



Cynulliad Cenedlaethol Cymru
The National Assembly for Wales

"REALISING THE POTENTIAL"

**A Strategic Framework for Nursing,
Midwifery and Health Visiting
in Wales into the 21st Century**

Briefing Paper 2

**"ASPIRATION, ACTION,
ACHIEVEMENT"**

**A Framework for Realising the
Potential of Mental Health Nursing
in Wales**

*'A blueprint for a modern profession that is valued
by patients, carers and colleagues because of the
unique contribution that its members make to
mental healthcare'*

November 2001

Further copies of this document can be obtained from:

Samantha Burrows
Nursing Division
National Assembly for Wales
Cathays Park
Cardiff
CF10 3NQ

Tel: (029) 2082 5337

E-mail: samantha.burrows@wales.gsi.gov.uk

Designed and Typeset by Text Processing Services

ISBN 0 02304

November 2001

© Crown Copyright 2001

PREFACE



This is the second supporting document to the Strategic Framework for Nursing, Midwifery and Health Visiting in Wales that I have been asked to endorse. It is the first to focus on a specific nursing speciality. The fact that this first clinically focussed "Realising the Potential" Briefing Paper relates to Mental Health Nursing reflects the priority that the National Assembly affords the issue of Mental Health. The Framework should be read alongside our Mental Health Strategy for Adults of Working Age, which it is intended to compliment.

This document is an ambitious blueprint for the development of Mental Health Nursing in Wales during the coming decade. In it our aspirations for a profession that is valued because of the unique contribution that its members make to mental healthcare are set out.

The overarching aim of the Framework is to enable our Mental Health Nurses to be confident and expert champions of their clients' welfare. When implemented, the actions recommended in the document will ensure that nurses in Wales are practising so that their patients are benefiting from continuous improvements in the quality of care that they experience.

I commend this paper to all those who have responsibility for delivering mental health services in Wales, and look forward to reviewing the progress that you make in realising the aspirations that are set out in the Framework.

A handwritten signature in black ink that reads "Jane Hutt".

Jane Hutt
Minister for Health and Social Services
National Assembly for Wales

CONTENTS

Foreword	1
Introduction	3
Context	4
The Challenge	7
Realising the Potential	7
Next Steps	13
Bibliography	14
All Wales Senior Nurse Advisory Group (Mental Health)	16

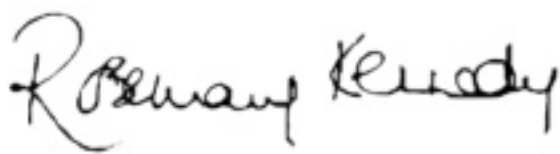
FOREWORD

We are proud to endorse this document, which supports the current Strategic Framework for Nursing, Midwifery and Health Visiting in Wales. Mental Health Nursing remains a priority issue for both the Nursing Division at the National Assembly for Wales and the Nurse Executive Wales Group. In view of this, it is particularly pleasing that the first "Realising the Potential" Briefing Paper to be published that deals with a specific branch of nursing relates to this speciality.

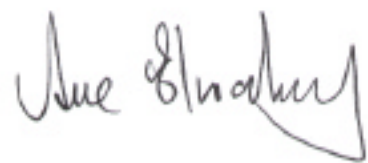
This Framework, which has been produced on our behalf by the All Wales Senior Nurse Advisory Group (Mental Health), sets the agenda through which nursing leaders will strive to make Mental Health Nursing in Wales an international exemplar of excellence.

The document is underpinned by the concept of Clinical Governance and is structured around the supporting aims of the "Realising the Potential" Strategy. It is intended as a practical framework for action, to be valued by all Mental Health Nurses in Wales. The Framework will provide a vehicle through which Mental Health Nurses ensure tangible benefits for those that they care for in the course of their professional lives.

We look forward to working with all those that have a stake in this Framework, so that together we are successful in fully realising the potential of Mental Health Nursing in Wales.



Rosemary Kennedy
Chief Nursing Officer



Susan Elworthy
Chair of Nurse Executives Wales Group

SECTION 1

INTRODUCTION

"At the heart of this Framework you will find not a nurse but a patient and client."

