PUBLIC CONSULTATION ON THE PRELIMINARY RECOMMENDATIONS OF THE INTERAGENCY TASKFORCE ON MENTAL HEALTH AND WELL-BEING

Aim

The Interagency Taskforce on Mental Health and Well-being ('Taskforce'), invites members of the public to provide feedback to the Taskforce's preliminary recommendations. The public consultation will be held from 30 May 2022 to 7 August 2022.

2. The Taskforce was set up in July 2021 to oversee and coordinate mental health and well-being efforts, focusing on cross-cutting issues that require interagency collaborations. The Taskforce is proposing recommendations, with the aim to create a caring and inclusive society, where all can seek help and be supported to achieve mental health and well-being, and can participate meaningfully in our society.

Background

- 3. Mental health is a state of well-being¹ in which an individual realises his or her own abilities, can cope with the normal stresses of life, work productively, and make a contribution to his or her community (World Health Organisation, 2022). It is important to our overall health and well-being, and is influenced by various factors across the home, workplace and community settings.
- 4. As such, the Government adopts a comprehensive and multi-pronged approach towards mental health care and support. The key strategies cover mental health promotion and upstream prevention, early detection and intervention, disease management, care integration, and social support across different settings. Over the years, the Government has worked with healthcare, social service providers, community care partners, employers and grassroots organisations to provide mental health support and services for all individuals across schools, workplaces, healthcare institutions and the community. The Government has also sought views from youths, parents, working adults and persons with mental health conditions² (PMHC), mental health service providers and employers to understand current gaps in mental health services and areas for improvement.
- 5. The feedback and insights gleaned from these engagements have informed policies in relation to mental well-being and mental health services. Some examples include:

¹ Mental well-being is the state of thriving in various areas of life, such as in relationships, at work, play and more, despite ups and down, and is defined as thoughts, feelings, and how people cope with the ups and downs of everyday life. (Adapted from Department of Health and Social Care, Gov.UK, 2022).

² Mental health conditions are conditions that affect mood, thinking and behaviour. These conditions significantly impact day-to-day living and interactions with others (adapted from Department of Health and Social Care, Gov.UK, 2022).

- a. the Ministry of Education's revised Character and Citizenship Education (CCE) curriculum since 2021;
- b. the Health Promotion Board's 'Parent Hub' resources on mental well-being issues for parents and children/ youths, launched in April 2021;
- c. the Agency for Integrated Care's (AIC) efforts with hospitals, polyclinics, General Practitioners and community care providers to develop an ecosystem of community mental health support since 2012; and
- d. the Employer Support Grant, launched by the National Council of Social Service (NCSS) in November 2021 to support employers in providing training opportunities for jobseekers with mental health conditions (please see more details in **Appendix A**).

Preliminary Recommendations for Feedback

6. The Taskforce recently conducted a landscape review of existing mental health and well-being efforts and gaps. The Taskforce seeks public feedback on the preliminary recommendations, which are organised across three focal areas.

Focus Area 1: Improve accessibility, coordination and quality of mental health services

- 7. The Ministry of Health, AIC, and the Institute of Mental Health have been working with healthcare institutions and community care providers to provide various mental health services to support PMHC. Services are reviewed periodically with service providers to ensure they remain relevant and appropriate to meet the needs of PMHC and their caregivers.
- 8. In addition, mental health care is supported by the existing framework of subsidies that apply to all health issues. For example, at outpatient clinics and polyclinics, eligible patients can receive up to 75% subsidies for mental health services. All Singaporeans are also eligible for means-tested subsidies under the Community Health Assist Scheme (CHAS) at GP clinics for the treatment of mental health conditions under the Chronic Disease Management Programme (CDMP). For inpatient treatments, patients receive up to 80% subsidies at our public hospitals and can use MediShield Life and MediSave up to the prevailing limits.
- 9. Notwithstanding existing efforts, individuals have reported difficulties in navigating the mental health service landscape, and that mental health services are not sufficiently differentiated (e.g. based on type, intensity) to meet different levels of needs. Service providers have also highlighted the need to facilitate better coordination and care planning to deliver holistic care for individuals with mental health needs. In addition, there is a need to ensure that frontline workers, peer supporters, and mental health para-professionals are trained to provide evidence-informed interventions to support individuals with varying levels of mental health needs.
- 10. To enable timely access to affordable and quality mental health services across the health and social settings, the Taskforce proposes four recommendations for the public's feedback.

