

Clinical Commissioning Group
Governing Body
Paper Summary Sheet
For: PUBLIC session PRIVATE session
Date of Meeting: 22 September 2015
For: Decision Discussion Noting

Agenda Item and title:	GOV/15/09/11 Draft local transformation plan for children and young people's mental health and wellbeing
Author:	Julia Cramp, Associate Director (Joint with CCG), Commissioning, Performance and School Effectiveness, Children's Services, Wiltshire Council
Lead Director/GP from CCG:	Ted Wilson, Group Director; Dr Debbie Beale, CCG Clinical Lead, Children's Mental Health
Executive summary:	<p>Developed in consultation with children, young people and those who care for them, the Children and Young People's Mental Health and Wellbeing Task Force Report, <i>Future in Mind</i> (March 2015) identified key issues in relation to the accessibility, inconsistency and quality of child and youth mental health services. The report set out a clear national ambition to tackle these problems, encouraging local leaders from across the whole system (including education, health and social care as well as the voluntary and community sector) to work together to improve mental health services and outcomes for children and young people.</p> <p>One of the key recommendations included the requirement for Clinical Commissioning Groups to work with Health and Wellbeing Boards and wider partners to develop and agree a local transformation plan for children and young people's mental health and wellbeing. With additional investment, this proposal has been taken forward by the new Government, with the recent release of transformation plan guidance by NHS England.</p> <p>Building on local progress and in keeping with our local multi-agency Children's Trust Emotional Wellbeing and Mental Health Strategy (shaped by the views of children, young people and their families), the key objectives of Wiltshire's transformation plan are to:</p> <ul style="list-style-type: none"> • Promote good mental health, build resilience and identify and address emerging mental health problems early on; • Provide children, young people and families with simple and fast access to high quality support and treatment; • Improve care and support for the most vulnerable and disadvantaged children by closing critical service gaps, improving support at key transition points and

	<p>tailoring services to meet their needs.</p> <p>These objectives and their priorities will provide swift transformation across the whole, local child and youth mental health system and deliver measurable, tangible results over the next 5 years. They support the comprehensive change required so that all our children, young people and families have timely access to an integrated system of coordinated and effective promotion, prevention, early intervention, and community support and treatment programmes that work.</p>
<p>Evidence in support of arguments:</p>	<p>One in four people on average experience a mental health problem, with the majority of these beginning in childhood. Half of mental health problems start before the age of fifteen and seventy five per cent before the age of eighteen. Early identification and help is critical to preventing costly and more serious problems later in life. Children and young people need the right help at the right time to prevent mental health difficulties such as anxiety, low mood, depression and conduct disorders reaching crisis point and stopping them from achieving positive life outcomes.</p> <p>Similar to the national picture, locally there is a high and growing demand for child and youth mental health services, with over 2,000 children and young people accessing Wiltshire CAMHS in the last year.</p> <p>Professionals, particularly GPs and school staff are reporting more children and young people with emotional problems and mental ill health, with significant numbers exhibiting disruptive, withdrawn, anxious, depressed or other behaviour, which may be related to an unmet mental health need. This has resulted in an increase in referrals to CAMHS but many of these do not qualify for the level of service provided and are in need of a lower level intervention. This is frustrating for children and families who are looking for help, and often feel ‘bounced’ around the system until problems get worse and reach a crisis point.</p> <p>At the same time, increasing numbers of visits by children and young people to A&E and hospital admissions signal insufficient access to timely mental health support within communities. Many children are being discharged following lower level interventions. Consequently, large numbers of these visits and admissions may have been avoided. This is particularly important when considering the high costs attached to medical investigations for what turn out to be a hidden emotional and/or mental health problem.</p> <p>Emotional wellbeing and mental ill health is complex and increased demand may be explained by a number of influencing factors including rising stress on families and resources, parenting problems, poverty and disadvantage, educational pressure, bullying (including social media), peer pressure and other social influences. Wiltshire’s children and young people continue to highlight emotional wellbeing and mental health as a key issue, and have asked for improved access to services and better support in schools.</p> <p>In line with Future in Mind, our transformation plan seeks to address these key issues by re-designing how we do business, removing barriers to services and investing more upstream in early help. By doing this we will give more children and young people the right support they need, more quickly and more effectively to prevent and reduce the personal, social and economic costs of mental ill health.</p>
<p>Who has been involved/contributed:</p>	<p>Proposals for change are based on the direction of travel set out by the recently developed Emotional Wellbeing and Mental Health Strategy for children and young people (2014-17). This involved wide ranging consultation with</p>

