

## Adult Well Being and Health Overview and Scrutiny Committee

27 August 2009



### Overview & Scrutiny Review Summaries

#### Report of Assistant Chief Executive

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**Lorraine O'Donnell, Assistant Chief Executive**

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#### Purpose of the Report

- 1 To present to Members of the Adult Well-Being and Health Overview and Scrutiny Committee a summary of previous Overview and Scrutiny Reviews and activities undertaken by the former District Councils in 2008/2009 that relates to the Committee's responsibilities and to recommend that the Committee note activities and include a progress report of implementation of review recommendations within its work programme.

#### Background

- 2 The former County Council's Health Overview and Scrutiny Sub Committee established Working Groups and undertook Scrutiny reviews on:
  - Alcohol and Drugs Misuse in Young People
  - The Future of Residential Care
  - County Durham Primary Care Trust proposals for modernising Rural Ambulance Services
  - Public consultation on *Seizing the Future* – proposals for NHS service reconfiguration in County Durham and Darlington
  - Tees, Esk and Wear Valleys (TEWV) NHS Foundation Trust consultation on proposals for developing mental health services for older people in County Durham and Darlington.
  - Light Touch Review of Mental Health Day Services
- 3 Following conclusion of their findings, a report containing a number of recommendations relating to the review topic was considered by Cabinet.
- 4 Appendices 1 – 6 of this report contain a summary of the key issues, findings and recommendations from these Reviews.
- 5 At its meeting on 26 May 2009, Overview and Scrutiny Management Board considered a report detailing activities of the former District Councils and it was resolved '*that the review of scrutiny reports by the former District Councils be used as examples of Best Practice and background information to assist and inform possible future Scrutiny Reviews*'.

- 6 Appendix 7 contains Overview and Scrutiny activities undertaken by the former Districts in 2008/2009 that relate to the Committee's responsibilities.

### **Recommendations**

7. That the Committee note the summary reports and District Council scrutiny activities and request that a progress report on recommendations following the Overview and Scrutiny Reviews listed in paragraph 2 be considered at a future meeting within the Committee's Work Programme.

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### **Supporting Papers**

Appendix 1 – Summary report of the Alcohol and Drugs Misuse in Young People Review

Appendix 2 – Summary report of the Future of Residential Care review

Appendix 3 – Summary report of County Durham Primary Care Trust proposals for modernising Rural Ambulance Services

Appendix 4 – Summary report of Public consultation on *Seizing the Future* – proposals for NHS service reconfiguration in County Durham and Darlington

Appendix 5 – Summary report of Tees, Esk and Wear Valleys (TEWV) NHS Foundation Trust consultation on proposals for developing mental health services for older people in County Durham and Darlington.

Appendix 6 – Summary report of Light Touch Review of Mental Health Day Services

Appendix 7 – Overview and Scrutiny activities undertaken by the former Districts in 2008/2009

## DURHAM COUNTY COUNCIL

### ADULTS, WELL-BEING AND HEALTH OVERVIEW AND SCRUTINY COMMITTEE

#### Overview and Scrutiny Review

Alcohol and Drugs Misuse by young people under the age of 18.

#### Key Issues

A Joint Health Overview and Scrutiny Working Group was established to examine both alcohol and drugs misuse by people under the age of 18.

Early in the review it was apparent from evidence given by health professionals and the Durham Drugs and Alcohol Action Team that Alcohol misuse had far more serious long-term effects than Drug misuse. The Review therefore concentrated on Alcohol misuse.

#### Key Findings

- Comprehensive Data about alcohol and drugs consumption by young people in County Durham is non-existent
- Because alcohol is a legal drug, we must address the risks and reduce/eliminate the harms caused by the use of alcohol by young people
- By establishing baseline data for alcohol consumption, then resources can be targeted towards Education of Young People, regulation and enforcement and support available to young people with alcohol related conditions

#### Key Recommendations

The Review Group identified recommendations that focus on:

- The resourcing and commissioning of a comprehensive study on young peoples lifestyles, including alcohol and drugs use.
- Improved regulation and enforcement by Licensing authorities and the police on the sale to, and consumption of alcohol by young people.
- Improved access to information for Parents, carers and young people about the consequences of alcohol and drugs misuse.
- DCC and its partners work together to improve the range of support and treatment services available to young people with alcohol related conditions.

#### Contact

For further information please contact Durham County Council Scrutiny Team, 0191 383 3673

#### Link to Document

[www.durham.gov.uk/](http://www.durham.gov.uk/)

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### ADULTS, WELL-BEING AND HEALTH OVERVIEW AND SCRUTINY COMMITTEE

#### Overview and Scrutiny Review

The Future of Residential Care.

#### Key Issues

The Working Group was established to examine the Cabinet's decision to retain residential care facilities and pursue a policy of re-provision, with the emphasis being delivery of a higher quality service rather than closure.

