

## NHS England and NHS Improvement Board meetings held in common

**Paper Title:** Update on Mental Health Services

**Agenda item:** 6 (Public session)

**Report by:** Claire Murdoch, Senior Responsible Officer for Mental Health

**Paper type:** For discussion

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### Organisation Objective:

NHS Mandate from Government	<input checked="" type="checkbox"/>	Statutory item	<input type="checkbox"/>
NHS Long Term Plan	<input checked="" type="checkbox"/>	Governance	<input type="checkbox"/>
NHS People Plan	<input type="checkbox"/>		

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### Executive summary:

This paper provides an update on the national mental health programme, including programme achievements, impacts of COVID and priorities for the future.

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### Action required:

The Boards are asked to discuss the contents of this paper and support the future priorities for the programme in the 'next steps' section.

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## Background

1. The Mental Health Taskforce, commissioned by Sir Simon Stevens, published the Five Year Forward View for Mental Health (FYFVMH) in 2016 which included a number of recommendations to reduce longstanding treatment gaps for people with mental health problems. Mental Health services have gone through significant transformation and expansion over the last five years as these recommendations have been implemented, enabling an additional one million people to have received care by 2021, backed by over £1 billion additional investment. These achievements are testament to the strength of partnership working across the NHS and its' staff, social care, charities, public health, the education sector and people with lived experience.
2. It must be recognised that a number of complex factors influence mental health, including community life, housing, education, employment and one's environment. Continued partnership working is critical to supporting the needs of people with mental health problems in the round. The NHS recognises that children and young people are particularly concerned about mental health and wellbeing. The NHS is committed to continue to work with adjacent sectors to support mental and emotional wellbeing, and to be there for those who need treatment. NHS England and PHE jointly created [Every Mind Matters](#), the first national mental health prevention campaign, providing dedicated resources on mental health and wellbeing to children and young people and their families. In addition, since the beginning of the pandemic we published new information to help [young people](#), [parents and carers](#) understand that increased stress and

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anxiety was a perfectly normal response to the current situation, and signposting to help those struggling. The most recent publications focus on [eating disorders](#), and [the easing of lockdown](#).

3. The NHS welcomes the Government's *COVID-19 Mental Health and Wellbeing Recovery Action Plan* and encourages a continued focus on these wider determinants which support good mental health across the full lifespan.
4. While the NHS has made significant progress over the past five years in tackling long standing gaps in access to mental health treatment, we have further to go. Over the next few years to 2023/24, the NHS Long Term Plan (LTP) will deliver high quality, evidence-based mental health services to an additional 2 million people each year, adapting and reprioritising deliverables as needed to address the additional demands and pressures arising as a result of COVID. The mental health commitments in the LTP are backed by ringfenced investment of at least £2.3 billion a year in real terms by 2023/24, which means investment in mental health is growing faster than the NHS budget overall. Our commitment to deliver mental health LTP ambitions by 2023/24 remains strong.
5. In line with the FYFVMH and now the LTP, NHS England and NHS Improvement has focussed its efforts on co-producing models of care, identifying workforce requirements and new roles, and introducing new access and waiting time standards in certain pathways. The NHS has made real progress against existing commitments in many areas, with just some of these highlighted in **Annex 1**. The national introduction of the Mental Health Investment Standard (MHIS), which defines the minimum level of investment required in mental health, has also been a key enabler. The MHIS, which is applied at CCG level and audited independently, has ensured that over the last 5 years, CCG spend on mental health services has increased by almost 20%. All CCGs are planning to meet the MHIS in 2021/22
6. Further, COVID-19 was a catalyst for existing LTP commitments to be realised sooner than planned and for new services to be established, including:
  - The rapid roll-out of 24/7, freephone, all age mental health crisis lines, ahead of the 2023/24 target.
  - The shift to remote ways of working and digital, where appropriate, unlocking opportunities to provide care more flexibly and overcoming access barriers.
  - An enhanced mental health and wellbeing offer for NHS staff impacted by the pandemic, with hubs established across England.
7. Improving access, experience and outcomes for groups at risk of health inequalities is also an important feature of the LTP. NHS England and NHS Improvement published its first *Advancing Mental Health Equalities Strategy* in 2020, calling all mental health services to take concrete steps to fight stigma and inequalities across the sector. This strategy summarises key actions to

bridge the gaps for those experiencing mental health inequalities.

