Annex 1 – Select Committee Task and Finish Group Scoping Document

The process for establishing a task and finish group is:

1. The Select Committee identifies a potential topic for a task and finish group
2. The Select Committee Chairman and the Scrutiny Officer complete the scoping template.
3. The Select Committee reviews the scoping document
4. The Select Committee agrees the membership of the task and finish group.

Review Topic
Mapping the individual and carer's journey through Adult Mental Health services in Surrey
Select Committee(s)
Adults and Health Select Committee
Relevant background
The increase in people experiencing mental health problems represents a growing challenge for the UK, with research suggesting that approximately a quarter of the population will experience a mental health condition each year. The length of time that many people are required to wait for treatment for a mental health condition suggests that services across the country are under immense strain. Indeed, the Health Integration and Commissioning Select Committee heard first-hand about the pressure on mental health services in Surrey from Surrey and Borders NHS Foundation Trust (SaBP), who stated that their inpatient services were operating at over 100% capacity. As a result, the impact of mental health conditions ripple across the wider public sector, putting additional pressure on services that are already struggling to keep pace with demand. Ambulance trusts, acute trusts, GPs, and the police and prison services are all experiencing significant challenges arising from growing prevalence and awareness of mental health and the damage it causes.
Further evidence of the difficulties facing users of mental health services in Surrey can be found in Healthwatch Surrey's 'How to Help' report, which explored how these services can support emotional wellbeing. Its findings highlighted the fact that the gap between users' expectations of mental health services and what is actually delivered is extremely wide, and that there exist significant hurdles that people with mental ill health and their carers face – even once referred to specialist teams. Further to this, the Surrey Joint Strategic Needs Assessment recommends that improvements can be made in the following areas: mental health promotion, prevention and anti-stigma; wider determinants of mental health, lifestyle behaviours and physical health; higher risk/priority groups; detection/under reporting and under diagnosis; services; and self-harm and suicide.
Through the publication of its Mental Health Five Year Forward View, NHS England committed to embedding parity of esteem between mental and physical health, which it has supported with additional resource and funding to improve the accessibility and quality of mental health provision. Increased recognition of mental health and the challenges it presents is to be welcomed but there must also be recognition of a patient's journey from development and diagnosis of a mental illness to treatment for that condition which takes account of the many other services that they must come into contact with before, during and after treatment. Introducing a holistic approach to supporting people with mental health conditions and understanding how to interact with the public sector at different times is the most effective means of improving outcomes for patients and supporting them in having full and fulfilling lives.
At its meeting on 7 November 2018, the Health Integration and Commissioning Select Committee considered the outcomes of an Enter and View Report by Healthwatch Surrey

on the Abraham Cowley Unit, an inpatient mental health ward operated by Surrey and Borders Partnership, which highlighted specific challenges around the delivery of inpatient mental health services in Surrey. As part of these discussions, Members of the Select Committee reflected on how national challenges relating to the treatment of mental health were manifesting themselves in Surrey and on the provision of services locally. It was recognised that more in-depth consideration was required into how the public sector across Surrey supports people through mental illness to reduce demand on services and ensure the best outcomes for residents in response to the growing burden of mental illness in the county. As a result, it was agreed that a task group would be formed to investigate patient experience of mental health services in Surrey.

Why this is a scrutiny item

Scrutiny can take an elevated view of mental health services and support in Surrey by considering individual experiences of those who develop a mental health condition and their interactions with different agencies as they journey through the system. Looking holistically at the many services and sectors that support recovery from a mental health condition from the standpoint of patients is a perspective that only the Select Committee can offer. Considering these many interconnecting services collectively from the patient perspective will foster improved understanding of how public sector organisations in Surrey can work together more effectively to improve outcomes for residents. Scrutiny can also support the health and social care system to identify any gaps in support as well as highlighting those interventions or services that work well.

Provision of mental health services has been identified as a key priority for residents by Healthwatch Surrey. This accords with growing recognition of the burden of mental illness in the UK and the strain that it places on individuals, families and communities. The Select Committee has a duty to listen to residents on the issues that it considers and to ensure that the provision of healthcare services in Surrey reflect the voice of residents. Given the importance of mental health to residents, the Select Committee wishes to ensure that their concerns about the quality and accessibility of mental health services are being listened to and understood in the delivery of mental health services.

