



Report of the Cabinet Member for Care, Health and Ageing Well

Cabinet – 18 April 2019

Adult Mental Health Strategic Framework

Purpose:	This report outlines the work undertaken on behalf of ABMU Health Board, Bridgend CBC, Neath Port Talbot CBC and Swansea Council to develop an Adult Mental Health Strategic Framework.
Policy Framework:	The development of this Adult Mental Health Strategic Framework has been led by the Health Board on behalf of the Western Bay Partnership. The Strategic Framework and the process of developing it has been co-produced with service users and carers, including an extensive period of detailed engagement with both users of our services and potential users, and their families and carers.
Consultation:	Access to Services, Finance, Legal.
Recommendation(s):	<p>The Cabinet is asked to:</p> <ol style="list-style-type: none">1. Note the significant work undertaken to develop the Strategic Framework, including the substantial co-production with service users, carers and the voluntary sector;2. Note the substantial engagement process undertaken, the resultant feedback from the engagement process and the priorities for action identified by service users and carers;3. Note that the framework is consistent with the Council's wider strategic intent to promote a more preventative approach including developments such as Housing First.4. Approve the Adult Mental Health Strategic Framework (which has been agreed by the Western Bay Regional Partnership Board).
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1. Introduction

- 1.1 The Mental Health and Learning Disability Commissioning Board is a partnership between ABMU Health Board and the Local Authorities of Swansea, Neath Port Talbot and Bridgend, linked into the Western Bay Partnership. The Commissioning Board decided that it should develop a strategic framework for adult mental health services which would describe the optimum model for these services, which all four organisations would use to underpin the development of services across the ABMU area. This paper outlines the process which has been followed for developing the Adult Mental Health Strategic Framework and the next steps planned.

2. Background

- 2.1 The Commissioning Board agreed a project plan for this work so that actions could be included in the Health Board's plans for 2018 and onwards and also incorporated into the Western Bay Area Plan and Local Authority plans as appropriate. As part of this project plan it was agreed by all agencies that:
- Engagement with service users, potential service users, their carers and families needed to be central to the development of the framework;
 - Engagement with the voluntary sector experienced in supporting people with mental health problems and their families should be utilised in the development of the framework;
 - Engagement with staff also needed to influence the framework;
 - Existing and past work which is underway / has been carried out on how Mental Health services should change, by individual Local Authorities and Western Bay, should be analysed to identify if and how this should be included in the framework;
 - Evidence about effectiveness of interventions / services should be reviewed to inform the framework;
 - Examples of good practice elsewhere within Wales, the UK and beyond should be used to develop the framework.

3. Assessment

- 3.1 In 2017 engagement took place with services users, potential services users and their carers and families. The approach was co-designed and co-produced with the elected service user and carer representatives from the ABMU Together for Mental Health Local Partnership Board, and used the "In Your Shoes" methodology developed and used for the Health Board's values and behaviour framework.

In all 13 dedicated half-day events were held across the ABMU area, in different community locations and at different times (morning, afternoon, evening), giving people the opportunity to tell us about their experiences. Each of these sessions comprised of an hour where the service user / carer was paired with a "listener" (a member of staff from the Health Board, Social Services or voluntary sector organisation) to tell their experiences – focusing on the good, bad and what would have made a

difference to their experience. The second hour was spent grouping the themes which had emerged from individual discussions. The ABM Community Health Council attended these events and spoke to attendees to ascertain their views on the process. Their evaluation report is available as **Appendix A**.

In addition to these sessions the same issues were discussed in some group settings:

- Taith Newydd (Low Secure) patients;
- SUN group (Bridgend support group for people with long-term enduring mental health problems);
- Mental Health voluntary sector forum, Swansea (group of providers who have wide experience of working with mental health service users);
- Carers Mental Health Group, Swansea (a support group specifically for carers of people with mental health problems);
- Deaf Focus Group (a group of people for whom British Sign Language is their first language, as the deaf community has a higher proportion of mental health problems compared to the rest of the population);
- The Western Bay Substance Misuse service user forum also discussed their experiences as a group and fed these into one of the above events.

Overall a total of 105 individuals gave up their time to attend one of the 2 hour events and tell us in detail about their experiences. In addition approximately 170 other people were involved in giving their views, either via the online survey which accompanied the events, or through the above group discussions or written submissions.