8. Delivering the mental health commitments in the LTP, pivoting to respond to additional COVID pressures and demands, and reducing inequalities are the immediate priorities of the programme. However, providing timely mental health care to all who need it on par with other parts of the NHS will require a longer-term vision and additional investment beyond 2023/24.

### Delivering the mental health transformation in the COVID-19 context

9. COVID-19 has had a significant impact on mental health. Pressures on mental health services continue and there is consensus that demand will increase. Mental health services continue to remain open throughout the pandemic, though the first national lockdown impacted new referrals to core community mental health services. Indicative data suggests referral rates were not impacted as severely in the second and third national lockdowns.
10. Mental health services have also faced additional pressures of rising acuity:
  - Children and Young People (CYP) have been particularly impacted by COVID-19, with interruptions to social and educational support. Urgent CYP eating disorder cases doubled and routine cases increased more than 31% in Quarter 4 2020/21 when compared to the previous year.
  - In recent years, despite opening additional beds, there have been net closures in CYP inpatient beds due to quality issues. This, coupled with COVID restrictions, is putting significant strain on the system.
  - Pressures on UEC pathways and, in turn, inpatient beds, are having an ongoing impact on occupancy rates and A&E waiting times for people with mental health problems. These pressures have been coupled with bed closures due to quality concerns and Infection Prevention and Control requirements, adding to the strain. The NHS is boosting community service provision so people can be treated closer to home, in their community, and achieve better outcomes. The CYP Inpatient Taskforce is driving targeted improvements but the main aim must be to develop workforce and capital solutions that localise care into community pathways, and where admission is needed, the stay is close to home, conducive to quick and effective recovery. In adult acute services where the average bed occupancy has remained around 95% in recent weeks these pressures are resulting in out of area placements which the NHS is determined to eliminate as soon as possible through enhanced community service provision, improved therapeutic offerings in inpatient settings, and additional discharge support.
11. The LTP signalled a number of ambitious mental health transformation programmes and in light of COVID-19, the NHS took action to accelerate delivery of some aspects of the LTP supported by an additional £500 million investment in mental health in 2021/22.

12. The NHS has committed to ‘fast-track’ the expansion of CYP mental health services, backed by an additional £79 million investment. This will increase the number of Mental Health Support Teams from 59 in March 2020 to around 400 by April 2023, achieving the coverage target a year earlier than planned. Further, the NHS will support services to see an additional 186,500 CYP aged 0-25 in 2021/22, above the original plan of 164,000. This additional funding will also be used to support CYP community eating disorder and crisis teams. Further, the NHS is continuing to progress against the commitment to provide a comprehensive care pathway for young people that reaches across both CYP and adult mental health services by 2023/24, and working with universities to ensure mental health services are available and suited to people’s needs.
13. The LTP commits almost £1 billion of funding to new integrated community models for adults and older adults with Severe Mental Illnesses (SMI), including care for people with eating disorders and a ‘personality disorder’ diagnosis. At least 370,000 adults will be seen in these integrated models per year by 2023/24. In advance of the 2023/24 target, additional funding in 2021/22 will support mental health practitioners to become embedded in all Primary Care Networks, and fast-track investment in care for adults with eating disorders. Outreach models have also been established to support people with SMI to access physical health checks and vaccinations, to better support people with SMI facing a premature mortality gap of some 15-20 years. The economic impacts of the pandemic are yet to be understood, but in this context, expanding access to the Individual Placement and Support (IPS) programme to support people with SMI to find and retain meaningful employment which support mental health and wellbeing is even more important. By 2023/24, a total of 55,000 people will be supported by the IPS programme.
14. In direct response to the pandemic, all parts of England rapidly rolled-out 24/7, all age mental health crisis lines, bringing forward the 2023/24 target. These lines offer free and timely support to those who need it. Around 1.6 million calls were received between April and November 2020. Sustaining and developing this offering is a clear priority, and is backed by further investment in 2021/22.
15. An additional £38 million is being invested in IAPT services in 2021/22 to support staff to manage additional pressures presented by long COVID, complex presentations requiring more intensive treatment and other demands attributed to the pandemic.

