

## Report of the Cabinet Member for Children and Young People's Services

Cabinet – 16 February 2017

### CABINET MEMBER RESPONSE TO THE REPORT OF THE CHILD AND ADOLESCENT MENTAL HEALTH SCRUTINY INQUIRY PANEL

<b>Purpose:</b>	To outline a response to the scrutiny recommendations and to present an action plan for agreement.
<b>Policy Framework:</b>	None
<b>Reason for Decision:</b>	To comply with the requirements of the Council Constitution.
<b>Consultation:</b>	Legal, Finance, Access to Services
<b>Recommendation(s):</b>	It is recommended that: <ol style="list-style-type: none"> <li>1) The response as outlined in the report and related action plan be agreed.</li> </ol>
<b>Report Author:</b>	Christine Richards Deputy Leader and Cabinet Member for Children and Young People's Services.
<b>Finance Officer:</b>	Chris Davies
<b>Legal Officer:</b>	Lucy Moore
<b>Access to Services Officer:</b>	Catherine Window

#### 1.0 Introduction

- 1.1 The Child and Adolescent Mental Health Inquiry report was submitted to Cabinet on the 20 October 2016 after the Scrutiny Inquiry Panel completed a detailed inquiry into Child and Adolescent Mental Health. The scrutiny report is attached as **Appendix A**.
- 1.2 Having considered the contents of the scrutiny report, and specific recommendations made, advice to Cabinet on whether it should agree, or not agree, with each recommendation is detailed in this report.
- 1.3 Cabinet is also asked to consider, for each of the responses, any relevant policy commitments and any other relevant activity.

## 2.0 Response to Scrutiny Recommendations

<b>Recommendation 1</b>
<p><i>Cabinet seeks to engage with the Abertawe Bro Morgannwg Health Board and Western Bay Children and Young People's Emotional and Mental Health Planning Group to broaden the current membership to include other agencies such as Education, Youth Justice, the voluntary sector which play an important role in the mental health and emotional wellbeing of children and young people.</i></p>
<p><b>Relevant Policy Commitments:</b>  Safeguarding vulnerable people – improving emotional and mental wellbeing.  Improving pupil attainment  Tackling poverty  Prevention  Sustainability</p>
<p><b>Action already being undertaken:</b> The Planning group membership had already been expanded pre scrutiny enquiry. Currently Nick Williams and Mark Sheridan are our education representatives; Sandra Stone attends from the Third sector and Caroline Dyer from Youth Offending Service.</p>

**New actions following from the recommendation:**

The planning group membership and terms of reference are currently under review, including the links to the ABMU Children and Young People Strategy Group (CYP Strategy group). The current membership of the planning group is large and unwieldy and this impacts on the effectiveness of the group. New arrangements will be put in place for 2017 and in addition the Assistant Director of Strategy and Chair of ABMU CAMHS Planning Group Jo Davies will meet quarterly with regional Child and Family HOS to report on progress against the 'Together for Children and Young People' (T4CYP) programme. The T4CYP programme is about improving the emotional and mental health of children and young people in Wales. It is a priority for Welsh Government and one that requires new ways of working across all agencies and sectors.

'Together for Children and Young People' (T4CYP) was launched by the Minister for Health and Social Services on 26th February 2015. Led by the NHS in Wales, this multi-agency service improvement programme is aimed at improving the emotional and mental health services provided for children and young people in Wales.

The Main Aims of the Programme are

- To provide strategic leadership, direction and support to ensure that high quality services can be delivered
- To make sure that real change is delivered at pace across Wales
- To make sure that emotional and mental health services for children and young people are delivered in line with the principles of prudent healthcare.

The multi-agency nature of the programme has been reinforced by WG. Led by the NHS in Wales this multi-agency service improvement programme will consider ways to reshape remodel and refocus the emotional and mental health services provided for children and young people in Wales

The programme has adopted the Windscreen Model to inform its thinking. This provides the context of a continuum of support for children and families. This model will underpin T4CYP. The programme will take forward work right across the spectrum focussing on:

- supporting early years' development;
- promoting wellbeing and resilience of all young children;
- early identification and intervention; and
- more specialist services.