Surrey County Council's 'Community Vision for Surrey in 2030' highlights the importance of having public sector services that support people to live full and fulfilling lives. Reducing the burden of mental illness will be a critical component of delivering against this vision given that it affects a quarter of Surrey residents each year and will require a unified approach across all organisations that deliver services across the county. Prevention and early intervention will play an important role in reducing the burden of disease arising from mental health conditions. Scrutiny can support the health and social care system in Surrey to understand how it can promote emotional wellbeing among its residents.

What question is the task group aiming to answer?

Commissioners/providers

1. How effective are public sector organisations in Surrey at promoting and enabling mental health and wellbeing in the general population?
    o Prompts: Promotion of self-help literature, addressing the wider determinants of health, and knowing services that can help and how to access services
2. How effective are public sector organisations in Surrey at identifying and intervening at an early stage?
    o Prompts: Do organisations recognise signs of mental distress, and do organisations know where to signpost people?
3. In your experience, how do services try and involve people in their journey through the service?
    o Prompts: Are there mechanisms to engage and involve people in their own recovery, and are there established ways for people to give service feedback?
4. In your experience, to what extent do public sector organisations in Surrey take an integrated approach to the treatment of mental and physical health?
    o Prompts: Are physical health services skilled and aware of mental health conditions? Are there mental health services which specifically address mental health needs arising from physical health conditions? Are mental health services up to speed on different physical health conditions which may impact mental health?
5. What progress do you think has been made on parity of esteem between the treatment of physical and mental health?
    o Prompts: Has there been extra investment in mental health services? What are the system views on mental health?
6. How do patients' stories align with local data and national best practice on treatment for those with different types of mental health conditions, and what conclusions can be drawn about whether public sector organisations in Surrey support people with mental health conditions to live full and fulfilling lives, in accordance with the Community Vision for Surrey in 2030?

People with lived experience of mental health needs and their carers

1. Can you describe your experiences of mental health services in Surrey?
    o Prompts: What services have you used? How recent have your interactions been? How easy was it to access those services? Have you been supported to access self-help materials? Have you experienced any stigma or discrimination?
2. To what extent do the different organisations or services you are in touch with work together to help meet your needs?
    o Do you tell your story once or multiple times? Is information shared as you would like?
3. In your experience, to what extent has any treatment, care and support been focused on your needs and desired outcomes?
    o Have you felt involved in your care planning? Are there opportunities for you to influence what services there are available and how the services you access are delivered?
4. In your experience, is mental health seen by the health and social care system as being as important as physical health?
    o Please describe any experiences or thoughts that have led you to this conclusion, and has this changed over the years?
5. What services are those with mental health conditions most likely to come into contact with and how are these services equipped to provide effective support? Do they have access to key people when needed (in particular during periods of crisis)?
6. How do those with mental health conditions feel about the information provided by services? Do they feel these cover the full range and scope of mental health treatments available?

7. Do residents feel GPs properly understand mental health problems and are they willing/able to refer?

Aim

For Members of the Task Group to understand the individual and carer's journey through the adult mental health system in Surrey in order to consider how organisations across the public sector are working together to support those with mental health conditions to live full and fulfilling lives.

Objectives

- Review the journey of adults with mental health conditions in Surrey through support services and interventions to assess how their interactions with different public sector organisations aid their recovery
- Assess whether there is integration in the treatment of patients' physical and mental health
- Identify any potential gaps in the provision of services

Scope (within/out of)

In scope

- Adult mental health inpatient, community and outreach services in Surrey
- GP referral process and waiting times for treatment
- Mental health crisis support
- Parity of esteem between physical and mental health
- Suicide prevention
- Agencies in frequent contact with those with mental health conditions, including acute trusts, ambulance trusts and the police