Realising the Potential, 1999

In July 1999 the National Assembly for Wales published "Realising the Potential," its Strategy for Nursing in Wales into the 21st century. The Strategy states the Assembly's aspiration for the nursing profession during the first decade of the new century:

"To realise the full potential of Nursing, Midwifery and Health Visiting in order to meet, in collaboration with others, the future health needs of the people of Wales."

The Strategy sets out for the profession five supporting aims that need to be achieved in order for it to be successful. These relate to:

1. Improving the Environment of Care
2. Ensuring High Quality Services for All
3. Encouraging Independent & Reflective Practice
4. Developing Existing and New Career Pathways
5. Demonstrating the Value of Nurses

This Framework for Mental Health Nursing constitutes the response of the All Wales Senior Nurse Advisory Group (Mental Health) to the Realising the Potential Strategy. The Framework has been adopted by the Chief Nursing Officer (National Assembly for Wales) and the Nurse Executive Wales Group. The Framework sets out a vision for Mental Health Nursing in Wales for the next decade.

The potential of Mental Health Nursing in Wales that is indicated in the Framework will only be realised if there is a cohesive approach to Mental Health Nursing across the country. In turn, this will be dependent on sound, well-informed leadership at all levels within the nursing profession in Wales.

It is intended that this Framework will underpin such leadership. It is meant to provide a major resource to the Chief Nursing Officer, the Trust Nurse Executives and the All Wales Senior Nurse Advisory Group (Mental Health). Through it, these key partners in Mental Health Nursing Leadership in Wales will take action together in the next ten years to translate the aspirations set out in the document into real achievements that benefit the patients that we care for.

SECTION 2

CONTEXT

"Ensuring that patients receive the best possible care available, no matter who they are, where they are, or when they need it"

Quality Care and Clinical Excellence, 1998

Clinical Governance

Clinical Governance is one of the most significant contextual developments to influence Mental Health Nursing in recent years. Nursing Leaders in Wales are committed to ensuring that Mental Health Nurses play a full part in supporting the Clinical Governance agenda.

Clinical Governance has been described as the framework through which the National Health Service and its staff are accountable for the quality of patient care. In simple terms, the function of Clinical Governance is to ensure that patients receive the best possible care available, no matter who they are, where they are, or when they need it.

The key elements of Clinical Governance include:

- ⇒ The establishment of minimum standards of care that are underpinned by sound, research-based evidence
- ⇒ Educating, developing and maintaining clinically competent staff who are committed to lifelong learning
- ⇒ Fostering a culture of continuous quality improvement within clinical teams
- ⇒ Working to minimise variations in the quality of care across elements of the service

The principles that inform Clinical Governance are central to the aspiration set out for Mental Health Nursing in Wales that is outlined in this Framework. It is the intention of the professionals that are stakeholders in this document that the Framework will be used to ensure that Mental Health Nurses in Wales appropriately respond to the Clinical Governance agenda.

In practical terms, the Framework is intended as a blueprint for a modern profession that is valued by patients, their relatives and health and social care colleagues because of the unique contribution that its members make as carers and therapists. It is the aspiration of the stakeholders in this Framework that, when its impact is evaluated in ten years time, Mental Health Nursing in Wales will be considered internationally as an exemplar of excellence.

The Service Landscape

In recent years, major reports, produced by various stakeholders in mental healthcare, have highlighted consistent and recurring challenges that have been faced by mental health service providers. These challenges are recognised by the Nurse Leaders who have adopted this Strategic Framework. They include:

- ⇒ The need for services to respond to emerging strategy and social policy
- ⇒ Variations across the United Kingdom in the way that mental health services are resourced
- ⇒ Continuing service commissioning tensions around areas such as service priority setting and targeting
- ⇒ Clear evidence of increasing acuity being dealt with by all elements of the service
- ⇒ An increase in the numbers of individuals presenting with dual diagnosis and associated problems
- ⇒ Evidence of a shift from therapeutic to custodial models of care as a consequence of resource pressures and the need to meet the demand for increased public protection
- ⇒ Increasing use of restrictive elements of the Mental Health Act
- ⇒ Nurses having to care for inappropriate mixtures of patients in in-patient units, often leading to compromised care quality
- ⇒ Ongoing, and in many cases worsening, nursing establishment pressures in all elements of the service
- ⇒ Concerns around the appropriateness of current pre and post-registration education for mental health nurses
- ⇒ Deficiencies in the quality of accommodation which is available for the provision of mental healthcare
- ⇒ Concerns that nurses in some areas are becoming de-skilled and de-valued as a consequence of practising in the milieu outlined

Despite these well-recognised challenges, Mental Health Nurses in Wales have been at the forefront of developing innovative examples of excellent mental healthcare provision. Every NHS Trust and Mental Health Nurse Education provider in Wales is able to demonstrate examples of such innovation.

