

Report to the Cabinet

Meeting to be held on Thursday, 14 September 2017

Report of the Head of Service: Policy, Information and Commissioning (Start Well)

Part I

Electoral Divisions affected:
All

Children and Young People's Emotional Wellbeing and Mental Health (Appendix 'A' refers)

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Executive Summary

Services provided by Lancashire County Council play an important part in continuing to improve the resilience, emotional wellbeing and mental health of children and young people. Clinical Commissioning Groups (CCGs) across Lancashire have established a project to redesign Child and Adolescent Mental Health Services (CAMHS), to ensure that more children and young people are able to access NHS funded community services. Alongside this activity, the wider Lancashire Children and Young People's Resilience, Emotional Wellbeing and Mental Health Transformation Programme will continue, to help ensure that all children and young people with a diagnosable mental health condition are able to receive appropriate support. To ensure that the County Council remains well placed to contribute to this overall Transformation Programme, greater clarity is needed as to the future funding of services, which form a critical element of the overall system.

This is deemed to be a Key Decision and the provisions of Standing Order No. 25 have been complied with.

Recommendation

The Cabinet is recommended to:

- (i) Commit to continue the current level of County Council investment in the non-statutory Emotional Health and Wellbeing Core Offer (subject to any further budget reviews and potential reductions that may take place as a result of the financial gap that the County Council is forecasting).

- (ii) Continue to ensure that consideration is given to the impact on the emotional wellbeing and mental health of children and young people, when making investment or disinvestment decisions.
- (iii) Agree to continue to work with Partners, as part of the Pan-Lancashire Children and Young Peoples Resilience, Emotional Wellbeing and Mental Health Transformation Programme.

Background and Advice

On 20 June 2017, the Lancashire Health and Wellbeing Board considered proposals for the redesign of Child and Adolescent Mental Health Services (CAMHS).

The County Council undertook to provide a report to Cabinet Members recommending that:

- The redesign proposals were not fully endorsed by the County Council, unless certain key issues were addressed as part of the proposals
- The current level of investment in services not in scope of the redesign proposals was maintained, where possible
- The County Council continues to support and influence the Transformation Programme, through the pan-Lancashire Programme Board.

Redesign proposals

Clinical Commissioning Groups (CCGs) have agreed to proceed with a CAMHS redesign project, which seeks to address challenges faced by the CAMHS system. These include the introduction of the new national CAMHS Access target, a shift in Lancashire County Council's investment away from specialist CAMHS services to strengthen our prevention, and early help offer and delivery of CAMHS services on the Sustainability and Transformation Partnership (STP) footprint.

The County Council's Officers made a number of observations regarding the proposals which are summarised as follows:

- The risk that, should only the national access target of 35% be met, 65% of children and young people in Lancashire with a diagnosable mental health condition (circa 20k) will not be in treatment with an NHS community funded service;
- Ongoing challenges in the variation of spend per prevalent population for each CCG area;
- That as a consequence, delivery in local areas will be influenced by local investment decisions and perpetuate the existing variation in provision and outcomes.

The issue of the 35% target, and the 65% who will not be in treatment with an NHS community funded service has been the subject of much discussion. The Lancashire Health and Wellbeing Board received confirmation that the Access Target was in line with NHS England's expectations of CCGs nationally, and greatly improves the current situation in Lancashire, with a 7% year on year "stretch" target once the 35% is achieved. Furthermore, not all children and young people with a diagnosable mental health condition are expected to want, or need, an NHS funded intervention.

The Lancashire Health and Wellbeing Board also received clarity that the focus of redesign activity was not just around one target. CCGs will continue to work with Partners to deliver against the other 26 objectives in the Transformation Plan which covers the whole spectrum of need and range of standards and targets. However, given the current focus of CCGs on achieving the National Access Target, it is increasingly important that other partners within the system, including the County Council, consider carefully their role in helping to ensure that appropriate services and support are available for the other 65% who will not be in treatment in Lancashire, as well as the 90% of children and young people in Lancashire who do not have a diagnosable mental health condition.

The Programme Team reported to the Health and Wellbeing Board that the issue of historical variation in spend had to be considered across the STP work programme, and could not be tackled in isolation in the children and young people's agenda. Given that, the redesign programme will deliver a minimum core and standardised offer, which can subsequently be used, where appropriate, to challenge future investment decisions at a local level.

An NHS project team has now been established to take forward the development and implementation of the redesign project. The County Council, whilst not part of this core project team, will still have continued influence through the pan Lancashire Transformation Board and, where appropriate, will work with the project team to support the successful delivery of the redesign project.

County Council investment in services to support emotional wellbeing and mental health in children and young people

When describing the "CAMHS System" we typically focus on specialist targeted services, which can help to address specific emotional or mental health needs, or diagnosable mental health disorders. This is essentially the scope of the redesign project covered in the previous section of this report. The Lancashire Children and Young People's Resilience, Emotional Wellbeing and Mental Health Programme Transformation Plan covers a far broader spectrum of services, including promoting resilience in individuals and communities and in early help.

