



Llywodraeth Cymru  
Welsh Government

# Welsh Government Integrated Impact Assessment Summary

**Title of proposal:**

Together for Mental Health Delivery Plan 2019 - 2022

**Department:**

Health and Social Services

**Cabinet Secretary/Minister responsible:**

Minister for Health and Social Services, Vaughan Gething, AM

**Start Date:**

November 2019

**Contact e-mail address:**

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## **What action is the Welsh Government considering and why?**

### **Background**

Together for Mental Health (the Welsh Government's 10-year strategy to improve mental health and well-being) was published in October 2012. It is a cross government strategy, which covers all ages, and ranges from improving the mental well-being of all people in Wales through to the support needed for those with a severe and enduring mental illness.

The Strategy is supported by three-year delivery plans, which set out the key actions for implementation by Welsh Government and stakeholder agencies in the statutory and third sectors. The first delivery plan covering the period from 2012-15 was issued with the Strategy, the second covered 2016-2019 and the third version will cover the period from 2019-2022.

Since the publication of the cross-governmental 'Together for Mental Health', the profile of mental health has grown considerably and there is an increasing recognition that mental health is "everybody's business". Prosperity for All challenges all Welsh Government Departments to consider the impact of their work on the mental health and well-being of the population in Wales. Therefore, building on a rapid review of a number of areas where we know that additional focus across government departments could make an impact, this delivery plan places greater emphasis on the protective factors for good mental health, identifying those areas of cross-government working such as education, employment and housing that can make a significant contribution to improving mental health and wellbeing outcomes in a way that is sustainable for the future.

The approach taken to develop this delivery plan has also reflected the requirements of the Well-being of Future Generations (Wales) Act 2015 (as set out below) by emphasising the importance of preventative and integrated services whilst recognising the need for a longer-term approach. We have also sought to embed the requirements of the Social Services and Well-being (Wales) Act 2014 within the plan.

**A focus on the short and long term:** The mental health delivery plan is underpinned by a range of different actions – aimed at delivering the six high level outcomes of the 10 year Mental Health Strategy. These high level outcomes include a focus on both the short-term and long-term needs of the population, recognising the growing number of people in Wales experiencing mental health issues. The mental health strategy and its delivery plan aim to ensure that:

- The impact of mental health problems and /or mental illness is better recognised and reduced.
- Inequalities, stigma and discrimination are reduced.
- Individuals have a better experience of the support and treatment they receive and feel in control of decisions.
- There is improved quality and access to preventative measures and early intervention to promote recovery.
- There is improved values, attitudes and skills of those supporting individuals of all ages with mental health problems.

The delivery plan (2019- 2022) includes a balance of commitments that focus on the “here and now” (for example – in terms of improving access to mental health services for those in need of support). Whilst also promoting the longer term vision of a healthier and more equal Wales, by building resilience and maximising opportunities to address the wider determinants of poor health and wellbeing.

**A focus on prevention:** Prevention and the promotion of positive mental well-being are major features of this delivery plan, with actions at an individual and community level. It reflects the importance of moving away from thinking about mental health in a clinical way, towards it being part of everyday conversation. A focus on promoting positive mental well-being and looking at strengths rather than problems – and a recognition of the importance of informal support networks and the factors that keep people well – are ways of working which are central to the delivery plan (and which help to address both the symptoms and the causes of poor mental health). The delivery plan also includes a specific focus on preventing suicide and self-harm through the Welsh Government’s Talk to Me 2 Suicide and Self Harm Prevention Strategy. The emphasis in the delivery plan on early intervention so that longer-term harms are prevented before they occur also includes preventing exposure to Adverse Childhood Experiences (ACEs). This recognises an increasing body of international evidence about the negative long-term impact on health and well-being outcomes, particularly mental health outcomes, which can result from exposure to childhood trauma before the age of 18. By focussing on improving the mental health of people in Wales, the latest delivery plan will continue to make an important contribution to breaking negative cycles – for example, by supporting people with mental health problems to secure and remain in employment, thereby reducing the risk of being in poverty. By delivering actions which promote good mental health and well-being and by reducing stigma and discrimination, the delivery plan also aims to have a positive impact on social and community cohesion.

