EAST AYRSHIRE HEALTH AND SOCIAL CARE PARTNERSHIP

INTEGRATION JOINT BOARD: 15 MARCH 2018

THE MENTAL HEALTH OFFICER: CAPACITY, CHALLENGES, OPPORTUNITIES AND ACHIEVEMENTS

Report by Director of Health and Social Care

PURPOSE

1. To advise of the publication of a report by Social Work Scotland on "The Mental Health Officer: capacity, challenges, opportunities and achievements", and to set out the position of East Ayrshire in response to the recommendations made.

BACKGROUND

- 2. The Mental Health Officer (MHO) is a specially trained social worker who has the training, education, experience and skills to work with people with mental disorder as appointed under the Mental Health (Care and Treatment) (Scotland) Act 2003. Under section 32 of the Act, each Local Authority must appoint a sufficient number of persons for the purpose of discharging, in relation to their area, the functions of the MHO under the above Act, the Criminal Procedure (Scotland) Act 1995, the adults with Incapacity (Scotland) Act 2000 and the Mental Health (Scotland) Act 2015. Local Authorities assign this responsibility in practice to the Chief Social Work Officer (CSWO).
- 3. Social Work Scotland is the professional leadership body for the Social Work and Social Care profession. It is a membership organisation which represents social workers and other professionals, who lead and deliver social work and social care services across all sectors. The organisation's key objectives are in influencing policy; promoting the unique role of social work and social care and supporting the workforce.
- **4.** In 2016, Social Work Scotland published a report highlighting capacity and challenges in the role of the Mental Health Officer across Scotland. A key theme emerging from this report suggested a workforce under increasing pressure relating to specific factors including:
 - an aging workforce (32.5% were over 55yrs and many MHOs planning to retire within a 2-5 year period);
 - the number of practitioners expressing an interest in becoming an MHO did not compensate for the numbers of MHOs leaving the service annually;
 - an increased demand on workload (e.g. 0-12% year on year increase in guardianship applications);
 - the recruitment and retention of MHOs is proving problematic with national variations across Local Authorities in terms of salary scales, enhancements for the MHO role and training and development opportunities; and
 - limited evidence of succession planning arrangements.

- 5. In 2017 the SSSC published a report 'MHOs (Scotland) 2016 Report: A National Statistics Publication for Scotland', the findings of this report indicated that the Adults With Incapacity (Scotland) Act 2000 (AWIA) continued to be reported as the most significant pressure. It also highlighted some progress in addressing key challenges, including:
 - the number of MHO Award programme completions was greater than the number of leavers from the service;
 - a reported national shortfall of 36 Whole Time Equivalent (WTE) MHOs (4 WTE improvement on the previous report); and
 - a 5.4% increase in the number of practicing MHOs.
- **6.** The Scottish Government has published its *Mental Health Strategy 2017-27* with the vision of 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' and outlines 40 points across the following themes:
 - prevention and early intervention;
 - access to treatment and joined-up, accessible services;
 - the physical wellbeing of people with mental health problems;
 - rights, information use and planning; and
 - data and measurement.
- 7. In addition, action 35 states that the Scottish Government will 'work with key stakeholders to better understand the role of the Mental Health Officer capacity and demand, and to consider how pressures might be alleviated.
- 8. Subsequently, in 2017 Social Work Scotland commissioned a further report to include direct evidence gathered from a range of local authorities to provide a clearer picture of the national MHO workforce and identify specific issues impacting on the role. Seven local authorities participated including East Ayrshire Council. Three specific themes were identified as follows:
 - recruitment and retention;
 - increasing workload demand;
 - the integration of health and social care and local governance arrangements.
- **9.** This report will provide an overview of East Ayrshire's position in terms of current and planned action to address the key recommendations identified.

EAST AYRSHIRE: CURRENT MHO WORKFORCE

- **10.** There are currently 23 WTE social workers with the MHO qualification (out of a total of 26 qualified MHOs) deployed as follows:
 - 6 based within a specialist social work Mental Health Team;
 - 7 based within a joint Mental Health/ Learning Disability Team;
 - 3 based within Community Care Teams;
 - 3 based within a specialist social work Learning Disability Team;
 - 7 within management positions (including 4 team managers).

