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Bwrdd Iechyd Prifysgol
Caerdydd a'r Fro
Cardiff and Vale
University Health Board



Mental Health (Wales) Measure 2010

Part 1 Scheme

for

Local Primary Mental Health Support Services

for

Cardiff & Vale University Health Board

and

Partner Local Authority areas

of

Cardiff and Vale of Glamorgan

May 2012

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1. Introduction

This joint scheme for the provision of local primary mental health support services is a regional scheme for the local authority areas covered by the Cardiff & Vale University Health Board. It has been developed under the provisions of section 2 of the Mental Health (Wales) Measure 2010 which require that the local mental health partners for a local authority area must take all reasonable steps to agree a scheme:

- (a) which identifies the treatment which is to be made available for the area (local primary mental health treatment), and
- (b) for securing the provision for that area of the local primary mental health support services (described in section 5 of the Measure)

Secondary legislation in the form of the mental health (Regional Provisions) (Wales) regulations 2012 provide for the development of a regional scheme which includes more than one local authority area

This joint scheme seeks to assist the delivery of local primary mental health support services across the University Health Board area. It provides a framework for the provision of the local primary mental health support services that the University Health Board and local authorities have a duty to deliver for their populations under Part 1 of the Mental Health (Wales) Measure 2010 (the Measure). Local primary mental health support services must:

- (a) carry out primary mental health assessments in accordance with Part 1 of the Measure;
- (b) provide local primary mental health treatment (interventions), following assessment;
- (c) make referrals concerning services which might improve or prevent a deterioration in the individual's mental health;
- (d) provide information for patients (of the service) and carers and advice about services that are available to them; and

(e) provide information, advice and other assistance for primary care providers (GPs) so as to improve the services related to mental health which they provide or arrange.

The aim of these services is to improve access to mental health care within primary care settings, and to improve the outcomes for individuals accessing these services. This will be achieved by increasing the availability of mental health services in primary care, providing support for individuals in meeting their non-medical needs and increasing the support available to primary care providers to help them improve the health and well-being of people with mental health problems.

The Scheme is an enabling agreement which identifies the mental health partners who are responsible for ensuring the provision of local primary mental health support services. It sets out the local vision for these services, the responsibilities of the partners, eligibility, and the treatments that will be provided and on what basis they will be provided for specific groups, and addresses governance issues. It builds on the guidance set out in the National Service Model and the agreement of the local services model.

The local primary mental health support services which this scheme supports will be effective from 1 October 2012. This scheme will support the planning for the introduction of these services and it is expected that the scheme will be revised periodically in the future as the services mature.

2. Partners

As permitted by the Mental Health (Regional Provision) (Wales) Regulations 2012 this is a regional scheme for the local authority areas covered by the Cardiff & Vale University Local Health Board and the local mental health partners are:

- Cardiff & Vale University Health Board
- Cardiff Council
- Vale of Glamorgan Council

The joint mental health partners will operate in partnership with local primary care practitioners to ensure the primary care mental health support service. Local primary care practitioners are represented on implementation and steering groups for primary care mental health support services and kept informed via Bro Taff Local Medical Committee and the Primary Care and Localities team within the health boards Primary Care, Mental Health and Communities Services and the Community Health Council.

A range of local Third Sector organisations will also be involved in the provision of services and interventions that the scheme will support.

3. Purpose/Scope of the Scheme

The scheme will support and secure the provision of local primary mental health support services for people of all ages across the local authority areas of Cardiff and Vale of Glamorgan including the Western Vale. A key purpose of the scheme is to identify the local primary mental health treatments which are to be provided for these populations and the arrangements for securing the provision of these services between Cardiff & Vale University Health Board and its Local Authority mental health partners, in accordance with section 2(1) of the Measure.

