

Children and Young People Select Committee			
Title	Young People's Mental Health Provision	Item No	4
Contributors	Executive Director CYP, Head of Service - Targeted Services and Joint Commissioning, Joint Commissioner CYP, Consultant in Public Health		
Class	Part 2	Date	12 November 2014

1. Summary

- 1.1. As part of a rapid review of children and young people's emotional well-being and mental health provision in Lewisham, officers have been invited to prepare an evidence paper, which highlights current need and service provision in the borough.
- 1.2. Lewisham has been awarded £500,000 by the Big Lottery Fund: Fulfilling Lives HeadStart programme to develop new and innovative provision in our schools and communities to: improve emotional literacy; enable young people to develop awareness of how to protect their own mental health and emotional well-being; and build the resilience of young people through learnt and taught techniques in and out of schools. There is an opportunity to bid for a further £10 million in the autumn of 2015.
- 1.3. This paper provides a summary of the emotional well-being and mental health needs of children and young people in Lewisham, gives an overview of current service provision and demonstrates how new examples of good practice and research can be applied to meet identified gaps in existing provision.

2. Purpose of paper

- 2.1. On 1 July 2014, the Committee decided as part of its work programme to undertake a rapid review of children and young people's emotional well-being and mental health provision in Lewisham.
- 2.2. This paper will respond to the key lines of enquiry as identified by the Select Committee of the 2nd October 2014 Scoping Paper (please see Appendix 1).
- 2.3. Members of the Select Committee held a meeting with young people involved in the Big Lottery Headstart project Steering Group on 23 October, the notes of which are attached at Appendix 2.

3. Recommendations

The Select Committee is asked to:

1. note the content of the report and officer presentation
2. identify if any further information is required following discussion of the report.

4. Background

- 4.1 In Lewisham, mental health services are currently focused on the treatment of mental health disorders rather than prevention. HeadStart is an opportunity for us to invest in improving the mental well-being and resilience of children and adolescents before they become unwell and require specialist services. It will also equip them with life skills

which will support them into adulthood and enable them to value and protect their own mental health.

5. The Need for Mental Health Services in Lewisham

- 5.1. It has been shown that 1 in 10 children and young people aged 5-16 years suffer from a diagnosable mental health disorder¹, which equates to around three children in every school class. The most common problems are conduct disorders, attention deficit hyperactivity disorder (ADHD), emotional disorders (anxiety and depression) and autism spectrum disorders.
- 5.2. 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 disorder². These levels are comparable with other London boroughs with similar Index of Multiple Deprivation scores. Assuming a national prevalence of 7%, Lewisham has 1,302 young people aged 11-16 who self-harm³.
- 5.3. According to a public mental health overview conducted by UCL Partners in 2013⁴ 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.
- 5.4. Research has shown that mental health problems in children and young people can be long-lasting. It is known that 50% of mental illness in adult life (excluding dementia) starts before age 15 and 75% by age of 24⁵.
- 5.5. There are recognised risk factors for developing mental health problems, many of which are more prevalent in Lewisham's population than in other areas. This means that in Lewisham there will be greater numbers of children and young people with diagnosable mental health problems and with low levels of wellbeing/resilience putting them at risk of developing problems in the future. These factors include:
 - Living in poverty - 30.5% of under 16s live in poverty compared to 20.6% nationally and 26.5% in London. Similar levels are found in our neighbouring boroughs, 31.6% and 30.7% in Lambeth and Southwark respectively.
 - Being a looked after child - 77 children in every 10,000 are looked after; compared to 60 nationally and 55 in London.
 - Living in non-secure accommodation - 4.7 in every 1,000 households are homeless households with dependent children or pregnant women compared to 3.6 in London and 1.7 nationally.
 - Being exposed to trauma - 555 children in Lewisham were identified as being exposed to high risk domestic violence in the home in 2013-2014, with up to a

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

² Champion & Fitch, 2012

³ Green et al, 2005

⁴ UCL Partners: Public mental health overview. October 2013

⁵ Kessler RC, Berglund P, Demler O, Jin R, Merikangas KR, Walters EE: Lifetime prevalence and age-of-onset distributions of DSM-IV disorders in the National Comorbidity Survey Replication. Arch Gen Psychiatry 2005; 62:593-602

third of all children in the borough exposed to any domestic violence. The rates in London are known to be higher than other parts of the country.