Table 1: Preliminary Recommendations under Focus Area 1

<u>Focus Area 1</u>				
Improve accessibility, coordination and quality of mental health services				
Recommendations	Brief Description			
Recommendation 1:				
Implement a care model that provides a tiered system of services (ranging from peer support, general counselling, to more intensive psychological and psychiatric services), to cater to individuals with varying levels of mental health needs.	To increase the availability of mental health services in the community, reduce over-reliance on specialist services, and enable community providers to deliver quality care in a timely manner.			
Recommendation 2:				
Improve accessibility Designate a few first-stop touchpoints to provide individuals with easy access to mental health support and advice.	To have a few touchpoints (e.g. one hotline, one email/text service, one digital resource) that individuals can easily access, based on their needs. Individuals with further needs can be triaged and directed/referred for additional assistance.			
Recommendation 3:				
Strengthen coordination Standardise processes and systems to improve coordination between social and healthcare service providers in these areas:	Using common assessment tools will enable service providers to assess and understand the mental health needs of their clients in a consistent manner, and coordinate better with other service providers.			
a) Mental health service providers to use a common suite of assessment tools.	Using common referral workflows will enable service providers to refer clients to appropriate services for their needs,			
b) Develop common referral workflows, and in doing so, establish clarity of role of service providers and the	so that clients have a smooth service experience.			
support and services available for clients with varying needs.	Service providers who use a common IT platform can share information seamlessly, and smoothen referrals and			
c) Use a common IT platform to enhance information sharing.	coordination, while ensuring that personal data remains secure.			
Recommendation 4:				
Quality				

Focus Area 1 Improve accessibility, coordination and quality of mental health services				
Recommendations	Brief Description			
Ensure frontline workers, peer supporters, mental health paraprofessionals are equipped with the relevant mental health competencies, and knowledge of mental health conditions and community support services.	The training of frontline service providers and/or healthcare professionals will equip them with the skills and knowledge to better identify and serve their clients' mental health needs.			

Focus Area 2: Strengthen services and support for youth mental well-being

- 11. While Government agencies, schools and community partners have been building youth mental health services and promoting awareness of mental health issues over the years, there is room to improve mental health awareness among youths, and to provide easier access to mental health support and services for them. The Government's feedback unit (REACH) conducted three e-Listening Points in 2021 with 1,950 youths on youth mental well-being issues. The findings revealed that while youth participants were largely aware of various mental health support avenues and services, only half were comfortable with accessing professional support for mental health. Participants' concerns included stigma, costs and time, and prior poor experiences with counselling or mental health support services.
- 12. In addition, a supportive home environment and nurturing family relationships are critical to support the mental well-being of youth. However, some parents may not feel confident on how to support their child's social-emotional well-being.
- 13. Digital technology and social media also play a significant role in influencing youth mental well-being. Based on the National Youth Council's online polls and conversations with youths on online harms conducted in 2021, youths reported being insulted online, being impersonated by someone else online, and receiving repeated unwanted contact on online platforms as the top three online harms they faced. Beyond online harms, there is also concern that the unregulated use of technology and social media may create a distorted view of reality, creating unrealistic expectations and heightening social pressure among youths.
- 14. To strengthen services and support for youth mental well-being, the Taskforce proposes three recommendations for the public's feedback.

<u>Table 2</u>: Preliminary Recommendations under Focus Area 2

Focus Area 2 Strengthen services and support for years	outh mental well-being
Recommendations	Brief Description
Recommendation 5	
Leverage the care model for mental health and well-being services (see Focus Area 1 Recommendation 1) to enhance accessibility and increase the range of quality mental health services for youth.	This care model will facilitate easy access to the right care for youth. It will expand the number of community-based agencies that are equipped to provide mental health services to meet the different needs of the youth, and provide a non-stigmatising entry point (e.g., peer supporter, online platforms, etc.) to encourage early intervention.
Recommendation 6	
Develop a parents' toolbox to equip parents with youth mental health and cyber wellness knowledge and skills.	The toolbox will empower parents with knowledge and tools so that they can better support their children's social-emotional well-being.
Recommendation 7	
Promote positive and healthy use of technology and social media.	Through sharing useful practices and development of tools for positive and healthy use of technology and social media to guide youths and parents, this recommendation aims to empower youths to create safe and supportive online spaces for youths, that promote peer support and resilience-building.

