

Mental Health and Substance Use Pathfinder Programme: Themes and Insights

Reporting the findings of our initial phase of exploration and discovery

Contents

- 1. About this report
- 2. Executive Summary
- 3. Discovery and Define Process
- 4. Themes and Subthemes
 - i. Meeting Complex Needs
 - ii. Adapting and Responding
 - iii. A Collaborative System
 - iv. Workforce and Capacity
- 5. Next Steps
- 6. Appendices
 - i. High level summary of themes
 - ii. Word clouds from interviews

About this report

This report is a full account of our findings from a range of 'Discovery' activities aimed at understanding the current context, assets and challenges within Tayside mental health and substance use services.

One of the key aims of this programme is:

"System understanding – to understand the current state, and the user and service needs that can be better met by service redesign and improvement."

As part of achieving this aim we have undertaken a range of activities designed to help us understand the context of mental health and substance use within Tayside. We have:

- Engaged with staff working in mental health and substance use services
- Reviewed available data around mental health and substance use
- Held collective sense making workshops with staff
- Analysed key documents, including those that outline the experiences and views of people with lived and living experience

This report has been created to bring together all the information, data, knowledge and intelligence we gathered during January to September 2021 around the current system in Tayside.

In addition to this we are undertaking engagement across Tayside with people with lived and living experience, with the support of independent and third sector groups.

The purpose of creating the report is to enable discussion and decision with stakeholders about the vision for change and the priorities for action.

The report is being shared with stakeholders. It does not itself include action or activities, but instead will stimulate thought and decision about actions to be taken to test, prototype and make changes within the Dundee and Tayside context to support people with mental health and drug/alcohol support needs. As such it will grow and change with feedback and additional activity.

Thanks and acknowledgements

We would like to thank everyone who contributed throughout this process. And we would like to acknowledge the work of teams and organisations across Tayside who facilitated conversation to bring together the experiences of those accessing support, staff and other stakeholder groups.

Executive summary

Across our activities to understand and make sense of the context regarding mental health and substance use in Tayside, we identified four broad areas for focus.

Meeting Complex Needs | Adapting and Responding | A Collaborative System | Workforce and Capacity

All of the themes that emerged through this phase of this work are linked by the idea of culture and the notion that a shift in culture is required across all services. More than just making small changes for improvement, conversations centred on how changes to practice and process might support a culture change that can then support wider changes and improvements.

Meeting Complex Needs

The notion of meeting complex needs was raised across all of our discovery conversations, events and research. It is discussed in two ways:

- Strong relational practice
- Flexible services

This is about recognising the complex lives of people with substance use and mental health needs and understanding that recovery journeys will be different for everyone. Therefore, feedback was that services and staff need to be able to have the flexibility to respond to these needs. Alongside this there needs to be the right types of services/supports (or combination of support) available for people.

Interviews with staff revealed a dedicated and caring workforce, who get job satisfaction from making connections with people. They focus on developing strong relationships and supporting people through difficult times. It is important to harness this positive staff attitude and provide support and development opportunities so that staff are comfortable and able to respond to the needs of the individual.

Adapting and Responding

The theme of service and system adaptability and responsiveness emerged through discovery conversations and its importance is highlighted by the summary of data.

Adapting and responding was discussed in relation to:

- Adapting to environmental changes such as trends in substance use, unemployment and housing
- Responding to feedback and learning from experiences

Engagement with staff through the Exploring Integration sessions and Interconnected Systems Mapping sessions have highlighted a real appetite for change. There is an awareness of the complexity of people's lives and changing social dynamics and desire to meet these challenges.

It is important that services are able to change in ways that allow them to meet changing demands and emerging needs, this includes how services interact and work together. Similarly, creating a learning culture can support services to respond to formal feedback from individuals about services and keep decision makers informed about what peoples' needs are and how best to meet these.



Executive summary.

Across our activities to understand and make sense of the context regarding mental health and substance use in Tayside, we identified four broad areas for focus.

Meeting Complex Needs | Adapting and Responding | A Collaborative System | Workforce and Capacity

A Collaborative System

The theme of a collaborative system has been central to conversations about supporting people with substance use and mental health needs.

