

Subject:	Distress Brief Intervention Update
Purpose:	To update on the progress of Implementation of the Distress Brief Intervention Service
Recommendation:	IJB to endorse and approve the implementation of the plan to support DBI across Ayrshire

Glossary of Terms	
NHS AA	NHS Ayrshire and Arran
HSCP	Health and Social Care Partnership
DBI	Distress Brief Intervention
SG	Scottish Government

1.	EXECUTIVE SUMMARY
1.1	In support of the expansion of the Distress Brief Intervention Service (DBI) programme, the Scottish Government have established a DBI Associate Programme with partners and/or regions of Scotland who wish to become part of the DBI programme and embed the principles of DBI within their services. Recent support from the National DBI team has resulted in Ayrshire and Arran becoming an associate to the National programme. As a result of this exciting opportunity, the National Programme have committed to supporting developments in Ayrshire and Arran with £100k per year over the next 2 years contingent on a similar commitment made by Ayrshire and Arran.
1.2	This report seeks to provide an update to the implementation of a local Ayrshire wide service and the timescales attached. It will also report on the national DBI response currently open to citizens of Ayrshire and Arran.
2.	BACKGROUND
2.1	<p>For the purpose of the DBI programme distress is defined as <i>“An emotional pain which led the person to seek help and which does not require further emergency service involvement”</i>,</p> <p>This includes people who may not directly seek help themselves, but who are referred for assistance by others because of their perceived distress.</p> <p>The DBI ‘ask once get help fast’ approach has two levels:</p> <p>DBI Level 1 is provided by front line staff (NHS24, Emergency Departments (ED), Police Scotland (PS), Primary Care and Scottish Ambulance Services (SAS)), who have received the DBI Level 1 training, produced by University of Glasgow, who ease</p>

	<p>the person's distress, provide a compassionate response and involves an offer of a seamless referral, with confidence and clarity to a DBI Level 2 service.</p> <p>DBI Level 2 is provided by commissioned and trained third sector staff who contact the person within 24-hours of referral and provide compassionate, problem solving support, wellness and distress management planning, supported connections and signposting for a period of up to 14 days – reducing both immediate distress and empowering ability to manage future distress. The person's GP will be notified of the outcome of referral by the DBI service.</p>
2.2	<p>The overarching aim of the DBI programme is to provide a framework for improved inter-agency co-ordination, collaboration and co-operation across a wide range of care settings, interventions and community supports, towards the shared goal of providing a compassionate and effective response to people in distress improving experience and outcomes for those experiencing distress and those providing support.</p>
2.3	<p>The Scottish Government (SG) is focused on improving responses to people in distress. The DBI programme emerged through direct engagement with citizens who have experienced distress, front-line service providers and literature review. The SG established the DBI programme, which is hosted and led by South & North Lanarkshire H&SCP's, via a DBI Central Team and has been tested, developed and continuously improved in Aberdeen, Inverness, North and South Lanarkshire, Scottish Borders and more recently Moray. Many other parts of Scotland are engaged with DBI through the associate programme, benefiting from the knowledge, infrastructure and tools developed. The vision, collaborative culture and programme infrastructure has been harnessed in support of the effective delivery of the DBI COVID 19 response programme, at pace and scale which now sees national access to DBI for anyone over 16 who contacts NHS24 and where DBI referral is appropriate. The local provider for Ayrshire and Arran residents is Penumbra.</p>
2.4	<p>Through the national COVID 19 response accessed through NHS 24, the referrals from mid-June to 29/11/20 are as follows:</p> <p>Ayrshire & Arran total referrals as of 29/11/2020 = 111</p> <p>East Ayrshire = 27 North Ayrshire = 52 South Ayrshire = 32</p> <p>There have been approx. 1200 referrals across Scotland from NHS24 since mid-June. Given Ayrshire and Arran is approximately 7.4% of the Scottish population but has a referral share from NHS 24 of around 9.25%, it is anticipated that there could be a higher than average demand for the local service. It is therefore important that the programme is delivered at a measured pace in order to avoid overwhelming the service and compromising the chances of receiving a response within a 24-hour period.</p>

