

Outcome Measures

Policy context

Legislation in Wales aims to support reflective, person-centred practice. [The Mental Health Measure \(Wales\) 2010](#) (the Measure) is an innovative piece of legislation, which aims to place mental health services in Wales firmly within a human rights and recovery-focussed framework. Its explanatory memorandum makes clear that benefits should be:

- improved experience for service users, their families and carers
- improved involvement of service users in decision making around their care and treatment.

[The Social Services and Well-being \(Wales\) Act 2014](#) and the associated Social Services National Outcomes Framework mandates the routine use of outcome tools in all care and support plans for carers. Two of its key objectives are to:

- describe the important national well-being outcomes that people who need care and support and carers who need support should expect in order to lead fulfilled lives
- provide greater transparency on whether services are improving well-being outcomes for people who need care and support and carers who need support in Wales using consistent and comparable indicators.

However, the mechanisms used to both introduce the requirement of legislation and associated policy guidance and implementation has not led to consistent improvements in practice. These are highlighted in the recent Mind Cymru, [The Mental Health Measure – 10 years on report](#), which states:

Whilst 'Data from the Welsh Government shows that most people receiving secondary mental health services have a valid care and treatment plan (sic the associated performance measure is that 80% of people have a valid CTP)..... there is clear evidence that care and treatment planning is falling short of the principles and requirements set out in the Measure. This includes the NHS Wales Delivery Unit National Assurance Review, the Quality of Care and Treatment Planning, published in July 2018, is the most comprehensive review of care and treatment planning conducted to date; having looked at more than 1400 CTPs across every Local

Health Board in Wales. It recommended train the trainer programmes focussing on the formulation of person-centred care plans and that this work should align with wider work on data gathering and measuring outcomes.

The performance measure in and of itself has not ensured that CTPs are of a consistent and high standard. Learning from this and other reviews informed the approach taken to introduce PROMS and PREMS.

The project

The Outcome Measurement in Wales project is part of the Welsh Government Mental Health Core Data Set programme. The desired outcome is that outcome focused practice will be built upon where it currently exists and embedded in mental health and learning disability teams across Wales by March 2024 (the original project end date was March 2023 however this was extended to the March 2024 date due to delays caused by the Pandemic).

The development of the 'Working Together towards Common Goals: Outcome Measurement' provides the background to the work including the rationale, research and recommendations. The outcome measures tools were chosen and placed into three different clusters:

1. Improvement in my wellbeing, reduction in distress
2. Being able to set my own goals and aspirations
3. My Experience and Satisfaction

Outcome Measures are often referred to as 'Patient/Person Reported Outcome Measures' (PROMS) and 'Patient/Person Reported Experience Measures' (PREMS).

The model supports service users, staff and teams to work effectively together to improve service user wellbeing, goals and experience.

Milestones of the Project

Year 1 (Apr 19-Mar 20) Pilots

Based on the options appraisal detailed in the framework paper, pilots were undertaken across each health board area to test the most effective ways to embed the use of the recommended PROMS and PREMS into practice. Each health board was asked to identify pilot teams from a variety of settings and 11 teams made up of different services areas were chosen; 8 of the teams took part.

The main aims and objectives of the pilots were to:

- understand service processes and practice,
- support the teams to think about which outcome measures within the framework would be most suitable to use in their service,
- facilitate discussions as a team in when and how the outcome measures tools could be used,

- facilitate a whole team approach in embedding outcome measures into routine practice and be confident in their use.

The learning gathered from the pilot year was intended to inform an all-Wales approach to spread and scale that would embed the use of PROMS and PREMS into mental health services.

As a sub group of the overarching Welsh Government core data set project board a faculty of experts was set up to support the outcome measures project with key stakeholders across Wales which included representatives from the following areas:

- Mental Health Development Lead for Wales
- Mental Health Lead, Health Boards
- Royal College of Psychiatry
- Carer
- Service User
- Delivery Unit
- Lead Allied Healthcare Professional
- Third Sector Representative, Mind
- Consultant Child and Adolescent Lead
- Consultant Clinical Psychologist
- Social Care Wales
- Welsh Government
- Improvement Cymru

The faculty group met monthly to discuss the project progress and consider how to take the work forward from the pilots to help shape the next phase of the project to design training for mental health teams.

2 people with lived experience from the Welsh government faculty group worked with the Senior Improvement Manager in this pilot phase however there were significant challenges both in terms of timescales and ensuring appropriate remuneration was made.

From March 2020 both the Senior Improvement Manager (SIM) and the Mental Health Development Lead for Wales (project team) supported Public Health Wales (PHW) in its national COVID-19 Pandemic Response.

Year 2 (Apr 20 – Mar 21) Training Design and Testing

The project work continued alongside PHW's pandemic work on a part-time basis with a focus on designing the training and the resources that could be used nationally to support the use of outcome measures. Initial plans were for face-to-face

training sessions but the spread of COVID-19 meant that the only option to continue the project would be if the training was virtual.

Initial plans for the training were that staff would need to attend three half-day sessions and the model was tested with two services during September and October 2020. The teams provided valuable feedback and it became clear and particularly given the pandemic context, whole teams would not be able to attend and even representatives would not be able to commit to three half days of training. The training would need to be completed in one day. From November 2020 the project team focused on redesigning the training and building the resources to support more effective virtual delivery.

Year 3 (Apr 21 – Mar 22) Training and Implementation

The delivery model was redesigned into one day training. Training started with mental health representatives from teams in June 2021 with 1-2 people from each team. Those individuals would take the learning back to their teams and follow a step-by-step approach to start using PROMS and PREMS in their service.

Resources were developed to ensure that the individuals who were trained in the standard approach would have everything they need to cascade learning to their own team. Resources were held centrally on the [Outcome Measures website](#) which included a range of videos covering themes such as equality and diversity and goal setting. A Companion Guide provide a step-by-step approach to guide staff through embedding the use of tools into routine practice, surveys, leaflets, a mechanism for recording the use of outcome measure tools to track changes over time and also a central place to access all of the tools to download for use.

Towards the end of 2021 and early 2022 a decision was made to include learning disability services in the project. Research was carried out in a similar way to that used with mental health services and PROMS and PREMS were chosen based on the research and recommended for use in learning disability services. The training was adapted together with the resources so that it was suitable to offer to learning disability services across Wales.

Year 4 (Apr 22 – Mar 23) Training and Implementation

Training of staff from learning disability teams started in April 2022 in addition to the mental health service training days each week. Updates on progress of the training was reported in the Welsh Government faculty meetings and being shared with service leads across Wales.

Training continued until February 2023 with over 1,000 mental health and learning disabilities staff from 418 teams in Wales attending the training.

Feedback regarding the training has been overwhelmingly positive, however teams are at different stages with implementation and each area will need bespoke support.

Year 5 (Apr 22 – Mar 24) Project Extension to Support Implementation)

From April 2023 the focus will be:

- working with the National Service User Forum and local patient/service user experience groups to design bespoke workshops in each health board area to support teams with implementation and embedding of outcome measures into routine practice,
- supporting health boards in ensuring they develop a robust mechanism for the collection of data, and
- develop legacy arrangement when Improvement Cymru's involvement in the programme ends in March 2024.