



Wales
Crisis Care Concordat
National Action Plan

2019 - 2022

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Introduction

The Mental Health Crisis Care Concordat (the 'Concordat') was published by the Welsh Government and partners in 2015. It is a shared statement of commitment that is endorsed by senior leaders from organisations that are most involved in responding to and supporting people of any age who experience a mental health crisis or who experience a significant deterioration in their mental health that could lead to crisis. The Concordat set out the ways in which partner agencies should work together to deliver a high-quality response to this group of people who require assessment and/or intervention, and who may be in contact with the police, and potentially detained under section 135 or section 136 of the Mental Health Act 1983 (MHA).

Across Wales there is a continuing focus on reducing the need for the police to use their powers under the MHA unless as an absolute last resort, and for people in crisis or at risk of crisis to be effectively supported by health, social care and third sector services. These services should be co-ordinated, delivered in partnership, and ensure that help, advice, support and information are easily accessible and available as early as possible, and by so doing help prevent people from reaching crisis point.

This National Action Plan lists the actions that should be implemented in support of each of the Concordat's four core principles plus two additional ones (see below). It is consistent with current Welsh policies, strategies and legislation, and specifically cross references the 'Together for Mental Health' (T4MH) all Wales strategy to assist facilitation and monitoring of its delivery. We expect to see delivery of the actions set out in this document measured and accounted for through implementation of the T4MH Delivery Plan, and although the outcomes set out here are not specific performance targets and do not need to be directly measured as part of this plan, we would expect to see evidence of improved outcomes for people using services. This plan should be regarded as a live/working document and used in conjunction with the original Concordat which provides further comprehensive details of the core principles, governance arrangements, purpose aim and scope, as well as the partners who have committed and signed up to it. Regional plans should be updated to reflect the actions and outcomes set out in this document.

Overarching aims of National Action Plan

- Services should be centred and focused around the safety and the needs of the person in need of support
- Services should demonstrate that people are being kept safe and that their needs are being met
- Increased availability and use of alternative health and non-health-based places of safety including community-based settings
- Safe and appropriate conveyance of people across and between services
- Continuing development, learning and sharing of new ideas and innovation across agencies/organisations
- To provide links with and draw from existing strategies and plans, and be open and transparent in reporting progress

Core principles

The Concordat is structured around the following four core principles:

- People have effective access to support before crisis point
- People have urgent and emergency access to crisis care when they need it
- People receive improved quality of treatment and gain therapeutic benefits of care when in crisis
- Recovery and staying well and receiving support after crisis

A further two core principles have been added to this action plan:

- Securing better quality and more meaningful data, with effective analysis to better understand whether people's needs are being met in a timely and effective manner
- Maintaining and improving communications and partnerships between all agencies/organisations, encouraging ownership, and ensuring people receive seamless and coordinated care, support and treatment

Policy and Legislation

In Wales mental health policy and legislation stress the importance of preventing and supporting people in crisis or who are at risk of crisis. 'Together for Mental Health' was published in 2012 and is Wales' overarching mental health strategy. The strategy highlights the need for people to be involved in their own care, support and treatment, and at the centre of service planning and delivery. It also emphasises the importance of ensuring that effective partnerships are established and maintained. Since its publication numerous supporting pieces of policy guidance have been issued relating to; criminal justice liaison services, mental health services for veterans in prison, children and young people involved with the Youth Justice system, the care and treatment of people with co-occurring mental health and substance misuse problems, etc. Other national initiatives and programmes have also been developed such as the 'Unscheduled Care Programme' and the 'Early Action Together Programme'.

There are four key pieces of legislation that impact on the delivery of the Concordat and this accompanying action plan:

- Mental Health Act 1983 (the 83 Act) (*see also specific changes to s135 and s136 of the MH Act in the Policing and Crime Act 2017 (Part 4, Chapter 4)*) and the MHA 1983 Code of Practice for Wales which provides detailed guidance on required responses to people in mental health crisis
- Mental Health (Wales) Measure 2010 (The Measure) (and its supporting regulations, guidance and the Code of Practice to Parts 2 and 3 of the Measure) The Measure places statutory duties on care co-ordination and the production of care and treatment plans (CTPs) for people using secondary care mental health services. The Measure also places a statutory duty on LHBs and Local Authorities to assess a person who requests such an assessment when they have been discharged from mental health services in the last 3 years without the necessity for a referral from their G.P.

