



A – Z Introductory Guide to Health and Social Care

Mental Health Services

Brief description

Mental health services have developed extensively in recent years in line with a range of legislative and policy changes, with further statutory and organisational change to be implemented to provide opportunities for inclusion and more comprehensive supports.

The National Picture

Since the earliest guidance on community care planning, the Scottish Executive has promoted a focus on certain care groups, including those with mental health issues, and mental health generally has been a delivery priority for NHSScotland.

A “*Framework for Mental Health Services in Scotland*”, September 1997, set out the policy position and the context for changed and improved mental health services. The *Framework* required health, social work, and housing, the voluntary sector and other partners to work together to provide comprehensive mental health services, and provided and proposed:

- A template with priorities for action related to outcomes, to clinical and cost-effectiveness, and to assessing progress;
- A matrix of the essential elements of a comprehensive mental health service;
- Multi-agency assessment, care management, integrated community-based services, a range of accommodation, 24-hour, 7 day a week crisis response services, mechanisms to monitor and review the provision of services;
- Service users and carers to be empowered and involved in the planning process;
- Joint commissioning teams to develop services.

The *Framework* remains relevant and has been expanded (most recently in 2005) to ensure proper joint agency attention to mild and moderate as well as severe and enduring mental health problems. Chapter additions have been included on psychological interventions, eating disorder services, dementia services, perinatal mental illness and services for people with sensory loss and a mental health problem.

Mental Health is one of the 3 agreed clinical priorities for NHSScotland as restated in *Our National Health – A Plan For Action, A Plan For Change* in 2001, it received further attention in *Partnership for Care* in 2003, and it has been the subject of detailed legislation and extensive guidance over the last ten years.

Legislation

While the *Framework for Mental Health Services in Scotland* has provided a platform and benchmarks for the development of mental health services, the Scottish Parliament has prepared a statutory framework on mental health issues through:

- Mental Health (Public Safety and Appeals) (Scotland) Act 1999 - mentally disordered offenders and discharge from special hospitals;
- Adults with Incapacity (Scotland) Act 2000 - vulnerable adults, powers of attorney, welfare attorneys for welfare and health matters, financial attorneys, Intervention Orders, Guardianship Orders;
- Regulation of Care (Scotland) Act 2001 - national standards, the regulation of care and the workforce following the 1999 *Aiming for Excellence* report;
- Community Care and Health (Scotland) Act 2002 - joint working, free personal care, direct payments and carers;
- Mental Health (Care and Treatment) (Scotland) Act 2003 - comprehensive framework of statutory duties, including compulsory orders and tribunals;
- National Health Service Reform (Scotland) Act 2004 – abolition of NHS Trusts, establishment of Community Health Partnerships.

Key developments

Following the reduction in NHS long stay psychiatric beds during the 1980s, in the following decade there was a positive effort to ensure commensurate increase and expansion of mental health services in the community. The Mental Illness Specific Grant was introduced in 1991 to '*accelerate the development of community based services for people with mental illness*' (Scottish Office 1990). The grant has expanded from £3 million in 1991 to £20 million in 2005/06 and currently funds nearly 400 local community based mental health projects across Scotland.

Progress with change and improvement in mental health services was and is overseen by the Scottish Executive, the (then) Mental Health and Well Being Support Group, the current Joint Local Implementation and visiting processes, the current Social Work Inspection Agency, the former Scottish Health Advisory Service (now incorporated into NHS Quality Improvement Scotland), and others. The Mental Welfare Commission for Scotland also continues its statutory and regulatory functions. In addition, the Scottish Executive helped fund the Scottish Development Centre for Mental Health to promote and support good practice, and the Health Department continues to fund and support a large number of mental health initiatives and voluntary organisations, including the Scottish Association for Mental Health and Alzheimer Scotland.

A Mental Health and Well Being Development Fund, the Bridging Finance scheme, Resource Transfer arrangements and Local Care Partnership Scheme were also established

to help facilitate and accelerate change and expansion of community provision and other mental health service improvement, including the hospital base.

While the *Framework* identified the need to develop the Care Programme Approach as part of joint approaches for coordinated care and ongoing support of those with severe and enduring mental illness, there has also been a focus on ‘adults with incapacity’ and ‘mentally disordered offenders’. More recently, the *Partnership for Care* White Paper built on the Framework principles and approaches by placing a strong emphasis on partnership, involvement, integration and service redesign. This includes the development of integrated mental health services with joint resourcing and management within Community Health Partnerships (CHPs), a new arrangement to bring together the planning of services for areas. All this is set within the context of a wider Mental Health Partnerships.

