

Health and Wellbeing Board

15th July 2015

Report of Eoin Rush - Assistant Director – Childrens Specialist Services
– Childrens Services, Education and Skills

Children and Young People’s Emotional and Mental Health

Summary

1. This report sets out the vision and strategy for supporting the emotional and mental health of children and young people in York. The strategy is described across eight key priority outcomes and is iterative work through the CAMHS executive group is ongoing to address other areas such as perinatal care. The outcome areas described and the associated planning and commissioning are considered against the recently published Futures in Mind¹ [FIM]. An analysis of local compliance and synergy between the FIM guidance and local strategic plans is proposed to highlight the strengths, gaps and opportunities that will inform a local ‘Transformation Plan’ required as part of the national FIM programme. The report concludes with some recommendations about the future strategic alignment between the Local Authority, the wider multi agency partnership and Clinical Commissioning Group’s commissioning arrangements.²

¹ **Future in mind** - Promoting, protecting and improving our children and young people’s mental health and wellbeing – DOH 2015

² Note: It is beyond the scope of this paper to provide a commentary on the full extent of national Child Adolescent and Mental Health service [CAMHS] commissioning changes across the health economy. While these issues are, of course, highly pertinent to the shape and detail of the ‘clinical’ offer to the City, such a discussion might better follow the scene setting and early discussion issues set out here.

Introduction

2. In York and across the partnership of childrens services providers there is a well established culture where childrens emotional and mental health is 'everyone's business'.

Over the past ten years the effect of this culture and approach can be seen through a variety of service initiatives across a wide range of partners. Significantly this work is embedded across most of the universal and more specialist settings. This characteristic of our City is perhaps best illustrated through some of the enduring and innovative approaches that have been developed. Examples include;

- 172 *Emotional Literacy Support Assistants* [ELSA] (specially trained Teaching Assistants) deployed across 60 school settings.
- A multi agency '*Forensic Panel*' which has received national recognition for its work to triage and signpost young people who pose a risk to others to appropriate specialist assessment.
- *FIRST* initiative achieving a significant reduction in the number of young people with complex needs requiring specialist out of city provision.
- A *Specialist Teaching Service* has effectively supported the continued education and achievement of those young people requiring Tier 4 CAMHS.
- An *Autism Strategy* delivering clear assessment and support pathways across agencies for children and young people.
- A well supported multi agency *Child and Adolescent Mental Health Services* [CAMHS] *executive group*³ that co-ordinate and steers local commissioning and service development to ensure a joined up offer to children and young people in the City.

These examples are not presented to convey in any sense a complete picture but instead to underline the very significant capacity for active and effective collaboration across all providers in the City.

³ The CAMHS Executive group comprises representation from across the statutory and third sector community of childrens service providers

Moreover, they illustrate the existence of a planning and delivery infrastructure capable of considerable innovation in service delivery and design. This infrastructure maximises the value and impact of existing resources. It also helps to highlight where these are not sufficient and ensures any commissioning decisions are well informed.

Main/Key Issues to be considered

3. A Shared Understanding of Need and Opportunity

The partnership of childrens service providers through the multi agency CAMHS Executive group have, during a period of national review and reflection over the past two years forged ahead with the development of a high level strategy.⁴

Presented at [Appendix A] this iterative ‘storyboard’ document attempts to ground in a local context the high level priorities for the City.

It attempts to do this by combining an acknowledgement of the commitment and capacity described above, capturing the ‘what works’ based on local experience and evaluation and seeks to strengthen and perpetuate the partnership working that has helped to lay such strong foundations for future work (and in fact for Futures in Mind planning going forward).

This ‘storyboard’ concludes by describing key expected outcomes for children and young people in the City.

Evidence of the continued impact of this approach can be seen through the current development of innovative services across the City, and including;

- i. The development of a ‘Team around a School Cluster Model’ to support children and young people with emotional and mental health issues. This innovative pilot project creates two new specialist ‘in school’ emotional and mental health roles that will co-ordinate a wider professional group of professionals with emotional and mental health knowledge and skills, advise and train school staff, provide

⁴ Responding to the Emotional and Mental Health Needs of Children and Young People in York – Vision and Priority Outcomes 15/17

some direct interventions and be a link to the more specialist mental health services. These two new posts have now been recruited and will be in place by September 2015. The work of this pilot will be formally evaluated jointly by the Educational Psychology service and colleagues from Public Health.

- ii. A focused review of self harm amongst children and young people. This issue, a matter of great concern, is being examined in partnership with colleagues from York Teaching Hospital and the wider CAMHS Executive Group and will feed into the 'deep dive' investigations commissioned by this Board.
- iii. A collaborative emotional and mental health conference across the Higher York community of Further Education providers. This work and proposed conference recognises the value in joining up the emotional and mental health support service arrangements for children and young people throughout their learning journey.
- iv. The development of 'in school' resources to help teachers and school staff address issues of anxiety and low level emotional and mental health issues.
- v. A Health and Happiness survey of over 6000 children in York to produce some comparative data for use in further planning and targeting of services.

These arrangements and initiatives described above give confidence that here in York; there is a robust partnership infrastructure in place across the wider community of childrens services. These arrangements can help to ensure that York can take advantage of the new opportunities that will emerge through the Future in Mind government initiative.

This is very well illustrated in the current joint CYC/CCG bid for additional funds to further develop the school cluster pilots described above.