	<p>The high level of referrals for DBI attributed to North Ayrshire reflects the high level of demand for statutory Community Mental Health (CMHT) provision in North Ayrshire compared to South and East Ayrshire. In October 2020 for instance the referrals for CMHT were attributed as follows:</p> <p>NCMHT: 173 referrals ECMHT: 149 referrals SCMHT: 124 referrals</p> <p>There has been an approximate 25% increase in demand for statutory Mental Health Services across Ayrshire during the pandemic with a higher degree of complexity and acuity compared to previous years. This also reflects the high level of increasing demand for mental health services reported at a national level.</p> <p>The DBI programme when fully established will provide essential component of prevention and early intervention approaches at a community level.</p>
3.	PROPOSALS
3.1	<p>IJB to approve the implementation of the plan to support DBI across Ayrshire</p> <p>Penumbra have now successfully been commissioned through NAHSCP to deliver DBI to all residents of Ayrshire and Arran through two pathways in the first instance. It has been planned to develop, test and incrementally upscale a direct referral pathway from Primary Care and NHS Emergency Departments within the next year.</p>

	<p>Following the first phase of implementation, further pathways for Police and ambulance service will be developed. The contract with Penumbra runs until March 2023.</p> <p>Penumbra are currently engaged in a recruitment programme including a dedicated service manager as well as practitioners and peer workers. Alongside that, training for Level 1 providers will be progressed. Individuals for this training are likely to be identified from Primary Care in the first instance. It is hoped that the service may start to receive referrals in the new year.</p>
3.2	<u>Anticipated Outcomes</u>
	By offering this service at the earliest opportunity and within 24 hours of referral it is anticipated based on delivery of this programme in other areas that crisis can be resolved without the intervention of secondary care services. Individuals can be supported through this period of uncertainty with practical support without medicalising a normal response to stress.
3.3	<u>Measuring Impact</u>
	A robust set of measures have been agreed with Penumbra through the commissioning process. In addition, the national programme will expect a regular update on progress of the programme.
4.	IMPLICATIONS

Financial:	The service has been funded in part from the Action 15 funding allocation and in part directly from the Scottish Government through the national DBI Programme. Funds are committed until March 2023. This includes £200k from SG and £300k from Action 15 Funding pot
Human Resources:	No implications for NAHSCP staff. Penumbra have been commissioned to deliver the service and are engaged in a recruitment programme to facilitate the service locally.
Legal:	N/A
Equality:	People affected by mental health are an equalities groups and require appropriate levels of support. This programme improves access to support for vulnerable people. An Equalities impact assessment has been completed.
Children and Young People	DBI is currently open to individuals 16 and over. Glasgow University are currently researching the benefits of the programme for under 16's and a report is due in the next six months.
Environmental & Sustainability:	The implementation plan will explore sustainability issues.
Key Priorities:	This programme links to the national and local priority around suicide prevention and is a key action in Every Life Matter action plan.
Risk Implications:	The contract with Penumbra runs until March 2023. At this time, it is anticipated that there should be clearer direction from Scottish Government as to the sustainability of the national programme. The issue of non-recurrent Scottish Government monies is a risk for this work and a recurrent amount of £300,000 is required beyond year 2 of the programme.

Community Benefits:	Increased range of choice, opportunities and access to services at a locality level
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Direction Required to Council, Health Board or Both <i>(where Directions are required please complete Directions Template)</i>	Direction to :-	
	1. No Direction Required	X
	2. North Ayrshire Council	
	3. NHS Ayrshire & Arran	
	4. North Ayrshire Council and NHS Ayrshire & Arran	

5.	CONSULTATION
5.1	<p>There have been considerable consultations with teams from North, South and East Ayrshire with the Scottish government to take forward an appropriate Brief Intervention service. In addition, a stakeholder event was held at Dumfries House in March of this year.</p> <p>A DBI Steering group has been established with wide representation across Ayrshire.</p>
6.	CONCLUSION
6.1	The Implementation of the DBI closes a gap in the support available for people who are experiencing mental health distress, and this is welcomed across Ayrshire and Arran.