	<p>stakeholders from across the whole child and youth mental health system.</p> <p>The strategy is overseen by the multi-agency Children's Trust Emotional Wellbeing and Mental Health Sub Group, with clear reporting lines into the Children's Trust Commissioning Executive and Health and Wellbeing Board. The Sub Group brings together professionals from across education, health and social care, including the voluntary and community sector and, importantly, young people, to understand and address local issues.</p>
Cross Reference to Strategic Objectives:	<p>The proposals in this paper are designed to:</p> <ul style="list-style-type: none"> • Support people in taking more responsibility for their health, care and treatment; • Provide fair access to high quality care and affordable system of care; • Provide less care in hospitals and more care at home or in the community.
Engagement and Involvement:	<p>A comprehensive programme of consultation activity has been planned, including headteachers, the voluntary and community sector, Wiltshire Council Children's Services, children and young people, Wiltshire Parent Carer Council, NHS England Specialised Commissioning, Youth Justice and Health and Wellbeing Board partners. GPs and primary healthcare providers will also be consulted and involved in the delivery of the transformation plan within their localities.</p>
Communications Issues:	<p>There may be some media interest in the transformation plan and its proposals for change and additional investment.</p>
Financial Implications:	<p>Some of the proposals for driving improvement set out within the transformation plan are cost-neutral, requiring a different way of doing business to better help children and young people within existing resources. However, to support transformation, the CCG has been allocated an additional £854,489 of recurrent annual funding.</p> <p>It is for local areas to decide how the bulk of this (£610,566) may be used, however £243,924 has been ring-fenced by the Government for establishing a community-based eating disorder service. Further funding is yet to be announced to specifically support improvements to perinatal mental health. Within this context, the transformation plan includes key local priorities for the deployment of additional funding.</p> <p>The CCG has been developing a QIPP plan for 2015/16 looking to reduce A+E attendances and short length of stay admissions for children aged 11-18 where mental health is either a primary or secondary diagnosis. This has focused on symptoms such as abdominal pain, stress related illness, headaches etc. where mental health and wellbeing may play a role in the attendance or admission. In the light of the Government funding for the transformation plan, it is intended to develop this work in parallel, funded by £55k of the transformation plan money.</p> <p>QIPP savings of at least £51,225 are initially planned through a reduction in A+E attendances and short stay admissions. However, this saving is likely to be much higher both because of the additional resources being invested in transformation plan schemes and also the suspected under reporting of mental health as a secondary diagnosis by the Trusts. Because of the dependencies arising from the combining of these projects, delivery will begin in the fourth quarter of 2015/16 and savings will be realised in the 2016/17 financial year.</p>
Review arrangements:	<p>The development and delivery of the transformation plan will be overseen by the multi-agency Children's Trust Emotional Wellbeing and Mental Health Sub Group. The group is chaired by the Joint (with CCG) Associate Director for Commissioning, Performance and School Effectiveness. The plan is a 'live' document and the Children's Trust Emotional Wellbeing and Mental Health Commissioning Sub Group will have responsibility for reviewing progress following local agreement and sign off, with accountability to the CCG and Health</p>