It is evident that Mental Health Nurses in Wales have not been content to simply act as "the glue that holds together the complex pattern of modern healthcare." Rather, they have demonstrated the capacity to proactively champion the continuous improvement of services for their patients and their patients' families.

A Commitment to Modernisation

Tackling the Mental Health agenda is identified as a priority for the National Assembly for Wales. The Assembly is committed to "modernising" mental health services in Wales. This commitment is reflected in aspects of key policy that has been, or is being, developed by the Assembly. These include:

- ⇒ Putting Patient's First
- ⇒ Better Health Better Wales

- ⇒ Better Wales.com
- ⇒ Improving Health in Wales - A Plan for the NHS & Its Partners
- ⇒ Improving Health in Wales – Structural Changes in the NHS in Wales
- ⇒ Child & Adolescent Mental Services in Wales: Everybody's Business
- ⇒ Improving Mental Health Services in Wales: A Strategy for Adults of Working Age

These policy initiatives are being underpinned nationally by the development of infrastructure that emphasises the commitment of both the United Kingdom government and the National Assembly for Wales to the continuous quality improvement of healthcare. Examples of such infrastructure include the National Institute for Clinical Excellence and the Commission for Health Improvement.

In response to the Assembly's commitment, every Health Authority in Wales has identified Mental Health as a priority in their Health Improvement Programmes.

This sense of priority is also informing the work of Nurse Leaders in Wales, who have concluded that the action that needs to be taken in the coming decade includes a need to:

- ⇒ Strengthen Nursing Leadership
- ⇒ Ensure that clinical practice is underpinned by sound research based evidence
- ⇒ Tackle concerns about the design of pre and post-registration education for Mental Health Nurses
- ⇒ Address issues surrounding the recruitment and retention of nurses
- ⇒ Develop a clinical culture which is firmly underpinned by a commitment to Continuous Quality Improvement and Continuous Professional Development
- ⇒ Appropriately address the "Flexibility" Agenda

SECTION 3

THE CHALLENGE

“Modernising, while building on traditional values, through commitment, collaboration, enthusiasm and willingness.”

Ministerial Foreword to Realising the Potential, 1999

In the light of the context outlined above, the challenge facing Mental Health Nursing in Wales may be summarised as the need to:

- ⇒ Grasp the opportunities presented by current and emerging health and social policy, to make real improvements in the care that we provide for our patients and their families
- ⇒ Play a key role in addressing the Clinical and Corporate Governance agendas, both within our individual organisations and as members of the wider mental healthcare service within Wales
- ⇒ Work to develop a culture of Continuous Quality Improvement within Mental Health Nursing in Wales
- ⇒ Develop Mental Health Nursing in Wales as an international exemplar of professional excellence

The Framework that follows will serve to shape the way that these challenges are tackled. Also, once translated into detailed Action Plans, the Framework will provide a blueprint for the monitoring and evaluation of the development of Mental Health Nursing in Wales during the coming years.

SECTION 4

REALISING THE POTENTIAL

Mental Health Nurses that are "self-confident and expert champions of their patients' and clients' welfare"

Realising the Potential (1999)

The remainder of this Framework document comprises a summary of the aspiration that Nursing Leaders have identified for the Mental Health Nursing Profession in Wales. The aspiration identified is clearly integrally related to the services that Mental Health Nurses contribute to. The action that needs to be taken in order to realise the potential of Mental Health Nursing in Wales is also outlined. The aspiration and action indicated is structured around the supporting aims of the "Realising the Potential" Strategy.