- Having parents who experience mental health and/or substance misuse issues. These levels are likely to be higher in Lewisham than the rest of the country, for example, 1.24% of people on Lewisham GP registers have a serious mental health disorder compared to 0.84% in England as a whole and 1.03% in London. In every 1,000 people in Lewisham, 12.4 are opiate or crack cocaine users compared to 8.4 nationally and 9.55 in London.
- Being involved in crime – 811.8 per 100,000 10-17 year olds receive a first reprimand, warning or conviction in Lewisham, compared to 458 in London and 511 in England as a whole.

5.6. Other young people at risk include:

- Young carers
- Those from families affected by learning disability from a family affected by learning disability
- Families known to the criminal justice system
- Those with a physical illness/disability or learning disability
- Lesbian, Gay, Bisexual and Trans-sexual young people

5.7. The wide reaching implications of mental health problems and the 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 health disorder.

6. Policy context

6.1. 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).

6.2. 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.

6.3. **Lewisham's Sustainable Communities Strategy⁶** sets out six key priorities for the borough as a whole. 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.

6.4. **Lewisham's Children and Young People's Plan⁷ for 2012-2015**, entitled 'It's Everybody's Business' sets out key areas for impact and priorities surrounding children

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

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

and young people. This review will fall under the 'Be Healthy' (BH6) priority, which aims to 'Promote Mental and Emotional Well-being'.

- 6.5. Furthermore, mental health has been identified as one of nine Health and Well-Being Board priorities.

7. Current Service provision

- 7.1. Mental health services in Lewisham are divided into four tiers, reflecting the different levels of need of those receiving services. 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).
- 7.2. Lewisham Community Children's and Adolescent's Mental Health Services are commissioned by both NHS Lewisham Clinical Commissioning Group (CCG) and the 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 this section.

Tiers 3 and 4 Provision (Specialist CAMHS)

- 7.3. **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, all intensive day and inpatient care services are commissioned via NHS England. Non-contracted providers of Psychiatric Intensive Care Units (PICU) can be used where patients require more specialist provision.
- 7.4. In 2013/14 the average number of young people in a SLaM inpatient ward at any one time was 5.5, which resulted in total to 557 occupied bed days over the same timeframe. The most recent data available refers to Quarter 2 2014/15 and reveals that there were 8 CAMHS patients admitted to a SLaM inpatient unit during this three month period.
- 7.5. Performance data tells us that during 2011/12 and 2012/13, 1.01% of all young people from Lewisham were referred for inpatient care. Across other SLaM boroughs i.e. Lambeth, Southwark, Lewisham, Croydon, Bexley, Bromley, Greenwich, Kent and Medway the range over the same period was 1.01% to 3.06%. This leads us to believe that Lewisham CAMHS are ably managing mentally unwell young people in the community and are making relatively low numbers of referrals for inpatient care, especially when compared to other local areas.
- 7.6. **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.

- 7.7. In total 1,396 children and young people were referred to the Lewisham CAMHS service in the financial year 2013/14, with 1,052 of these referrals being accepted. This equated to a 75.4% acceptance rate of all referrals, with almost one in four referrals to the service not meeting the referral threshold. The average number of patients seen across the four quarters of 2013/14 was 862. The actual number of children and young people accessing services from some of these teams can be relatively small; hence there can be fluctuations between quarters regarding waiting times for these groups.
- 7.8. Functional Family Therapy (FFT), is 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. The Lewisham Mayor and Cabinet have given agreement for this provision to be implemented. The FFT programme will be positioned at the 'specialist' level and will work with approximately 40-60 families per annum. The service is due to commence in March 2015.