	and Wellbeing Board on a regular basis.
Risk Management:	<p>The risks are that the transformation plan is not completed and signed off within the required timescales and/or that the plan fails to meet NHS England assurance criteria. This would result in the allocation of additional investment being delayed.</p> <p>The Joint Associate Director for Commissioning, Performance and School Effectiveness has allocated dedicated resource to the development of the plan within the Wiltshire Council Children's Services Joint Commissioning and Planning Team. A programme of regional and national support, including assurance support has been made available from NHS England and PHE.</p>
National Policy/ Legislation:	The plan and its proposals reflect the national ambition for child and youth mental health set out in Future in Mind and the NHS Five Year Forward View.
Public Health Implications:	Public Health is an integral part of the whole system for transforming child and youth mental health services. Public health colleagues are already involved as a key partner in the development of the transformation plan, with the public health team represented on the Emotional Wellbeing and Mental Health Sub Group.
Equality & Diversity:	The transformation plan makes explicit how we are promoting equality and addressing health inequalities.
Other External Assessment:	For this year 2015/16, NHS England will 'assure' the transformation plan prior to the release of additional funding. Plans will require sign off by the Health and Wellbeing Board. Proposals for improvement will be subject to scrutiny by Healthwatch Wiltshire, the Wiltshire Parent Carer Council, Children and Young People's Voice and Influence groups and possibly Wiltshire Council democratic processes including the Children's Select Committee (Scrutiny).
What specific action re. the paper do you wish the Governing Body to take at the meeting?	<ul style="list-style-type: none"> i) To endorse the draft transformation plan for children and young people's mental health and wellbeing (at Annex A), including key proposals for change and additional investment; ii) To authorise the Associate Director (joint with CCG) for Commissioning, Performance and School Effectiveness to initiate a programme of consultation on the plan with key stakeholders; iii) To make arrangements for the final sign off of the plan in collaboration with the Health and Wellbeing Board by 16 October 2015. iv) To agree to deliver the Tier 1/2 CAMHS QIPP project as a part of the transformation plan.

1. Purpose of the report

1.1 To set out Wiltshire's approach for the development and sign off of a local transformation plan for children and young people's mental health and wellbeing. The CCG is invited to endorse the draft plan, including its ambition and key proposals for bringing about the radical and cultural change required across the whole child and youth mental health system to deliver tangible improvements, in line with NHS England guidance. This includes local priorities for additional investment.

2. Background

2.1 The Government's Mental Health Strategy (2011), '*No Health without Mental Health*', vowed to provide early support for mental health problems. The Department of Health Strategy '*Closing the Gap: priorities for essential change in mental health*' (2014), also set out to improve access to psychological therapies for children and young people.

2.2 To drive further improvements, the Department of Health and NHS England established the Children and Young People's Mental Health and Wellbeing Taskforce in September 2014 to consider ways to make it easier for children, young people, parents and carers to access help and support when needed and to improve how children and young people's mental health services are organised, commissioned and provided.

2.3 The Task Force published its findings in March 2015 https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/414024/Childrens_Mental_Health.pdf. The report, '*Future in Mind: promoting, protecting and improving our children and young people's mental health and well-being*', set out a clear and powerful direction and key principles about how to make it easier for children and young people to access high quality mental health care when they need it. The findings and proposals detailed in the report were developed in consultation with current and ex users of CAMHS. Key themes included:

- **Promoting resilience, prevention and early intervention;**
- **Improving access to effective support – a system without tiers;**
- **Care for the most vulnerable;**
- **Accountability and transparency;**
- **Developing the workforce.**

2.4 In the autumn statement (December 2014) and Budget (March 2015) the Government announced extra funding to transform mental health services for children and young people and enable local areas to move forward with delivering tangible improvements. The additional investment was aligned to the recommendations set out in Future in Mind and the Five Year Forward View. The extra monies intend to help build capacity and capability across the whole system to make progress towards closing the health and wellbeing gap and secure sustainable improvements in child and youth mental health outcomes.

2.5 NHS England is now working with key partners to develop a major transformation programme to significantly reshape the way mental health services for children and young people are

commissioned and delivered across all agencies over the next five years. In August 2015 NHS England released guidance www.england.nhs.uk/wp-content/uploads/2015/07/local-transformation-plans-cyp-mh-guidance.pdf to CCGs with the requirement to work with key partners (including the Health and Wellbeing Board, schools, voluntary and community sector and children and young people) to develop and agree a local transformation plan for children and young people's mental health and wellbeing.