The County Council has a key role in the commissioning and delivery of services, which contribute to this wider Transformation Programme. A visual representation of key services currently provided by the County Council is set

out in Appendix 'A' and are summarised below under the themes of resilience, workforce, stakeholder and child and family.

Resilience

The County Council provides a range of services which contribute to the wider determinants of health, and consequently help individuals and communities to maintain their health and wellbeing. These include activities such as economic development, transport, infrastructure, cultural services, and support to schools, education and skills.

The priorities of the Transformation Programme include the development and publication of a Lancashire-wide Resilience Framework. As an example, the *Boingboing* framework, currently used in Blackpool, splits ideas under five heads:

- Basics: Including elements such as good enough housing, enough money to live, access and transport, play and leisure.
- Belonging: Including elements such as finding somewhere for the child/young person to belong, healthy relationships, making friends and mixing with others.
- Learning: Including elements such as making school/college life work as well as possible, highlighting achievements and developing life skills.
- Coping: Including elements such as understanding boundaries and keeping within them, solving problems and fostering interests.
- Core self: Including elements such as instilling a sense of hope, helping children and young people to know themselves and to take responsibility for themselves.

Such themes align closely with many of the core services provided by the County Council and, whilst typically not activities which are jointly commissioned or funded within Health partners, play a significant part in ensuring that the 90% of children and young people, who do not have a diagnosable mental health disorder, are supported to remain well, and that those 10% of children and young people who do have a diagnosable mental health disorder, are provided with a universal level of support and services upon, which more specialist interventions can build. As well as our broad offer of services, we have excellent examples of where this happens in a more focussed way, such as the Lancashire Libraries Shelf Help scheme, which provides 13-18 year olds with a set of books, endorsed by young people with first-hand experience of mental health issues.

Workforce

The County Council provides some specific programmes aimed at supporting the children and young people's workforce to be better equipped to offer support to children, young people and their families, by providing a range of lower level, non-clinical interventions, to help them improve emotional wellbeing and mental

health, build resilience and better understand services available and how to access them. Examples include:

- Youth Mental Health First Aid Training
- A Schools Support Offer, which currently helps 33 secondary schools across Lancashire to develop resilience and supports staff members facing specific challenges in working with children and young people
- The Education, Health and Wellbeing Team who work with schools, on a traded basis, to improve the health and wellbeing of children and young people in Lancashire.

This area of activity has the potential for better aligned or joint commissioning with NHS partners, who, for example, also commission Youth Mental Health First Aid Training. We also have an opportunity to build on our existing Education, Health and Wellbeing traded service offer, ensuring that our offer informs and reinforces approaches agreed at a pan-Lancashire level.

Stakeholder

A number of our services, such as the SCAYT+ service (Supporting Carers and Young People Together) and Educational Psychology service, can work either directly with children and young people or provide support to stakeholders, including schools, parents and carers.

Education psychology is a core element of the County Council's Special Educational Needs and Disability (SEND) Service, as part of an integrated team with social workers. We propose to move towards a greater emphasis on joint commissioning with health partners in aspects of this service, speech and language therapies for example, but are mindful that much of this service function forms a key part of our statutory service provision for children and young people. Consequently, SEND services have not been explicitly linked to joint commissioning activities as part of the Emotional Wellbeing and Mental Health Transformation Programme.

SCAYT+ is a team of emotional health workers, social workers and clinical psychologists who provide support relating to children looked after and post adoption. They support carers, parents and professionals by providing advice about parenting, child behaviour and development, serious emotional, behavioural and relationship problems, past abuse, trauma and neglect. Although the primary focus is on consultation with carers and professionals, the team may at times also engage in direct work with children, in conjunction with their parents/carers.

SCAYT+ does include a clinical element, and in other local authorities is sometimes jointly commissioned with CCGs, as part of the wider CAMHS service. Our rationale for commissioning separately is based on a need to retain clear control over key service outcomes, reunification, placement stability and avoiding placement breakdown. Clearly though, the SCAYT+ service has an important role to play as part of the overall system, and we must ensure that

pathways between SCAYT+ and CAMHS services are clear, and that we maximise the potential impact of both services.

Child and family

The County Council provides a number of services, focussed on children and families, which have the potential to either promote good emotional wellbeing and mental health, or to provide lower level interventions as part of an early help approach.

Services such as the Wellbeing, Prevention and Early Help Service, including Health Visiting and School Nursing and Children's Social Care, play a key role in the system as a whole. However, the key element of service focussed primarily on emotional wellbeing is a commissioned Wellbeing, Prevention and Early Help Core Offer for Emotional Health and Wellbeing. The service is delivered by a Voluntary Community and Faith Sector (VCFS) consortium, and provides a range of interventions, including counselling services, for children and young people. The service is expected to provide in excess of 1,000 interventions a year. The County Council has made a significant investment in this service during 2017/18, using a pro rata element of approximately £1.1m of funding, which had previously contributed to specialist CAMHS services commissioned jointly with CCGs.