- **11.** Currently there are 3 social workers undertaking the Post Graduate Certificate Mental Health Social Work (MHO) Award (2017-18 cohort), with 2 Practice Assessors appointed to support the candidate's practice element of the programme.
- **12.** In 2017, 3 MHOs have withdrawn from MHO practice (1 has stood down from MHO duties, 1 has left East Ayrshire Council employment and 1 practitioner has retired). A further MHO has indicated their intention to withdraw from MHO duties in 2018).

RECOMMENDATIONS OF SOCIAL WORK SCOTLAND REPORT (2017)

- 13. The Social Work Scotland (2016) report was ratified by the Social Work Scotland hosted National CSWO Forum, however additional detail was sought from local authorities in order to establish more detail on local issues. Accordingly, seven local authorities contributed to the content of the report, addressing the specific issues relevant to MHO practice across Scotland, and providing detail on how these were being addressed at a local level.
- **14.** Despite a variety of challenges identified by the contributors, all those interviewed spoke positively about the determination of MHO services to meet the needs of people who use services, while ensuring that social work values remain integral to practice, both at a single agency level and within partnership arrangements.
- 15. In order to achieve a representative view, the seven local authorities were located in both rural and urban areas with both large and small populations and with variations in how MHOs were deployed within the local integration arrangements.
- **16.** From the evidence and experiences of the interviewees of the local authorities involved, several key findings influenced the recommendations, both at national and local levels.
- 17. Appendix 1 sets out the report recommendations, along with the East Ayrshire position and planned action. These actions will be incorporated into the MHO Service Action Plan which is currently being developed to cover the period 2018/19.

LOCAL POSITION: KEY HIGHLIGHTS

Good Practice

- 18. Within East Ayrshire there are two MHOs (1 Team Manager, 1 dedicated MHO) based within Crosshouse Hospital, who have developed strong links with health colleagues, working collaboratively to streamline Adults with Incapacity Act (AWIA) processes and support timeous discharge from hospital for those patients deemed to lack capacity. This is being achieved through the:
 - the introduction of training delivered jointly by a dedicated MHO & Mental Health Co-ordinator to support medical and nursing staff;
 - increased profile of the MHO service within the acute in-patient setting;
 - introduction of AWIA guidance in to streamline processes to support appropriate and timeous decision-making within hospital and improve patient pathways, including advice and guidance for carers.

Workforce Support and Development

- 19. Within East Ayrshire, MHOs are supported by the Mental Health Co-ordinator, who is a social worker and mental health officer, and who has a key role in promoting best practice standards through the provision of training, support and practice oversight. The Co-ordinator also supports the MHO Forum which brings together all MHOs to ensure knowledge exchange, peer support and practice development & improvement.
- 20. To support recruitment and retention of the MHO workforce within East Ayrshire, the local authority must continue to commit to a rolling programme of training for the Post Graduate Certificate Mental Health Award to maintain an adequate amount of MHOs to fulfil the local authorities obligations under the relevant legislation. The MH Co-ordinator recommends a minimum of two MHO candidates per year in order to ensure that East Ayrshire is able to meet existing levels of demand. Arrangements are in place to ensure that this commitment is met.

Increasing Workload Demand

21. The East Ayrshire MHO Service has experienced a 70% increase in guardianship applications between 2012-16, with a 24% increase in the year 2015-16 alone. The service is currently supporting 300 private guardianship applications, requiring appointment of a supervising officer to undertake regular supervision and review of these orders. While this is placing pressure on the service, this is monitored by the Mental Health Co-ordinator via robust management information. As outlined at paragraph 19, this is central role in supporting the MHOs, reporting to the Service Manager (Mental Health) and with the professional oversight of the CSWO, enabling action to be taken where required.

GOVERNANCE

22. There are clear governance arrangements set out in ensuring that the MHO service is operationally managed and supported. Professional oversight is also provided through the MH Co-ordinator to the CSWO. Professional supervision arrangements are in place, while the MHO Forum provides opportunities for peer support and practice development.

PEOPLE WHO USE SERVICES AND CARERS SERVICES IMPLICATIONS

- 23. The recommendations outlined in this report will support the delivery of more efficient and effective services for service users and carers through the development of more structured workforce planning arrangements, ensuring that sufficient numbers of MHOs are available to meet service demand and to support a framework for learning and development to ensure a competent and confident workforce.
- **24.** In addition, the recommendations seek to promote service users rights in the context of developing national policy and guidance on the application and interpretation of key pieces of legislation.