Tiers 1 and 2 Provision (universal and targeted)

- 7.9. **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. In Lewisham as indicated above, the majority of mental health provision is commissioned at a specialist / statutory level, but there are current examples of good practice operating at a universal / targeted level within the borough. 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. This service is currently available in ten schools, mainly primary, across the borough. This is commissioned through a tapered funding approach, between the Local Authority and Schools. Since April 2013, P2B have supported in excess of 800 pupils, with 90 children and young people having accessed 1:1 counselling sessions. Over 300 1:1 counselling sessions and approximately 500 group sessions have been delivered. In addition to this, over 500 Lewisham based professionals have benefited from P2B well-being training. Sessions have included: solution focused techniques; supporting children's emotional well-being; and understanding attachment. P2B has a robust evidence base, as part of their national evaluation, consistent improvements in the children accessing their services have been reported by teachers, parents/carers and children. P2B have also estimated that for every £1 spent on their counselling support services £6 is saved on other provision included those associated with social care services, welfare benefits and the criminal justice system.
 - Children and Young People's Improving Access to Psychological Therapies (CYP IAPT) is a Department of Health service transformation programme. Lewisham partners include CAMHS, Pre-School Learning Alliance (PSLA) and P2B. As part of this programme, three key principles are being adopted: collaborative working and participation; routine outcome monitoring; and evidence based practice. CYP IAPT 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. To date over 50 additional young people have received cognitive behaviour therapy for anxiety and depression with parent/carers benefiting from parenting support, where their

child has a behaviour/conduct disorder. Early findings have shown that families have welcomed support in these areas.

- 7.10. Tier 1 provision is primary or universal care, offered by professionals working in universal settings, such as teachers, school nurses and GPs. For example, schools may as part of their personal, social and health education curriculum run sessions about emotional health and self esteem. There is currently no clear overview of this provision across the borough.

8. Future Developments in Tiers 1 & 2 – HeadStart Lewisham

- 8.1. In 2013 Lewisham was 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'. In July 2014, Lewisham was informed of its success when securing £500,000 which would be used to develop universal and targeted mental and emotional well-being provision. Lewisham has the opportunity in 2015, to bid for a further £10 million from the Big Lottery Fund, to further develop this work and create 'whole-system change'.

- 8.2. 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.⁸ The HeadStart programme is aimed at a universal, targeted (those at risk of low levels of resilience) and intensive (those at risk of developing mental health problems) levels. 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'

- 8.3. The programme is led by the London Borough of Lewisham on behalf of the wider partnership which includes NHS services, schools, young people, the Metropolitan Police and the voluntary and community sector.
- 8.4. HeadStart gives Lewisham an opportunity to expand and develop the universal and targeted offer, whilst working with existing provision and aligning with the wider partnership strategy to ensure that services intervene at the earliest point. Work is being undertaken throughout the period of the programme to engage those statutory and voluntary sector providers who are not directly funded by HeadStart to become part of a wider HeadStart community aiming to achieve the same outcomes. This will also ensure that HeadStart provision becomes embedded as part of the local delivery offer.
- 8.5. Extensive consultation was undertaken with a wide cross section of stakeholders including young people, parents/carers and professionals to develop the HeadStart Lewisham programme. A major area of focus was consultation with young people. This included establishment of a Young People's Steering Group which worked with the Partnership Steering Group to develop the programme. Young people completed a questionnaire about their mental health needs and the whole of year 7 at Forest Hill

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

School took part in a morning of resilience testing out some of the potential services. The key issues identified from the consultation were:

- the transition between primary and secondary school as a time of emotional difficulty
- peer support for parents/carers
- training/supporting frontline workers rather than bringing in external agencies
- the varying provision of counselling support
- bullying (including cyber)
- school and peer pressures
- a lack of a good source of local information and resources

8.6. Four local outcomes for HeadStart Lewisham have been developed as a response to these findings:

- improved resilience
- increased school attainment and integration with the community
- improved emotional literacy
- preventing needs escalating for those most at risk

8.7. The HeadStart Lewisham programme delivers provision at universal, targeted and intensive levels in schools, the community, in the home and online, which directly responds to the findings of our consultation. In addition, the Big Lottery asked that the selected areas take a 'test and learn' approach. In response to this, the partnership has developed a programme which expands current provision to evaluate its effectiveness when scaled up. We will deliver new services in Lewisham which may have been tried in other parts of the country, but will also trial completely new ideas. The programme will complement existing specialist service provision in terms of providing the skills in the community to recognise and refer young people when appropriate and also in preventing escalation of needs which would require specialist support.

