

CITY OF PLYMOUTH

Subject: Children and Young People's Overview and Scrutiny Panel's emotional well-being and mental health task and finish report.

Committee: Cabinet

Date: 27 March 2012

Cabinet Member: Councillor Samantha Leaves

CMT Member: Director for People

Author: Fiona Fleming, Commissioning Manager

Contact: Tel: 01752 307341
Email: fiona.fleming@plymouth.gov.uk

Ref:

Key Decision: No

Part: I

Executive Summary:

The Children and Young People's Overview and Scrutiny Panel carried out a task and finish review of services to support children's emotional wellbeing and mental health in the City.

During the course of the review a significant concern arose in respect of waiting times for treatment for specialist Child and Adolescent Mental Health Services (CAMHS) delivered by Plymouth Community Healthcare.

Plymouth Community Healthcare is commissioned to deliver assessment and interventions to children and young people with mental health disorders, including targeted support to vulnerable children and young people such as Children in Care. They are also commissioned to deliver a range of training and consultation support to the wider workforce to support early intervention. This service is jointly funded by Plymouth City Council and the Primary Care Trust, with the PCT as the lead commissioner on behalf of Plymouth City Council.

Plymouth Children and Young People's Trust formally received a copy of the report from the Task and Finish Group on the 9th December 2012 and have agreed to the recommendations. An action plan has been developed and the responsibility for this plan has been delegated to PCT as the lead partner for this service area. Additional coordination will be provided through PCC's Children's Commissioning team.

The PCT had been working with Plymouth Community Healthcare on a plan for improvement. This ensures compliance with the national standard of no more than 18 weeks wait between referral and treatment. The achievement of this has been monitored closely by PCT and Plymouth City Council staff with weekly meetings. PCH have made progress towards targets and are reporting that they will have achieved the required performance improvement in referral to treatment times by the end of February 2012 (see appendix 2). Ongoing contract monitoring will ensure the quality of service provision is not adversely affected during the time these improvements are made.

Other key findings related to the coordination of early intervention for children and young people. The Council and the PCT are reviewing the services commissioned to meet this need across the City and have already taken steps to ensure increased capacity and co-ordination of this support.

Corporate Plan 2012-2015:

Positive mental health is an enabler for children's successful growth and educational attainment. The early identification and resolution of mental health issues is a vital support to children and young people as well as their families. Improving mental health outcomes therefore supports raising aspiration and reducing inequalities.

**Implications for Medium Term Financial Plan and Resource Implications:
Including finance, human, IT and land**

The Council and PCT have in place an agreement for pooled funding and lead commissioning under Section 75 of the Health Act 2006. The PCT are the Lead Commissioner in this arrangement and hold the contract for the service with Plymouth Community Healthcare.

The Council and PCT also commission a range of early intervention counselling and mental health support services using PCT revenue funding, Dedicated Schools Grant and Early Intervention Grant. They have recently jointly commissioned further capacity for targeted counselling provision to meet the need of vulnerable 11-16 year olds. In line with the action plan the Council and PCT are reviewing all the services commissioned to meet this need across the City.

The Council and the PCT are reviewing the efficiency of services to meet need early. There are no further financial commitments from the Council for 2012/13. However, the ongoing review may result in further recommendations pending any changes to commissioning intentions, impact of changes to resources, Early Intervention Grant or changes in the Section 75 agreement. Any future recommendations will need to come forward with clear resourcing in place and outcomes to be delivered.

Other Implications: e.g. Community Safety, Health and Safety, Risk Management and Equality, Diversity and Community Cohesion:

The impact on Council priorities, legal obligations, customers and other services have all been considered

Recommendations & Reasons for recommended action:

It is recommended that Cabinet agree recommendations from Scrutiny Task and Finish and request Children and Young People Overview and Scrutiny Panel continue to monitor progress against the action plan.