Within this theme people have talked about the importance of seeing the whole system from a person's point of view. This means thinking about family and carers, along with communities and third sector support as part of that system. It has been discussed in terms of supporting and enabling the flexibility required to provide person-centred care. The evidence highlights the importance of planning and strategy in creating the conditions for ongoing collaboration, while engagement with stakeholders emphasises the importance of the relational element of collaboration. This happens on two levels:

- System collaboration as services working together to support an individual
- System collaboration as strategic level collaboration to create a supportive environment for people

From our discovery work it is clear that there are a wide range of services available across Tayside that offer different types of support for people. This ranges from clinical support to listening services and walking groups. This vibrant ecosystem of support is a strong asset within Tayside. Building on this, and ensuring that services are connected and enabled to work together, can provide an opportunity to enhance existing services and improve support for people.

Workforce and Capacity

Workforce and capacity is raised as a key challenge in being able to make changes to the system. The focus is mostly in terms of staffing levels. However, how staff are supported to develop new skills in a way that allows them to meet new challenges was also mentioned.

Evidence and feedback from interviews outlines the importance of a strong workforce, with the right skills. This is key to developing a joint approach to substance use and mental health services. Findings in Dundee suggest that when staff are not supported or at capacity, cultures of silos and targets can emerge.

Workforce capacity and vacancy levels are a national challenge. Health Boards across Scotland are reporting high vacancy rates. While the situation in Tayside is having consequences for both staff and people seeking support, Tayside is by no means alone in finding challenge around recruitment, retention and capacity within workforce.

There is an emotional toll carried by people within Tayside due to the compounding challenges faced both by those working in the system and those seeking support for mental health and drug or alcohol use. There was lots of feedback about the resilience, positivity and dedication of the workforce. There was also a clear a commitment from staff and people with experience of receiving support to improving care and support. However there was discussion about the frustration, the emotional impact of not feeling listened to and of feeling overwhelmed within the system. The emotions people- whether being supported for mental health or drug/ alcohol use, or as staff- carry can and does have an impact on their ability to be involved in programmes of change.



Executive summary

Assets, opportunities and areas for development

Meeting Complex Needs	
Assets and Opportunities	Areas for Development
 Dedicated and caring workforce Awareness of the complexity of people's lives 	 Gendered services Age-appropriate services Seeing the person and not the diagnosis Trauma informed services The role of stigma

Adapting and Responding	
Assets and Opportunities	Areas for Development
 Strong understanding of the need for change Appetite for change 	 Using data to inform services Using service level information (including feedback and complaints) to learn and improve services

A Collaborative System	
Assets and Opportunities	Areas for Development
 A wide range of support services A strong mix of statutory and independent services Well developed peer support networks 	 Parity of third sector services Joint working Communication between staff and services Clarity over roles and responsibilities Collective responsbility Flexible pathways

Workforce and Capacity	
Assets and Opportunities	Areas for Development
 Staff willingness to develop new skills Resilient workforce 	 Staffing levels Ongoing development Wellbeing support Empowerment

Discovery and Define Process

Activities that contribute to our knowledge and understanding outlined in this report.

The Discovery Phase includes:

- Analysis of key documents relating to mental health and substance use
 - Responding to Drug Use with Kindness, Compassion and Hope: A report from the Dundee Drugs Commission
 - <u>Trust and Respect: Final Report of the Independent Inquiry into Mental Health</u> Services in Tayside
 - Trust and Respect Progress Report July 2021
 - NICE guidelines for coexisting severe mental illness and substance misuse
 - LISTEN Experiences of NHS Tayside Mental Health Services.
- Staff interviews to explore and understand the experiences of staff working in mental health and substance use services
- Engagement with people with lived and living experience (ongoing) to explore and understand the experiences of people in accessing mental health and substance use services
- Interviews with people with lived experience to explore and understand the experiences of people being supported by mental health and substance use services
- Survey of staff to get a broad snapshot of experiences facing operational staff
- Exploring Integration Workshops to discuss 'what good looks like' with regards to close working between mental health and substance use services
- Interconnected systems mapping workshop to understand what services make up 'the system' and how these connect with each other
- Data summary to provide an overview of key data around prevalence and dynamics of substance use and mental health, along with service demand and risk profiles. Data was sourced from:
 - Scottish Index of Multiple Deprivation
 - Information Services Division
 - Scottish Public Health Observatory
 - Scottish Government
 - National Record of Scotland
- **Equality Impact Assessment** to understand the potential impact of the proposed work on inequalities in Tayside
- **Literature review** to explore the evidence base for support people with multiple and complex needs, including mental health and substance use



Meeting Complex Needs

The notion of meeting complex needs was raised across all of our discovery conversations, events and desk based research.