FINANCIAL IMPLICATIONS

25. There are no specific financial implications outlined in this report. This report highlights the demand pressures for MHO services which will continue to be monitored in respect of potential implication for future resource allocation.

HUMAN RESOURCE IMPLICATIONS

26. There are no specific human resource implications arising from this report. The CSWO has asked that specific work is undertaken by HR colleagues in respect of workforce planning for the MHO Service. This is currently being progressed to ensure appropriate action is taken which ensures that sufficient numbers of MHOs are recruited to meet the demands on the service.

POLICY/ LEGAL IMPLICATIONS

27. To support the implementation of the Public Bodies (Joint Working) (Scotland) Act 2014, Scottish Government released guidance stating that mental health services must be integrated into integration authorities, however, the requirement to appoint and train a sufficient number of Mental Health Officers to discharge the functions under the relevant legislation remains solely with the local authority. In relation to local authority mental health services, this function is delegated to the Chief Social Work Officer (CSWO) to ensure the delivery of an effective MHO service.

COMMUNITY PLANNING IMPLICATIONS

28. The purpose of the recommendations of this report are to strengthen arrangements for Safer Communities and Wellbeing in East Ayrshire.

EQUALITY IMPLICATIONS

29. There are no specific equality implications arising from this report. The provision of quality MHO services ensures that the rights of people with mental disorder are appropriately promoted.

RISK IMPLICATIONS

- **30.** As indicated, without sufficient numbers of MHOs recruited and appointed by East Ayrshire Council, the local authority would be unable to meet its obligations as prescribed by the relevant legislation.
- 31. On behalf of East Ayrshire Council, the East Ayrshire Health and Social Care Partnership must continue to promote and support the MHO workforce to enable efficient and effective delivery of services for the population of East Ayrshire, particularly in the complex landscape of recent changes to the Mental Health (Care and Treatment) (Scotland) Act 2003 as amended by the Mental Health Act 2015 and the proposed changes to AWIA legislation.

RECOMMENDATIONS

- **32.** The Integration Joint Board is asked to:
 - i. note the recommendations included in the Social Work Scotland commissioned report *The Mental Health Officer: Capacity, Challenges, Opportunities and Achievements: Sharing Knowledge from Practice 2017.*
 - ii. note East Ayrshire's current position and actions in relation to the recommendations (Appendix 1); and
 - iii. to otherwise note the content of the report.

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EAST AYRSHIRE HEALTH AND SOCIAL CARE PARTNERSHIP

THE MENTAL HEALTH OFFICER: CAPACITY, CHALLENGES, OPPORTUNITIES AND ACHIEVEMENTS SOCIAL WORK SCOTLAND REPORT: SHARING KNOWLEDGE FROM PRACTICE (2017)

EAST AYRSHIRE: CURRENT POSTION AND PLANNED ACTION

RECOMMENDATION No	DETAIL	EAST AYRSHIRE CURRENT POSITION	PLANNED ACTION
1	A national review of the existing Standard for MHOs must take place, with input from frontline MHO practitioners and managers, and this renewed Standard must be part of localised audit and evaluation processes, complemented by robust quality assurance and performance measures.	Current audit of MHO service activity to inform the review of National Standards, and will also inform the development of the MHO Service Action Plan for East Ayrshire.	MHO Service Action Plan currently being developed to cover the period 2018/19 and will include self-evaluation actions against national standards.
2	Nationally recognised variations in application and understanding of section 13ZA require a dialogue about interpretation and use to promote consistent practice. Require clear revised national guidance for multi-agency staff on interpretation	13ZA policy is currently embedded in East Ayrshire AWIA practitioner guidance.	The MH Co-ordinator is working with colleagues within Legal Services to formalise practice guidance into a Procedure Note for all practitioners across the local authority to ensure

