adopting the new crisis care commissioning standards in **London**
- Through everyone agreeing a shared 'care pathway' to safely support, assess and manage anyone who asks any of our services in **London** for help in a crisis. This will result in the best outcomes for people with suspected serious mental illness, provide advice and support for their carers, and make sure that services work together safely and effectively.

- Through agencies working together to improve individuals' experience (professionals, people who use crisis care services, and carers) and reduce the likelihood of harm to the health and wellbeing of patients, carers and professionals.
- By making sure there are safe and effective services in **London** with clear and agreed policies and procedures in place for people in crisis.
- By all organisations who sign this declaration working together and accepting our responsibilities to reduce the likelihood of future harm to service users, patients, carers and staff, or the wider community and to support people's recovery and wellbeing