For more information please contact Thelma Bowers, Head of Service, Mental Health on 01294 317849 or thelmabowers@north-ayrshire.gov.uk

Penumbra is uniquely experienced to confidently lead, manage and co-ordinate the development of the DBI associate programme in Ayrshire and Arran. Penumbra has been engaged with DBI from the start having submitted a bid in 2016 and being selected from 19 applicants to lead the implementation and development of DBI in Aberdeen City. We launched the Aberdeen DBI service in October 2017 and extended to include 16- and 17-year olds in 2019. In 2019 we launched the first (and to date the only) DBI associate programme in Moray.

The 2020 COVID 19 pandemic saw the Scottish Government implement DBI (Covid) with a new referral pathway via NHS24. Penumbra was asked by Scottish Government to provide this service across Grampian, Orkney, Shetland, Tayside, Lothian and Ayrshire & Arran, which in total, represents about 43 per cent of the population of Scotland. Penumbra were able to implement this response to the pandemic within 6 weeks by seconding and training existing staff and utilising our existing DBI operating procedures and practice.

The proposed Ayrshire and Arran service will be an associate partner to the national DBI programme, promoting strong partnership working and a collective compassionate approach to responding to distress.

- Penumbra has been delivering services in North Ayrshire since 2005. We currently provide a Peer support service and a support service for people experiencing or affected by self harm. We have developed good partnership working across North Ayrshire.
- Penumbra has significant links with a wide range of community services in North Ayrshire and through our DBI (Covid) staff have been developing similar links in South and East Ayrshire.
- Penumbra established the Aberdeen City DBI partnership group and continues to chair and manage this regular meeting of key staff/stakeholders.
- Penumbra has staff who have been trained and accredited by University of Glasgow to deliver Level 1 and Level 2 DBI training
- Penumbra has a 100% record of responding to referrals within 24 hours
- The referral form used across all DBI services was based on Penumbra's First Response service referral form.
- As members of the DBI National Programme Board we have established strong links with the national DBI leads for Police Scotland and the Scottish Ambulance Service.
- We were chosen as the first pilot area to test the Primary Care pathway.
- Penumbra has established systems for DBI to be delivered by telephone and online during Covid 19. We are using Near Me for video calls.
- All Penumbra DBI staff are supplied with a secure smartphone and encrypted laptop allowing remote or home working.
- Penumbra is unique amongst all current DBI level 2 providers as half our DBI workforce are Peer Practitioners (people with their own experience of mental ill health and recovery).

The service will be supported by our established office in Ardrossan. We are very aware of large geographical scope of this service and propose that the staff are recruited from across the area and use a combination of home working and satellite bases. We will source the use of meeting space/satellite bases that we can lease/hire across Ayrshire and Arran. Our self harm support service regularly visits Arran and accesses community space there. Initially all DBI responses will be via telephone or online, due to Covid 19 guidance, but we will keep this under regular review along with the local partnerships and implementation group. Delivery will be tailored to specifically meet the needs of the Ayrshire and Arran geographical area.

Service Initiation

An Implementation Partnership Group with representatives from NHS A&A, East, North, and South HSCPs, Primary Care, Police Scotland, Scottish Ambulance Service will be established. We have an existing DBI memorandum of understanding for partners to agree.

We understand that initially the DBI service will be delivered via Primary Care and Emergency Department pathways. We will ensure access to online and/or face to face Level 1 training. Drawing on the experience of implementing in other locations. Operational roll-out will use a phased approach; affording time to evaluate at each stage. Our experience tells us that a minimum of 8-12 Level 1 referrers would need to undertake and complete Level 1 training in order to launch a referral pathway.