**A focus on integration:** The Mental Health delivery plan is integrated into wider policy developments – with its aims being integral to delivering *Prosperity for All* and *A Healthier Wales*. At its most strategic level, the aim of *A Healthier Wales* is to ensure the sustainability of health and social care services in Wales into the future. It sets out the actions that will be taken by the Welsh Government to support the Welsh NHS, local authorities, the voluntary and independent care sectors and wider public services make the transformation required across Wales to ensure we have sustainable, value-based, high quality health and care services that meet the needs of our citizens now and in the future. One of the four key themes in ‘Prosperity for All’ is ‘Healthy and Active’, with Welsh Government’s stated aim being to improve

health and well-being for the citizens of Wales. Our health and social care services are critical to delivering this overarching objective, and *A Healthier Wales* sets out the ways in which we expect them to support it, both through the provision of effective and sustainable health and care services, and by requiring them to place greater emphasis on prevention and early intervention with the aim of promoting healthy lifestyles and reducing health inequalities<sup>1</sup> Wider population level actions such as access to green spaces and physical activity programs, as well as connecting people in communities to avoid loneliness are highlighted in the delivery plan. These require input from a wide range of stakeholders. The delivery plan is implemented with a multi-stakeholder infrastructure through National and Local Partnership Boards, which promote integration by bringing diverse views around the table. Its implementation is also supported for example, by routing some of the additional funding resources for mental health through Regional Partnership Boards and by setting expectations about the involvement of the third sector, as well strong partnerships with the police and local government, the plan should ensure that care is provided at the right level and at the right time. Transformation projects support integration by establishing new models of care such as community hubs, which bring together services in one space, improving outcomes for service users and making best use of space and resources. The delivery plan also includes a focus on complex needs, to avoid individuals having to re-tell their story and working coproductively to identify the multiple factors and options to support people who require multidisciplinary support.

## **Costs and Savings**

Welsh Government continues to spend more on mental health services than any other part of the NHS and we have increased funding in the mental health ring fence in the main NHS allocation to over £700 million in 2020-21. Additional funding as part of our *A Healthier Wales* plan in 2019/20 will be targeted towards the agreed priority areas – including enabling earlier intervention, better access to services and improved outcomes for service users and their carers and families.

## **Mechanism**

Each of the priorities in the delivery plan are underpinned by specific actions – which will be monitored on an ongoing basis and overseen by a National Partnership Board. The delivery plan is supported by an existing legislative framework. The current landscape of mental health and mental capacity legislation that operates in Wales reflects some of the societal and policy changes that have occurred in recent years. The three main legal frameworks of the Mental Health (Wales) Measure 2010, the Mental Health Act 1983 and the Mental Capacity Act 2005, including the Deprivation of Liberty Safeguards, each have points of (sometimes complex) interface with each other and engage people's human rights. The three Acts also reflect a continuum from devolved and reserved policy areas but share a common feature in that people come into contact with the legislation largely through the delivery of health and social care. In Wales, mental health and mental capacity legislation also operates closely with the Social Services and (Well-Being) Act 2014,

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<sup>1</sup> [http://www.who.int/social\\_determinants/thecommission/finalreport/key\\_concepts/en/](http://www.who.int/social_determinants/thecommission/finalreport/key_concepts/en/)

Regulation and Inspection of Social Care (Wales) Act 2016, Additional Learning Needs and Education Tribunal (Wales) Act 2018 and the Equality Act 2010.

## Conclusion

### How have people most likely to be affected by the proposal been involved in developing it?

The plan supports the vision outlined in 'A Healthier Wales' with its focus on integrated, person centred care delivered in a way that has been informed by service users and carers. The engagement / consultation process that has informed the development of the priorities in the Mental Health delivery plan had three phases:

- **Preparatory** – A review of progress and evidence, discussions across the sectors and in the Mental Health National Partnership Board. This delivered the draft headline priorities for the plan.
- **Pre-consultation** – Detailed discussions with those with lived experience, delivery partners, and others to agree to the priorities and actions in the plan. Pre-consultation engagement included existing a series of workshops across Wales and facilitated discussions, as well as informal meetings. This phase delivered a draft plan, which was reviewed by the National Partnership Board and others.
- **Formal Consultation** – A six week consultation on the Welsh Government's Together for Mental Health delivery plan 2019-22 was launched on 18 July 2019 and closed on 30 August 2019.<sup>2</sup>

These phases have involved ongoing engagement with key stakeholders, interest groups and those with protected characteristics (including children and young people) – in accordance with the principles of the Well-being of Future Generations (Wales) Act 2015 and the UNCRC.