Recent/current issues

There is growing evidence of innovative, responsive services at a local level in many areas. However, the new Mental Health Act represents significant challenges for all concerned in planning new services and improving delivery. For example the new arrangements will place added responsibilities on those social workers who act as Mental Health Officers.

The joint agency implementation is being supported by additional funds from the Scottish Executive for local authorities and NHS Scotland. In total, towards £46m has already been provided to 2005/06.

A Joint Local Implementation Coordinator network has been established in each NHS Board area and the partner agencies in each case have prepared, and regularly update, comprehensive implementation plans for the new arrangements by the October 2005 timetable. The updated progress reports for each area are published on the Scottish Executive web site.

Implications for Joint Working

Joint working is becoming embedded in many areas and is developing in others. The key action issues for local joint working include attention on how to deliver the expectation of:

- Local management arrangements for integrated services (normally through a CHP);
- Urgent access to 24-hour specialist assessment whether directly or by referral from primary and community services;
- Links to outreach services which seek out unmet needs, and in doing so help prevent crisis, reduce risk and relapse;
- Provision of 24/7 community based multi agency, multi professional, crisis services;
- Early intervention services which help prevent or anticipate a crisis or provide prompt support to those in crisis; and
- Access to inpatient facilities consistent with the principles of reciprocity and care in the least restrictive setting, and to meet the needs of particular care groups.

It is important for integrated mental health services to make a difference by combining to improve quality, services and outcomes for those with mental health problems and for their carers and families. Attention will include how to:

- Provide leadership and adopt effective governance and risk management arrangements for delivery of the strategic framework;
- Devolve service planning and provision arrangements to CHPs within agreed quality, outcome and service improvement targets;
- Avoid disconnected specialist services by managing community, primary and secondary mental health services;
- Give proper attention and resources to health promotion and social inclusion priorities;
- Provide the financial and other resources for planning and service redesign;
- Ensure linkages to appropriate Managed Clinical or Care Networks; and
- Ensure child and adolescent mental health services within CHPs comply with revised children's services planning guidance.

Relevant legislation and guidance

The Scottish Office [1990] *Code of Practice: Mental Health (Scotland) Act 1984*
[SWSG1/90](#)

The Scottish Office [1996] *Community Care: Care Programme Approach for People with Severe and Enduring Mental Illness including Dementia* [SWSG16/96](#)

The Scottish Office [1998] *Interviewing People Who Are Mentally Disordered "Appropriate Adult" Schemes*. (Jointly issued circular: Police Circular No 7/1998, MEL No 43/1998) [SWSG8/98](#)

The Scottish Office [September 1997] *Framework for Mental Health Services in Scotland, September 1997* [MEL\(1997\)62](#) [SWSG30/97](#)

The Scottish Office [January 1999] *Health, social work and related services for mentally disordered offenders in Scotland* [MEL\(1999\)05](#)

Mental Health (Public Safety and Appeals) (Scotland) Act 1999
<http://www.opsi.gov.uk/legislation/scotland/acts1999/19990001.htm>

Adults with Incapacity (Scotland) Act 2000
<http://www.opsi.gov.uk/legislation/scotland/acts2000/20000004.htm>

Scottish Executive [April 2001] *Mental Health and Well Being Support Group: Report on needs assessment for a comprehensive, local mental health service* [HDL\(2001\)32](#)

Regulation of Care (Scotland) Act 2001
<http://www.opsi.gov.uk/legislation/scotland/acts2001/20010008.htm>

Scottish Executive [July 2001] *Implementation of Our National Health: Partners in Change* [HDL\(2001\)59](#)

Scottish Executive [September 2001] *Joint Resourcing and Joint Management of Community Care Services* [CCD7/2001](#)

Scottish Executive [March 2002] *Community Care and Health (Scotland) Act 2002* – circular summarising the provisions of the Act and how they will be brought into force [CCD2/2002](#)

Scottish Executive [September 2002] *Promoting the development of managed clinical networks in NHSScotland* [HDL\(2002\)69](#)

Mental Health (Care and Treatment) (Scotland) Act 2003

<http://www.opsi.gov.uk/legislation/scotland/acts2003/20030013.htm>

Scottish Executive [March 2003] *A framework for reform: devolved decision-making moving towards single-system working* [HDL\(2003\)11](#)