Alternative options considered and reasons for recommended action:

Careful consideration has been given to the recommendations and they are all acceptable. Therefore the alternative of not accepting them has been rejected.

Background papers:

Children's emotional wellbeing and mental health – task and finish report
Children and Young People's Trust Action Plan

Sign off:

Fin	SRA/ChS03 72/22.2.12	Leg	TH00 43	HR		Corp Prop		IT		Strat Proc	
Originating SMT Member: Pam Marsden, Assistant Director of Joint Commissioning and Adult Social Care											

1.0 Introduction

- 1.1 The Children and Young People's Scrutiny Panel conducted a task and finish review of children's emotional wellbeing and mental health in October 2011. This was prioritised following campaigns in Youth Parliament elections that had raised ongoing concerns about the emotional health of children and young people.
- 1.2 The panel wanted to review the Children and Young People's Emotional Wellbeing and Mental Health Strategy 2009-2014. They heard evidence from professionals from across the city to understand the need of children and young people in the City and how well this need was being met.
- 1.3 At the time of review concerns had been raised, through the Plymouth Safeguarding Children's Board and the Children and Young People's Trust, that young people were experiencing significant delays in accessing treatment. The PCT had been working with Plymouth Community Healthcare on a plan for improvement.
- 1.4 Plymouth Community Healthcare is commissioned to deliver assessment and interventions to children and young people with mental health disorders, including targeted support to vulnerable children and young people such as Children in Care. They are also commissioned to deliver a range of training and consultation support to the wider workforce to support Early Intervention. This service is jointly funded by Plymouth City Council and the Primary Care Trust, with the PCT as the lead commissioner on behalf of Plymouth City Council.

2.0 Findings and recommendations from the report

- 2.1 The Task and Finish Panel review considered the emotional wellbeing and mental health needs of children and young people in Plymouth. Consideration was given to the services commissioned or provided to meet this need.
- 2.2 The Children and Young People's Emotional Wellbeing and Mental Health Strategy 2009-2014 states that 25% of 5 – 15 year olds will need some form of support in relation to their emotional wellbeing and mental health. Most children and young people will have their needs met through appropriate early support with a small number requiring a mental health specialist service.
- 2.3 The panel found that, although there is a broad range of services in place to promote good mental health or provide early intervention, there is still a need for greater coordination through a clear framework to provide appropriate access for young people and their families.
- 2.4 Some schools expressed that they did not feel fully supported by professional services in addressing emotional wellbeing issues. There is a perceived lack of access to direct intervention services, including counselling and family therapy, once difficulties have been identified.
- 2.5 Crucially, the review focussed on the negative impact of the performance issues relating to the Child and Adolescent Service Multi-Disciplinary Team provided by Plymouth Community Healthcare. This had resulted in a waiting list for specialist CAMHS of over 250 children, some of whom had been waiting for longer than the NHS standard of 18 weeks referral to treatment.
- 2.6 In total there were 15 recommendations shared among the Children's Trust, PCC, the primary Care Trust, and Plymouth Community Healthcare. The recommendations and action plan were received and endorsed by the Children's Trust Board on 9th December 2011. An action plan to implement the recommendations was also agreed and this is regularly monitored by the Children's Trust. The recommendations and updated action plan can be found in appendix 1.

3.0 Summary of key areas of progress:

3.1 Waiting Times for Specialist Intervention

- 3.1.1 The PCT had been working with Plymouth Community Healthcare on a plan for improvement. This ensures compliance with the national standard of no more than 18 weeks wait between referral and treatment. The achievement of this has been monitored closely by PCT and Plymouth City Council staff with weekly meetings.
- 3.1.2 Plymouth Community Healthcare has significantly reduced the number of Children and Young People waiting longer than the national standard of 18 weeks from referral to treatment. The original trajectory set a target to reduce the number of referrals breaching this standard to 11 at the end of February and one by the end of March. PCH have made progress towards targets and are reporting that they will achieve the required performance improvement. The trajectory and performance against this can be found in Appendix 2. Ongoing contract monitoring will ensure the quality of service provision is not adversely affected during the time these improvements are made.
- 3.1.3 An External Review Team from the high performing Oxford and Buckinghamshire CAMH Service has been commissioned by Plymouth Community Healthcare in order to review the model of service delivery. Recommendations from this review will be used to ensure sustainability of access to the service.