### Enablers to achieving better mental health in England

16. Workforce is the single biggest priority to enable service expansion and collaborative efforts are underway. To support service transformation, there is a strong focus on innovation in new roles, including peer support workers and Education Mental Health Practitioners in Mental Health Support Teams in schools and colleges. The best available data shows an increase of some 14,500 mental health staff since March 2016 (see **Annex 2**). Over the same timeframe, we have seen a significant increase of at least 3,000 registered mental health nurses. All systems have completed workforce plans for 2021/22 and delivery of HEE’s “*Stepping Forward*” is likely to be achieved by December

2021. The need for a multi-year workforce training and development plan beyond this, backed by funding for HEE, is well recognised.

17. Delivery of the LTP and subsequent improvements to mental health services is also dependent on additional capital investment to improve the quality and therapeutic environment of inpatient services, support growing community services, and maximise the opportunities presented by digital transformation.
18. NHS-led Provider Collaboratives create a shift in the approach to commissioning specialised mental health, learning disability and autism services, with budget increasingly devolved directly to lead providers. With 21 NHS-led Provider Collaboratives in specialised commissioning now live, and the remainder planned to go live this year, the programme is working to ensure that people with specialist needs experience high quality care as close to home as appropriately possible, supported by local teams and networks.
19. Recent improvements in data quality and digital enablers will support mental health services to better demonstrate outcomes and provide agile services that are even more responsive to people's needs in the future. Additional and proportionate investment in mental health research would be welcomed by the sector to enable the NHS to provide even better care.
20. The lasting impact of COVID-19 further strengthens the need to continue prioritising the expansion and transformation of mental health services over a 10 year timeframe and close the gap in access and health outcomes for people using mental health services.
21. ICSs present a very significant opportunity to ensure that mental health is at the forefront of population health thinking and delivery. They will be instrumental in creating opportunities for integrating local approaches to mental health. Ensuring that the MHIS is invested in all places across populations and services are expanded in line with the LTP will also be key. ICSs will be at the helm of driving the longer-term priorities in further reducing the treatment gap for mental health beyond the LTP, including:
  - Making further progress towards the target of 100% of children and young people in need having access to mental health care by 2028/29.
  - Continuing to close the treatment gap for adults and older adults with SMI and achieving greater equality of experience and access across all pathways by delivering new models of care with a strong focus on community provision.
  - A renewed focus on waiting times for access to mental health services across the age range, alongside a greater emphasis on outcomes and outcome measurement.

## Growth in investment has brought real benefits for people with mental health problems, such as:

### Children and Young People

- An additional 90,000 children and young people (CYP) accessed NHS-funded mental health services each year between 2017/18 and 2020/21 (exceeding target of 70,000).



- March 2021 data gives us a national access rate of 39.6% for 2020/21 against a target of 35%.
- This will grow to an additional 345,000 CYP accessing support each year by 2023/24.

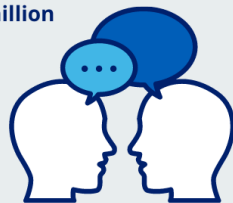
### Perinatal

- In 2016, 40% of the country did not have a specialist community perinatal service in place.
- By April 2018, every area England had a service, in 2019/2020, 30,000 mothers and their families received care, and this is expected to increase to 66,000 people each year by 2023/24.



### Improving Access to Psychological Therapy (IAPT)

- Our world-leading NHS IAPT programme is entering its 13th year, with 1.17 million people starting treatment in 2019/20. Since 2014, the NHS has seen 42% more people with common mental health problems.
- By 2023/24, talking therapy services will see 1.9 million people per year. Achievement against the waiting time and recovery rate targets has remained strong during the pandemic.



### Crisis Intervention and home treatment

- All adult and older adult crisis resolution and home treatment teams have been funded to provide a 24/7, open access service. Prior to the 2016, only half of these services were available around the clock.
- The NHS has achieved the ambition to establish mental health liaison teams in all acute hospitals, and has increased the number of mental health liaison teams operating to the 'core 24' standard.



### Early Intervention in Psychosis (EIP)

- The NHS has exceeded the target for EIP services. In December 2020, 64.5% of people experiencing their first episode of psychosis were seen within two weeks against a 60% standard.



### Workforce

- The best available data shows the mental health workforce has grown by almost 14,500 full time equivalent staff since March 2016.



# Going further to transform mental health care for everyone

## Gambling

The NHS has set up new problem gambling clinics in London, Manchester, Leeds and Sunderland, alongside the first ever gambling clinic aimed at young people. Our commitment is to open 14 new problem gambling clinics in total by 2023/24.