Focus Area 3: Improve workplace well-being measures and employment support

- 15. All persons in recovery from mental health conditions should have the opportunity to live with dignity in a caring and inclusive society. Employment is an important aspect of recovery for PMHC as it allows them another avenue to participate meaningfully in society.
- 16. From past Focus Group Discussions (FGDs) with PMHC, NCSS found that training opportunities were helpful but were limited to only a few industries. FGDs also found that some PHMC are unable to attend mainstream courses due to their conditions, and others do not complete the training as they have to start work to earn an income, which negatively affects their job prospects.

- 17. In addition, employment support agencies that provide customised vocational training and employment support for PMHC currently use their own assessment and referral frameworks to understand PMHC's employment needs and refer them to appropriate services. This results in uneven standards of care and support delivered to PMHC.
- 18. Findings from the NCSS 2021 Public Attitudes towards Persons with Mental Health Conditions Study showed that while workplace attitudes towards PMHC have improved, more can be done to address stigma and misconceptions as well as support mental well-being in organisations only three in five respondents were willing to work with someone with mental health conditions, and only two in five respondents agreed that their organisation provided adequate support for mental well-being. Furthermore, in NTUC's Special Report 2021 on Mental Wellness, findings showed that four in five employees felt there was stigma associated with issues related to mental wellness at work.
- 19. Employers have expressed concerns about hiring PMHC, due to uncertainty about their abilities, misconceptions about the employability of PMHC, as well as the lack of knowledge on the support PMHC need to perform their job roles. Employers also shared that it is challenging to implement workplace mental health and well-being support due to time, resource and knowledge constraints, and they would appreciate guidance on how to implement inclusive hiring and support practices.
- 20. To strengthen workplace well-being measures and improve the employability of and employment support for PMHC, the Taskforce proposes five recommendations for the public's feedback.

Table 3: Preliminary Recommendations under Focus Area 3

Focus Area 3 Improve workplace well-being measures and employment support				
Recommendations	Brief Description			
Recommendation 8				
Improve mental well-being support systems and work-life harmony strategies for employees in general (including PMHC), by partnering employers to increase awareness on mental health resources, and enhance support networks and assistance available through:	This recommendation seeks to support employers to put in place mental well-being support systems and work-life harmony strategies for employees in general.			
a) Appointing and training mental health champion(s) at every workplace;				

Focus Area 3 Improve workplace well-being measures and employment support				
Recommendations	Brief Description			
b) Training employees, including those with lived experience, to take on the role of a peer supporter; and				
c) Enhancing access and availability of Employee Assistance Programmes (EAP).				
Recommendation 9				
Standardise assessment and referral frameworks for all employment support agencies to provide customised employment support services.	A streamlined common framework for all employment support agencies would enable the provision of customised services to PMHC with different needs in a regular manner. This would ensure consistent standards of care and support by the agencies.			
Recommendation 10				
Improve PMHC's access to training by: a) Developing additional on-the-job customised vocational training; b) Identifying suitable mainstream training courses and piloting accessibility arrangements for PMHC; and c) Providing training allowances.	This recommendation aims to widen the training opportunities for PMHC and support them to complete training, so that they can be better prepared for employment.			
Recommendation 11				
Increase the number and variety of job opportunities available for PMHC through: a) Encouraging employers to partner employment support agencies and Workforce Singapore (WSG) to provide support for PHMC; and	This recommendation aims to: a) Increase confidence in job fit for both PMHC and employers by encouraging more employers to tap on WSG's attachment and trial programmes, and provide more job opportunities for PMHC through WSG's career matching services; and			

Focus Area 3 Improve workplace well-being measures and employment support				
Recommendations	Brief Description			
b) Addressing stigma in the workplace by amplifying success stories of inclusive employment and showcasing employers that put in place support for PMHC.	b) Address stigma and misperceptions through showcasing examples and best practices.			
Recommendation 12				
Equip employers, HR practitioners, supervisors and colleagues with knowledge on supporting PMHC and creating inclusive workplaces, through support services and resources such as helplines and consultancy clinics.	This recommendation seeks to raise the abilities and confidence of employers, HR practitioners, supervisors and colleagues in implementing workplace adjustments and providing peer support to PMHC, as well as building a supportive workplace culture.			