Out of scope

- Children and Adolescent Mental Health Services (CAMHS)
- Schools

Outcomes for Surrey/Benefits

- Contribute to the reduction of health inequalities for those with severe and prolonged mental health conditions
- Help to embed a patient-centred approach to mental health support in Surrey that incorporates and understands the role of the whole system
- Support the health and social care system in embedding parity of esteem between mental and physical health
- Create a shared understanding of patients' journey through the mental health system in Surrey
- Reduce the stigma around mental health in Surrey and raise the profile of support services available
- Take an elevated view of mental health services and support in Surrey by considering individual experiences of those who develop a mental health condition and their interactions with different agencies as they journey through the system

Proposed work plan

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It is important to clearly allocate who is responsible for the work, to ensure that Members and officers can plan the resources needed to support the task group.

Timescale	Tasks	Responsible
June 2020	Workshop with task group Members to agree the scope, work plan and desired outcomes	Scrutiny Officer
June-July 2020	Witness sessions with independent mental health networks and community connectors in order to identify gaps in mental health services and areas requiring improvement	Scrutiny Officer, Task Group
July-August 2020	Witness sessions with commissioners to test potential gaps and areas requiring improvement	Scrutiny Officer, Task Group
August 2020	Workshop with task group Members to identify potential recommendations	Scrutiny Officer, Task Group
August-September 2020	Compile report Test recommendations Report sign-off	Scrutiny Officer Scrutiny Officer Task Group
October 2020	Report back to the Select Committee/Cabinet	Task Group Spokesman

Potential witnesses

- Mental Health Service Users
- Mental Health Service Users' families/carers
    - Spelthorne Family Carers
    - Carers of Epsom
    - Forum of Carers and People Who Use Our Services
- GPs
- Hospitals
    - Farnham Road Hospital
- Surrey and Borders Partnership NHS Foundation Trust
- Surrey County Council Public Health Team
- Surrey County Council Adult Social Care Managers for Mental Health
- Improving Access to Psychological Therapies (IAPT) Practitioners
- Clinical Commissioning Groups
- Mental health charities and community/voluntary sector organisations
    - Mind Matters
    - Catalyst
    - Mary Frances Trust
    - Richmond Fellowship
    - Mid Surrey Advocacy for Mental Health
    - Parkview Centre for the Community
    - Oakleaf Enterprise
    - Samaritans
- South East Coast Ambulance Service (SECAmb)
- Acute trusts
- Surrey Police
- Independent Mental Health Networks (East and West)
- Housing providers
- District and Borough Councils

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Useful documents

- Mental Health Five Year Forward View: https://www.england.nhs.uk/wp-content/uploads/2016/02/Mental-Health-Taskforce-FYFV-final.pdf
- Independent Review of the Mental Health Act: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/762206/MHA_reviewFINAL.pdf
- NHS Long Term Plan: https://www.longtermplan.nhs.uk/wp-content/uploads/2019/01/nhs-long-term-plan.pdf
- Surrey Joint Strategic Needs Assessment – Wellbeing and Adult Mental Health: https://www.surreyi.gov.uk/jsna/wellbeing-and-adult-mental-health/
- Healthwatch Surrey – How to Help: https://www.healthwatchsurrey.co.uk/wp-content/uploads/2017/06/How-to-Help-Healthwatch-Surrey-June-2018-5-WEB.pdf

Potential barriers to success (Risks/Dependencies)

- Lack of willingness to engage by past or present users of mental health services
- Lack of willingness to engage from agencies that are not statutorily required to provide evidence to the Select Committee
- Criticism arising from focusing on qualitative research based on the experience of a few service users rather than using quantitative research

Equalities implications

The task group recognises that there are a number considerations around equalities when conducting its work, and there are a number of people with various needs that will be contributing to this process. It will be mindful of how it conducts its work in order to ensure people are provided the opportunity to contribute, and that any barriers to doing so are mitigated.

The task group will monitor the equalities implications emerging from its recommendations with officers and will work to identify mitigation measures for those with a potentially negative impact.

Task Group Members	Nick Darby Bernie Muir Angela Goodwin
Co-opted Members	Chris Botten
Spokesman for the Task Group	Nick Darby
Scrutiny Officer	Ben Cullimore