	and implementation of section 13ZA (2007 Amendment to the Social Work (Scotland) Act 1968).		consistency in application and compliance with all guidance available. In addition, The MH Coordinator has agreed to participate in a proposed research study by Glasgow Caledonia University. This would provide a helpful opportunity to explore the professional issues around the use of 13ZA and use the research findings to inform future practice.
3	Structured involvement of operational Mental Health staff in national consultations, publications or reviews of legislation.	A quarterly MHO Forum chaired by MH Co-ordinator provides a platform for discussion, information-sharing and participation across the MHO workforce. The MH Co-ordinator attends a number of national forums to ensure that the MHO workforce within East Ayrshire is in a position to fully participate in consultation and discussion around key developments pertinent to MHO practice. The MH Co-ordinator has been	Planned action is focused on the AWI (Scotland) Act 2000: Proposals for reform published in January 2018 and the implementation of the new Mental Health Strategy. The AWA consultation paper has been circulated to the East Ayrshire MHO group for feedback and comment to be collated within MHO Forum. The MH Co-ordinator is scheduled to attend an extraordinary Social Work

involved in the consultation and discussion of the review of AWIA legislation through:

- membership of the Social Work Scotland Mental Health sub group;
- attendance at the Mental Welfare Commission Annual Conference in April 2017;
 and
- attendance at the consultation exercise with Kirsty McGrath (Scottish Government Health Directorate, Mental Health & Rights Division) in June 2017.

In advance of the consultation exercise, the MH Co-ordinator chaired an MHO Forum which focussed specifically on the proposals included in the AWIA review and was therefore in a position to provide detailed feedback from the perspective of the East Ayrshire MHO group.

Scotland Mental Health Sub Group meeting on 16th March 2018 to contribute the East Ayrshire position to the Social Work Scotland response to the consultation.

Both the SWS response, feedback from MHO Forum and consultation with Legal Services will form the basis of East Ayrshire response to the consultation document (3 months consultation period).

The MH Co-ordinator has also arranged to make a presentation to the Social Work and Social Care Leadership Forum to ensure that all managers with responsibility for the delivery of social work services are sighted on the proposals.

Mental health Services are led by the host partnership in Ayrshire – North Ayrshire H&SCP. The EA H&SCP Planning and Performance Manager is currently mapping

			the Mental Health Strategy recommendations to existing action planning across adult and children's services to enable consideration of further action required, at Ayrshire and East Ayrshire levels. The MHO Service will be central to action planning, and again this will be tabled with the MHO Forum and the Social Work and Social Care Leadership Forum.
4	Support of Scottish Government is sought in nationally championing the MHO role. For consideration at a local level.	At a national level, Social Work Scotland is progressing this through discussion with the Scottish Government. At a local level, East Ayrshire has recently developed a Pan-Ayrshire Designated MHO service leaflet in collaboration with our neighbouring Local Authorities (South Ayrshire and North Ayrshire) to provide information to service users and their families on the role of the Designated Mental Health Officer. The MH Co-Ordinator has also	The MHO Co-ordinator with the support of the East Ayrshire workforce will continue to promote the MHO role within East Ayrshire. This will form part of the action plan in 2018/19.

		created a public web page providing information on MHO services available to service users and families via the East Ayrshire Council internet site.	
5	Local Review of the efficacy of current approaches to mental health service delivery, planning, governance and priorities in integrated arrangements.	In East Ayrshire, a MH Co-ordinator was appointed to review the MHO service and to provide professional leadership of MHO services.	The review of MHO service activity will inform the development of the 208/19 MHO Action Plan.
		This work has identified priorities for action, including the need for a longer term workforce plan, with a focus on recruitment to sustain the capacity of the MHO workforce to meet service demands within East	The action plan will also incorporate a self/evaluation plan, ensuring a continuous cycle of audit and improvement activity.
		Ayrshire.	Work is currently planned with HR colleagues to develop a
		Initial action has been taken to ensure that sufficient MHOs are	longer term workforce plan to assess longer term
		being recruited and trained in 2017/19.	requirements, and to strengthen the MHO recruitment programme.
		Appropriate governance arrangements are in place via management structures and	A review of the acute hospital pilot to evaluate the extent of
		professional leadership arrangements. The MH Co- ordinator attends the Social Work	improved service delivery, to support service development across the health and social
		and Social Care Leadership Forum to ensure that all managers of	care partnership in relation to supporting AWIA best