- The Social Services and Well-being (Wales) Act 2014 which provides the legal framework for improving the well-being of people and a duty to produce care and support plans. It also includes a major focus on partnership working across agencies/organisations
- The Well-being of Future Generations (Wales) Act 2015 which puts an onus on organisations to think longer term, prevent problems from occurring, and take a more joined up and collaborative approach. This legislation also provides the legal framework for establishing Public Services Boards across Wales

It is important to ensure that this action plan is not regarded as separate or different to these policies, programmes and legislation but is seen as integral to them.

Governance and assurance

Multi agency 'Mental Health and Criminal Justice Partnership Boards' (MHCJPB) (or equivalent) have been established across each of the four Police force areas in Wales. These Boards provide a mechanism to deliver change and improvement. They are responsible for overseeing and monitoring regional action plans developed to address the core principles of the Concordat. MHCJPBs should receive assurance on a quarterly basis that the actions set out in this delivery plan are being locally implemented. They should also receive assurance that people whose mental health has deteriorated rendering them in crisis, or who were at risk of reaching a crisis, received timely help, support, advice, treatment and care. MHCJPBs should provide assurance to the national Concordat Assurance Group on a quarterly basis that the requirements set out in this plan are being achieved. The national Concordat Assurance Group will provide written assurance to the Cabinet Secretary for Health and Social Services every six months that the Concordat is being effectively implemented and, if not, the reasons why and what remedial action is being taken.

Core principle 1: Access to support before crisis point			
Actions to support addressing this principle	Link to existing plans/legislation	Data/Information sources	Outcomes to be aiming for
<p>1.1 Ensure that people currently receiving secondary mental health services:</p> <ul style="list-style-type: none"> • Have a comprehensive Crisis Plan that includes Contingency Planning and who to contact when in need of help or support, and appropriate detail of planned support to mitigate crisis • Have easy and fast access to a crisis prevention service (<i>this could either be a statutory service such as a Crisis Team or a community service such as a crisis café, etc.</i>) • Are appropriately supported or sign-posted to alternative sources of support when contacting statutory health/social care services or community/third sector services, and know where to get information <p>1.2 Ensure that people not currently receiving secondary mental health services:</p> <ul style="list-style-type: none"> • Have timely access to primary care services • Have timely access to a crisis prevention service within the community, e.g. crisis café or other local community service • Are appropriately supported or sign-posted when contacting statutory health/social care services or community/third sector services and know how and where to receive information 	<p><i>The Measure and the MHA 1983 (revised 2007)</i></p> <p><i>T4MH Delivery Plan: People with a mental health problem have access to appropriate and timely services</i></p> <p><i>T4MH Delivery Plan: To ensure people with an identified mental health problem have timely access to a range of evidence based psychological therapies</i></p> <p><i>T4MH Delivery Plan: To ensure timely and appropriate services for people with first episode psychosis</i></p> <p><i>T4MH Delivery Plan: People to have access to appropriate information & advice to promote mental wellbeing & to help understand/manage their condition</i></p> <p><i>T4MH Delivery Plan: To promote mental well-being and where possible prevent mental health problems developing</i></p> <p><i>T4MH Delivery Plan: To ensure there are robust links between primary care and mental health services</i></p>	<p>CTP local audits including the quality of crisis and contingency plans</p> <p>Early intervention services records</p> <p>First episode psychosis records</p> <p>GP data</p> <p>Hospital admissions rates</p> <p>GP records</p> <p>Local Primary MH Support Services (LPMHSS) records</p> <p>Third sector records</p> <p>CALL helpline records</p>	<p>Fewer re-admissions</p> <p>Earlier access to services</p> <p>Reduction in rate of use of s136</p> <p>Alternatives to hospital admission</p> <p>Reduced rates of self-harm & suicide</p> <p>Fewer unnecessary referrals from primary to secondary care</p> <p>Reduced rates of self-harm & suicide</p> <p>Better mean mental wellbeing score</p> <p>More support, care & treatment within primary care with fewer inappropriate referrals to secondary care</p> <p>GMS contract – Directed Enhanced Service</p>

