

<b>Children and Young People Select Committee</b>			
<b>Title</b>	Young People's Mental Health Provision Rapid Review: Scoping Paper	<b>Item No</b>	5
<b>Contributors</b>	Scrutiny Manager		
<b>Class</b>	Part 1	<b>Date</b>	2 October 2014

## **1. Purpose of paper**

- 1.1. At its meeting on 1 July 2014, the Committee decided as part of its work programme to undertake a rapid review looking at young people's mental health provision in Lewisham.
- 1.2. This paper sets out the rationale for the review, provides some background information on the current situation within Lewisham and sets out proposed terms of reference for the review.
- 1.3. The rapid review process is outlined at Appendix A.

## **2. Recommendations**

- 2.1. The Select Committee is asked to:
  - note the content of the report
  - consider and agree the proposed terms of reference for the review, outlined in section 6 and the timetable, outlined in section 7.

## **3. Background**

- 3.1. At the meeting of the Children and Young People Select Committee on the 1 July 2014, the Committee discussed undertaking a rapid review looking at young people's mental health provision in Lewisham. At the meeting of the Overview and Scrutiny Business Panel on 29 July 2014 it was agreed that members of the Healthier Communities Select Committee would be invited to the evidence session for the review and be allowed to participate.
- 3.2. Most data about the mental health of young people at a national level is focussed on those with higher levels of need. The tiers of need that are used to identify levels of need are explained in section 5.
- 3.3. It has been shown that 1 in 10 children and young people aged 5-16 years suffer from a diagnosable mental health disorder<sup>1</sup>, which is around three children in every school class. According to a public mental health overview conducted by

<sup>1</sup> Green, H., McGinnity, A., Meltzer, H., et al. (2005). [Mental health of children and young people in Great Britain 2004](#). London: Palgrave.

UCL Partners in 2013<sup>2</sup> the impacts of mental disorder are far reaching and can include:

- Increasing the risk of suicide and self-harm
- Engaging in health risk behaviour (such as smoking, alcohol abuse, drug taking)
- Physical ill health
- Poor educational outcomes
- Unemployment
- Antisocial behaviour and offending
- Poor social skills.

3.4. The wide reaching implications of mental health problems and the financial and human costs involved highlight the importance of work to improve mental health across the population. Working with young people is an opportunity to focus on the prevention of mental ill health where possible and to develop targeted interventions to limit the negative impacts of mental disorder. This is a cost effective way to improve mental health problems in the population and reduce the burden of disease.

3.5. In Lewisham, 8.4% of young people aged 5-16 have a diagnosed conduct disorder and 5.6% of young people of the same age have a diagnosed emotional disorder<sup>3</sup>. These levels are comparable with other London boroughs with similar Index of Multiple Deprivation scores. These young people represent a high risk group for low well-being due to their pre-existing mental health problems.

3.6. Assuming a national prevalence of 7%, Lewisham has 1,302 young people aged 11-16 who self-harm<sup>4</sup>. Lewisham has an annual incidence of psychosis of 47.4 per 100,000<sup>5</sup>. This is comparable to other inner London boroughs and considerably better than levels of psychosis in Lambeth and Southwark.

3.7. Children and young people who are able to adapt to change, manage their emotions well and become more 'resilient' to difficulties in their lives are more likely to thrive as adults and less likely to experience mental illness in the future. Young people who may be at risk of low resilience and who may experience difficulties accessing support include:

- Young carers
- Those from families affected by learning disability
- Those from families affected by mental illness
- Those from families known to the criminal justice system
- Looked after children
- Young people who are experience difficulties when transferring to secondary school
- Young people who have experienced trauma, such as domestic violence; exposed to serious youth violence, bereavement etc
- Young people living in poverty

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<sup>2</sup> UCL Partners; Public mental health overview. October 2013

<sup>3</sup> Champion & Fitch, 2012

<sup>4</sup> Green et al, 2005

<sup>5</sup> PsyMaptic, 2013

- LGBT young people
  - Young people not in mainstream education
- 3.8. Lewisham Community Children's and Adolescent's Mental Health Services are commissioned by both Lewisham Clinical Commissioning Group (CCG) and London Borough of Lewisham (LBL). Services are provided by South London and Maudsley NHS Foundation Trust (SLaM) who provide support to Lewisham children/young people requiring assessment and treatment/support for emotional needs and mental health conditions, primarily at tiers 3 and 4. The Children and Young People's Joint Commissioning Team is responsible for contract monitoring and service planning arrangements on behalf of the CCG and the Local Authority, for the commissioned CAMHS service and for the non-statutory tier 2 provision outlined in section 5.