2.6 Eating disorder guidance has also been published jointly by NHS England and the National Collaborating Centre for Mental Health. This provides a guide for commissioners to support the development of a dedicated community based eating disorder service with specific access and waiting time standards www.england.nhs.uk/wp-content/uploads/2015/07/cyp-eating-disorders-access-waiting-time-standard-comm-guid.pdf

3. The development of transformation plans

3.1 The scope of the local transformation plan must cover the full spectrum of service provision and address the needs of all children and young people including the most vulnerable, making it easier for them to access the support they need when and where they need it. The plans are intended to be *living and evolving* documents for local areas to review and develop. For this year (2015/16) NHS England will 'assure' the plans prior to the release of additional funding to CCGs.

Sign off by Health and Wellbeing Board

3.2 The Health and Wellbeing Board must be involved in the development and agreement of the plan. In light of the challenging timescales NHS England recommend that one or more of the following members of the Health and Wellbeing Board take responsibility for working with the CCG to develop and sign off the plan. This should also involve making sure that all members of the Health and Wellbeing Board are kept abreast of this work.

- Chair of the Health and Wellbeing Board
- Director of Children's Services
- Director of Public Health
- Lead Member for Children's Services
- Portfolio Holder for Health

Assurance process

3.3 The 'one-off' bespoke assurance process for this year has been developed to ensure that the necessary preparatory work takes place within local areas to establish plans which reflect the national ambition, include clear baseline information and are shaped by all key local partners. This process will be managed by NHS England Directors of Commissioning and Operations. It includes a programme of regional and national support, including help from PHE regional offices.

3.4 From next year 2016/17 the process will be mainstreamed into the CCG planning framework and will require continued close working between CCGs, Health and Wellbeing Board partners, NHS England Specialist Commissioning and other key agencies including schools and children and young people to review the local transformation plan and ensure it is reflective of local needs and is delivering improvements.

National timetable for submission of plans

Action	Deadline
CCGs work closely with Health and Wellbeing Board, local partners and NHS England Specialised Commissioning to develop their local transformation plans.	From August onwards and by no later than 9 October 2015
First window for submission for assurance at regional level (for those areas at an advanced stage)	18 September 2015
Second window for submission for assurance at regional level (for all other areas)	16 October 2015
Assurance process completed and further funding released	By first week November 2015
Transformation plans published locally	October to November 2015
Transformation Plans inform 2016/17 CCG commissioning intentions	Q3 and Q4 2015/16

4. Additional investment

4.1 Additional government investment in child and youth mental health is designed to build capacity and capability across the whole system to support transformation and drive tangible improvements to mental health outcomes for children and young people. The funding is focused on:

- **National roll out of the children and young people's Improving Access to Psychological Therapies Programme (IAPT).** This aims to ensure that by 2018 CAMHS across the country are delivering a choice of evidence-based interventions and are using routine outcome monitoring and feedback to guide treatment and service design, working in collaboration with children and young people. Additional money will also be available to extend access to training for professionals working with children under 5 and those with autism and learning disabilities.
- **Develop evidence-based community eating disorder services** for children and young people. This aims to release capacity in general CAMHS teams to provide more support to children and young people who are self-harming and/or are in crisis.
- **Improve perinatal care** due to the strong link between perinatal (particularly maternal) mental health and children's mental health. Allocation for this will be made separately and commissioning guidance will be published before the end of the financial year.
- **Bring schools and local CAMHS together** around the needs of individual children through a joint mental health training programme which will be tested in 15 CCGs.

4.2 An element of the new monies (which is specifically for eating disorders) has already been allocated to CCGs following the publication of the transformation plan guidance. Confirmation that the eating disorders monies are recurrent and the release of additional funding for CAMHS (as set out below) will be conditional upon the development, submission and assurance of the local transformation plan.