8.8. The programme is as follows:

- **implementing the 'Transition Curriculum'**, developed by local schools across two Lewisham school collaboratives (comprising of one all through school, one secondary school, nine primary schools and potentially one special school), which will focus on improving young people's resilience, well-being and achievement. The schools will receive consultancy support from Young Minds, the UK's leading charity for children and young people's mental health, who have a strong record of working with schools to improve emotional resilience. Young Minds will undertake a needs assessment at each school (which will include canvassing the views of pupils) by: developing a bespoke programme of work, which could include training of staff; implementation of support packages to families; delivery of well-being programmes to young people; and wider system change. They will also support "Communities of Practice"⁹ across the collaboratives to identify shared problems and find solutions.
- **improving access to counselling support** for young people and their families, this responds directly to the findings of the consultation. This includes extending the Place2Be face-to-face counselling provision for young people and parents/carers to an additional five secondary schools. Place2Be have largely worked in primary schools so we will be working in partnership to test the

⁹ <http://wenger-trayner.com/theory/>

model's effectiveness in secondary schools. The programme also includes online counselling for four secondary schools and to those out of school, supported by a peer mentoring programme, to enable young people to access support in a range of settings as they requested. This will be the first time that such an online resource will be available in Lewisham.

- **developing an online resource kit** which will bring together national and local resources to support young people who are facing difficulties regarding their wellbeing or who are concerned about a peer and for parents/carers and professionals who are concerned about a young person.
- **developing a varied creative arts programme**, which includes youth-led film development. It is anticipated that targeted groups such as looked after children, children with disabilities and young carers will benefit from this provision via a range of community settings. We will also work with children who are not in school. As an example of this element of the programme, the film producers / directors of the film will work closely with local services such as CAMHS, the Police, the Youth Service and the Youth Offending Service to formulate the basic story line, which will then be enhanced and developed in partnership with local young people. This element of HeadStart programme will aim to improve resilience and prevent escalation for those involved in making the film, but will have much larger implications for the watching audience, both in organised workshops and through general access online, in terms of improving emotional literacy.
- **administering an innovation fund** to fund local organisations to pilot new ideas to achieve the HeadStart outcomes.
- the established 'Young Person' steering group has been provided with a budget to deliver a number of **'youth led events'** and have been allocated **additional funds to design and commission community projects** to build resilience, in partnership with local young people.

8.9. There are two cross-cutting themes across all the individual projects. The first is the use of digital technology as a means of raising awareness about a) emotional well-being and resilience and b) of new and existing services. The 10-14 age group are "digital natives" and using technology is key to meeting the partnership's outcomes. Examples of this are the development of the online resource kit, the provision of online counselling and the youth led film. We will work with a cross spectrum of providers to ensure that all digital work is co-ordinated, with each element linking in and complimenting each other. We will use the HeadStart webpage, 'youth led' events and partnership workshops to publicise the range of provision available.

8.10. The second crosscutting theme is the engagement of young people in both developing the strategic direction of the programme and the stage 3 bid and in shaping and evaluating the delivery of HeadStart projects. The Young Person's Steering Group will continue to be an important part of the strategic decision making process. As part of the service specification for each of the HeadStart projects, we have mandated a need for co-production where required (for example developing the online resource kit and the film) and the involvement of young people in the monitoring and evaluation of the project, at a minimum including satisfaction surveys and focus groups. The 'youth-led' events and the commissioning fund also enable young people to directly commission and shape services. The first youth led event held on the 18 October provided the partnership with further insight into the views of young people regarding their mental health and need for services.

