

# **Y Pwyllgor Iechyd, Lles a Llywodraeth Leol**

**HWLG(3)-04-09 papur 1**

## **Ymchwiliad y Pwyllgor i Wasanaethau Iechyd Meddwl yn y Cymuned – Papur Cwmpasu**

Mae'r Pwyllgor wedi cytuno i gyflawni ymchwiliad i wasanaethau iechyd meddwl yn y gymuned. Mae papur cwmpasu ar gyfer yr ymchwiliad wedi'i hategu i'r papur hon.

## Health, Wellbeing and Local Government Committee

Committee Ref:  
HWLG(3)-03-09  
Date: 5 February  
2009

### Proposed Inquiry into mental health services in the community

#### Introduction

At its meeting on 22 January the Committee discussed its next Inquiry and agreed to consider mental health services. Members highlighted particular issues that should be included within the scope of the Inquiry including community based services, gaps in services (particularly in view of the proposed mental health LCO), mental health services for young people in transition from children's to adult services and the interface between health and social care services.

This paper briefly outlines some of the issues and current work on mental health services and suggests terms of reference and key witnesses for a Committee Inquiry into this topic.

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## 1. Background

Much work has been undertaken on mental health issues in recent years resulting in new and proposed legislation and a number of policy review and strategy documents. A brief summary of some of this work is provided below.

In 2005 the Wales Audit Office published a **baseline review of mental health services in Wales**<sup>1</sup> in support of the implementation of the National Service Framework (NSF) for Adult Mental Health Services.

The review was designed to provide a baseline from which future progress can be assessed and to make recommendations to support service development and reform.

(para3 p6)

The report identified a number of weaknesses in provision that were judged to be preventing full implementation of the NSF including:

- significant gaps in key elements of service delivery
- the need for greater integration and co-ordination of adult mental health services across different agencies and care sectors
- variation in approaches to empowering and engaging service users and carers
- the need for planning and commissioning arrangements that fully support the development of whole system models of care

Barnardo's Cymru conducted a campaign<sup>2</sup> in 2008 on the level and quality of **Child and Adolescent Mental Health Service provision for 16 to 18 year olds** across Wales. Barnardo's published a Policy and Practice Briefing<sup>3</sup> on Mental Health Provision for 16 and 17 year olds. The briefing stated:

For young people aged 16 to 18 years and not in full-time education, access to mental health services in Wales is severely restricted or, in some areas, simply does not exist. The child and adolescent mental health services (CAMHS) landscape serves to exclude young people aged 16 to 18 years by virtue of age or vulnerability (out of education, substance misuse, homelessness, 'chaotic lifestyles' or learning disability). At the same time, those young people who do access CAMHS or adult mental health services often do so as a result of 'crisis' in their mental health and often receive care which is inappropriate to their

age, needs and safeguarding.

(p2)

**Evidence provided to the Committee on the Mental Health LCO**<sup>4</sup> in 2008 from a range of organisations provides some indication of current issues on mental health services in Wales.

The Minister for Health and Social Services commissioned a **review of mental health services** which recommended the establishment of a single all-Wales body for the provision of mental health

<sup>1</sup> Wales Audit Office (2005) *Adult mental health services in Wales: A baseline review of service provision*: [http://www.wao.gov.uk/assets/englishdocuments/Adult\\_Mental\\_Health\\_Services\\_Baseline\\_Review.pdf](http://www.wao.gov.uk/assets/englishdocuments/Adult_Mental_Health_Services_Baseline_Review.pdf)

<sup>2</sup> Barnardo's Cymru Campaign 2008: [http://www.barnardos.org.uk/who\\_we\\_are/in\\_your\\_region/wales/wales\\_campaigns.htm](http://www.barnardos.org.uk/who_we_are/in_your_region/wales/wales_campaigns.htm)

<sup>3</sup> Barnardo's Cymru (2008) *Policy and Practice Briefing. Mental Health Provision for 16 and 17 year olds in Wales*: [http://www.barnardos.org.uk/briefing\\_on\\_mental\\_health.pdf](http://www.barnardos.org.uk/briefing_on_mental_health.pdf)