4.3 The distribution of additional funding will be made to CCGs based on the standard CCG allocation formula. Wiltshire CCG's allocation is made up as follows:

Implementation of a community eating disorder service	£243, 924
Additional CAMHS funding (once plan has been assured)	£610, 566
Total	<u>£854,489</u>

This funding is recurrent each year over the next 5 years subject to the NHS England assurance process being met.

5. Our local approach to transformation

5.1 Facilitated by our continued, effective multi-agency Children's Trust arrangements, locally, we have been leading the way to deliver tangible improvements in child and youth mental health services – from the development of a single point of access to CAMHS, to supporting and up skilling school staff through our Healthy Schools Programme and Mindfulness training, to enabling young people to raise awareness of mental health and tackle stigma through the development of a mental health charter.

5.2 Building on these achievements and in line with the national ambition and direction of travel set out by the recently developed Emotional Wellbeing and Mental Health Strategy (shaped around the needs and views of children, young people and those who care for them), our transformation plan offers a whole system approach to transforming child and youth mental health care through a forward thinking vision, clear mission and long term strategy for change.

5.3 Locally, we aim to use our transformation plan to redesign how we do business, remove barriers to services and invest more upstream in early help. This approach, supported by additional investment will seek to provide more children and young people with timely access to an integrated system of excellent, coordinated and efficient promotion, prevention, early intervention, community support and treatment programmes that work, including the engagement of primary care staff in delivering services and referring to a range of community provided support services via a clear and comprehensive pathway. Three key objectives will drive the delivery of our transformation plan:

- **Promote good mental health, build resilience and identify and address emerging mental health problems early on;**
- **Provide children, young people and families with simple and fast access to high quality support and treatment;**
- **Improve care and support for the most vulnerable and disadvantaged children by closing critical service gaps, improving support at key transition points and tailoring services to meet their needs.**

5.4 Local priorities have been identified to support these objectives. Some are cost-neutral as they involve making changes to way we deliver help and support within existing resources. However,

there are a number which form our proposals for additional investment. These are set out below and initial full costings can be found as an Appendix within the attached draft transformation plan.

Key proposals for change and additional investment

(Additional investment figures below are for 2015/16)

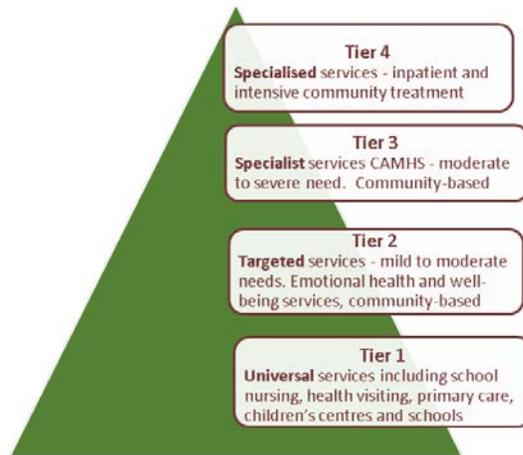
- **Development of a new comprehensive and integrated CAMHS model** – a system without tiers, with the aim of making the pathway for children and young people with emotional wellbeing and mental health needs much clearer and more defined (No cost, within existing resources).
- **Establish one front door for children and young people with emotional wellbeing and mental health needs** by integrating the CAMHS Single Point of Access with the Wiltshire Council Children's Services Single Point of Contact, with the aim of providing a consistent and timely response to families to stop them from '*bouncing*' around the system (£100k additional investment).
- **Develop a network of GPs as locality child and youth mental health 'Champions'** under the leadership of the CCG children's mental health lead, Dr Debbie Beale. To include education, training and GP practice support as well as auditing and targeting of patients with repeat admissions with mental health as a primary or secondary A&E admissions code (£55k additional investment).
- **Establish 'Thrive Hubs' in secondary schools in those areas where child poverty is highest** to help build children and young people's resilience, up skill school staff and provide schools with a named CAMHS point of contact for consultation and liaison (£100k additional investment).
- **Develop a resource guide for parents/carers and promote and expand the web-based self-harm decision making tool for professionals** who work with children to include a wider range of mental health problems (£15k additional investment).
- **Provide additional mentoring** to children and young people in secondary schools with social and emotional behavioural difficulties (£50k additional investment).
- **Make better use of digital services** to give children and young people improved access to information, support and self-care tools and resources – to include a web based one stop shop for mental health and work with neighbouring local authorities to provide online counselling (£80,565 additional investment).
- **Investment in school and community based counselling services ('Time to Talk' and 'Talkzone')** to reach more children and young people (£59,988 additional investment).
- **Co-locate mental health practitioners** within Wiltshire Council Operational Children's Services, to provide an earlier response to emerging mental health problems and improve care and support for vulnerable children and young people (£100k additional investment).
- **Embed a specialist CAMHS mental health practitioner in the Wiltshire Council Children's Services MASH**, with the aim of improving coordination between services and identifying those vulnerable children and young people who would benefit from a swift referral to CAMHS assessment, support and treatment (£50k additional investment).
- **Jointly commission Oxford Health to provide an eating disorder service** with Swindon and Bath and North East Somerset (£243, 924 funding earmarked for this purpose).