It is discussed in two ways:

- Strong relational practice— whereby relationship between staff and people is centred on the needs and goals of the person
- Flexible services whereby services are available and set up in a way that provides a range of options, in different combinations, that can meet a person's specific needs

This is about recognising the complex lives of people with substance use and mental health needs and understanding that recovery journeys will be different for everyone. Therefore, feedback was that services need to be able to have the flexibility to respond to these needs, and there needs to be the right types of services (or combination of services) available for people.

Interviews with staff revealed a dedicated and caring workforce, who get job satisfaction from making connections with people, developing strong relationships and supporting people through difficult times. It is important to harness this positive staff attitude and provide support and development opportunities so that staff are comfortable and able to respond to the needs of the individual.

Within this theme, a number of sub-themes emerged.

Trauma informed approaches – Making sure that staff are aware of the role of trauma in people's mental health and drug use can help them provide the appropriate support and advice. Interviews with people with lived experience, along with the Independent Inquiry and the Drug Commission, highlight the importance of making sure that there are trauma informed services and specific support available to people dealing with trauma alongside mental health and substance services.

Gendered services – Ensuring that services recognise and take into account the different needs and experiences of women. This includes taking a gendered approach to trauma. The data shows that women are less likely to access mental health and substance use services. It is, therefore important to make sure that gender based access barriers are identified and removed. Such barriers might include:

- increased prevalence of stigma associated with women
- group or collective services being male dominated
- practitioners not being sensitive to specific gender based needs.

The role of stigma – In looking at bringing together services, it will be important to understand the role of stigma in people's willingness to engage with services. Staff noted that when supporting someone with mental health, they weren't ready, or didn't want to address their addiction. Stigma may stop someone from wanting to engage with joined up services.

[You could] reduce stigma by seeing a person in their own communities rather than going to a special place -Staff interview

Key documents:

- Exploring Integration
- Independent Inquiry into Mental Health Services in Tayside
- Dundee Drugs Commission
- Evidence Summary
- Interview Summary





Meeting Complex Needs



The notion of meeting complex needs was raised across all of our discovery conversations, events and desk based research.

Seeing the person and not the diagnosis – It was noted through discussion events and interviews that it is important to make sure that people are seen as individuals with individual needs, rather than defined by a particular diagnosis. Both the Independent Inquiry and Dundee Drugs Commission note that particular diagnosis or a lack of can become a barrier to the services that a person needs. Similarly, the evidence review highlighted issues that arise when systems operate in a way that restrict people from certain services, support or interventions due to their diagnosis rather than what they need or what they want. This was raised by both staff and people accessing support, who noted cases where people are unable to access mental health services due to substance use.

Access to crisis support – People have highlighted the lack of access to crisis support as challenge. People in crisis are unable to access mental health support if they are intoxicated, this can leave them with no place to go in a crisis.

"

Crisis provision should function well enough to be able to differentiate and support acute mental illness (psychosis, mania, severe depression) as well as managing increasing distress. - *Trust and Respect*



People don't feel required to come to us for a particular service, they're voluntary so people can engage with us or not engage with us meaning staff can have a more positive & informal relationship with the people they're working with - *Staff interview*

Key documents:

- Exploring Integration
- Independent Inquiry into Mental Health Services in Tayside
- Dundee Drugs Commission
- Evidence Summary
- Interview Summary





Adapting and Responding



The theme of service and system adaptability and responsiveness emerged through discovery conversations and its importance is highlighted by the summary of data.

Adaptability and responsiveness was discussed in relation to:

- Adapting to environmental changes such as trends in substance use, unemployment and housing
- Responding to feedback and learning from experiences

Engagement with staff through the Exploring Integration sessions and Interconnected Systems Mapping sessions have highlighted a real appetite for change. There is an awareness of the complexity of people's lives and changing social dynamics and desire to meet these challenges.

It is important that services are able to change in ways that allow them to meet changing demands and emerging needs, this includes how services interact and work together. Similarly, creating a learning culture can support services to respond to formal feedback from individuals about services and keep decision makers informed about what peoples' needs are and how best to meet these.