Scottish Executive [September 2003] *National Programme for Improving Mental Health and Wellbeing: Action Plan 2003-2006* [HDL\(2003\)41](#)

National Health Service Reform (Scotland) Act 2004

<http://www.scotland-legislation.hms.gov.uk/legislation/scotland/acts2004/20040007.htm>

Scottish Executive [August 2004] *Community Health Partnerships (CHPs) and Integrated Mental Health Services* [HDL\(2004\)37](#)

Scottish Executive [October 2004] *Community Health Partnerships Statutory Guidance* <http://www.scotland.gov.uk/library5/health/chpg-00.asp>

Scottish Executive [March 2004] *Framework for Mental Health Services In Scotland: Perinatal mental Illness/Postnatal Depression Hospital Admission and Support Services* [HDL\(2004\)06](#)

Scottish Executive [November 2004] *The Planning, Organisation and Delivery of Joined Up Services for those with Dementia and their Carers* [HDL\(2004\)44](#)

Scottish Executive [June 2005] *Disability Discrimination Compliance: Access to Mainstream services for those with Sensory Loss and a Mental Health Problem* [HDL\(2005\)27](#)

How can I find out more?

You can find out more about the Scottish Executive's National Programme for Improving Mental Health and Wellbeing in Scotland, and contact details for the team within the Mental Health Division of the Scottish Executive Health Department by visiting Well on the Web:

<http://www.wellontheweb.org/>

Mental Health And Well Being Support Group - Related Guides and Reports listing

<http://www.show.scot.nhs.uk/sehd/mhwbsg/initiatives.htm>

Scottish Health Statistics – ISD website – Mental Health

<http://www.isdscotland.org/isd/info3.jsp>

Scottish Development Centre for Mental Health

<http://www.sdcmh.org.uk/>

Dementia Services Development Centre

<http://www.dementia.stir.ac.uk/>

The Mental Welfare Commission for Scotland

<http://www.mwscot.org.uk/>

NHS Quality Improvement Scotland

<http://www.nhshealthquality.org/nhsqis>

Care Commission

<http://www.carecommission.org/>

National Care Standards

<http://www.scotland.gov.uk/Topics/Health/care/17652/9328>

Report on the Review of the Mental Health (Scotland) Act 1984 (Millan Report)

<http://www.scotland.gov.uk/health/mentalhealthlaw/millan/Report/rnhs-60.asp>

Report of the Committee on Serious Violent and Sexual Offenders (Maclean Report)

<http://www.scotland.gov.uk/maclean/docs/svso-00.asp>

A shared approach - Developing adult mental health services, Audit Scotland

http://www.audit-scotland.gov.uk/index/99hs_08.asp

Other Specific Guidance from the Scottish Executive

The Scottish Office [1996] *Mental Health (Scotland) Act 1984: Mental Health Officers - New Directions by the Secretary of State* [SWSG19/96](#)

Social Work Services Inspectorate [August 1999] *The Role of Social Circumstances Reports in Planning the Care of People Detained In Hospital* [CCD1/1999](#)

Scottish Executive [October 1999] *Protection of the Finances and Other Property of People Incapable of Managing Their Own Affairs* [CCD2/1999](#)

Scottish Executive [December 1999] *Roles and Responsibilities of General Practitioners And Police Dealing With Potentially Violent Mentally Disordered Persons In The Community* [CCD3/1999](#)

Scottish Executive [October 2000] *Mental Health and Well Being Support Group: Risk Management report* [HDL\(2000\)16](#)

Scottish Executive [February 2001] [HDL\(2001\)09 Services, care, support and accommodation for mentally disordered offenders in Scotland: Care Pathway Document](#)

Scottish Executive [April 2001] *Mental Health (Scotland) Act 1984: Criminal Procedure (Scotland) Act 1995: Effect of implementation of Adults with Incapacity (Scotland) Act 2000* [HDL\(2001\)31](#)

Scottish Executive [January 2002] *Adults with Incapacity (Scotland) Act 2000: implementation of Part 5 (medical treatment and research)* [HDL\(2002\)02](#)

Scottish Executive [February 2002] *Mental Health (Scotland) Act 1984: 1. List of approved medical practitioners under Section 20; 2. Approved medical practitioners under Section 20: Training courses run by Royal College of Psychiatrists, Scottish Division* [HDL\(2002\)07](#)

Scottish Executive [April 2002] *Implementation of Part 5 of the Adults With Incapacity (Scotland) Act 2000* [HDL\(2002\)28](#)