#### Key Findings

- Government policy on social care emphasises cross-boundary working in areas such as housing, benefits, leisure, transport and health.
- DCC should develop a strategy for care based on Choice, flexibility, information and Value for Money.
- Demand for services such as residential care, domiciliary care, home care and telecare services is increasing.
- DCC Residential Care homes are graded at 3 and 4 against national standards (Grade 1 being Good).
- Users and carers want access to affordable personal care, home maintenance and information/advice services

#### Key Recommendations

The Review Group identified recommendations that focus on:

- The support available to help people live independently and opportunities for partnership working across the Public, Private and Voluntary sectors
- Options appraisals for each of the twelve DCC Residential Care homes, including recommendations to remodel the homes in two phases informed by a feasibility study and business case for each home: -

**Phase 1** – Manor House, Annfield Plain; Lynwood House, Lanchester; Grampian House, Peterlee; East Green, West Auckland and Feryemount, Ferryhill.

**Phase 2** – Cheveley House, Durham; Glendale House, Blackhall Colliery; Hackworth House, Shildon; Mendip House, Chester-le-Street; Newtown House, Stanhope; Shafto House, Newton Aycliffe and Stansfield House, Stanley

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#### Overview and Scrutiny Review

County Durham Primary Care Trust proposals for modernising Rural Ambulance Services

#### Key Issues

Proposals for modernising rural ambulance services were agreed by the former Durham Dales Primary Care Trust in September 2006 which included establishing a 24/7 ambulance service in Weardale and Teesdale staffed by Community Paramedics and a Technician, and for the current ambulance stations to remain in place until the changes have been evaluated and proved to be more effective.

The health scrutiny committee continued to consider and comment on the proposals as they were further developed by NHS County Durham (County Durham Primary Care Trust) in dialogue with local communities during 2007 and 2008. Scrutiny recommendations were considered as the County Durham Primary Care Trust Board made a final decision on the proposals in October 2008.

#### Key Findings

- The proposals represent enhanced investment to provide improved integrated working between primary care teams and ambulance staff to meet the needs of communities in Teesdale and Weardale.
- The Ambulance Stations in St Johns Chapel and Middleton-in-Teesdale are not planned to close and that potential exists to increase their usage for outreach urgent care.
- Aspects of poor performance within the Ambulance Service need to be addressed as a matter of urgency and progress reported to JHOSC.
- Active consultation that has taken place over recent years in the development of these proposals and concerns of the public and stakeholders have been responded to positively by County Durham Primary Care Trust and the North East Ambulance Service.
- It is proposed to establish a stakeholder group, including local clinical and political leaders and community representatives to receive information and feedback on the implementation of new service models.
- Activity levels in both Dales remain low, providing greater potential for integrated working, recognising that the emergency response is the key priority for the ambulance service.

#### Key Recommendations

The health scrutiny committee recommends that the stakeholder group should:

- Help to evaluate the implementation of service models and shape the development of these services models where appropriate, ensuring poor performance is addressed.
- Have a specific role in relation to the further evaluation and costing of outreach urgent care and the potential for increased usage of the ambulance stations.

- Regularly report to the committee on implementation of the new service model.
- Provide evidence of how effective the proposed service model, based on the preferred NHS County Durham (County Durham Primary Care Trust) option, will deliver good health outcomes, and the scrutiny committee will want to see evidence on the implementation and performance of the service model in 12-18 months time.

**Contact**

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#### Overview and Scrutiny Review

Public consultation on *Seizing the Future* – proposals for NHS service reconfiguration in County Durham and Darlington

#### Key Issues

In October 2008 NHS County Durham (County Durham Primary Care Trust) initiated a consultation on the *Seizing the Future* proposals of County Durham and Darlington NHS Foundation Trust (CDDFT) for the reconfiguration of its hospital services which concluded on 12<sup>th</sup> January 2009.

Under Section 244 of the NHS Act 2006, local NHS bodies have a duty to consult local Overview and Scrutiny Committees on proposals for any substantial development or substantial variation in health provision in their areas. The County Durham *Seizing the Future* Health Scrutiny Working Group was established to develop a response to the proposals. The scrutiny review was planned in discussion with NHS County Durham and County Durham Local Involvement Network. Over a three month period evidence was taken from a large number of experts and stakeholders as well as from local communities.

#### Key Findings

The principle finding of the Working Group is that the case for change was grounded in a strong clinical base. There were many other findings noted in the report which are associated with the key recommendations below.

#### Key Recommendations

On behalf of the Joint Health Overview and Scrutiny Committee the Working Group identified twelve detailed recommendations for implementation of the proposals. A summary of the recommendations are:

- The case for change must be delivered through a ‘whole systems’ approach that takes into account:
  - the need for investment at Darlington Memorial Hospital (DMH) and University Hospital North Durham (UHND) to provide for adequate capacity to cope with the increased demand for emergency admissions;
  - transport implications for people who have to travel to both specialist and generalist services;
  - the need to ensure that services are developed as close to people’s homes and in their communities – investing in community hospitals and other community based health and social care provision planned in partnership with social care providers and voluntary and community agencies;
  - the need to invest in services at Bishop Auckland General Hospital (BAGH) to ensure future sustainability including establishing a centre of excellence for rehabilitation, investment in stroke services etc and consideration of basing the Trust’s headquarters at the hospital.
  - the need to engage and involve key stakeholders and communities through ongoing dialogue in the development of service improvement proposals.