<sup>4</sup> National Assembly for Wales, Proposed Provision of Mental Health Services LCO Committee, Consultation responses <http://www.assemblywales.org/bus-home/bus-legislation/bus-leg-legislative-competence-orders/bus-legislation-lco-2008-6/bus-legislation-lco6-2008-writtenevidence.htm>

services<sup>5</sup>. The Minister did not accept this recommendation and mental health services will continue to be provided within the (reformed) NHS structures and by local authorities and their partners. The Cabinet Statement<sup>6</sup> issued by the Minister on the outcome of the review states:

On 3<sup>rd</sup> June 2008 I initiated a discussion with interested parties on the report I had commissioned from Professor Michael Williams.

...

I was very encouraged that this wide debate has taken place. 368 written responses were received and 3 Regional consultation events were held, attended by almost 500 delegates.

The one consistent message that came through these discussions was that mental health services in Wales must improve and urgently.

## 2. Issues relevant to the proposed Committee Inquiry

Some of the issues relevant to this Inquiry highlighted in the sources identified above include:

- Weaknesses in current provision of community services for adults<sup>7 8</sup>.
- Poor integration of health and social care in some Community Mental Health Teams<sup>9</sup>.
- Problems for 16-18 year olds accessing mental health services and making the transition between children's and adult services<sup>10 11 12</sup>.
- Issues around alternatives to hospital admission and prompt and safe discharge resulting from inadequate community services including crisis resolution/home treatment and housing and support services<sup>13</sup>.
- Concerns around the Care Programme Approach, including variable implementation across Wales<sup>14</sup>.
- Concerns around the adequacy of mental health services for BME groups, physically disabled people and those with children<sup>15</sup>.

<sup>5</sup> Williams, M. (2008) *Iechyd Meddwl Cymru - A Well Being and Mental Health Service Fit For Wales*:

<http://new.wales.gov.uk/consultations/closedconsultations/healthsocialcare/iechydmeddwlwlcymru/?lang=en>

<sup>6</sup> Welsh Assembly Government, Edwina Hart, Minister for Health and Social Services, *Mental Health*, Cabinet Written Statement, 29 September 2008: <http://wales.gov.uk/about/cabinet/cabinetstatements/2008/mentalhealth/?lang=en>

<sup>7</sup> Royal College of Psychiatrists: Welsh Division, (2008) *Submission on Proposed Mental Health Services Legislative Competence Order* p2: [http://www.assemblywales.org/mh\\_2\\_-\\_rcpsychiatrists.pdf](http://www.assemblywales.org/mh_2_-_rcpsychiatrists.pdf)

<sup>8</sup> ADSS Cymru (2008) Written evidence to the Committee on Proposed Mental Health Services Legislative Competence Order, p1 para 7: [http://www.assemblywales.org/mh\\_5\\_-\\_adss.pdf](http://www.assemblywales.org/mh_5_-_adss.pdf)

<sup>9</sup> Wales Audit Office (2005) *Adult mental health services in Wales: A baseline review of service provision* p10: [http://www.wao.gov.uk/assets/englishdocuments/Adult\\_Mental\\_Health\\_Services\\_Baseline\\_Review.pdf](http://www.wao.gov.uk/assets/englishdocuments/Adult_Mental_Health_Services_Baseline_Review.pdf)

<sup>10</sup> Wales Audit Office (2005) *Adult mental health services in Wales: A baseline review of service provision* p11: [http://www.wao.gov.uk/assets/englishdocuments/Adult\\_Mental\\_Health\\_Services\\_Baseline\\_Review.pdf](http://www.wao.gov.uk/assets/englishdocuments/Adult_Mental_Health_Services_Baseline_Review.pdf)

<sup>11</sup> Barnardo's Cymru (2008) *Policy and Practice Briefing. Mental Health Provision for 16 and 17 year olds in Wales*: [http://www.barnardos.org.uk/briefing\\_on\\_mental\\_health.pdf](http://www.barnardos.org.uk/briefing_on_mental_health.pdf)