The scheme also identifies:

- The mental health partners
- The extent of the responsibilities of each of the mental health partners for the provision of the services
- Eligibility of individuals who are subject to the provisions of the Mental Health Act 1983 or who are in receipt of secondary mental health services, and categories of individuals who would not otherwise be entitled to an assessment, to be referred to the local primary mental health support services,
- Persons who can refer such individuals to these services
- Arrangements for altering the scheme

The purpose of Cardiff & Vale of Glamorgan's scheme under Part 1 of the Mental Health (Wales) Measure is to ensure that the following elements be delivered as part of local primary mental health support services:

- (a) comprehensive mental health assessments for individuals who have first been seen by their GP, but for whom the GP considers a more detailed assessment is required and assessment of those individuals with stable severe and enduring mental health problems referred into the primary care mental health service from secondary care.
- (b) treatment, by way of short-term interventions, either individually or through group work, if this has been identified as appropriate following assessment.
- (c) provision of information and advice to individuals and their carers about treatment and care, including the options available to them, as well as 'signposting' them to other sources of support (such as support provided by third sector organisations);
- (d) provision of support and advice to GPs and other primary care workers (such as practice nurses) to enable them to safely manage and care for people with mental health problems, and improve the mental health services they provide or arrange;
- (e) supporting the onward referral to secondary mental health services, where this is felt to be appropriate for an individual, in accordance with Section 10(1)(b) of the Measure.

The service in Cardiff & Vale will be available to individuals of all ages who are experiencing common mild to moderate, or stable severe and enduring mental health problems for whom an appropriate referral is received and whose presentation is appropriate for treatment within a primary care setting.

4. Vision for the Local Primary Mental Health Support Services

The aims of Local Primary Mental Health Support Services will be to provide local access to mental health support within primary care for people of all ages experiencing mild to moderate or stable severe and enduring mental health problems for whom an appropriate referral is received. As set out in the National Service Model, the overall objectives of local primary mental health support services are to:

- Increase the availability and uptake of mental health services at the primary care level, in order to improve outcomes for individuals of all ages and to increase effectiveness, and efficiency in accessing secondary care, where this is indicated
- Provide for all people of all ages across Cardiff and Vale, effective primary mental health support services that are accessible and close to those who require them. These services should be appropriate, acceptable and outcome focused, with an emphasis on promotion of an individual's well-being, recovery and resilience;
- Work with and develop close relationships with GPs and practice staff, and to provide support, consultation, advice on clinical management, education, training and liaison in order to develop capacity for and approached to managing mental health problems in primary care.

For the populations of Cardiff and the Vale of Glamorgan, the mental health partners will seek to achieve this by ensuring the provision of services which:

- Increase the availability and uptake of mental health services in primary care settings.
- Promote recovery and resilience for people of all ages.
- Improve the interface between Primary and Secondary Care.
- Establish close working relationships with primary care including provision of advice and support.
- Support but do not supplant existing services.

The aim of the Primary Mental Health Support Service in particular and mental health services in general is to make the delivery of services to these groups as responsive as possible to their circumstances and needs by embracing the provisions of the Public Sector Equality Duties. The service aims to pro-actively address any misconceptions and discriminatory attitudes towards people with mental health problems.

5. Responsibilities

Sections 2(3) and 2(4)(a) of the Measure require this scheme to outline to what extent each of the partners within the Cardiff & Vale scheme are responsible for providing local primary mental health support services in each of the local authority areas. The Integrated Health and Social Care Partnership Board for the Cardiff and Vale ‘region’ are accountable for the delivery of the MH Measure on behalf of the Cardiff and Vale Health Board and the two Local Authorities. The divisional manager for Mental Health services within the Health Board has delegated responsibility for the delivery of the Mental Health (Wales) Measure as a work stream for the population of Cardiff and the Vale of Glamorgan. This responsibility is delivered through the multi agency Mental Health Measure Project Implementation Group chaired by the Divisional Manager with TORS, membership and a project plan including the identification of delegated inter agency representation and responsibility to deliver on action plans. In terms of CAMHS and Learning Disability services, the steering group recognizes that although these services are provided on a sub regional network basis, that the UHB is responsible for the commissioning of these services for the population of Cardiff and the Vale of Glamorgan. The Mental Health Measure steering group and the sub groups again have delegated representation and responsibility from these services in order to link the joint efforts of these services in delivering the Measure requirements.