- The recommendations of the National Clinical Advisory Team report (8/2008) should be implemented in full including:
  - Inclusion within the plans for a GP ward;
  - New facilities need to be in place before services are withdrawn;
  - Concerns about parking at Darlington Memorial Hospital must be addressed.
- Barriers to the clear communication of messages and proposals should be better understood.

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### ADULTS WELL-BEING AND HEALTH OVERVIEW AND SCRUTINY COMMITTEE

#### Overview and Scrutiny Review

Tees, Esk and Wear Valleys (TEWV) NHS Foundation Trust consultation on proposals for developing mental health services for older people in County Durham and Darlington.

#### Key Issues

Proposals for developing mental health services for older people in County Durham and Darlington were subject to public consultation between June and September 2008. In accordance with the duty on local NHS bodies duty to consult the Overview and Scrutiny committee on substantial changes to services a Working Group was set up to produce a Joint Health Overview and Scrutiny Committee response to the proposals. Evidence from Tees, Esk and Wear Valleys NHS Foundation Trust, County Durham Primary Care Trust, Durham County Council, as well as views expressed during the public consultations, and the views of County Durham and Darlington Mental Health Forum were included with the response.

#### Key Findings and Recommendations

There was support for the overall direction of travel set out in the proposals, however the scrutiny process noted a number of conclusions and concerns – the key issues include:

- Lack of evidence of discussion with Adult and Community Services in relation to the model for the increased staff in the community teams.
- Concern that impacts on long term residential care provided by both statutory and non-statutory providers had not been thought through, and the monitoring of quality of provision in independent sector care homes – whilst outside the scope of these proposals is also a concern for Members.
- The absence of a Joint Commissioning Strategy for Older People.
- Lack of a firm and costed commitment to the additional staffing that is to be provided through enhanced community provision, and to help meet the transport needs of families and carers.
- The needs of users and those of their families and loved ones will be uppermost in the minds of managers and staff where patients need to be moved to other wards.
- Significant concerns were noted in relation to the *Challenging Behaviour Service Estates Options Appraisal* including:
  - The rationale for the scoring matrix is not explained, in particular, the choice of low weighting for 'Accessibility' which is a key concern for consultees is questioned.
  - The preferred option is the lowest cost option - the significance of the costs of these options to the choice made is not clearly explained.
  - The reasons why the investment currently committed to the new Lanchester Road Hospital cannot enable the provision of a suitable ward serving the north of the County.
- Amongst the issues raised by service users and carers include concerns over the inadequacy of the public consultation process and the timescale of public meetings, and the move of services from the North of the County to the South

placing significant impacts on travel for carers and families.

**Contact**

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### ADULTS, WELL-BEING AND HEALTH OVERVIEW AND SCRUTINY COMMITTEE

#### Overview and Scrutiny Review

Light Touch Review of Mental Health Day Services

#### Key Issues

This Light Touch Review of Mental Health Day Services was prompted by Durham County Council's proposals to make significant changes to its Mental Health Day Services. Set against a backdrop of improving mental well-being and social inclusion whilst challenging the stigma and discrimination often attached to Mental Health Day Services, the proposals have been the cause of some anxiety amongst service users and carers.

#### Key Findings

- Evidence from service users that highlights the significant contribution that day centre based group activities make to improving their mental health and well being.
- Service users have raised issues regarding the way in which information has been presented to them during the consultation process, indicating that some people were still unclear about what was being proposed and how this would affect the services they currently receive.
- There has been a strong case made by the County Council's Adults Well-being and Health Day services Unit for a shift towards the tailoring of mental health day service provision to meet service users' needs identified within their Individual Recovery Plan.
- Service Users are clearly concerned that the day centre facilities are under threat as part of the proposed service changes and that access to "centre-based" group activities will be lost.
- The proposed Service Model places emphasis on a shift from the in-house provision of day centre activities to the commissioning of such services from the "Third Sector".

#### Response to Consultation

The Light Touch Review Working Group formulated their response to the consultation process around two strands, namely:-

- The Case For Change
- Service User experience of the Consultation Process

#### Contact

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**Durham County Council  
Adults Well-being and Health  
Overview and Scrutiny Committee**

Overview and Scrutiny activities undertaken by the former Districts in 2008/2009 that relate to the responsibilities of the Adults Well-being and Health Overview and Scrutiny Committee.

- Health Scrutiny (SBC)
- Monitoring – Impending Changes to Domiciliary Care Provided by Durham County Council (TDC)
- NHS Consultation Exercises (EDC)
- Scrutiny of External Organisations (SBC)
- State of the Borough (SBC)

**Key**

Easington District Council (EDC)

Sedgefield Borough Council (SBC)

Teesdale District Council (TDC)