### Key Consultation Themes:

Key issues raised during the six week consultation period (at consultation events and in the 240 written responses) included calls for a stronger focus in the delivery plan on addressing:

- health inequalities and social determinants of health
- children and young people
- crisis care and out of hours
- early intervention / prevention
- protective factors

With a particular emphasis on:

- housing
- third sector engagement in delivering services

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<sup>2</sup> <https://gov.wales/together-mental-health-delivery-plan-2019-2022>

- primary care
- outcomes and impacts
- supporting the workforce
- cross sector working
- vulnerable groups and the consideration of protected characteristics

In relation to children and young people, key themes raised included: There should be an emphasis on early intervention and prevention, especially in regards to those living in poverty or from a low socio-economic background. In particular, infant parent relationships should be a focus in order to reduce adverse childhood experiences. The response to the priority of improving the emotional and mental health well-being of children and young people was overwhelmingly positive with a few suggestions of more specific actions for improving services for those with additional learning needs, evidence-based interventions and reducing inequalities. A large number of responses felt that the activity planned around children and young people would have the greatest impact overall as this would improve the lives of children – benefiting their families and looking to the future reduce demand on service in later life.

In relation to supporting those with protected characteristics and vulnerable groups: Many respondents commented that the delivery plan would have a positive impact (to varying degrees) on the mental well-being of those with protected characteristics and vulnerable groups. A number of stakeholders also commented that (although mentioned in the plan) there were no specific actions to target support and consider the needs of those with protected characteristics, who historically are less likely to reach out for help and have increased risk of developing mental ill health. As each group is different, many of the comments recommended specific actions so that the impact of the delivery on those with protected characteristics could be measured. In light of this consultation feedback, the delivery plan has been revised to include a new specific theme (Reducing health inequalities, promoting equity of access and supporting the Welsh Language.) which aims to ensure that every person in Wales has equal access to support with mental health difficulties. A new key action has also been added for the Welsh Government to continue supporting a range of programs and initiatives to protect vulnerable groups throughout the delivery period and to improve access to services for individuals with additional needs.

### **Ongoing engagement:**

The delivery plan supports the vision outlined in ‘A Healthier Wales’ with its focus on integrated, person centred care delivered in a way that has been informed by service users and carers. Through the delivery plan, this engagement will continue.

□ *Children and their representatives* An accessible version and a children’s version of the delivery plan is being developed.

Through the establishment of the National Youth Stakeholder Group to support the Whole School Approach and the Together for Children and Young People (T4CYP) Programme, our engagement with children and young people will continue. We will

continue to have engagement with stakeholder groups and with the Welsh Youth Parliament as the delivery plan is taken forward over the period 2019-2022.

□ *People with protected characteristics under the Equality Act 2010*

There will be ongoing engagement with mental health stakeholders via forums such as the Wales Alliance for Mental Health, the National Service User and Carer Forum and through the Mental Health National Partnership Board, as well as our activities such as delivery of the Diverse Cymru accreditation scheme, which directly engages services to ensure they are meeting the needs of those with protected characteristics. This will be monitored through updates on progress against delivery plan actions

□ *Welsh speakers and Welsh language specialist groups*

Welsh language issues and requirements will be considered on an ongoing basis during the implementation of the 2019-22 delivery plan and through the Mental Health National Partnership Board.

□ *Other people who may be affected by the proposals*

Welsh Government officials continue to engage with stakeholders as part of ongoing workstreams and the commitments underpinning the delivery plan.