Within this theme, a number of sub-themes emerged.

Using data to inform services – Ensuring clear processes for data analysis to help plan and develop services. Recent data relating to drug use show that there are significant changes in what drugs people are using and how. Interviews with staff suggest that there is still a focus on alcohol and opiates within services, whereas the data is showing an increase in the use of other drugs and multiple drug use. There is also strong evidence on the link between social deprivation and drug use and mental health issues. It is important to keep track of changes in the social environment and understand how this might impact the types and scale of support required.

A culture of greater openness and commitment to learning needs to be developed – *Trust and Respect*

Using service level information (including feedback and complaints) to learn and improve services— Creating a culture and systems that enable support staff and services to make changes and improvements in response to feedback. It is important to build flexibility into individual services and empower staff to do this. The Independent Inquiry report and the Dundee Drugs Commission discuss the challenges in being able to make changes to services based on feedback, especially at the point of delivery. However, there are opportunities, as staff interviews showed an appetite for change in this way. Similarly, evidence around good practice suggests that enabling staff and providing the mechanisms for staff to hear, process and respond to feedback about their service can encourage greater collaboration between services and higher ownership over outcomes.

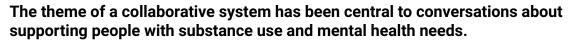
Key Documents:

- Independent Inquiry into Mental Health Services in Tayside
- Dundee Drugs Commission
- Evidence Summary
- Interview Summary
- Data Summary





A Collaborative System





Within this theme people have talked about the importance of seeing the whole system from a person's point of view – this means thinking about family and carers, along with communities and third sector support as part of that system. It has been discussed in terms of supporting and enabling the flexibility required to provide person-centred care. The evidence highlights the importance of planning and strategy in creating the conditions for ongoing collaboration, while engagement with stakeholders emphasises the importance of the relational element of collaboration. This happens on two levels:

- System collaboration as services working together to support an individual
- System collaboration as strategic level collaboration to create a supportive service environment for people

From our discovery work it is clear that there are a wide range of services available across Tayside that offer different types of support for people – from clinical support to listening services. This vibrant ecosystem of support is a strong asset within Tayside. Building on this, and ensuring that services are connected and enabled to work together, can provide an opportunity to enhance existing services and improve support for people.

Within this theme, a number of sub-themes emerged.

Third sector parity – Including the third sector as an equal partner within the 'whole system'. The importance of third sector support in offering community based, personcentred support has been highlighted across all of our discovery activities. Supporting a collaborative, whole system approach will require the third sector to be seen as part of that system. It is noted in interviews, the Independent Inquiry report and the Dundee Drugs Commission that there remains a gap between statutory services and the third sector, with challenges around trust, risk and responsibility being a barrier to closer collaboration.

We have a few lads who work on vegetable plots so we get them involved there. There's a lot of them interested in that – Staff interview



Information needs to flow between services, including community and third sector services, so that the right support can be provided and that we are all aware of any issues that arise – *Exploring Integration Session*

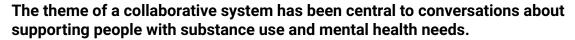
Joint working – This term was used to describe services working closely together, in an aligned and flexible way, rather that systemic integration. Learning from the evidence review that looked at good practice, along with the views of stakeholders that describe a vision of services that work collaboratively, supported by

- good communication
- strategic alignment, and
- interpersonal relationships between delivery staff.

Communication between staff – Creating the conditions for staff in different services, including third and independent sector services, to have conversations about how best to work together to support someone. Communication was highlighted as an enabling condition for collaboration and is noted as a core element of successful joint services. However, interviews, the Independent Inquiry report and the Dundee Drugs Commission suggest that communication between services could be improved. Specifically around the more informal communication between staff, characterised in the Independent Inquiry report as 'high touch, low tech' communication based on strong interpersonal relationships.



A Collaborative System





Collective Responsibilities – Ensuring that everyone within the system understands their role and responsibility within both the service structure and people's recovery journey. People emphasised the importance of understand roles and responsibilities. The evidence around good practice suggests that there needs to be clarity around how each service contributes to a person's recovery. This can facilitate closer collaboration and developing a culture in which everyone is responsible for people achieving their outcomes. This means understanding the impact of discharge destinations, smoothing transitions and seeing a service as one part of a wider support system for a person.