<sup>12</sup> Children's Commissioner for Wales Annual Review 07-08, p27: [http://www.childcom.org.uk/publications/Annual\\_review08\\_english.pdf?PHPSESSID=1016a5bbecde0027ed1db74cdf984a6b](http://www.childcom.org.uk/publications/Annual_review08_english.pdf?PHPSESSID=1016a5bbecde0027ed1db74cdf984a6b)

<sup>13</sup> Wales Audit Office (2005) *Adult mental health services in Wales: A baseline review of service provision* p8: [http://www.wao.gov.uk/assets/englishdocuments/Adult\\_Mental\\_Health\\_Services\\_Baseline\\_Review.pdf](http://www.wao.gov.uk/assets/englishdocuments/Adult_Mental_Health_Services_Baseline_Review.pdf)

<sup>14</sup> Wales Audit Office (2005) *Adult mental health services in Wales: A baseline review of service provision* p10: [http://www.wao.gov.uk/assets/englishdocuments/Adult\\_Mental\\_Health\\_Services\\_Baseline\\_Review.pdf](http://www.wao.gov.uk/assets/englishdocuments/Adult_Mental_Health_Services_Baseline_Review.pdf)

<sup>15</sup> Wales Audit Office (2005) *Adult mental health services in Wales: A baseline review of service provision* pp34-35: [http://www.wao.gov.uk/assets/englishdocuments/Adult\\_Mental\\_Health\\_Services\\_Baseline\\_Review.pdf](http://www.wao.gov.uk/assets/englishdocuments/Adult_Mental_Health_Services_Baseline_Review.pdf)

However, it is worth noting that work is currently underway to address some of these issues, including:

- A review of CAMHS by the Wales Audit Office and Healthcare Inspectorate Wales. The outcome of the review is expected in Spring 2009.
- Community Mental Health Teams provide health and social care services to people with mental health problems living in the community. The Care and Social Services Inspectorate Wales (CSSIW) is reviewing Community Mental Health Teams during 2009-10.

The delivery of mental health services will be affected by the implementation of the *Mental Health Act 2007* (which amends the *Mental Health Act 1983*), by the current restructuring of the NHS in Wales, and by the outcome of the Mental Health Legislative Competence Order which seeks powers for the Assembly to legislate for earlier intervention services.

### 3. Suggested scope and terms of reference

Mental health services for older people and those for children and young people are, to some degree, provided under separate arrangements to those for adults of working age and may therefore merit separate consideration by Committees. It is therefore suggested that the scope of this Inquiry be drawn to include adults aged 16-60 years. This would encompass adults of working age (i.e. those that fall within the scope of the Welsh Assembly Government's Mental Health Strategy<sup>16</sup>) and young people in the transition from children's to adult services.

#### **Suggested terms of reference:**

The provision of community based mental health services in Wales for people aged 16-60 years, with a specific focus on:

- The capacity and geographical availability of services
- The provision of services for young people over 16 years in transition from children's to adult services
- The impact of the effectiveness of community based services on hospital admissions and delayed transfers of care
- The effective co-ordination of health and social care elements of community mental health services
- Equality issues relating to community mental health services, including those for BME groups
- Examples of good practice in the delivery of services

<sup>16</sup> Welsh Assembly Government (2001) *Equity, Empowerment, Effectiveness, Efficiency - Adult Mental Health Services in Wales*: <http://www.wales.nhs.uk/sites3/docmetadata.cfm?orgid=452&id=50116>



**4. Suggestions for key witnesses:**

**Hafal**

**Mind Cymru**

**Children's Commissioner**

**Barnardo's Cymru**

**Representatives from user groups or advocacy schemes**

**ADSS Cymru**

**Welsh NHS Confederation**

**Representatives from LHBs/Local authorities that can provide examples of good practice**

**Minister for Health and Social Services**

**Wales Audit Office**

**Care and Social Services Inspectorate Wales**