The Health Board will work with the two local authorities in partnership with third sector organisations who deliver a wide range of community support services including health and well being, education, day services, volunteering and employment opportunities, accommodation and information/advice/advocacy services.

The partners, as described above, are committed to meeting the requirements of the Measure in partnership but it is agreed that Cardiff & Vale University Health Board will be the lead agency for the scheme.

General Practitioners will remain responsible for providing the services to patients outlined within their general medical services contract. Provision of the local primary care mental health support service will not supplant general medical services but will enhance the range of services available to patients at a primary care level.

Clinical responsibility for a patient will be shared between the GP and the local primary care mental health support service in respect of individuals referred by the GP.

6. Eligibility for assessment by the local primary mental health support service

Assessment by the local primary mental health support services will be available for individuals of all ages, from children and young people to older adults for whom an appropriate referral is received. The Measure does not allow for self-referral to local primary mental health support services. Referrals may be made in respect of individuals of any age who present with any form of mild to moderate and/or stable severe and enduring mental health problem, regardless of whether that individual may also be experiencing any co-occurring condition such as a learning disability or a substance misuse problem. This scheme provides that for Cardiff and the Vale UHB primary mental health assessments will be made available to individuals receiving secondary mental health services, including those subject to 117 of the Mental Health Act 1983, as per section 8(1) of the Measure, provided they are eligible via the referral route outlined below.

The National Service Model clarifies that referrals can only be made by:

- the GP with whom the individual is registered ; or
- a GP with whom the individual is not registered as proposed in the Mental Health (Primary Care Referrals and Eligibility to Conduct Primary Mental Health Assessments) (Wales) Regulations 2012; or
- a person working in secondary mental health services in respect of an individual subject to the provisions of the Mental Health Act 1983, or in receipt of secondary mental health services, but only if the local joint scheme prescribes that such individuals are eligible, and the person making the referral is eligible to do so. Eligibility criteria are the same as those set out in the Regulations made under Part 2 of the Measure for eligibility to act as a care coordinator. In this respect the professional requirements are:
 - a) a qualified social worker (registered with either the Care Council for Wales or the General Social Care Council);
 - b) a first or second level mental health or learning disabilities nurse

- (registered in Sub-part 1 or Sub-part 2 of the Register maintained under article 5 of the Nursing and Midwifery Order 20017);
- c) an occupational therapist (registered in Part 6 of the Register maintained under article 5 of the Health Professions Order 20018);
 - d) a practitioner psychologist (registered in Part 14 of the Register maintained under article 5 of the Health Professions Order 2001);
 - e) a registered medical practitioner;
 - f) a dietician (registered in Part 4 of the Register maintained under article 5 of the Health Professions Order 2001);
 - g) a physiotherapist (registered in Part 9 of the Register maintained under article 5 of the Health Professions Order 2001); or
 - h) a speech and language therapist (registered in under Part 12 of the Register maintained under article 5 of the Health Professions Order 2001).

As the proposed service is based on a tiered whole-system model arrangements for the provision of services for individuals referred from secondary care will be agreed via a formally agreed referral pathway with a clear communications hub facilitating ease of referral from one to the other. Those eligible to refer from secondary care into primary care are those who fulfil under Section 14 of the Measure the requirement to be the relevant patient's care coordinator and to undertake the functions required of them.

Cardiff and Vale UHB will strive towards meeting The National Service Model target of a maximum of 28 calendar days between referral by a primary care practitioner or a care coordinator, as permitted under this scheme, and the assessment being carried out by the local primary mental health support services.

There will be regular reviews of referral protocols to ensure that they remain relevant to local need and to ensure skills of the local primary mental health support services staff are being utilised appropriately and the service provision is both efficient and effective.

7. Equality

The Equality and Human Rights Commission Wales has stated that people with experience of mental distress are among the most discriminated against in Wales. Many people experience multiple disadvantages through discrimination on the grounds of their mental health problems and also on the grounds of their sexuality, ethnicity and other characteristics. People from minority groups often find it difficult to access mental health services, or they find the services that are available to them are culturally inappropriate or insensitive to their needs.