3.2 Attendance at Common Assessment Framework (CAF) Meetings

- 3.2.1 The issue of non attendance at CAF meetings by key agencies was reviewed at the Children's Trust Exec on 18/01/2012. All partners agreed to ensure through commissioned and provided services staff would prioritise attendance at CAF meetings. Further work has been progressed to ensure CAF meetings are properly resourced and attendance monitored closely.

3.3 Communication

- 3.3.1 Plymouth Community Healthcare has developed a communications strategy to ensure practitioners and referring agencies are kept informed about service developments. PCH wrote to all referring agencies on 6th January and 8th February 2012 to update them on the waiting list and on the other mental health services they deliver for children and young people.
- 3.3.2 PCH also wrote to schools in November informing them of the support available through the Targeted Mental Health in Schools (TaMHS) project, commissioned using Early Intervention Grant funding. Further communication to be sent by the Council by the end of February informing secondary schools and youth services about new counselling service (see 3.4.2).

3.4 Review of roles of statutory and non-statutory provision and Early Intervention

- 3.4.1 The requested Framework document has been developed. This outlines the requirements in respect of Children's Emotional Wellbeing and Mental Health for the PCT, Local Authorities and schools. It also maps commissioned resources specific to Children's Emotional Wellbeing and Mental Health against the level of need for preventative services, early intervention, targeted early intervention and specialist services. This will form the basis of the review of Early Intervention provision to be undertaken by the end of March 2012.

- 3.4.2 PCC and PCT have commissioned a new pilot for an early intervention therapy service targeted to meet the needs of vulnerable 11-16 year olds, including those experiencing significant family problems, such as domestic abuse and parental substance misuse and those in vulnerable groups, such as unaccompanied asylum seekers and young carers. This is due to start at the beginning of March 2012.
- 3.4.3 Improvements in co-ordination of early support and increased capacity to meet need early have formed the key components of the Children's Services Early Intervention planning and framework to meet the needs of troubled families. In turn this ensures diversion from specialist high cost services.
- 3.4.4 In partnership with the PCT, joint commissioning will improve the performance of the specialist CAMH service and improve capacity to meet need earlier. This will improve long term outcomes for Children, Young People and Families in raising capability for achievement and reducing health inequalities.

4.0 Recommendations

- 4.1 It is recommended that Cabinet agree recommendations from Scrutiny Task and Finish and request Children and Young People Overview and Scrutiny Panel continue to monitor progress against the action plan.

APPENDIX 1: EMOTIONAL WELLBEING AND MENTAL HEALTH - Task and Finish Report Recommendations and Action Plan