## Acute



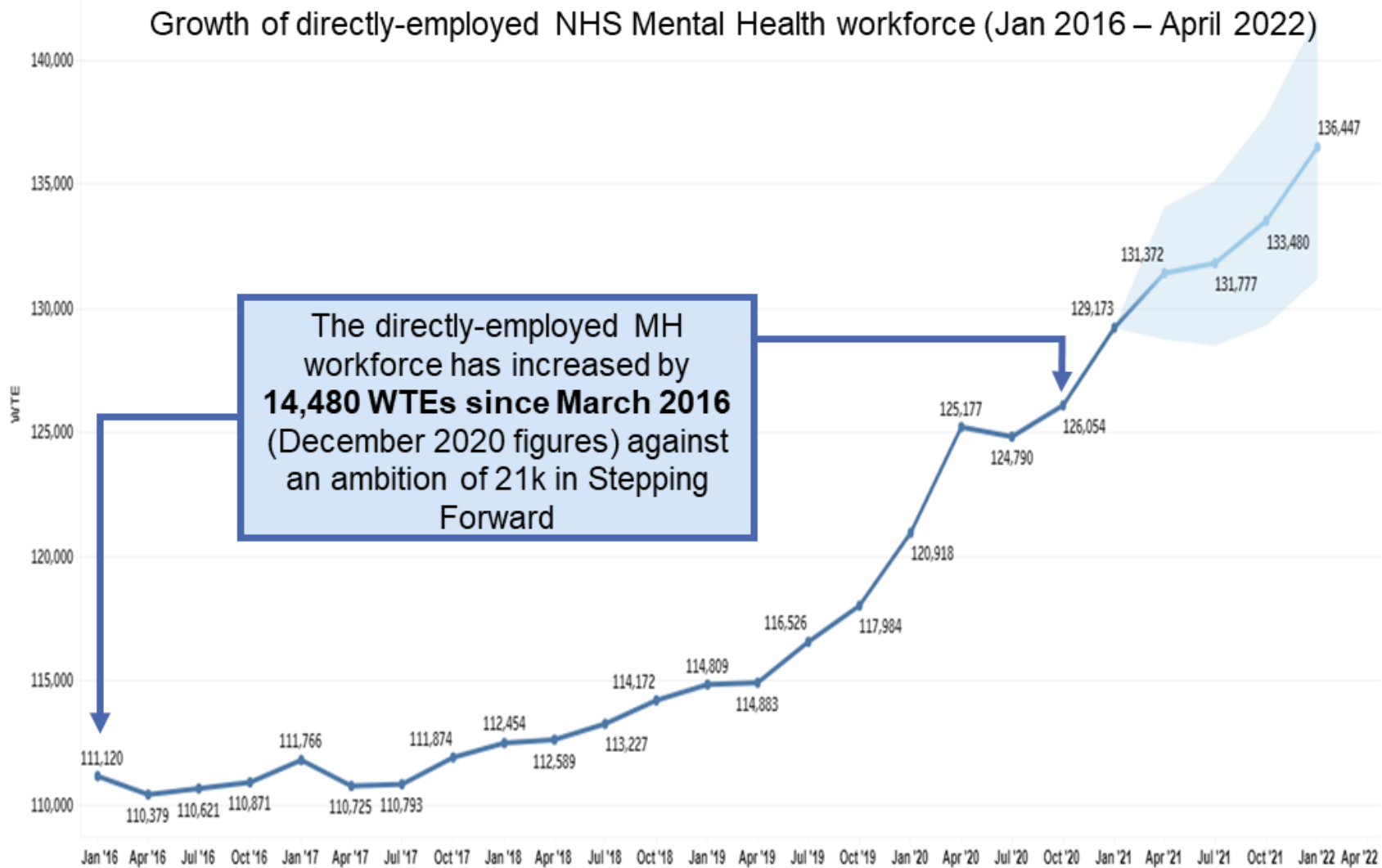
We have achieved our ambition to establish mental health liaison teams in all acute hospitals, and increased the number of mental health liaison teams operating to the 'core 24' standard. Previously, 39% of acute hospitals in scope had a 24/7 liaison service. Now four fifths of A&Es have a 24 hour liaison service.

## Perinatal

By 2023/24, perinatal mental health care will be available from preconception to 24 months after birth (versus 12 months after birth currently), and extended to partners of women accessing specialist services who will be offered evidence-based assessment for their own mental health, and signposting to support as required.



**Annex 2: Mental health workforce growth (NHS only)**



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