Services across Cardiff & Vale UHB will be delivered which genuinely meet the needs of the people they serve. An Equality Impact Assessment is being undertaken to highlight and address misconceptions and discriminatory attitudes towards people with mental health conditions in the area(s) covered by the scheme.

8. Provision of services in English and Welsh

Cardiff & Vale University Health Board, The City and County of Cardiff and the Vale of Glamorgan Council have Welsh Language Scheme Corporate Documents that outline their commitments and obligations under the Welsh Language Act 1993, and have adopted the principle that in the conduct of their public business, they will treat the English and Welsh languages on an equal basis.

9. Where services are to be provided

In keeping with the philosophy of the Measure, local primary mental health services will operate within or alongside GP practices. Cardiff & Vale UHB is composed of three primary care localities: The Vale of Glamorgan; Cardiff North, West & South West; and Cardiff South, East & City (68 practices in total, including Cardiff Health Access Practice (CHAP), in 93 premises). The local primary mental health support services will be located within these three localities as three locality teams.

The service will be delivered via a mixture of centralised and locality-based static and peripatetic services which will be determined by local demand and demographics.

Arrangements for the provision of special groups such as the homeless, prisoners and asylum seekers and refugees within Cardiff & Vale UHB will be agreed in partnership with third sector providers.

As the proposed service is based on a tiered model arrangements for the provision of services for individuals referred from secondary care will be agreed via a formally agreed care pathway. A tiered care model allocates appropriate resources to ensure that expertise and interventions match complexity of need, and should minimise the necessity for multiple assessments of an individual.

10. Local primary mental health support services

These are planned scheduled services that sit within primary care. The following services are formally identified within this scheme as being primary mental health services and therefore do not require care and treatment planning under part 2 of the Measure:

- Primary Mental Health Support Service (assessment, treatment and onward referral).
- Primary Care Counselling Service.
- The Liaison Psychiatry service offers specialist psychiatric consultation and advice to secondary care services and a second opinion service to Community Mental Health Teams to help with management of patients whose mental health difficulties are being exacerbated by chronic physical difficulties. The majority of clients open to this service do not require levels of input which require a care co-ordinator and a Care and Treatment Plan (Part 2) but in the small number of cases that do, the service is in a position to provide this level of input itself without necessarily referring on to secondary care.
- The Traumatic Stress Service offers interventions for non-complex presentations. Should the complexity of an individual merit the involvement of more than one professional then the appropriate secondary care service will be involved.
- The Memory Team accessed by both GP's and the PMHSS but may be provided across more than one locality.

- The All Wales Veterans Health and Wellbeing Service (AWVHWS) provides information and advice to GP's/primary care staff and PMHSS staff and facilitate access to Veterans Support Groups.
- Children & Adolescent Mental Health Service (CAMHS) Primary Care Mental Health Service will operate with systems, policy and protocols in place to ensure GP referrals for children and young people are appropriately met. The service will be commissioned by the three partners as stated above but delivered by the existent Cwm Taf Local Health Board CAMHS Network.
- Eating Disorders Specialist Outpatient Treatment (EDSOT) team, including dietetics, will continue to provide consultancy, liaison, supervision, training, sign-posting and information to GP's / Primary Care staff and PMHSS colleagues regarding the care and treatment of individuals presenting with an eating disorder.
- Individuals attending a Lithium monitoring clinic who are not in receipt of any other mental health services.
- Psychiatric Out-Patients will provide a liaison and consultation service to GPs within Cardiff & Vale UHB (including CHAP) and face-to-face consultations for service users experiencing issues which relate to their mental health but not of a severity or complexity which would warrant referral to secondary care mental health services. This service will be provided to support GPs to maintain a patients' mental health not to provide ongoing treatment for unstable and complex mental illness.
- The Panic Treatment Project offers interventions, such as CBT, to those experiencing panic disorder, agoraphobia or social phobia and where this is their primary problem. Should the complexity of an individual merit the involvement of more than one professional then the appropriate secondary care service will be involved.

11. Joint working arrangements

The funding for the development and provision of the Primary Mental Health Support Service will be held and managed by the Cardiff & Vale UHB. The operational management of the service will be by the Mental Health Division of Cardiff & Vale UHB on behalf of the three partner organisations.