## **What are the most significant impacts, positive and negative?**

The Together for Mental Health Strategy sets out a number of high level outcomes aimed at achieving a significant improvement to both the quality and accessibility of mental health services for all ages. In so doing, it is anticipated that the plan will make an important contribution to ensuring there is parity (in terms of mental and physical health and access to care) – and will make an important contribution to delivering the goals of the Well-being of Future Generations (Wales) Act 2015 and their focus on building a healthier, more equal and more resilient Wales (as set out below). The Strategy recognises that the causes and effects of poor mental health are complex, challenging and multi-faceted and therefore require an integrated, cross government and cross sector partnership approach if we are to achieve these outcomes. Whilst the 2019-22 delivery plan outlines a number of new priority areas for the next three years, and some of these actions represent a necessary continuation and investment in services. In some actions, the delivery plan is intended to drive a step change in service provision and/or additional government led activity to promote good mental health at a population level

## **In light of the impacts identified, how will the proposal maximise contribution to our well-being objectives and the seven well-being goals; and/or, avoid, reduce or mitigate any negative impacts?**

The priorities within the delivery plan are fundamentally linked to promoting a healthier Wales and advancing and promoting equality of opportunity. They will also contribute to delivering more resilient, cohesive and prosperous communities.

**Priority 1** is about improve mental health and well-being and reduce inequalities through a focus on strengthening protective factors. Actions being taken forward under this priority will ensure that people are able to access activities that help them to stay well and to develop positive relationships. The aim is that local communities will promote positive mental well-being and encourage talking about mental health, where mental health will be perceived as “everybody’s business”. Within this priority, there is a focus on tackling stigma and discrimination; strengthening protective factors; improving and promoting mental health and resilience; and preventing suicide and self-harm.

**Priority 2** is about improving access to support for the emotional and mental health well-being of children and young people. Actions being taken forward under this priority will support people to develop their ability to cope better with everyday challenges. They will also help teachers and others recognise when people need more support and how to access it. If individuals do need to access specialist services, the actions for this priority will ensure people get the help they need, when they need it. Within this priority there is a focus on improving access to mental health support in schools; improving access to support in the community for children and young people; and improving children and young people’s mental health services.

**Priority 3** is about making further improvements to crisis and out of hours for children, working age and older adults. Actions being taken forwards will help people access support when in distress, whatever the time. Frontline staff will also be

supported to deliver compassionate care. Within this priority, there is a specific focus on strengthening partnership working through the Mental Health Crisis Care Concordat.

**Priority 4** is about Improving the access, quality and range of psychological therapies children, working age and older adults. Actions being taken forward will ensure that people can access the most appropriate and evidenced based psychological therapies to support them, in a timely manner. Individuals will also be involved in making decisions about their care.

**Priority 5** is about improving access and quality to perinatal mental health services. Actions being taken forward will ensure that if someone struggles with their mental health during or after pregnancy, they will be able to access appropriate support. If they need more specialist support, there are commitments in the delivery plan to ensure they are able to access this closer to home and with their baby.

**Priority 6** is about improving quality and service transformation. These actions will help to assure people that the services they need to access will continually improve and are responsive to individual needs. Actions include a focus on supporting access to appropriate mental health support for children, young people, working age adults and older adults; improving support for eating disorders; improving support for people with co-occurring mental health and substance misuse issues; improving Early Intervention in Psychosis Services; improving support for people in contact with the criminal justice system.

In summary, the delivery plan is about people of all ages experiencing sustained improvement to their mental health and wellbeing through access to positive life chances.

## **How will the impact of the proposal be monitored and evaluated as it progresses and when it concludes?**

Progress on the actions within the delivery plan will be monitored through the National Partnership Board. Membership of the board comprises Welsh Government, statutory agencies, criminal justice agencies, the third sector and service user and carer representatives. This high level multi-agency board acts as a cross sector assurance board to highlight progress relating to any related workstreams, emerging issues and any risks to the delivery of the mental health strategy and its associated delivery plan. To assist the Partnership Board there are formal subgroups which provide assurance in relation to actions (these focus on children and young people and older people).

At a local level delivery is monitored by Local Partnership Boards based on the health board footprint with a similar stakeholder membership to that of the NPB. Annual progress reports will be requested and health boards will also use these plans to inform priorities within their Integrated Medium Term Plans. The delivery plan also sets out key indicators and performance measures for measuring progress. An independent evaluation of the delivery plan for 2019-2022 will also be commissioned.

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ar gael yn  
Gymraeg. This document  
is also available in  
Welsh.

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