Total for 2015/16 = £854,477

(Further information on these local priorities along with others can be found in the attached transformation plan, section 6). Governing Body Paper Summary Sheet v. May 2015

How our new local offer might look – a system without tiers

5.5 Locally and nationally, CAMHS services have been traditionally delivered through an operational model with four distinct tiers.



5.6 This model was useful at the time of its development in the 90's for helping to differentiate between the forms of support that might be available to children and young people, however, the downsides of this model are that it has resulted in service divisions, unnecessary waits, children and young people having to re-tell their stories to different teams/clinicians, a lack of clarity about thresholds and ultimately children being 'bounced' around the system without timely access to the support they need. Children, young people and their families also complain that the traditional model is difficult to understand.

5.7 Working together with partners across the whole local system we will implement a new comprehensive integrated CAMHS service delivery model. The aim is to eliminate barriers, encourage improved coordination between all agencies and radically improve the experience for children and those who care for them. This will make sure they are better able to navigate services and get swift access to the right help. A visual representation of how this new offer might look is included in section 6 of the transformation plan.

6. Next Steps and Recommendations

6.1 More of the same is not an option. Real change and a fundamental shift in culture across the whole system is required to put the focus on prevention and upstream investment, if we are to protect Wiltshire's children from the many associated costs of mental illness and help steer them on the road to safe, healthy, happy futures.

6.2 In line with the NHS England Guidance, the CCG is required to submit the local transformation plan and associated documentation on behalf of the local Health and Wellbeing Board and wider partners. In doing so the CCG will need be satisfied that the plan covers and provides evidence of the following:

- Compliance with the core principles and ambition described in Future in Mind and reflected within the transformation plan guidance;
- Arrangements for engagement and partnership working including children and young people and those who care for them;
- Sign off by the local HWB Chair, Director of Children's Services, Director of Public Health, Lead Member for Children's Services or the portfolio holder for health;
- Sign off by the local NHS England Specialised Commissioning Team;
- Transparency about service provision and levels of investment, baseline information and ambitious stretch targets;
- CCGs and local partners must publish the local transformation plan making sure they are clear and accessible to all;
- Commitment to delivering a choice of best evidence based outcomes focused and values based interventions;
- Governance arrangements including monitoring of progress and risks;
- Sound financial planning

6.3 In order to further progress the local transformation plan and meet NHS England the CCG is invited to approve the following recommendations:

- I. **To endorse the draft transformation plan for children and young people's mental health and wellbeing, including key proposals for change and additional investment;**
- II. **To authorise the Associate Director (joint with CCG) for Commissioning, Performance and School Effectiveness to initiate a programme of consultation on the draft plan with key stakeholders;**
- III. **To make arrangements for the final sign off of the plan in collaboration with the Health and Wellbeing Board by 16 October 2015.**
- IV. To agree to deliver the Tier 1/2 CAMHS QIPP project as a part of the transformation plan.

Annex A – Draft Transformation Plan for Children and Young People's Mental Health and Wellbeing

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