Some Challenges

4. It is fair to report that overall York's current strategy and associated multi-agency service development aligns well with the key

principles and expectations set out in Future in Mind. A high level comparative analysis of the current strategy against the Future in Mind recommendations largely confirms the direction of travel in the City in terms of governance, infrastructure, approach and models of delivery.

One test of this assertion will perhaps be the City of York and the Vale of York Clinical Commissioning Group's ability to deliver a shared Transformation Plan that reflects and strengthens the local progress described above.

Such collaboration must ensure that commissioning decisions are sharply focused on the widest understanding of local need, where possible strengthens what already works, supports a bottom up innovative approach to service design and delivery and which seeks to maximise the power of the multi agency partnership approach so well established in York. There are risks in steering this work;

- i. the need to navigate individual agency drivers, legal imperatives and differing service delivery footprints.
- ii. the changing landscape, the arrival in October 2015 of a new health CAMHS provider and a new service specification against which this provider is required to deliver.
- iii. a financial climate which can cause individual agencies to retreat to what might be considered their core purpose putting at risk the partnership approaches most likely to improve the emotional and mental health outcomes for our children and young people
- iv. the potential for disjointed governance arrangements which could see a pattern of duplication, misaligned service development, confusion and weakened bidding for new monies released through the Future in Mind initiative.

Of course, these risks apply across the country and are not unique to York. In fact, progress in York to date gives real cause for optimism. However, it would be wrong to promote any sense of complacency and therefore this paper proposes [at 6. Below] some high level recommendations that might secure the current good progress by further mitigating some of the attendant risks highlighted above.

Consultation

5. The storyboard presented at Annex A was compiled in partnership with all of those agencies represented on the CAMHS Executive group. The production of this document was iterative with partners having the opportunity to contribute directly and to comment on the overall document as it developed.

This document has been presented to the YorOK, Childrens Trust Board, the Community of school leaders, City of York Council Management Team and with the regional CAMHS and shared with the national taskforce.

The voice of children and young people has been at the heart of this work, through the Youth Council, the Children in Care Council [Show Me That I Matter] and through wider school engagement.

A shared approach to the wider consultation on the emerging Transformation Plan will be critical to presenting a cohesive picture and set of questions to the wider childrens partnership. Some work between colleagues in the PCU and the Local Authority to shape this consultation is already underway.

Recommendations

- 6 The following recommendations are proposed to secure the continued good progress of the local strategy to improve the emotional and mental health outcomes for children and young people in York.
 - i. The multi agency CAMHS Executive Group is endorsed as a key reference point for the commissioning and development of comprehensive CAMHS services for the City of York.
 - ii. There is a clearly delineated City of York analysis and proposal set out in the wider VOY CCG Transformation Plan.
 - iii. This plan should seek to maximise the potential of the strong multi agency partnership to address gaps and strengthen further the preventative early intervention approach already well established in the City.

- iv. Contract monitoring arrangements for the delivery of the new CAMHS specification by Tees, Esk, and Wear Valleys NHS Foundation Trust should include some direct representation from the CAMHS Executive Group (in addition to direct health commissioners).
- v. A task and finish group is established to consider revised governance arrangements across the VOY/CCG and CYC in relation to the future delivery of multi agency CAMHS. Such an arrangement should reflect the rapidly changing policy landscape and to ensure that the current high level of engagement from across the community of wider childrens services (including schools) is sustained.
- vi. A further report on the progress of this work is presented to a future meeting of this Board.

Analysis

- 7 The recommendations above, taken together, are intended to further strengthen the opportunities for the widest partnership engagement in the design and delivery of emotional and mental health services. This approach will support the development of a continuum of help from across the universal settings, through the childrens trust early help arrangements through to the specialist mental health services.

The benefit of such an approach is well evidenced here in York and reiterated through the FIM guidance.

If agreed, these recommendations will help to provide a fully integrated commissioning approach. Such a model will support the early identification of emotional and mental health issues, provides a non-stigmatising and proportionate response and will help to prevent the avoidable escalation and onward referral to more specialist services of many children and young people.

Implications

- 8 A review of the recommendations at 6. Above gives rise to the following implications:

- **Financial**

There are no direct financial costs linked with the recommendations above. However, the collective commissioning power achievable through the strengthened partnership model described is significant.

- **Human Resources (HR)**

There are no direct HR implications arising from the recommendations in this report

- **Equalities**

The recommendations help to promote wide engagement in the design and delivery of services across every community in York.

- **Legal**

There are no direct legal implications

- **Crime and Disorder**

The work of the multi agency forensic panel makes a significant contribution to the development of a multi agency care pathway for children and young people who harm.

- **Information Technology (IT)**

There are no direct IT implications

- **Property**

- There are no specific property implications

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Wards Affected:

All



For further information please contact the author of the report

Background Papers: None

Future in mind - Promoting, protecting and improving our children and young people's mental health and wellbeing

Annexes

A - Responding to the Emotional and Mental Health Needs of Children and Young People in York – Vision and Priority Outcomes 15/17

Glossary

CAMHS- Child and Adolescent Mental Health Services

CYC- City of York Council

DOH- Department of Health

ELSA- Emotional Literacy Support Assistants

FIRST- Family Intervention Rapid Service Team

FIM- Future in Mind

NYCC- North Yorkshire County Council

PCU- Partnership Commissioning Unit

VOYCCG- Vale of York Clinical Commissioning Group

YOT- Youth Offending Team