Subsequent to this two feedback sessions were held where all those involved in the events and engagement were invited to hear us feedback the themes which had been highlighted through the engagement process and give them the opportunity to:

- Check that they recognised the issues raised from their experiences;
- Tell us if any issues had been described inaccurately, misrepresented or if there were any issues missing;
- In groups identify the top 3 things which would make the most difference to their experience going forward and their top 3 priorities were:
 - Change culture attitudes
 - Enable and empower people to make their own decisions i.e. coproduction – not lip service
 - Movement from medical to a psycho social model

The main findings from the engagement process and the feedback events are detailed in **Appendix B**.

Discussions were then held with the Directors of Social Services of the 3 partner Local Authorities to outline the work completed on the Strategic Framework including the findings from the engagement. As a result an Optimum Model working group was established between the Health Board and the 3 Local Authorities to review the Western Bay, Health Board and Local Authorities work being undertaken on mental health services and to ensure these aligned with the service model based on the engagement. In these discussions the following was confirmed by way of commitment to taking the work on the Strategic Framework forward:

- Agreement across all agencies that views shared through the engagement process must influence the strategic framework and the priorities arising from it;
- All organisations agreed that they do not want to continue to oversee a system which provides services that result in the negative experiences consistently related through the engagement process;
- A clear commitment to change services and their focus and to address the attitudes and behaviours which people have told us can be such a barrier to them accessing the support they need.

Drafts of the framework have been revised following feedback from the Commissioning Board, the elected service user, carer and voluntary sector representatives on the Together for Mental Health Local Partnership Board and members of the Optimum Model working group.

The final draft of the Adult Mental Health Strategic Framework is attached as **Appendix C**. This outlines the need to significantly transform our current pattern of services which will require formal project management support. Integrated Care Funding has been agreed through Western Bay for a Project Manager to support implementation and the role has been agreed with the Delivery Unit, Strategy Directorate and the Local Authorities and is out to recruitment currently.

The approvals process for the framework is as outlined below:

- Mental Health / Learning Disabilities Commissioning Board on 21st September 2018 - approved
- Together for Mental Health Local Partnership Board on 27th September 2018 - approved
- ABMU Health Board's Senior Leadership Team on 3rd October 2018 - approved
- Western Bay Programme Team on 11th October 2018 - approved
- Western Bay Regional Partnership Board on 30th October 2018 – approved
- Bridgend, Neath Port Talbot and Swansea Local Authority Cabinets – being considered during November 2018 – March 2019
- ABMU Health Board on 29th November 2018

3.2 Conclusion

The Adult Mental Health Strategic Framework has been developed through an innovative approach to engagement and co-production with mental health service users and carers and has aligned Health Board and Local Authorities' approaches with the priorities identified by

service users and carers. The Welsh Government lead for Mental Health requested a presentation from the Health Board, supported by the Local Authorities, on the methodology used to develop the framework and commended us on our work.

3.3 Recommendations

The Cabinet is asked to:

- Note the significant work undertaken to develop the Strategic Framework, including the substantial co-production with service users, carers and the voluntary sector;
- Note the substantial engagement process undertaken, the resultant feedback from the engagement process and the priorities for action identified by service users and carers;
- Note that the framework is consistent with the Council's wider strategic intent to promote a more preventative approach including developments such as Housing First.
- Approve the Adult Mental Health Strategic Framework (which has been agreed by the Western Bay Regional Partnership Board).

4. Equality and Engagement Implications

- 4.1 The Council is subject to the Public Sector Equality Duty (Wales) and must, in the exercise of their functions, have due regard to the need to:
- Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act.
 - Advance equality of opportunity between people who share a protected characteristic and those who do not.
 - Foster good relations between people who share a protected characteristic and those who do not.

Our Equality Impact Assessment process ensures that we have paid due regard to the above.

5. Financial Implications

- 5.1 Whilst there are no immediate financial implications arising from this report, acceptance would result in additional expenditure at a future time if the ambition set out within the framework is to be fully realised. Acceptance does not mean that additional resources will be made available and it should be assumed that future spending needs will need to be contained within an available budget provision and have full and due regard to the budget principles set out in 'Sustainable Swansea – Fit for the Future'. There is some additional funding for the development of mental health services being made available through health boards with an expectation that investment decisions are made on a partnership basis. The likely levels of future budget allocations from the Council's core budget will require due regard to the budget and medium term financial plan.

6. Legal Implications

- 6.1 By approving and adopting the Adult Mental Health Strategic Framework, the Council will be facilitating the discharge of its duties under the Mental Health Act 1983, Mental Health (Wales) Measure 2010, Social Services and Wellbeing Act 2014 and the Future Generations Act 2015.

Background Papers: EIA Screening Form

Appendices:

Appendix A – CHC evaluation of engagement process

Appendix B – Main findings from engagement process

Appendix C – Final draft of Our Strategic Framework for Mental Health Services for Adults