- 8.11. HeadStart Lewisham will be subject to a robust monitoring and evaluation framework. This is to ensure we can measure the impact of interventions and understand the context within which they do or do not meet their objectives. There will be a local and national HeadStart evaluation. The phase two HeadStart programme, will be nationally evaluated through the Anna Freud Centre, in partnership with UCL partners. This will include measuring outcomes in schools where interventions have taken place and working with providers to carry out a process evaluation. Learning taken from this phase will be embedded in phase three.
- 8.12. Locally, we will be undertaking a validated well-being survey across the 8 – 16 year old population, to be conducted in the autumn 2014 and again the following year. Findings will be used to demonstrate improved outcomes for this age group. Furthermore, funded providers will be expected to provide monitoring and evaluation information on a monthly basis, this will include information about the number and demographics of people accessing the services and changes in wellbeing/resilience for those accessing the services using a validated tool. This local evaluation will enable us to provide evidence of impact for both the universal and targeted approaches.
- 8.13. This information will support the overarching HeadStart Lewisham outcomes. These outcomes will be supported by a set of indicators, measuring impact on Lewisham wide objectives, for example increasing educational attainment, attendance at school and engagement with out of school activities. The evidence suggests that HeadStart activities to increase emotional well-being and resilience will result in these positive changes. We have not included use of tier 3 and 4 CAMHS services as an indicator as the HeadStart programme is likely to have two effects. It would be expected that intervention at the younger end of the HeadStart age group could prevent the development of mental health disorders in childhood, however, this will be tempered by the impacts of increasing awareness both in young people, parents/carers and professionals of the signs of mental health disorders, which is likely to result in an increase in referrals to CAMHs. The overarching aim of the programme is that we prevent the development of mental health problems throughout the life course, and therefore impacts are likely to be seen over the very long term in reductions in the use of adult mental health services.
- 8.14. Both the local and national monitoring and evaluation findings will be used to inform the application for further funding from the Big Lottery, which is due in autumn 2015. Providers will also be expected to engage with service users with regards to access and support.

9. Financial Implications

- 9.1. Lewisham has successfully secured £500,000 from the Big Lottery Fund to develop a range of interventions to build resilience in young people aged 10 – 14 years through the 'Fulfilling Lives: HeadStart Programme'. This funding is ring-fenced for this purpose and there will be a strict monitoring regime in place to support this. As part of the commissioning process, a further £240,000 has been secured through matchfunding, obtained through a range of sources such as, schools, health and the private, voluntary and community sector.

10. Environmental Implications

- 10.1. There are no direct environmental implications associated with this report.

11. Equality Implications

11.1. The overall HeadStart programme will take account of equality of access, with some elements being universal and others targeted to particular disadvantaged groups.

12. Crime and Disorder Implications

12.1. There is evidence that greater levels of personal resilience are protective in reducing the likelihood of a child becoming involved in anti-social or offending behaviour. Therefore, increasing resilience in the 10-14 populations should result in less contact with the Criminal Justice System.

13. Conclusion

13.1. Lewisham has a very strong Children and Young People's Partnership, that is committed to improving the emotional well-being of our young people. HeadStart Lewisham is being viewed by parent/carers, young people and professionals as an opportunity to change the way we view mental health at an individual, family, school and community level.

14 Timetable

APPLICATION SUBMISSION / DELIVERY	TIMEFRAME
Stage Two Application Submission	April 2014
Stage Two Delivery	September 2014 – December 2015
Stage Three Submission	Autumn 2015
Stage Three Delivery	January 2016 – December 2020

For further information please contact Caroline Hirst, Joint Commissioner, Children and Young People's Directorate on 020 8314 3368 or email caroline.hirst@lewisham.gov.uk

Appendix 1

Extract taken from the Children and Young People 'Young People's Mental Health Provision Rapid Review: Scoping Paper'
Date: 2nd October 2014

Key lines of Inquiry

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.

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