	Recommendation	Action Required to Deliver Recommendation	Lead	Update as at 20/02/12	Date to be Completed by
R1	The panel extends its congratulations to members of the Youth Cabinet for their work in carrying out the survey of attitudes towards mental health that is referenced in this report	Prepare letter on behalf of Chair of CYPOSP	Claire Oatway, Policy, Performance and Partnership Manager PCC	Letter sent	31/01/2012
R2	Representatives of Children and Young People Overview and Scrutiny Panel attend the Youth Cabinet to feedback on the report and recommendations following task and finish review	Arrange session for feedback to the group	Claire Oatway, Policy, Performance and Partnership Manager PCC	Attendance originally scheduled for February has been rescheduled due to availability (Youth Parliament elections and preparation) Meeting re-scheduled for 22 nd February 2012	31/01/2012
R3	The Council should consider the use of social media networks to promote consultation initiatives	To include within design of PCC consultation framework	Giles Perritt, Head of Performance, Policy and Partnerships PCC	Agreed that social media and other online channels be included within consultation framework and associated communications. Work has started to refresh PCC consultation framework due for completion in Spring 2012.	Complete
R4	The Children's Trust allocates responsibility to a lead agency to develop a framework that clearly identifies the roles of statutory and non-statutory agencies and the resources available both in prevention and early intervention work with regard to mental health among children and young people	Children and Young People's Trust Executive identify staff team to produce framework document of services responding to differing levels of need and available at both locality and city wide level, including those provided by the statutory and non-statutory sector. This framework to be used to support action in respect of R 8.	Paul O'Sullivan, Director of Joint Commissioning NHS Plymouth & Fiona Fleming, Commissioning Manager PCC	All commissioned services have been mapped against statutory responsibilities and role of prevention, early intervention (2 levels of need) and specialist intervention. Resources from Dedicated Schools Grant, Early Intervention Grant, PCC and PCT revenue funding are clearly identified in document.	Framework document to be presented to Children's Trust Executive on 21/03/2012

APPENDIX 1: EMOTIONAL WELLBEING AND MENTAL HEALTH - Task and Finish Report Recommendations and Action Plan

	Recommendation	Action Required to Deliver Recommendation	Lead	Update as at 20/02/12	Date to be Completed by
R5	The Children's Trust review reasons for non-attendance of key professionals at Common Assessment Framework meetings, and make recommendations to ensure that such meetings are timely and properly resourced, with particular attention being paid to the role of Educational Psychologists and communication interaction professionals.	Common Assessment Framework team prepare a review of attendance issues to be reported to the Children and Young People's Trust Executive	Amanda Paddison, CAF Manager	The issue of non attendance at CAF meetings by key agencies was discussed at the Children's Trust Exec on 18/01. All partners agreed to ensure through commissioned and provided services staff would prioritise attendance to CAF meetings. Maggie Carter has reported that Educational Psychologists and communication interaction professionals will attend meetings where appropriate. Further work has been progressed to ensure CAF meetings are properly resourced and attendance monitored closely Children's Trust Executive will continue to monitor.	Complete
R6	Plymouth Community Healthcare (PCH) prepare a communications strategy with respect to children and young people's mental health and revise content of media as appropriate.	To ensure partners and young people are made aware of the services that are available to them and how those services are developing	Jacqui Gratton, Communications Manager PCH Michelle Thomas, Direct or of Operations PCH Cate Simmons, Interim Head of Children's Services PCH	Communications strategy developed and submitted. PCH sent letters to all referring agencies on 6 th January and 8 th February 2012 to update them on the waiting list and on the other mental health services they deliver for children and young people.	To be presented to Children's Trust Exec on 21/03/2012
R7	The Panel commends the Excellence Cluster for their flexible approach to the delivery of services and the best practice demonstrated in	Letter to be drafted for sign off by Chair	Claire Oatway, Policy, Performance and Partnership Manager PCC	Letter sent	30/11/11

APPENDIX 1: EMOTIONAL WELLBEING AND MENTAL HEALTH - Task and Finish Report Recommendations and Action Plan