Core principle 2: Urgent and emergency access to crisis care

Actions to support addressing this principle	Link to existing plans/legislation	Data/Information sources	Outcomes to be aiming for
<p>2.1 Ensure that people experiencing a mental health crisis:</p> <ul style="list-style-type: none"> • Have access to a local service available 24/7 • Receive safe support - treated with dignity & respect • If detained under s136 taken to a place of safety that is appropriate to needs, including alternative places of safety such as crisis café, crisis house, sanctuary • Receive a timely assessment of needs in accordance with current CMHT guidance • Receive timely help, support, care and treatment • Have an urgent referral route available from primary care <p>2.2 Police, Health Boards and local authorities have an agreed protocol in place to help ensure:</p> <ul style="list-style-type: none"> • Less need for police to use powers under s136 • Appropriate and safe means of conveyance is used that best meet people's needs • Swift and easy diversion from criminal justice services to health and social care service, including direct links into crisis teams for both s136 and voluntary assessments • People with mental illness affected by alcohol or drugs receive a timely and appropriate service • Children & young people are never detained in police custody suites under s136 • Availability of real time advice/clinical support from Police control rooms, and MH professional advice always available to the Police 	<p><i>T4MH Delivery Plan: - timely and appropriate Mental Health services for people with mental health problems who are in contact with the criminal justice system</i></p> <p><i>T4MH Delivery Plan: - ensure people with co-occurring mental health and substance misuse problems are managed effectively</i></p> <p>'Talk to me 2' Objective 2: To deliver appropriate responses to personal crisis, early intervention and management of suicide and self-harm</p> <p><i>T4MH Delivery Plan: ensure that all people in crisis and in contact with police are treated with dignity and respect</i></p> <p><i>SSWBA (14); MH (W) M (10) & MHA</i></p> <p>'Service framework for the treatment of people with a co-occurring mental health and substance misuse problem'</p> <p><i>Mental Health Act 1983</i></p> <p><i>Policing and Crime Act 2017 Part 4 Chapter 4</i></p>	<p>s135 and s136 data</p> <p>ED unscheduled care</p> <p>Core data work</p> <p>Patient/service user feedback data</p> <p>Suicide and self-harm prevention action plans</p> <p>Feedback from people who have used services and their families</p> <p>Audits regarding outcomes from referrals and assessments</p> <p>Data on the use of s135 and s136 and the conversion rate to informal or Ss2 or3</p> <p>Police & Ambulance data on conveyancing & local authority data regarding detention under MHA</p>	<p>More use of local/community resources (reduced use of s136)</p> <p>Improved patient experience in ED</p> <p>Quicker assessment and faster access to treatment</p> <p>Reduced rate of self-harm</p> <p>Reduced rate of suicide</p> <p>Fewer 'serious incidents' or 'never events'</p> <p>Early detection of MH needs when within police custody and/or fast signposting to appropriate support service</p> <p>More people diverted from criminal justice services to health and social care services</p> <p>People receive appropriate and safe means of transport to services that meet their needs</p> <p>Fewer people being 'bounced' between services</p>

Core principle 3: Quality of treatment and therapeutic care when in crisis

Actions to support addressing this principle	Link to existing plans/legislation	Data/Information sources	Outcomes to be aiming for
<p>3.1 Ensure that people experiencing a mental health crisis are continuously treated with dignity and respect and receive a safe service that meets their needs</p> <p>3.2 Ensure that the use of restraint is minimised, and all relevant staff are trained in de-escalation techniques and processes</p> <p>3.3 Ensure seamless transfer of care between and across services, and that effective liaison services are in place</p> <p>3.4 Ensure people have accurate, timely and up to date information and are aware of their rights</p> <p>3.5 Ensure that planning for appropriate discharge from hospital takes place as early as possible, and that following discharge appropriate follow up support is provided within targeted timescales</p> <p>3.6 Ensure there are a wide range of therapeutic activities for people to do whilst in hospital</p> <p>3.7 Services demonstrate they meet national guidelines and standards relating to inpatient care</p>	<p><i>T4MH Delivery Plan: - ensure that all services are planned and delivered based on safety and respect</i></p> <p><i>T4MH Delivery Plan: - ensure that service users/carers feel listened to and are fully involved in decisions about their own care/family member's care</i></p> <p><i>T4MH Delivery Plan: Welsh Government to review the provision and the availability of more structured interventions for individuals within the community that have a personality disorder, mental health issues and substance misuse concerns</i></p>	<p>Feedback from people who use services</p> <p>HIW inspection/audit reports</p> <p>Reporting of 'serious incidents' and 'Never events'</p> <p>NICE guidelines</p> <p>Accreditation for Inpatient Mental Health Services (AIMS)</p> <p>T4MH delivery plan reports</p>	<p>More people have a positive experience of care, support and treatment provided when in a crisis</p> <p>People spend less inappropriate time in hospital</p> <p>People receive appropriate support to meet their needs once they are discharged from hospital</p> <p>More people with mental health problems are supported by health and social care services rather than by criminal justice agencies</p>