Providing Feedback

21. The Taskforce invites members of the public to share your feedback on the Taskforce's preliminary recommendations. You may do so via this REACH link: go.gov.sg/mental-health from 30 May 2022 to 7 August 2022. During the exercise, feedback can be submitted to the Ministry of Health (MOH) and the Ministry of Social and Family Development (MSF) via the online feedback form. All feedback should reach MOH and MSF by 7 August 2022.

SUMMARY OF KEY FINDINGS FROM PAST CITIZEN AND STAKEHOLDER ENGAGEMENTS FOR MENTAL HEALTH AND WELL-BEING

From 2020 to 2022, Government agencies³ have conducted many engagements on mental health and well-being to hear the voices of the general population including youths, parents, employees, employers and seniors. A summary of the findings from some of the past citizen and stakeholder engagements are provided below.

(I) State of mental health and well-being in Singapore

 Based on the National Population Health Survey 2019, Mental well-being among Singaporeans aged 18 to 74 years old has declined. The mean mental well-being score, as measured by the Singapore Mental Well-being Scale on a scale of 1 to 9, has decreased from 7.40 in 2017 to 7.28 in 2019. Past engagements have also revealed that mental well-being has been a significant concern, especially during the COVID-19 pandemic.

Engagement	Key Findings
National Youth Council (NYC)'s digital poll on youth mental well-being Conducted with 1,500 youths	 50% of youths said their mental health had deteriorated due to the COVID-19 pandemic. Anxiety over future uncertainty and feeling disconnected with friends and partners were the top two cited reasons for a decline in mental health. Social stigma (i.e., fear of being judged) is the top concern of youths when confiding in someone about their mental health issues.
REACH (the Singapore Government's feedback unit) e-Listening Point on Youth Mental Well-being • Conducted with 128 students and 123 parents	 Key findings were shared on REACH's social media on 27 September 2021 (link). Top concerns for students included workload, examinations and career prospects. Top concerns for working adults included work-life balance, cost of living and career prospects.
REACH-Friendzone Neighbourhood Conversations: Youth Aspirations Series Conducted with around 200 youths	 Key concerns for youths during the COVID-19 pandemic included being cut off from friends and family (especially those living apart or overseas) and interruptions to plans for self-development. Youths highlighted the importance of self-care in dealing with burnout from balancing commitments to friends, family and work. Youths relied heavily on immediate support systems (e.g., friends) to share about their mental health struggles, though professional help was sometimes also necessary.
REACH—National University of Singapore (NUS) Students'	 Youths expressed concern that lower-income groups struggled disproportionately more with

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³ Government agencies include the Ministry of Health (MOH), Ministry of Culture, Community and Youth (MCCY), Ministry of Education (MOE), Ministry of Social and Family Development (MSF), Ministry of Communications and Information (MCI), Ministry of Manpower (MOM), Agency for Integrated Care (AIC), National Youth Council (NYC), National Council of Social Service (NCSS) and Health Promotion Board (HPB).

Political Association's NUS Social Policy Forum 2022	mental health, though Singapore has done well to ensure a high baseline quality of life for all.
 Conducted with around 80 youths 	

(II) Awareness and perceptions of mental health and well-being

- Past engagements have revealed a need to raise greater awareness on mental health issues and support, as there is stigma regarding mental health issues. A survey that HPB conducted in 2021⁴ found that 52% of Singaporeans viewed mental health as being all about mental illnesses, while another 41% of Singaporeans felt that their mental well-being was not as important as their physical health.
- Mental health promotion and upstream prevention is an on-going strategic effort for the mental health and well-being of the population. Several mental health campaigns have been implemented in recent years including the 'Brave the New' campaign (in response to the COVID-19 pandemic), which ran from August 2020 to December 2020, and the 'Hi#JustCheckingIn' campaign from January 2021 to March 2021. In addition, the Health Promotion Board (HPB) launched its mental health literacy campaign ('It's OKAY to Reach Out'), which reached about one million people from October 2021 to March 2022. An evaluation of the campaign is currently being conducted.