		social work services are sighted on	practice and better outcomes
		relevant mental health legislative, policy and MHO related matters.	for patients and their families.
		Collaborative work has been progressed with health colleagues in acute hospital settings to support service delivery with people requiring interventions within the framework of AWIA legislation. This focused approach is proving beneficial in securing better outcomes for people, and in making best use of resources.	
		The East Ayrshire MHO service provides support to Third Sector partners to ensure service delivery meets requirements of AWIA legislation.	
6	A more strategic and structured commissioning approach needs to take place on a multi-agency basis to support robust succession planning in mental health services. Discussion must consider the	The National Mental Health Strategy 2017-27 is informing the current review of mental health services across the East Ayrshire Health & Social Care Partnership.	Mental Health services are coordinated on a pan Ayrshire basis, and lead responsibility sits with North Ayrshire Health and Social Partnership.
	potential to share services in relation to supporting mental health service delivery.	As outlined at point 5, action has been taken to recruit sufficient numbers of MHOs, and work is planned to undertake longer term workforce planning.	The Ayrshire Mental Health Strategy is being developed with representation from all three Partnerships, taking account of the national

			strategy and existing plans / actions at local level.
7	Multi-agency learning and development in mental health services must be supported by accessible systems and shared learning resources. It is recommended that local audits of learning be undertaken in order to design a framework of support for a competent and confident workforce.	A Multi-Agency Public Protection calendar in in place and incorporates AWIA refresher training and Mental Health legislation training. This is delivered by the MH Co-ordinator and is accessible to all relevant practitioners within the East Ayrshire Health & Social Care Partnership. A MHO Training Calendar is also available via the MH practitioner web page (EAC Intranet),	The MH Co-ordinator will continue to promote the existing training and learning opportunities to all practitioners. The dedicated MHO based within the acute hospital setting has developed strong links with medical and health colleagues, working collaboratively to streamline AWIA processes and support timeous discharge from
		promoting training and development opportunities specific to MHO practice. This training is further enhanced through access to the National Forensic Network training calendar.	hospital for those patients deemed to lack capacity and this work will be developed further in 2018/19. The MH Co-ordinator will seek to increase the profile of
		MHO Development sessions are facilitated by the MH Co-ordinator twice per year focussing on specific elements of legislation/ policy or practice, with guest speakers invited to support relevant learning.	the MHO service within the acute in-patient setting, through information, awareness raising and training sessions.
		In addition, the MHO Forum meets	Guidance will also be introduced in an effort to

regularly and creates an opportunity for knowledge exchange and peer learning.

An on-line resource for practitioners is also available for those working within the legislative frameworks of AWIA and MHA, providing access to relevant forms, practice guidance, useful contacts and links to relevant external agencies that support the MHO role.

The New to Forensics programme hosted by the School of Forensic Mental Health is delivered by the MH Co-ordinator who is a registered mentor. The programme is available to multi-agency practitioners working with mentally disordered offenders within East Ayrshire Health & Social Care Partnership.

In January 2018, training was delivered jointly by a dedicated MHO & MH Co-ordinator to support medical and nursing staff on AWIA processes and alternative potential interventions relevant to patient need.

streamline processes to support appropriate and timeous decision-making within hospital and improve patient pathway including advice and guidance for carers.

The MHO Service Action Plan 2018/19 will include the planned testing of Capacity Assessment paperwork to support continuity of practice across the medical workforce at CAU, Crosshouse.

8	Greater local investment in dedicated MHO services and development towards more preventative and proactive delivery, enhancing approaches to community engagement and community capacity building.	A temporary funded dedicated MHO post is currently addressing delays in hospital discharge associated with AWIA requirements for patients who lack capacity to make welfare decisions for themselves. This post ensures that the necessary legislative safeguards are in place to move people on from hospital timeously, assisting with patient flow at the acute sites as well as supporting better outcomes for patients. The dedicated post also assists patients and families to explore the option of power of attorney at an early stage in the patient's journey.	It is planned to build on the success of the AWIA Hospital Pilot to promote efficient and effective service delivery to support better outcomes for patients by securing longer term investment in dedicated MHO post within acute site. Develop and deliver a local promotional campaign to promote the use of Power of Attorney.
9	Local reviews of MHO service must include a focus on availability of effective, regular and robust supervision arrangements for practitioners, managers and senior managers of MHO services incorporating professional discussion, mentoring, professional development and case management.	Since the appointment of the MH Co-ordinator, peer group supervision has been implemented for all MHO practitioners in management roles. In the absence of an MHO positioned within a more senior management role, the MH Co-ordinator has scheduled quarterly peer professional supervision sessions to specifically address the MHO role.	The current supervision framework for MHOs requires to be updated and formalised within the context of the revised East Ayrshire Supervision Framework. This will be an action I the MHO Service Action Plan 2018/19.