AIM ONE: IMPROVING THE ENVIRONMENT OF CARE

The Aspiration: "Environments of Care that are Safe, Sound, Supportive and Therapeutic"

Nurse Leaders will work to ensure that Mental Health Nurses at all levels in our organisations play a significant role in ensuring that:

- ⇒ The physical environments in which our patients are cared for ensure safety, privacy and dignity
- ⇒ The milieu of in-patient units is characterised by a therapeutic not a custodial culture
- ⇒ Whilst ensuring appropriate levels of security, in-patient units are open environments that do not unnecessarily restrict patients
- ⇒ Clinical Risk Management is multi-disciplinary, evidence-based and allows appropriate risk taking on the part of patients
- ⇒ The environments in which our patients are cared for are managed to ensure that patients are protected from the impact of the use of alcohol and illicit drugs
- ⇒ Patients are protected from abuse whilst under our care
- ⇒ Staff working within our services are appropriately protected from physical violence and other forms of abuse
- ⇒ Good quality information that enables patients and carers to meaningfully participate in their treatment and care is readily available within Environments of Care
- ⇒ The patient mix on in-patient units is appropriate at all times
- ⇒ Environments of Care are designed to meet the special needs of patients from minority groups

AIM TWO: ENSURING HIGH QUALITY SERVICES FOR ALL

The Aspiration: “Effective and Efficient Mental Health Nursing care, that is equitably provided and supports the empowerment of patients and carers”

Nurse Leaders will work to ensure that Mental Health Nurses at all levels in our organisations play a significant role in ensuring that:

- ⇒ Common, evidence-based, minimum standards relating to key aspects of mental health nursing care are developed across Wales
- ⇒ Best practice is systematically shared amongst mental health nurses
- ⇒ Users and carers meaningfully participate in service development and care planning & delivery
- ⇒ Patients in acute hospitals who have mental health problems have their needs appropriately met
- ⇒ Patients for whom English is not their first language receive appropriate support to enable them to participate in their care
- ⇒ The needs of patients from minority groups are properly met
- ⇒ Adequate Clinical Information Systems exist within our Trusts to support high quality Mental Health Nursing care and the effective sharing of clinical information across the multi-disciplinary team
- ⇒ Clinical Networking amongst Mental Health Nurses practising in Wales is effective
- ⇒ Mental Health Nurses continue to ensure that their patients benefit from effective advocacy support
- ⇒ Productive partnerships exist between Nursing Services and Nurse Education providers, with evidence of effective joint working on Curriculum Development, Nursing Innovation, Research & Development
- ⇒ Adequate time is available to Mental Health Nurses to enable them to fulfil appropriate therapeutic roles
- ⇒ Mental Health Nurses play a key role in service development activities
- ⇒ A range of nurse delivered therapeutic opportunities exist for patients in our care
- ⇒ The "Flexibility Agenda" is appropriately met for the benefit of our patients, with all agencies and mental health workers working in effective partnership

AIM THREE: ENCOURAGING INDEPENDENT PRACTICE

The Aspiration: "Mental Health Nurses equipped to participate in Clinical Governance"

Nurse Leaders will work to ensure that Mental Health Nurses at all levels in our organisations play a significant role in ensuring that:

- ⇒ Effective Clinical Supervision is available to all Mental Health Nurses
- ⇒ Education and Training Strategies reflect the need for a reasonable balance of mandatory and clinically focused non-mandatory educational provision
- ⇒ Adequate organisational support exists to ensure that defensive mental health practice is eradicated
- ⇒ The Mental Health Nursing role is appropriately extended, with significant numbers of the profession engaged in higher levels of clinical practice
- ⇒ Mental Health Nurses play a full role in emerging Nurse Prescribing developments
- ⇒ There are examples of nurse-led clinical initiatives in every Trust within Wales that provide mental health services
- ⇒ Continuous Professional Development Strategies are linked to Strategic and Organisational priorities
- ⇒ Service Users and Carers play a significant role in the Continuous Professional Development agenda
- ⇒ A Culture of Continuous Quality Improvement pervades our nursing teams
- ⇒ Roles for non-Registered nursing staff are clear, and good quality education and training is available to them
- ⇒ Registered Mental Health Nurses properly support non-Registered nursing colleagues

AIM FOUR: DEVELOPING NEW AND EXISTING CAREER PATHS

The Aspiration: "A career that offers fulfilment, sustains motivation and provides a fair reward for service "

Nurse Leaders will work to ensure that Mental Health Nurses at all levels in our organisations play a significant role in ensuring that:

- ⇒ Nursing structures within Trusts reflect a distinct role for the Mental Health Nurse and provide nurses with opportunities for career progression that reflect their skills and experience
- ⇒ There is consistency in job design and remuneration for mental health nurses across Wales
- ⇒ All Trusts develop a range of posts for mental health nurses that require the utilisation of higher level clinical skills
- ⇒ The Ward Sister/Charge Nurse role in Clinical Governance is fully realised
- ⇒ There is at least one Nurse Consultant in an aspect of Mental Healthcare employed by every Trust that provides mental health services
- ⇒ Every Institution that provides Mental Health Nursing Education should employ a Professor whose expertise is in an aspect of Mental Health Nursing
- ⇒ All Mental Health Nurses have an active Continuous Professional Development Plan that is properly supported by their organisation
- ⇒ All Trusts have properly managed Mental Health Nursing Establishment Plans that are designed to support explicit Models of Care
- ⇒ Service users and carers are meaningfully involved in mental health nursing recruitment and retention

AIM FIVE: DEMONSTRATING THE VALUE OF MENTAL HEALTH NURSING

The Aspiration: "A modern profession that is valued by patients, carers and colleagues because of the unique contribution that its members make to mental healthcare"

Nurse Leaders will work to ensure that Mental Health Nurses at all levels in our organisations play a significant role in ensuring that:

- ⇒ Service users and their carers play a meaningful role in appropriately shaping the Mental Health Nursing profession
- ⇒ Every Trust in Wales which provides mental health services employs a Head of Mental Health Nursing
- ⇒ There is commonality regarding the role and status of the Heads of Mental Health Nursing across Trusts
- ⇒ There are Mental Health Nursing representatives on all groups within Wales that influence mental healthcare
- ⇒ Senior Mental Health Nurses and General Management colleagues are effectively collaborating to deliver the Clinical and Corporate Governance agendas
- ⇒ The All Wales Senior Nurse Advisory Groups (Mental Health) is recognised as the key Mental Health Nursing expert advisory forum in Wales
- ⇒ A Strategy exists for raising the international profile of Mental Health Nursing in Wales
- ⇒ Mental Health Nurses in all Trusts are engaging in relevant Research and Development activities that benefit patients
- ⇒ Mental Health Nursing colleagues across Wales are working together to win National and International awards for our services
- ⇒ Mental Health Nurses continue their successful tradition as effective partners in inter-agency, multi-disciplinary teams

SECTION 5

NEXT STEPS

"This Strategy presents an opportunity fundamentally to change the day to day experience of people with mental health problems who are living in Wales."

Improving Mental Health Services in Wales: A Strategy for Adults of Working Age, 2001

The Introduction to the Mental Health Strategy in Wales for Adults of Working Age clearly indicates that any value that the strategy has must relate to its impact on the lives and experience of the people that are intended to benefit from it. Such a rationale also informs this Framework for Mental Health Nursing.

In order to translate the aspiration set out in this Framework into tangible improvements in Mental Health Nursing in Wales, the All Wales Senior Nurse Advisory Group (Mental Health) will, year on year for the next decade, develop Action Plans that will direct its work.

The Action Plans will serve to ensure that the organisations represented on the Advisory Group collaborate closely regarding Mental Health Nursing:

- ⇒ Innovation, Research & Education
- ⇒ Practice Development
- ⇒ Clinical Standard Setting
- ⇒ Quality Monitoring & Improvement

The Action Plans will be informed by benchmarking exercises involving all Mental Health Nursing services across Wales and shaped by both national and local strategic priorities. They will be reviewed at the end of each year, with a formal report being submitted to both the Chief Nursing Officer and the Nurse Executive Wales Group.

The Framework itself will be subject to a formal Interim Review in 2005/2006 and a formal Final Review and Evaluation in 2010/2011.

Nurse Leaders are confident that, given adequate resources, when the Framework is evaluated, the aspirations set out in this document will be fulfilled. The fundamental achievement of this will be that our patients will benefit from tangible, continuous improvements in the quality of care that they experience.

BIBLIOGRAPHY

In preparing this document the drafting team have deliberately avoided the extensive use of academic-style referencing. This Bibliography is provided for those who wish to read more widely around some of the issues that "Aspiration, Action, Achievement" deals with. Although not exhaustive, the list includes most of the key documents that have been referred to during the course of developing the Framework.