Throughout the duration of an individual's contact with the local Primary Mental Health Support Service, clinical responsibility will be shared between the service and the GP for those individuals referred to the service by a GP. For those accessing the service via secondary mental health services clinical, responsibility will remain with the secondary mental health services. However, individual practitioners are accountable for their own professional practice.

Section 42 of the Measure allows one partner in the scheme to supply to the other partner information which has been obtained in the discharge of functions under Part 1 of the Measure, and which relates to an individual for whom local primary mental health support services are being, or might be, provided.

12. Performance management of the local primary mental health support services

Key to ensuring best use of resources and good outcomes the service will have clear performance management arrangements. Standardised data collection and analysis and regular audit and service evaluation will be agreed and conducted via joint management structure. Service evaluation will take place on a yearly basis.

In addition to locally agreed performance management information, particularly with a focus on clinical outcomes, the mental health partners will be required to routinely collect information for the Welsh Government in relation to:

- The number of primary care practitioners per 20,000 population (all ages);
- The number of assessments undertaken

- Waiting times for assessments (in calendar days) against the target of 28 calendar days;
- Waiting times for interventions, where indicated (in calendar days);
- The number of completed interventions (to include treatment, referral or information);
- User, carer and GP satisfaction levels.

13. Governance of the local primary mental health support service

Governance arrangements will be agreed with partners and regularly monitored via formal use of outcome measurement, client satisfaction, supervision and audit.

Throughout the duration of an individual's contact with the local Primary Mental Health Support Service, clinical responsibility will be shared between the service and the GP for those individuals referred to the service by a GP. For those accessing the service via secondary mental health services clinical, responsibility will remain with the secondary mental health services. However, individual practitioners are accountable for their own professional practice. Patients remain under the normal care of their GP whilst in the Primary Care Mental Health Support Service.

Where services are delivered by a third sector organisation the provider will ensure that services are delivered to the standard as set out in the Healthcare Standards for Wales (Welsh Assembly Government 2005). The full document can be found at:

English Version

<http://www.wales.nhs.uk/sites3/docmetadata.cfm?orgid=465&id=41960&pid=8970>

Welsh Version

<http://www.wales.nhs.uk/sites3/docmetadata.cfm?orgid=465&id=41962&pid=8970>

The local primary mental health support service will not be appropriate for all individuals with mental health problems who present to GPs. Where a GP considers that other services within the mental health care system would be appropriate to meet an individual's needs, the GP should continue to refer them to these services (e.g. Community Mental Health Teams, specialist CAMHS, substance misuse services, etc). The GP may wish to be guided and supported in relation to the appropriate referral of individuals through consultation with, and/or advice from, the local primary mental health support service.

14. Promoting the local primary mental health support services

Arrangements for promotion of the service will be agreed with GP partners and third sector partners and monitored by the Mental Health Program Board. Local primary care mental health services across Wales are explained within an information leaflet developed by Welsh Government. The service seeks to be an integral part of implementing the *Setting the Direction* and the Carers Strategies (Wales) Measure 2010 agendas regarding the provision of advice and information to services users and their carers.

15. Arrangements for review of the Scheme

The development and progress of the scheme for Cardiff & Vale UHB will be monitored by the Mental Health Program Board on a bi-monthly basis and by the Expert Reference Group of local health partners at least quarterly.

16. Arrangements for altering a scheme

Where a review of the scheme has identified the need to alter the Cardiff & Vale UHB Part 1 scheme the proposed alterations will be presented to the Mental Health Program Board and (where relevant) the local Children and Young People's Partnerships for agreement before

being presented to the Local Health Board and (where required) Local Service Boards before a revised and updated scheme is provided to Welsh Government.

In the event of a dispute all parties to the Agreement will use their reasonable endeavours to resolve the matter. In the event that is not possible the matter will be referred to Cardiff & Vale 'regional' Mental Health Measure Partnership Board who will attempt to resolve the matter. All parties agree that this is an agreement which is subject to section 7 NHS (Wales) Act 2006.