#### **4. Policy context**

- 4.1. Children and Adolescent Mental Health Services (CAMHS) are commissioned within the context of National CAMHS policy, which include the Children and Young People's Health Outcomes Forum Report (2012); No Health Without Mental Health; An all age strategy (2011); Achieving Equity and Excellence for Children (2010); and The National Service Framework for Children, Young People and Maternity: The Mental Health and Psychological Well-being of Children and Young People (2004).
- 4.2. Commissioned services operate in compliance with the legislative frameworks of the Children Act 2004 and the Mental Health Act 1983, as amended by the Mental Health Act 2007. Care should be informed by evidence based practice including National Institute for Health and Care Excellence (NICE) and other best practice guidelines.
- 4.3. Lewisham's Sustainable Communities Strategy sets out six key priorities for the borough as a whole.<sup>6</sup> The review falls under the 'Safer' priority, which aims to keep our children and young people safe from harm, abuse and criminal activity as well as the 'Healthy, Active and Enjoyable' priority which aims to improve health outcomes and tackle the specific conditions that affect our citizens.
- 4.4. Lewisham's Children and Young People's Plan for 2012-2015, entitled 'It's Everybody's Business'<sup>7</sup> sets out key areas for impact and priorities surrounding children and young people. This review will fall under the 'Be Healthy'(BH6) priority, priority which aims to 'Promote mental and emotional wellbeing'.

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<sup>6</sup> Lewisham's Sustainable Community Strategy 2008-2020  
<http://www.lewisham.gov.uk/mayorandcouncil/aboutthecouncil/strategies/Documents/Sustainable%20Community%20Strategy%202008-2020.pdf>

<sup>7</sup> Lewisham Children and Young People's Plan 2012-2015  
<http://www.lewisham.gov.uk/myservices/socialcare/children/Documents/CYPP2012-15.pdf>

## 5. Current Service provision

- 5.1. Mental health services in Lewisham are divided into four tiers, reflecting the different levels of need of those receiving services.
- 5.2. Historically, most service provision in Lewisham has been focused on highly specialised mental health services with less universal mental health promotion provision (although pockets of good practice do exist across the borough).

### Tier 4 Provision (Specialist CAMHS)

- 5.3. Tier 4 provision includes highly specialised outpatient and inpatient units. South London and Maudsley (SLaM) NHS Foundation Trust are commissioned through a cost and volume contract to provide Lewisham patients with tier 4 outpatient and inpatient services through the SLaM national and specialist services. A small number of tier 4 outpatient services and all intensive day and inpatient care is commissioned via NHS England. Non-contracted providers of Psychiatric Intensive Care Units (PICU) can be used where patients require more specialist provision.

### Tier 3 Provision (Specialist CAMHS)

- 5.4. Tier 3 provision refers to specialised multi-disciplinary services, set up to respond to more severe, complex or persistent disorders. SLaM provides a range of tier 3 provision through a number of community teams including: SYMBOL (for Looked after Children); Lewisham Young People's Service (for young people with emerging psychosis); Neuro-Development (for learning difficulties); ARTS (for young people with a mental health disorder and a history of criminal offending); and East/West Generic teams. Commissioners have also given agreement for SLaM to expand the OASIS service, an outreach service for people (14-35 yrs old) at risk of developing psychosis, to cover Lewisham.

### Tier 2 Provision (targeted)

- 5.5. Tier 2 provision is non-statutory provision that can be provided by professional groups which relate to each other through a network rather than a team. This can take place in schools or other community settings such as GP surgeries or youth centres. Local approaches include:
  - Place2Be (P2B), a national charity who provide a school based counselling service, offering 1:1 appointments, group sessions and drop ins. This is supported by a comprehensive training and consultative support programme for school staff.
  - Children and Young People's Improving Access to Psychological Therapies (CYP IAPT) which includes delivery of psychological therapies and training for people working with children and young people outside of health settings. It focuses on extending training to staff and service managers in CAMHS, embedding evidence based practice across services.
  - Functional Family Therapy (FFT), an evidence-based family therapy intervention which is targeted at families who have a young person engaging in persistent anti-social behaviour, youth offending and/or substance misuse.