ALL WALES SENIOR NURSE ADVISORY GROUP (MENTAL HEALTH) (1998) *Informing the Agenda: Unpublished Briefing Report to Nurse Executive Wales Group*

KENNEDY R (2000) *Report Back by the Chief Nursing Officer on Visits to Mental Health Services Across Wales During the Period January to July 2000*

NATIONAL ASSEMBLY FOR WALES (1999) *Realising the Potential: A Strategic Framework for Nursing, Midwifery and Health Visiting in Wales into the 21st Century*

NATIONAL ASSEMBLY FOR WALES (2000) *Realising the Potential: Briefing Paper 1 – Creating the Potential: A Plan for Education*

NATIONAL ASSEMBLY FOR WALES (2000) www.betterwales.com

NATIONAL ASSEMBLY FOR WALES (2000) *Improving Health in Wales: A Plan for the NHS & Its Partners*

NATIONAL ASSEMBLY FOR WALES (2001) *Improving Health in Wales: Structural Changes in the NHS in Wales*

NATIONAL ASSEMBLY FOR WALES (2001) *Child & Adolescent Mental Services in Wales: Everybody's Business - A Strategy Document*

NATIONAL ASSEMBLY FOR WALES (2001) *Improving Mental Health Services in Wales: A Strategy for Adults of Working Age*

NATIONAL CONFIDENTIAL INQUIRY INTO SUICIDE AND HOMICIDE BY PEOPLE WITH MENTAL ILLNESS (1999) *Safer Services*

NATIONAL CONFIDENTIAL INQUIRY INTO SUICIDE AND HOMICIDE BY PEOPLE WITH MENTAL ILLNESS (2000) *Safety First*

SAINSBURY CENTRE FOR MENTAL HEALTH (1998) *Acute Problems: A Survey of the Quality of Care in Acute Psychiatric Wards*

SAINSBURY CENTRE FOR MENTAL HEALTH (2000) *Finding and Keeping: Review of Recruitment and Retention in the Mental Health Workforce*

SAINSBURY CENTRE FOR MENTAL HEALTH (2000) *National Visit 2: Improving Care for Detained Patients from Black and Minority Ethnic Communities.*

STANDING NURSING AND MIDWIFERY ADVISORY COMMITTEE (1999) *Mental Health Nursing: Addressing Acute Concerns*

UNITED KINGDOM CENTRAL COUNCIL FOR NURSING MIDWIFERY AND HEALTH VISITING (1999) *Fitness for Practice: Report of the UKCC Commission for Nursing and Midwifery Education*

WELSH OFFICE (1998) *Putting Patient's First*

WELSH OFFICE (1998) *Better Health Better Wales – A Strategic Framework*

WELSH OFFICE (1998) *Better Health Better Wales - Quality Care and Clinical Excellence*

ALL WALES SENIOR NURSE ADVISORY GROUP (MENTAL HEALTH)

The All Wales Senior Nurse Advisory Group (Mental Health) is constituted as a sub-group of the Nurse Executive Wales Group. It supports the work of the Nurse Executives by providing them, and the Chief Nursing Officer to the National Assembly for Wales, with professional Mental Health Nursing comment and advice.

Membership

Peter Ashton, University of Wales Bangor

Ian Beech, University of Glamorgan

Helen Bennett, Cardiff & Vale NHS Trust

Mick Coleman, University of Wales Swansea

David Coyle, University of Wales College of Medicine

Margaret Cresci, Pontypridd & Rhondda NHS Trust

Emrys Elias, Bro Morgannwg NHS Trust

Mick Fisher, Welsh National Board for Nursing, Midwifery & Health Visiting *

Phil Roberts, North West Wales NHS Trust (Regional Medium Secure Unit)

Christine Griffiths, NHS Direct (Wales)

Robin Holden, Conway & Denbighshire NHS Trust

Daphne James, North Glamorgan NHS Trust

Clive Jones, Pembrokeshire & Derwen NHS Trust

Tony Jones, Nurse Executives Wales Group*

Peter Meredith-Smith, National Assembly for Wales *

Clive Micklewright, Powys NHS Trust

Ros Mullins, HM Prison Cardiff (Prisons Healthcare Services)

Simon Pike, North East Wales NHS Trust

Ron Powles, Gwent Community NHS Trust

Mandy Rayani, Swansea NHS Trust

Barry Topping-Morris, Bro Morgannwg NHS Trust (Regional Medium Secure Unit)

Eifion Williams, North West Wales NHS Trust

*** Participant Observers**