Engagement	Key Findings
REACH e-Listening Points with youths • Conducted with around 4,200 students and young working adults below 30	 40% of youths believed that most of their family would view them negatively if their family thought they had mental health issues. 20% of youths believed that most of their friends would view them negatively if their friends thought they had mental health issues.
REACH e-Listening Point on Youth Mental Well-being • Conducted with 128 students and 123 parents	 Youths felt that they faced social stigma most from family and relatives, followed by colleagues, then friends. 80% of youths said that they were willing to befriend people with mental health issues.
National Council of Social Service (NCSS) – Institute of Mental Health (IMH) – Jardine Mindset's 'Collective Impact for Inclusive Employment' dialogue session • Conducted with 65 participants from 36 private companies, public agencies, social service agencies and individuals with lived experiences.	 Participants shared that there was a need for more awareness on mental health issues among leaders, supervisors and staff through trainings and sharing sessions. Participants shared that organisations should prioritise generating awareness and safe spaces for conversations on mental health.

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⁴ The "Hi" #JustCheckingIn campaign evaluation report was conducted In March 2021 by HPB.

(III) Help-seeking and resources available

- Based on the National Population Health Survey 2019, 74.5% of Singaporeans reported that they were willing to seek help from informal support networks (e.g. a friend, relative, colleague, religious leader, or teacher).
- To encourage help-seeking and increase the mental health literacy of the population, Health Promotion Board (HPB) launched MindSG in late November 2021. MindSG is a one-stop online portal for national mental health and well-being resources, developed by Government partners and mental health experts to provide Singaporeans with information on mental health and well-being. As of 31 December 2021, the portal has garnered 93,000 unique views, with over 20% of users who had actively utilised the portal's tool to help them find the mental health services and resources they need (e.g., helplines / text-based services / medical services / self help tools etc).
- However, despite existing efforts, there is still feedback that some youths did not
 actively seek help. For youths who actively sought help, they usually turned to peers
 and/or family members and were not as comfortable with seeking external help.

Engagement	Key Findings
REACH e-Listening Points with youths • Conducted with around 1,950 students and young working adults below 30	 80% of youths knew where to seek help from, yet only 50% were comfortable to seek professional help. Youths felt uncomfortable to seek help due to stigma, uncertainty if professional help was needed, financial costs and time, unfamiliarity with therapists, and dislike for speaking about their problems. When asked who they would approach if they needed help with mental health issues, most youths selected friends and family members. 10% of youths said they would not seek help.
National Youth Council (NYC)'s digital poll on youth mental well-being Conducted with 1,500 youths	 57% of youths turned to peers for mental health support. 31% of youths did not take active steps to help others, with the top reason being "I am not exactly sure how to help." Over 70% of youths felt that more mental health support at workplaces was needed.

Youths also shared their views regarding help-seeking and resources available in schools and Institutes of Higher Learning (IHLs), including peer support structures. Within these structures, peers, identified by teachers or counsellors, are trained in empathetic listening and basic mental health first aid skills. They support their peers who show signs of emotional distress and encourage them to seek help from counsellors or teachers, if required. As of December 2021, more than 3,200 students have been trained by HPB as peer supporters. Out of 230 peer supporters surveyed, 66% of the respondents indicated that they have reached out to at least one peer.

Engagement	Key Findings							
TikTok 'Youth for Good'	•	Youths	shared	that	counsellors	should	not	be
initiative		dismissi	ve of stu	dents	' mental healt	h concer	ns o	r be

Conducted with 51 youth creators	 quick to offer easy fixes. Instead, students appreciated being listened to and understood. Youths shared that they could lose trust in counsellors when there was unnecessary disclosure of personal information to parents or teachers (i.e., no intention to self-harm / harm others). Youths appreciated practical guidance and interactive discussions during Character and Citizenship Education (CCE) lessons. Youths shared that there was a need to ensure that mental health issues were taken seriously and that teachers were professionally trained on mental health-related topics.
Mental Health Collective Conference 'The Next Step for Us' • Conducted with around 100 youths	

• Youths also shared possible ways forward to improve access to mental health services in the community.

Engagement	Key Findings
TikTok 'Youth for Good' initiative • Conducted with 51 youth creators	 Youths felt that Government and social service agencies could provide more accessible and clear information on mental health services outside of schools. Youths shared that it would be useful for peer supporters to have guidelines on how to talk about emotionally heavy topics. Check-ins with professionals could also be helpful for peer supporters.
REACH—NUS Students' Political Association's NUS Social Policy Forum 2022 • Conducted with around 80 youths	 Youths shared that it would be helpful to be triaged at the school or community level first, before seeking specialist care for mental health struggles.