Penumbra is experienced at delivering Level 1 and 2 training, both courses having been developed by the University of Glasgow. Level 1 training is e-learning supported by buzz sessions and/or group learning. Level 2 is a three-day group learning session (we have successfully delivered Level 2 training to staff online, using videoconferencing, during the Covid 19 pandemic). Both training levels focus on ensuring a compassionate and supportive approach to the person experiencing distress. Practical elements such as how to make and process/manage a referral and collecting data are also covered in the training.



Stakeholder

Penumbra's development of the service will be a collaborative multi-agency approach, working closely with all stakeholders to ensure the most effective service is established and maintained.

Penumbra actively engages with Third Sector organisations for possible signposting/connecting of supported people and will have in place appropriate escalation procedures within each HSCP for any supported person who we feel is at increased risk to their personal safety and wellbeing.

Penumbra has an established memorandum of understanding for partners in the implementations/stakeholder group and has information sharing agreements with Police Scotland and NHS24. We will ensure appropriate management and security of all personal data. We envisage that NHS Ayrshire and Arran will be able to arrange for the DBI service to have a NHS.net email account to ensure secure referrals.

Our existing DBI (Covid) work in the locality means we already have established a database of local resources and have good existing connections including Simon Community Scotland, The Richmond Fellowship Scotland and local community centres.

Carers/significant others are invited to engage with support should the supported person wish.

Aberdeen Implementation example

Launched by the Scottish Government in November 2016, the DBI Programme formally started in April 2017 and is being piloted until March 2021. Four test sites have been established across Scotland, with Penumbra acting as the lead agency and DBI Level 2 provider in Aberdeen City.

Aberdeen DBI provides a collaborative, co-ordinated and cooperative framework within which to respond to distress, across frontline services and support providers in the city.

An Aberdeen DBI Implementation Group was established by Penumbra, affording partnership working with local representatives from Aberdeen HSCP, Police Scotland, Accident & Emergency, Scottish Ambulance Service and Primary Care. Partners are also connected and supported by the National DBI Programme and attend the twice yearly DBI Gatherings.

- Level 1: Provided by frontline Aberdeen DBI Partners. The intervention provides a compassionate response to distress, signposting and the offer of a referral to DBI Level 2.
- Level 2: Responding within 24 hours, Penumbra provide a 14-day supportive intervention focusing on self-management of distress, community-based problem solving, developing distress management tools and signposting to community assets and relevant agencies.

Penumbra DBI Aberdeen were identified by the DBI Programme Board to pilot the Primary Care pathway. This was achieved by building strong links with the GP lead for mental health for Aberdeen. We developed a video (<https://www.dbi.scot/resources/videos/>) showing how DBI worked featuring a GP referral. We then developed the Police Scotland pathway and following the training of over 100 police officers we targeted the city centre area for initial referrals from Police Scotland. Subsequently we operate all 4 DBI referral pathways and continue to train Level 1 referrers.

As lead organisation, Penumbra provides Level 1 partners with training and additional ‘buzz’ learning sessions to support awareness and the required knowledge base to respond appropriately and compassionately, understand what an appropriate referral is and how to practically make a referral.

All referrals are made electronically through a DBI Aberdeen NHS email account. All DBI Level 1 partners have signed a Memorandum of Understanding and have information sharing agreements supported by their organisational leads/departments.

The DBI service works collaboratively with statutory provides, third sector and community support. For example, we have developed strong connections with Rape Crisis and Women’s Aid in Aberdeen as we have connected a number of people to their services.

Physical distancing restrictions have called for DBI Aberdeen to be flexible in our approach. When lockdown was initially implemented, we switched to phone support and then integrated the “Near Me” video conferencing. The staff team assisted each other to access and practice. Staff practiced as both practitioner and person using the service. This allowed staff the time to gain confidence using the platform and they are now regularly using the tool to facilitate appointments.

Despite the pandemic we have continued throughout to offer a response within 24 hours and provide up to 14 days of support.

Our success in Aberdeen has led to us being the first associate DBI partner. We have now launched the Moray DBI and are also providing DBI (Covid response) across Grampian, Orkney, Shetland, Tayside, Lothian and Ayrshire & Arran.