Core principle 4: Recovery and staying well

Actions to support addressing this principle	Link to existing plans/legislation	Data/Information sources	Outcomes to be aiming for
<p>4.1 Care and Treatment Plans (CTPs) for people receiving secondary mental health services should include:</p> <ul style="list-style-type: none"> • Early warning signs of crisis or relapse – recording the thoughts, feelings and/or behaviours that may indicate when a person is becoming more unwell • Actions that need to be taken should a person become more unwell ('crisis plan') • Details and contacts of local support that is available to help prevent a person's circumstances escalating into a crisis • Who person is most responsive to and who person wishes services to contact when becoming unwell • Identifying factors that are significant to a person being able to remain as independent as possible • With consent CTPs should be accessible to services that people call at points of crisis 	<p><i>T4MH Delivery Plan: People with mental health problems to have fair access to housing and related support and promote access to mental health services amongst people who are homeless or vulnerably housed</i></p> <p><i>T4MH Delivery Plan: support people with mental health problems to sustain work and to improve access to employment and training opportunities for those out of work and have access to advice & support on financial matters</i></p> <p><i>T4MH Delivery Plan: increase the availability of recovery oriented mental health services</i></p>	<p>Audit of CTPs</p> <p>Service user and carer feedback</p> <p>Housing support services</p> <p>Out of work services</p> <p>Money advice services</p> <p>CALL helpline</p> <p>Peer mentoring services</p> <p>Quality of life indicators</p>	<p>People discharged from secondary mental health services stay well for longer</p> <p>More people living with a mental health condition live independently</p> <p>Fewer readmissions to hospital</p> <p>More people living with a mental health condition to be in employment, training or education</p> <p>More people living with a mental health condition to have secure good quality housing</p>
<p>4.2 People discharged from secondary mental health services or otherwise not in receipt of secondary mental health services are able to access help, advice, information, support and treatment when they need it</p>	<p><i>T4MH Delivery Plan: People to have access to appropriate information & advice</i></p> <p><i>T4MH Delivery Plan: Promote mental well-being and where possible prevent mental health problems developing</i></p> <p><i>MH Measure Part 3</i></p>	<p>LPMHSS records</p> <p>Third sector records and/or feedback</p> <p>Part 3 data</p>	<p>More people living with a mental health condition to know where to receive help, advice and information</p>

Core principle 5: Data and analysis			
Actions to support addressing this principle	Link to existing plans/legislation	Data/Information sources	Outcomes to be aiming for
<p>5.1 Ensure both meaningful and accurate qualitative and quantitative data is gathered and held to demonstrate that the needs of people in crisis, or at risk of crisis, are being met</p> <p>5.2 Ensure data and information is appropriately shared across and within agencies and organisations in accordance with data protection legislation</p> <p>5.3 Ensure service provision is evidence based or, if not, part of a pilot/trial programme</p>	<p><i>T4MH Delivery Plan: To progress the development and implementation of a national mental health core data set capturing service user outcomes</i></p> <p><i>T4MH Delivery Plan: To continue to support an evidence-based approach and ensure active research and evaluation is at the heart of service development</i></p>	<p>Assurance reports provided to MHCJPBs</p> <p>Quarterly assurance provided by MHCJPBs to national CAG</p> <p>National core data set</p>	<p>Evidence available that shows how services are helping people recover and are meeting their needs</p> <p>Increased knowledge and learning across and within organisations and agencies</p> <p>Assurance of increased focus on delivering what matters to people who use health & social care services</p>

Core principle 6: Communication and partnerships			
Actions to support addressing this principle	Link to existing plans/legislation	Data/Information sources	Outcomes to be aiming for
<p>6.1 Ensure effective partnership working across all organisations involved in supporting people in crisis</p> <p>6.2 Ensure that people can access and receive services through the Welsh language when they wish to do so</p> <p>6.3 Ensure effective communication processes across and within agencies/organisations involved in supporting people in crisis</p> <p>6.4 Ensure a Regional communication strategy is in place that informs stakeholders and partners about the Concordat and its impact</p>	<p><i>T4MH Delivery Plan: ensure service users, families and carers are fully involved in service development</i></p> <p><i>T4MH Delivery Plan: ensure Welsh speakers access services through the medium of Welsh when needed and increase welsh language capacity in the workforce</i></p> <p><i>T4MH Delivery Plan: ensure public services & third sector work to provide an integrated approach</i></p>	<p>Assurance reports provided to MHCJPBs</p> <p>Quarterly assurance provided by MHCJPBs to national CAG</p>	<p>People experience a seamless and joined up service during a crisis</p> <p>Increased knowledge and learning across and within organisations and agencies</p> <p>Reduced waste and duplication, and minimised bureaucracy</p>