Flexible Pathways – Working together to improve access and engagement with services in a way that is flexible and responsive to a person's needs. Feedback from people with lived experience and staff describe challenges with rigid referral routes, for example, people have to go back to their GP to move between mental health and drug use services. Similarly, there are unclear thresholds/criteria for receiving support which has led to people feeling frustrated and that they are unable to get the support they need. This can increase time people are waiting for support and increase the chances of crisis. People also noted that people less able to engage with services in the ways required by the service would lose support. Flexible service access and pathways can reflect the complexity of people's lives and ensure that this doesn't act as a barrier to access.



"When care plans are changed and EMIS is updated, there is little communication as to why this change has been made or shared regarding progress of support." - Staff interview



Community based support always feels like it's a side thing so it's a key priority trying to get enough staff to provide treatment and support and strengthen the capacity of these service – Staff interview

Key Documents

- Exploring Integration
- Independent Inquiry into Mental Health Services in Tayside
- Dundee Drugs Commission
- Evidence Summary
- Interview Summary



Workforce and Capacity





It is mostly discussed in terms of staffing levels. However, also relevant is how staff are supported to develop new skills in a way that allows them to meet new challenges.

Evidence and feedback from interviews outlines the importance of a strong workforce, with the right skills. This is key to developing a joint approach to substance use and mental health services. Findings in Dundee suggest that when staff are not supported or at capacity, cultures of silos and targets can emerge.

Workforce capacity and vacancy levels are a national challenge. Health Boards across Scotland are reporting high vacancy rates. Within this there is an opportunity for a national approach to tackling this issue.

Within this theme, a number of sub-themes emerged.

Staffing levels – Ensuring there are adequate staffing levels to deliver good quality care along with the capacity to develop new ways of working. Within these shortages, staff have reported full case loads and described the impact of these in that they are unable to provide the support they would otherwise be able to. In this context, the ability to work with person centred care at the heart of a service becomes more challenging. Furthermore, in the context of system transformation in Tayside, there are fewer opportunities for protected time for focussing on change and improvement programmes while caseloads are high and staffing levels don't allow for flex.

We don't deliver very well the psychosocial solutions because of capacity, cannot see someone with the frequency we need to - Staff interview

Ongoing development – It will be important to support the development of staff in response to emerging needs. Data around drug use shows an increase in the use of benzodiazepine type drugs, however, support staff reported that they don't know much about this. For example, some staff spoke of being unaware of what the dynamics of addiction to these drugs are and of the recovery journey with them. Therefore, it will be important to support staff to keep developing their knowledge and skills in a way that is responsive to the needs they are seeing.

Wellbeing support – With all of the challenges facing staff ensuring that staff have the support to manage their wellbeing will be key in any transformation or change programme. Acknowledging the emotional and psychological impact of their current working context is crucial to people feeling safe, supported and enable to work in new ways.

[The best part of my job is] seeing people improve, their daily lives improve, being able to give them the tools they need to make their lives more fulfilling – *Staff interview*

Empowerment and permissioning –Giving permission to staff to make changes and improvement to services can support system change and culture change. Empowering frontline staff and giving them permission to make changes based on their experiences and expertise can support improvements in a timely way. Similarly, giving staff the flexibility to improve practice based on the needs of people and empowering them to be more person centred, do what is needed and move beyond rigid service options and pathways can improve support.

Key Documents:

- Independent Inquiry into Mental Health Services in Tayside
- Dundee Drugs Commission
- Evidence Summary
- Interview Summary
- Data summary



Next Steps

The purpose of this report is to stimulate debate, discussion and decision making around the priorities for action to meet the challenges outlined. As such the report outlines our findings and insights from a range of activities to understand the context of mental health and substance use in Tayside.

There is a clear synergy with the wider understandings of the challenges facing Tayside at this time. We want to utilise this understanding to create new opportunities for change and redesign, co-designing models that are the best fit for Dundee and Tayside.

Throughout all of the themes outlined in this report, there are considerations at two level – systemic enablers such as leadership, culture and system connectivity, along with practice/service enablers such as relationships between staff, flexibility and accessibility of services.

We are mindful that no single solution with make the changes required on its own. However, a multiple of changes, brought together and aligned will impact positively in the short and long term.