• Besides sharing from youths, parents shared that they might not feel confident in supporting their children's social-emotional well-being. To address this, several resources have been developed for parents, who have shared their feedback.

Engagement Key Findings	
Survey on the Ministry of	 Parents agreed or strongly agreed that they
Education's (MOE) Parent Kit	had a better idea of how to support their
'Journeying Through Challenging	child as they journeyed through challenging
Times, Together'	times, and would use the resources to help

 Accessed by 291,909 parents of primary and secondary students

Survey on MOE Parent Kit 'Supporting Your Child through the Exam Season'

 Accessed by 251,269 parents of primary and secondary students

Survey on MOE Parent Kit 'Celebrating Your Child's Effort, Guiding Them Forward'

 Accessed by 33,599 parents of Primary 6 students

Engagement sessions, targeted resources and workshops for Parent Support Groups (PSGs)

- Engagement sessions conducted with PSG Leaders and about 700 participants across schools in Singapore
- 1,253 total visitors to online Mental Well-being Resource Guide and PSG Repository
- COMmunity and Parents in Support of Schools (COMPASS) online sessions: conducted with about 45 participants per session

- their child develop healthy habits to deal with challenges.
- When asked to share good practices of how they usually supported their child when they were troubled, parents shared the importance of spending time to check in with their children.
- Parents shared that they would try to have regular conversations with their children to check in on their well-being, affirm their child's efforts and motivate them to do their best.
- Parents shared that they would always be there for their children regardless of whether they did well in life.
- PSGs shared that the engagement sessions, workshops, and resources have equipped them to support parents to build good relationships with their children and enhance their overall mental well-being.
- Parents and educators shared that the resources helped them better support their children and students amid the COVID-19 pandemic.

In relation to mental health and well-being for working adults, several initiatives have been implemented. For example, HPB conducts trainings for managers and Human Resource (HR) personnel to help them recognise signs and symptoms of common mental health conditions, approach and encourage colleagues to seek help early (if required) and emphasise the importance of self-care to prevent burnout. As of December 2021, more than 2,400 managers and HR personnel have participated, with 93% of participants reporting an increase in knowledge and skills, and 81% of participants implementing the skills learnt to support staff back at their workplaces. Past engagements with employers and persons with mental health conditions have also surfaced useful suggestions to make workplaces more inclusive.

Engagement	Key Findings
NCSS-IMH-Jardine Mindset's	There is a need to review Human Resource (HR)
'Collective Impact for	policies / processes to encourage help seeking.
Inclusive Employment'	 Policies should formalise workplace support (e.g.,
dialogue session	insurance coverage for counselling, reduced
 Conducted with 65 	premium for workplace insurance).
participants from 36	 There is a need to create workplace support
private companies,	structures for employees with mental health

public agencies, social service agencies and individuals with lived	,)	, peer	supporters,	workplace
experiences.				

- The mental health and well-being of our seniors is also important, especially for those who
 experience social isolation. Research has shown that social isolation is often associated
 with negative mental health outcomes. Therefore, it is important for social and mental wellbeing efforts to be strengthened and more targeted at seniors who live alone.
- In response to these findings, the Silver Generation Office (SGO), the outreach arm of the Agency for Integrated Care (AIC), has pivoted towards preventive health visits since April 2022 for seniors aged 65 and above. During these visits, SG Ambassadors proactively share with seniors how to manage their health, active ageing programmes to stay healthy and connected in the community, and ways to plan for their future needs. SG Ambassadors are trained to identify seniors' strengths, to seek out what matters to them and their readiness to change. SG Ambassadors then gently nudge seniors towards lifestyle and behavioural change. More targeted support will also be provided for seniors with at least one risk factor. Risk factors include living alone, being lonely, having no or limited support as well as not being keen to or not participating in any activities.

Engagement	Key Findings
The Singapore Management University Centre for Research on Successful Ageing (ROSA)'s Singapore Life Panel study • Conducted with about 7,500 older Singaporeans	feelings of isolation as the Circuit Breaker began in