A recent Lancashire Children's Safeguarding Board audit highlighted a lack of clarity with regards to what alternative provisions were available for cases that were not accepted by CAMHS. The audit found limited information to suggest that agencies knew what the alternatives there were to CAMHS, and whether it was considered an adequate provision. As a key element of the County Council's service offer for children and young people who did not meet CAMHS thresholds, it was critical that the Core Offer was considered in the context of the pan Lancashire Transformation programme, and that we use the opportunities presented by that Programme to develop the service further, and to ensure that the County Council and Partners were clear of the expected outcomes and service pathways.

Future investment

The Transformation Plan developed in 2015 provided details of baseline spend by all partners across Lancashire. This information has been used by the Transformation Board to help to hold Partners to account in terms of their individual investment/disinvestment decisions. Key areas within the County Council's 2017/18 budget, which formed part of the original baseline, are shown in the table below.

Transformation Theme	Plan	Lancashire County council Service Area	2017/18 Budget £
Promoting Resilience, Prevention and Early		Schools Support Services	50,000
		Wellbeing, Prevention and Early Help	

Intervention. Including Perinatal Mental Health	Core Offer	1,110,972
Improving Access to Effective support including Eating Disorders	Educational psychology team	1,939,504
Care for the most Vulnerable including CYP in Crisis	SCAYT+	634,548
Workforce Training	Suicide Prevention (All Age) and Youth Mental Health First Aid	65,000

One of the key challenges for the County Council in engaging with the Transformation Programme has been to provide certainty in respect to future funding associated with the Core Offer for Emotional Health and Wellbeing. There has been no budget option that has sought to reduce funding for the Core Offer, or take any saving as part of the reinvestment from the specialist CAMHS services. However, the financial position of the County Council and non-statutory nature of the service has resulted in some anxiety amongst Partners. We have not been able to provide the certainty needed to continue to shape the service as an integral part of the overall system, whilst also ensuring that it responds to our challenge of reducing demand for children's social care, and in contributing to the County Council's Troubled Families Unit Targets. Greater certainty over the funding of this non statutory service, with a contract value of £1.150m per annum, would ensure we were better placed to play our part in the delivery of the Transformation Plan, providing greater long term clarity over the County Council's offer to children and young people who do not meet CAMHS thresholds, and continuing improve the resilience, emotional wellbeing and mental health of children and young people. However, it is important to note the County Council's current financial position, with the financial gap in 2017/18 being £57.106m and reserves forecast to be exhausted by early 2019/20, therefore any commitment to funding is difficult and must be caveated as budget reviews take place.

More generally, we will continue to be mindful of the potential impact on the emotional wellbeing and mental health of children and young people, when making and investment or disinvestment decisions across the County Council.

Consultations

Partners including CCGs, Providers and Voluntary Community and Faith Sector Representatives within The Pan Lancashire Children and Young People's Transformation Board have stated that the importance of this investment "cannot be understated", and have sought assurances that funding will be maintained, and that the commissioning and development of these services is aligned to delivery of the wider system

Implications:

This item has the following implications, as indicated:

Risk management

Not following the proposals contained within the report will mean that the County council will face significant difficulty in contributing to the Transformation Programme and place at risk the current service redesign.

Financial

Provision of £1,110,972 currently exists within the existing County council revenue budget, which has previously been used to fund specialist CAMHS Services. It is proposed that this funding is maintained to continue provision of support for children and families experiencing emotional wellbeing and mental health issues subject to any further budget reviews and potential reductions that may take place as a result of the financial pressures that the County Council is facing.

The contract value for the Wellbeing Prevention and Early Help Core Offer is £1,150,000. This will create a budget pressure of £39,028 (which has previously been managed within the Wellbeing, Prevention and Early Help budget) from 2018/19 onwards which would be managed by a transfer of funds from the existing Public Health initiatives budget.

Equality

The proposal will ensure continued service provision to vulnerable children, young people and their families who may be experiencing emotional wellbeing and mental health issues for which a clinical intervention is not appropriate.

List of Background Papers

Paper	Date	Contact/Tel
<u>CAMHS Redesign Update to Lancashire Health and Wellbeing Board</u> http://council.lancashire.gov.uk/ieListDocuments.aspx?CId=825&MId=6647&Ver=4	20 June 2017	Dave Carr, Head of Service: Policy, Information and Commissioning (Start Well) 01772 532066
Lancashire CYP Emotional Wellbeing and Mental Health Transformation Programme Quarterly Update Presented to the Lancashire Health and Wellbeing Board http://council.lancashire.gov.uk/ieListDocuments.aspx?CId=825&MId=5299&Ver=4	24 October 2016	Dave Carr, Head of Service: Policy, Information and Commissioning (Start Well) 01772 532066
Lancashire Children and Young People Resilience, Emotional Wellbeing and Mental Health Transformation Plan Presented to the Lancashire Health and Wellbeing Board http://council.lancashire.gov.uk/ieListDocuments.aspx?CId=825&MId=3971&Ver=4	29 October 2015	Dave Carr, Head of Service: Policy, Information and Commissioning (Start Well) 01772 532066

Reason for inclusion in Part II, if appropriate

N/A