		Additionally, a Peer Mentoring programme was introduced in 2016 providing a framework to support reflective practice, investing in the MHO workforce to provide dedicated time to consider the MHO role, using case discussion and drawing on relevant literature provided at the MHO Forum.	
		MHO supervision is provided by the MH Co-ordinator for MHO practitioners positioned outside of the specialist Mental Health and Learning Disability specialist teams.	
		Additional supervision sessions are available via the MH Co-ordinator for practitioners working with Mentally Disordered Offenders in recognition of the specialist support required to effectively work with the complexities which arise in this area of practice.	
		All other MHO supervision is provided by Line Managers within MH and LD service who currently hold an MHO qualification.	
10	Local reviews of MHO service must	The current internal selection	The current robust

consider the optimum use of qualified MHOs within non-mental health teams, recognising the significant benefits in mental health training across all sectors. process for MHO recruitment seeks to promote the role of the MHO across services.

The recruitment process incorporates a promotional campaign in December featured on the EAC Intranet, Information Drop-In sessions for prospective candidates scheduled in January, promotion of university roadshow (January) and internal selection interviews with the MH Co-ordinator and Service Manager (February) prior to formal university application (March).

In 2016-17, East Ayrshire supported two candidates to complete the PG Cert MH Award with one candidate based within the Mental Health / Learning Disability Team and the second based within a Children & Families Team.

East Ayrshire is currently supporting three MHO candidates for the 2017-18 PG Cert MH Award. One candidate is based within a dedicated Mental Health Team, with the other two candidates based within community

recruitment process will continue to ensure that the MHO role is promoted across service within East Ayrshire in recognition of the benefits of MHO qualified practitioners positioned outside of specialist Mental Health services.

Following the most recent recruitment campaign, East Ayrshire will support a further three candidates for application to the 2018-19 PG Cert MH Award. One candidate is based within a specialist Mental Health Team, one candidate is based within a specialist Learning DisabilityTeam and the third candidate is based within an East Ayrshire Community Care Team.

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		care teams. This supports East Ayrshire's plan to strengthen the MHO commitment across services.	
11	Local MHO services must implement clear strategies and frameworks to evaluate MHO service delivery outcomes for people.	The existing East Ayrshire MHO Service Action Plan is linked to the current national Standard for MHOs. The current AWIA tracking process evidences that all new requests for statutory interventions are being met within the prescribed timescales of AWIA legislation.	To develop the East Ayrshire MHO Service Action Plan 2018/19, informed by the Mental Health Strategy 2017-27 and the review of AWIA legislation. The Action Plan will also include the development of a self evaluation plan for 2018/19, incorporating: • Audit of AWIA Reviews to ensure Local Authority obligations are being met within statutory timescales; • a practice framework of quality assurance eg random sampling of statutory reports; • feedback and information from service users and carers / families.

			Continue to develop and maintain strong links with key stakeholders to ensure effective service delivery and improved outcomes for service users within East Ayrshire.
12	Local governance processes must be clear for all staff in mental health service delivery across integrated partnership arrangements and there must be explicit and understood links between the MHO service and the chief social work officer.	Within Ayrshire, Mental Health services are led by the North Ayrshire Health and Social Care Partnership, however the local MHO service sits within East Ayrshire Partnership. The MH Co-ordinator attends business meetings with the Chief Social Work Officer arranged on a 6 weekly basis in order to address specific issues relating to MHO service. The MH Co-ordinator also attends the East Ayrshire Social Work and Social Care Professional Leadership Forum chaired by the Chief Social Work Officer, which ensures that all managers across social work are sighted on relevant mental health matters, including the MHO service.	The MH Co-ordinator will ensure that relevant managerial and professional forums are informed and involved in all mental health related matters, including issues relating to the Mho Service.