Initially activity will be focused in Dundee. Learning from this will be shared across the three Tayside HSCPs, with relevant activities adapted and developed for implementation across Tayside.

Our target date for starting activity is around mid-November. This will include a range of action, and will continue to involve people with lived and living experience, staff from all sectors and a range of organisations.

Some aspects of activity will address issues at a single point within the care and support system – an example may be referral process. Other actions may seek to address wider system wide challenges, such as role and relationships between different teams or sectors. No decisions have been made about what the activities and actions will be. The next steps, including the events, survey and other contact with stakeholders will determine this, based on the insights and themes within this report.



Get in touch



his.transformationalre design@nhs.scot



@TRU ihub



Strategic Planning Portfolio

Summary

Emerging Themes and Subthemes

More than just making practical changes for improvement, conversations centred on how changes to practice and process might support a culture change that can then support further changes and improvements.

All of the themes outlined here are underpinned by the idea of a cultural shift in how people and services work together going forward.

Meeting Complex Needs

Gendered Services

- Ensuring that services recognise and take into account the different needs and experiences of women
- Having a gendered approach to trauma
- Identify and remove gender based access barriers

Age-appropriate services

- Understanding the needs of people at different ages and stages in life
- Taking into account different generational attitudes to and expectations with regards to recovery and community support

Trauma informed approaches

- Making sure that there are trauma informed services and specific support available to people dealing with trauma alongside mental health and substance services
- Supporting staff to understand the role and impact of trauma

Seeing the person and not the diagnosis

 Making sure that people are seen as individuals with individual needs, rather than defined by a particular diagnosis

The role of stigma

• Understanding the role of stigma in people's willingness to engage with services

Access to crisis support

• Ensuring that there is a place for people to go and get help when they are in crisis

client admitt hospital out hours is

This is all underpinned by the need for good listening and responsive support which will require system and service flexibility to allow people providing support to respond to individual and changing needs.



Summary

Emerging Themes and Subthemes

Adapting and Responding

Using data to inform services

- It is important to keep track of changes in the social environment and understand how this might impact the types and scale of support required
- Ensuring clear processes for data analysis to help plan and develop services

Using service level information (including feedback and complaints) to learn and improve services

- Creating a culture and systems that enable support staff and services to make changes and improvements in response to feedback.
- This all needs to be underpinned by a strong learning culture in which people are able to raise issues and question practice without feeling like they are criticising people or being blamed; and that intelligence and insights from staff at all levels is used to inform planning and delivery.

A Collaborative System

Third sector parity

- Supporting a collaborative, whole system approach will require the third sector to be seen as part of that system
- Challenges around trust, risk and responsibility are noted as being a barrier to closer collaboration.

Joint working

- This term was used to describe services working closely together, in an aligned and flexible way, rather that systemic integration
- Underpinned by good communication, strategic alignment and interpersonal relationships between delivery staff

Communication between staff

• Creating the conditions for staff in different services, including third and independent sector services, to have conversations about how best to work together to support someone

Collective responsibilities

- Ensuring that everyone within the system understands their role and responsibility within both the service structure and people's recovery journey
- Developing a culture in which everyone is responsible for people achieving their outcomes

Flexible pathways

- Working together to improve access and engagement with services in a way that is flexible and responsive to a person's needs.
- Developing referral routes across services that prioritise access and need
- Making sure that people are able to engage with services by being flexible in how/when people access them and working with people to find appropriate arrangements

This is all underpinned by more general themes of trust and openness, both vital in building a collaborative system within a very complex and high risk environment.



Summary

Emerging Themes and Subthemes

Workforce and Capacity

Staffing levels

• Ensuring there are adequate staffing levels to deliver good quality care along with the capacity to develop new ways of working.

Ongoing development

• It will be important to support staff to keep developing their knowledge and skills in a way that is responsive to the needs they are seeing.

Wellbeing support

• With all of the challenges facing staff ensuring that staff have the support to manage their wellbeing will be key in any transformation or change programme

Empowerment and permissioning

- Empowering frontline staff and giving them permission to make changes based on their experiences and expertise can support improvements in a timely way
- Giving staff the flexibility to improve practice based on the needs of people and empowering them to be more person centred

Word clouds from Interviews

Key words from interviews with people with lived and living experience





Key words from interviews with staff