## Tier 1 Provision (Universal)

- 5.6. Tier 1 provision is primary or universal care, offered by professionals working in universal settings, such as teachers, school nurses and GPs.
- 5.7. In Lewisham one of the key developments in tier one provision has been the bid to the Big Lottery Fund's HeadStart Programme. The HeadStart programme aims to equip young people to cope better with difficult circumstances in their lives, so as to prevent them experiencing common mental health problems before they become serious issues. This is called emotional resilience, and is an opportunity for young people to negotiate for and navigate their own way to resources that sustain their mental health. Evidence suggests that accessing those with low level symptoms and diagnosable problems through universal or whole group activity delivers better outcomes for the most vulnerable.<sup>8</sup> The overall stated aim of HeadStart is 'To better equip young people to prevent the initial occurrence of mental health problems, and to build the evidence for service redesign and investment in prevention' and to do this by taking a universal and targeted approach.
- 5.8. Lewisham were approached by the Big Lottery Fund as one of twelve areas in the country to consider how best to improve resilience and wellbeing in young people aged 10 – 14 years through the 'Fulfilling Lives: HeadStart Programme'. Since then Lewisham has been successful in its bid for resources and £500,000 has been secured that will be used to trial new approaches between August 2014 – December 2015. These trials will inform a further application in June 2015, where Lewisham can bid for a total £10 million to be spent over 5 years.
- 5.9. The HeadStart Programme gives Lewisham an opportunity to expand and develop the universal and targeted offer, which would work with existing provision and align with the wider partnership strategy to ensure that services intervene at the earliest point. The HeadStart Lewisham partnership includes the Local Authority, NHS services, schools, young people, the Metropolitan Police and the voluntary and community sector and is led by the Local Authority.
- 5.10. Extensive consultation has been undertaken with a wide range of stakeholders including young people, parents/carers and professionals across a range of settings. Findings have highlighted the need for increased and better access to a range information and support, in a variety of settings. Four locally developed outcomes have been developed as a response to these findings:
- **improved resilience** through a range of interventions such as school based / online counselling, creative arts activities and the implementation of a transition curriculum in schools.
  - **increased school attainment and integration with the community** through supportive work in schools, such as peer mentoring, identification of those at risk of disengaging and engagement in youth led projects, including the creative arts
  - **improved emotional literacy** through implementation of a transition curriculum in schools and engagement in youth led elements of the

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<sup>8</sup> <http://www.biglotteryfund.org.uk/headstart>

programme, result in improved well-being and a reduction in the numbers of people with mental health problems.

- **needs prevented from escalating** through identification of young people at risk of poor outcomes by professionals, peers and family members who have received training as well as through learning skills to manage their feelings, through increased opportunity to access professional counsellors and having creative outlets, resulting in increased well-being and reduced numbers of people with mental health

## **6. Meeting the criteria for a review**

6.1. A review into young people's mental health provision meets the criteria for carrying out a scrutiny review, because:

- The issue affects a number of people living working and studying in the borough

## **7. Key lines of Inquiry**

7.1. In order to understand mental health service provision for children and young people, the Committee should address the following key questions:

- What are the emotional wellbeing and mental health needs of the children and young people of Lewisham
- What services are in place to meet these needs
- How can examples of current good practice and research be used to meet the gaps in service provision.

7.2. The BLF HeadStart project takes a universal and strategic approach to mental health in the borough and could have a significant impact on the mental health of young people in Lewisham. Therefore the Committee is recommended to focus on the work being carried out in this area. The Committee should consider the following key lines of inquiry:

- How is the Big Lottery HeadStart project developing new ideas for providing services or providing new services
- How are these new ideas and approaches being embedded into local provision
- How are young people involved in developing and shaping their own services, do young people feel they are actively involved
- Whether young people are being targeted outside of a school setting
- How digital technology is being used both to reach young people and deliver mental health services to them
- How will the effectiveness of the universal approach be monitored
- What is the evidence that this will lead to a reduction in need for tiers 3 and 4 services and how can this be monitored

## **8. Timetable**

8.1. The Committee is asked to consider the outline timetable for the review as set out below:

**Evidence-taking session (12 November 2014):**

Report from officers providing information around children and young people's mental health service provision, including commissioning, funding and comparative performance as well as information about the Big Lottery HeadStart project will also be provided.

Witnesses will include officers as well as representatives from organisations delivering mental health services and those involved in the Big Lottery Fund HeadStart project.

The Committee will also have the opportunity outside a committee meeting to speak to young people who have been involved in the Big Lottery HeadStart project.

**Recommendations and final report (15 December 2014)**

The Committee will consider a final report presenting all the evidence taken and agree recommendations for submission to Mayor & Cabinet.

**9. Further implications**

- 9.1. At this stage there are no specific financial, legal, environmental or equalities implications to consider. However, each will be addressed as part of the review.

For further information please contact Andrew Hagger, Scrutiny Manager on 020 8314 9446 or email [andrew.hagger@lewisham.gov.uk](mailto:andrew.hagger@lewisham.gov.uk)