TOGETHER FOR MENTAL HEALTH IN GWENT

CONSULTATION ON COMMISSIONING MENTAL HEALTH SERVICES IN GWENT
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1. PURPOSE

This document seeks views from all stakeholders in respect of a future service model of mental health provision commissioned from the voluntary sector. The document is intended to be shared widely with service users, staff, providers and partners to gain views about the thinking so far.

The document is issued by the following organisations:

- Aneurin Bevan University Health Board
- Blaenau Gwent County Borough Council
- Caerphilly County Borough Council
- Monmouthshire County Council
- Newport City Council
- Torfaen County Borough Council

In addition to the above statutory partners and commissioning organisations, Aneurin Bevan Public Health Team have supported the development of these proposals and consultation document.

We would like to hear your views on the both the model and how we intend to use our resources to enable it.

2. PROCESS

The consultation has been enabled as a result of much work over recent years. This work has:

- Understood how much mental ill health is experienced in Gwent
- Understood existing service provision
- Understood differences between localities in Gwent
- Heard views about existing services and service gaps
- Started to consider how the 5 Councils and Aneurin Bevan University Health Board can work together to secure consistent services in all parts of Gwent to make sure that everyone has the same access to services available.

It is particularly the last point that we seek your views upon here. At the end of the document, there are some questions that you may wish to
3. WHY ARE WE LOOKING AT THIS NOW?

There has been a lot of change to Mental Health policy and practice over recent years. The publication of the Mental Health Measure, National Mental Health Strategy, the local Mental Health Strategy ‘Together for Mental Health in Gwent’ and Social Services and Wellbeing (Wales) Act have all signalled change and further development of services to promote equity of service provision, improve the quality of services and improve access to information and services for those who need support to manage their mental health.

The National Strategy shared with us a model of mental health which is outlined below:

As partners within Gwent we have been working to establish our local arrangements for delivering this framework.
Much of the focus of this document is in relation to the foundation and first tier of the model outlined above. Our objectives for these tiers are to:

- Promote positive mental health and well-being
- Build resilience in individuals and communities
- Support recovery for individuals experiencing mental illness

We know these services will be delivered by a range of providers in the private, statutory and third sector and will be funded via a variety of sources.

4. WHAT WE KNOW ABOUT MENTAL HEALTH IN GWENT

Our health can be positively or negatively affected by many factors including our biological make up, the environmental and social context in which we live. To help understand the prevalence of mental ill health in our communities we collected and analysed a lot of information and data about the population of Gwent, mental health and well-being in Gwent and the services that currently exist in the area (This information is provided in more detail as part of a technical document which can be provided on request).

- Population of Gwent

Gwent is a geographically and demographically diverse area with a total population of 576,754. The population is distributed across 5 Local Authority areas and made up of rural, industrial and urban communities with distinct characteristics that impact on the health and well-being of the population.

There are high levels of deprivation in parts of Gwent in comparison to the rest of Wales. Communities within Blaenau Gwent, Caerphilly and North Torfaen as well as the inner city areas of Newport are amongst the most deprived in Wales. It is important to note that smaller pockets of deprivation can also be indentified in areas of Monmouthshire where the population is generally less deprived (Welsh Index of Multiple Deprivation, 2014).

The levels of unemployment and lack of academic or professional qualifications in Gwent are generally higher than the Welsh average
with the exception of Monmouthshire which demonstrates lower levels of unemployment and higher levels of educational attainment (census 2011).

The proportion of residents who assess their general health as bad or very bad in Gwent is higher than the rest of Wales with the exception of Monmouthshire (Welsh Health Survey 2014).

- **Mental Health and Wellbeing in Gwent**

  The ‘Together for Mental Health: Strategy for Wales’ highlights some key statistics to demonstrate the volume of people in Wales experiencing poor mental health:

<table>
<thead>
<tr>
<th>Key Statistic</th>
<th>What this means in Gwent:</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 in 4 adults will experience mental health problems at some point in their lives.</td>
<td>144,189 people</td>
</tr>
<tr>
<td>1 in 6 of us we be experiencing symptoms of poor mental health at any one time.</td>
<td>95,741 people</td>
</tr>
<tr>
<td>2 in 100 people will have a serious mental illness</td>
<td>11,535 people</td>
</tr>
</tbody>
</table>

The Welsh Health Survey is a self reporting survey intended to capture information on the health and lifestyle status of population of Wales. In 2012/13 the outcomes of the Welsh Health Survey tell us that:

- The number of people currently being treated for any mental illness in Gwent is significantly higher than the Welsh average. There are local variances, in particular, Blaenau Gwent, Caerphilly and Torfaen demonstrate significantly higher prevalence of mental illness in comparison to the Wales average.

- In Gwent 71% of adults reported being free from a common mental disorder which is significantly lower than the Wales average. This varies across the five localities with Blaenau Gwent and Caerphilly both having a significantly lower proportion of the population free from common mental disorder than the Wales average, whilst Monmouthshire has a significantly greater proportion.
Across Gwent the average proportion of people on GP registers with a mental health diagnosis is 0.84% which is below the average for Wales, however, there are variances across the area with slightly higher levels of people registered in Newport and lower levels of people registered in Monmouthshire.