	Recommendation	Action Required to Deliver Recommendation	Lead	Update as at 20/02/12	Date to be Completed by
	their work.				
R8	PCC and PCT commissioners review the range of early intervention services available and assess the value for money of the range of options.	Joint Commissioning Plan to be developed by PCC and NHS Plymouth to maximise use of available resources for commissioning appropriate and effective services early intervention services. Draft Joint Commissioning Plan to be developed during 2011/12 for approval with view to implementation in financial year 2012/13	Paul O'Sullivan, Director of Joint Commissioning NHS Plymouth (Commissioning officers from PCC and NHS Plymouth) & Fiona Fleming, Commissioning Manager PCC	PCC/PCT additional pilot for counselling services targeted to CYP with significant family problems – such as domestic abuse, substance misuse and vulnerable groups such as young carers and unaccompanied asylum seekers A range of small grants have been awarded through Localities Small Grant Commissioning to 4 voluntary and community sector projects to increase capacity for prevention and early intervention. Review of services underway which will inform the Joint Commissioning Plan for 2012/13	31/03/2012
R9	The Council ensures that key universal services including schools and youth services are notified of alternative counselling services available within the city.	Communication to be prepared	Maggie Carter, Assistant Director - Learner & Family Support PCC	Schools were informed by PCH of support available through TaMHS, commissioned through Early Intervention Grant, on 21 November Communication sent by PCH to all referring agencies as reported in R6. Follow up communication to be sent regarding of contract for counselling service by the end of February	Further communication drafted and ready to be sent by 28/02/2012

APPENDIX 1: EMOTIONAL WELLBEING AND MENTAL HEALTH - Task and Finish Report Recommendations and Action Plan

	Recommendation	Action Required to Deliver Recommendation	Lead	Update as at 20/02/12	Date to be Completed by
R10	The Council update the Panel regarding the impact of new multi-disciplinary locality teams on children's emotional wellbeing and mental health services in six months	Schedule update to CYPOSP	Maggie Carter, Assistant Director - Learner & Family Support PCC / / Alan Fuller, Principal Educational Psychologist PCC	To be included in CYPOSP forward plan.	30/04/12
R11	An urgent summit meeting to be arranged between strategic leads from CYPOSP, PCC, PCT and PCH regarding the findings of this report	Meeting took place 26 th October 2011.		Complete – full report made to CYPOSP on 5/1/2012	Complete
R12	PCH review the cost effectiveness of participation support services for young people using mental health services	Director of Finance to work with the Chief Executive of Routeways	Dan O'Toole, Director of Finance PCH	Completed in conjunction with Routeways.	31/12/2011
R13	The Children's Trust investigate and report on ways in which the work of clinicians and other children's professionals can be better co-ordinated with respect to mental health support	Learning from the current multi disciplinary review underway of the cases waiting for CAMHS assessment will be used to inform how professionals can improve coordination at both an early intervention stage and during treatment with particular reference to use of CAF (R5). The framework document (R4) and Joint Commissioning Plan (R8) will incorporate this.	Cate Simmons Interim Head of Children's Services PCH Paul O'Sullivan, Director of Joint Commissioning NHS Plymouth	Options appraisal in development following lessons learnt from waiting list review. This will implement coordination in information gathering and referral. Initial discussions held at Children's Trust Board providing additional feedback and support from across the sector.	Options appraisal as to referral routes and options to improve co-ordination to be presented to Children's Trust Exec for approval on 21/03/2012 Incorporation in Joint Plan by 31/03/2012

APPENDIX 1: EMOTIONAL WELLBEING AND MENTAL HEALTH - Task and Finish Report Recommendations and Action Plan					
	Recommendation	Action Required to Deliver Recommendation	Lead	Update as at 20/02/12	Date to be Completed by
R14	The Children's Trust establishes a clear and transparent process for the identification, monitoring and escalation of issues such as those identified in this report	Mechanism for reporting of performance through Children's Trust Executive and Board to be reviewed and refreshed	Claire Oatway, Policy, Performance and Partnership Manager PCC	To be incorporated into Plymouth 2020 governance review and partnership working guide.	31/03/2012
R15	Commissioners from the Children's Trust provide interim updates to CYPOSP on the response to these recommendations.	Progress report to be reviewed by Children and Young People's Trust Exec and dates for reporting to CYPOSP to be agreed with Chair.	Paul O'Sullivan, Director of Joint Commissioning NHS Plymouth & Fiona Fleming, Commissioning Manager PCC	Action plan and progress reports to be reviewed at Children's Trust Executive on 21/03/2012 Update to be provided for 1 st March 2012 with quarterly follow up reports	31/12/2011