Research shows that poor mental health and well-being can disproportionately affect vulnerable populations such as people who are homeless, prison populations, care leavers, BME Communities and Gypsy and Traveller communities.

To summarise, the collated information shows that in parts of Gwent the level of poor mental health and well-being is amongst the highest in Wales. In the Gwent area there are locality variances and specific clusters of poor mental health and well-being.

Communities demonstrating greater levels of deprivation, high levels of unemployment, poor general health and lower levels of educational attainment tend to experience greater levels of poor mental well-being and mental illness.

The evidence suggests there is a need for a range of low intensity services, interventions and mental health promotion initiatives to enable individuals and community to manage their mental health and improve their wellbeing.

5. EXISTING SERVICES IN GWENT

There are a diverse range of community services available in Gwent to support people with poor mental health and well-being some of which are currently funded by the Health Board and Local Authority partners.

The Health Board and Local Authority partners currently spend approximately 1.9 million on mental health services delivered through the Third Sector. These services have been developed over a number of years through local planning arrangements, therefore not all services are available in all areas of Gwent. The levels of investment in services in each area are very different with some areas have a greater range of services than other areas.
The current arrangements for the administration of this funding are complex involving a range of grants, service level agreements and contracts. There is a need to review the funding and administration arrangements to use our resources in a better way and align our money with the evidence of community needs to ensure that people have access to services regardless of where they live in Gwent.

6. WHAT PEOPLE HAVE TOLD US

We know that services provided by the voluntary sector in Gwent are strongly valued by service users and commissioners alike. We have been talking to staff, service users and commissioned services through an on-going conversation over the past two years. During this time, we have been told that:

- All our services should promote well-being, build resilience and support recovery from mental illness.
- Services should be available to people who need them regardless of where they live in Gwent.
- We need to work together to develop and deliver services across organisations and areas.
- The Third Sector have a lot of skill and experience in developing and delivery of mental health services in Gwent.
- The experiences of people who use our services are vital in helping to shape the services we commission.
- When making decisions about our services we need to use processes that are fair, transparent and equitable.

The following service areas have been highlighted as important and suggested to us as the basis of a future framework of mental health provision:

- Information, Advice & Signposting
- Access to Self Help Resources (e.g. biblio-therapy)
- Development of peer support schemes and networks
- Mental Health Promotion – Five ways to well-being
- Self management courses
- Super-group sessions to deliver interventions to large audiences
- Advocacy
- Wellbeing, Skills and Employment Focused Activities
7. A MODEL FOR COMMUNITY MENTAL HEALTH SERVICES IN GWENT?

Through reviewing the evidence and hearing what people feel is important, the following model is suggested:

Model for Community Mental Health Services (foundation & tier 1 services)

Information, Advice, Signposting & Networks
- Access to information, advice & signposting
- Access to Self Help Resources (e.g. bibliotherapy)
- Development of peer support schemes and networks
- Service User Involvement Networks

Building Resilience & Skills
- Psycho-education & Self Management Courses
- ‘Supergroup’ courses to build resilience
- Mental Health Promotion
- Wellbeing, skills and employment focused activities
- Access to Computerised Cognitive Behavioural Therapy

Recovery & Resettlement
- Counselling Services,
- Advocacy
- Housing Related Support / 121 Support
- Carer Services
- Supported Housing

Five Ways to Wellbeing
Connect, Be Active, Take Notice, Keep Learning, Give

It is hoped that the model will be delivered by a range of people across voluntary and statutory organisations. Funding for the services in the model will come from a number of funding streams.
We are committed to using our resources wisely to develop and deliver a range of mental health services to meet the needs of the communities of Gwent. This may mean that existing resources need to be prioritised and redistributed.

8. HOW DO WE GET THERE?

We are committed to ensuring that services are available in all parts of Gwent to meet the needs of the community. We recognise that doing this will create some challenges and uncertainty for some people as we will need to use our resources in a different way.

We will work together to ensure that our resources are used to support the delivery of the service model for Gwent and to ensure that our money is used to deliver the model in a fair and equitable way. To do this we:

- Have identified our priorities within the overall model through the mapping of existing services.
- Are working towards developing a fair and equitable way of funding services across locality areas in Gwent.
- Will consider the impact of the proposals on the groups of people sharing a protected characteristic as defined under the Equality Act 2010.
- Have considered how we will work with providers to deliver the services.

Our Priorities

To help identify the commissioning priorities for Health and Local Authority Partners, we have considered the evidence, policy influences and existing service provision within the foundation tier and tier 1 service model. Based on this work, the following investment priorities have been identified:

- Psycho-education and Self Management Courses including the development of the super-group model in Gwent
- Wellbeing, Skills and Employment focused activities
- Community Counselling Service
• Community Advocacy Service
• Service User Involvement Capacity

We will seek opportunities to work together to progress the commissioning priorities identified above, however, should Partnership resources be reduced we will need to revisit the priorities.

• Funding of services

We are committed to ensuring that people are able to access services regardless of where they live. We recognise that existing funding of services in Gwent is based on historical arrangements and as a result some areas currently have more services than others. To ensure all people in Gwent are able access services in their areas we will need to change the way our money is allocated.

The money we have available to spend on the priorities comes from the five Local Authorities and the Health Board. The money from each Local Authority must stay within the Local Authority area, however, the Health Board funding can be used across the whole of Gwent.

We know that the areas that make up Gwent are different, some areas have more people than others, some are more deprived than others and some have greater levels of poor mental health and well-being. We will need to consider these and other differences when deciding how much to fund services in each area to ensure that we develop services that are based on the needs of each area.

Using the feedback from stakeholders and using what we know about the population of Gwent we suggest using the following criteria to develop a formula to allocate our resources in a fair, equitable and transparent way:

• The number of people (Population - Census)
• The levels of deprivation (Percentage of Lower Super Output Areas in the 30% most deprived areas in Wales - Welsh Index of Multiple Deprivation)
• The number of people from BME community (Percentage (%) of people from a Black or Ethnic Minority population - Census)
• Levels of Mental Illness – (Adults currently being treated for a mental illness (Welsh Health Survey))
• Mental Wellbeing – (SF 36 Mental Component Summary Score – Welsh Health Survey)

• Meeting the Public Sector Equality Duty

The Equality Act 2010 places a positive duty on public authorities to promote equality for people and groups with protected characteristics. It requires Welsh public bodies to demonstrate how they pay ‘due regard’ to equality when carrying out their functions and activities.

As part of this work we will be completing an equality impact assessment to make sure we consider the impact for people who share a protected characteristic and that we maximise opportunities for promoting equality of opportunity.

Whilst we have been engaging with many stakeholders it is recognised that further engagement work with third sector organisations is required to inform the assessment of impact.

• How we will work with providers

All public sector organisations and those in receipt of public funding have a responsibility to ensure that public money is used economically, efficiently and effectively. We are committed to working together to ensure that our commissioning arrangements are reflective of these principles.

To ensure that our resources are used economically, efficiently and effectively in securing services, we intend to work together to:

• develop an approach to securing services that is fair, transparent and equitable.

• ensure that services are commissioned against clear specifications that support consistency of service provision across the whole of Gwent.
• progress the development of a co-ordinated approach to working with the third sector to develop, deliver and manage a range of high quality services across Gwent.

• move towards a sustainable commissioning cycle for the provision of mental health services in Gwent.

We recognise that the current funding arrangements for third sector organisations have been in place for many years and we acknowledge that reviewing and making changes to these arrangements may create some uncertainties for service users and existing providers of services. We are committed to working with the Third Sector to ensure that we develop inclusive commissioning arrangements that support the delivery of our priorities across the whole of Gwent.

9. WHAT THIS WILL MEAN FOR GWENT

These proposals present some changes to the way we secure mental health services across Gwent. As we move to a co-ordinated and collaborative approach of commissioning mental health services that are accessible in all locality areas in Gwent we will need to:

• Focus on implementing the priorities identified in these proposals.

• Focus on funding specified priority services rather than supporting individual organisations.

• Remodel services to meet our priority needs.

• Redirect existing resources in line with evidence of needs.

• Review and consider changing the way we commission services to ensure that our resources are used economically, efficiently and effectively.

We are committed to the development of a consistent and equitable service model for community based mental health services in Gwent that will support people to access a range of services regardless of where they live in the area. We are interested in hearing your views on the proposals and principles outlined in this consultation to help us shape mental health services for the future.
10. **How to Respond to this Consultation**

Your views and feedback are essential to the future development and provision of community focused mental health services in Gwent. The Mental Health and Learning Disability Partnership would welcome your comments and views on the following:

We would welcome your views on the shape of the proposed service model on page 9.

- Do you agree or disagree with the proposed service model? Please make any comments or suggestions for change below:

We would like to invite your views on the commissioning priorities for the Mental Health and Learning Disability Partnership on page 10?

- Do you agree or disagree with the commissioning priorities? Please make any comments or suggestions for change below:
We would like to invite your views on the use of a formula to help us direct our resources as described on page 11.

- Do you agree or disagree with the use of a needs based formula to allocate our resources? Please make any comments or suggestions for change below:

- Do you agree or disagree with the suggested criteria for the development of a needs led and fairer approach to the allocation of funding? Please make any comments or suggestions for change below:
We would welcome any other views or suggestions you may have to inform the progression of these proposals.

- Do you have any ideas or suggestions to help us to make sure that services are fair and equitable particularly for those groups who are protected under the Equality Act 2010?

Please use this space to share with us any further comments you may have:
Please submit your responses to the questions posed above to Rachael Lewis. Your contributions would be welcomed by the 30th April 2015.

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Thank you for taking the time to consider and respond to the proposals outlined in this document. Responses will be evaluated and presented to the Mental Health and Learning Disability Partnership Board for consideration.