Across this model, a continued emphasis on emotional and mental health and well-being is essential. The ability to identify early on where there may be additional need for support is critical and will require increased focus to prevent young people needing the services of specialist CAMHS. <http://www.wales.nhs.uk/togetherforchildrenandyoungpeople>

**Cabinet Member Comments:** I agree absolutely that we should ‘get joined up around children’.

The T4CYP programme is the standard on which local and regional CAMHS will be judged.

The Continuum model is entirely consistent with the approach being taken in Swansea which underpins the Family Support Commissioning Reviews, reporting early in 2017. The focus of this work is to prevent needs escalating, ensure opportunities to collaborate are maximised to develop efficient joined up effective services across Directorates and with partners.

ABMU will be developing this approach regionally and within Swansea. This will ensure emotional wellbeing and mental health is fully integrated into our early help arrangements and there are clear pathways into specialist services. There are real opportunities to develop the primary health care service to ensure workers across the continuum of need and in all agencies, including schools, are trained up, skilled and confident in supporting good emotional wellbeing for children and young people and that CAMHS plays a role in this aspect of the work. The document that is to be launched in March this year ‘How we Support Children and Families in Swansea’ will assist parents, children and families to understand the pathways into provision, right from early help up to specialist services, including CAMHS

Following the Minister, Rebecca Evans’ launch of the Refreshed Autistic Spectrum Disorder Strategic Action Plan last November, work is progressing to establish a regional Autistic Spectrum Disorder (ASD) service.

The service is ‘all age’ with senior and operational officers in education, social services and health involved to take the work forward via a regional project board. It will be important to ensure clear links are made with the neuro developmental service delivered by CAMHS.

Recommendation is **AGREED**

## **Recommendation 2**

*Cabinet seeks clarification from the CAMHS service on the types of mental illnesses that CAMHS deals with and this is communicated to relevant agencies.*

**Relevant Policy Commitments:** *as above*

**Action already being undertaken:** Work has been completed on the ABMU CAMHS Service Model and specific service specifications are in draft and out for consultation. This includes Neuro Developmental Disorder (including ASD), Early Psychosis, Self-Harm, mental health needs of young people in the Youth Justice System, Psychological Therapies and emotional and mental health needs/ Learning Disability.

**New actions following from the recommendation:**

Local Authority officers continue to influence the development of the services outlined above via attendance at the strategic meetings and various sub groups.

Work is also being progressed via the disability stream of the Family Support Commissioning Review to develop a parent carer forum. This forum would feed into future service development.

**Cabinet Member Comments:** Particularly important will be the development of a clear and relevant communication strategy to enable parents, young people and all professionals to be clear about what services are available at each level of the continuum of need. Clear criteria and pathways into services must also be developed. There must be an understanding that CAMHS is a specialist service and that excellent preventative services are required to deliver early help and prevent the need for specialist CAMHS intervention. It will be crucial for both professionals and parents to understand that CAMHS has a particular function and that by ensuring early identification and intervention, children and young people can be prevented from being labelled, hopefully avoiding a negative impact on their future life chances. Only when good quality, evidence based early help is available, will the inappropriate demand on CAMHS services be affected, enabling CAMHS to focus on those children who really require their specialist help.

Recommendation is **AGREED**

**Recommendation 3**

*Cabinet brings together relevant agencies and facilitates collaborative development of low level prevention and early intervention services that support children and young people who do not have a diagnosis for a mental illness.*

**Relevant Policy Commitments:** As above

**Action already being undertaken:** A considerable amount of work has already been undertaken to facilitate collaborative working across departments within the local authority. This is being progressed via the Family Support Continuum group and commissioning reviews. It will be important to consider the particular needs of young carers, as there is evidence that young carers' emotional wellbeing and mental health is worse than that of their peers.

**New actions following from the recommendation:** The work being undertaken within the LA is broadened to include partners, particularly Health and the CAMHS service. In addition the Primary Health Care sub group of the Planning group will support the development of early intervention and prevention services within Swansea and clarify the role of CAMHS in supporting these arrangements. Cabinet have already invested in a £1M to develop and pilot preventive approaches and as a result a prevention strategy has been developed and services are being delivered in multi-agency teams such as the Domestic Violence Hub (DVH), Team Around the Family (TAF), the family wellbeing team (FWT) and local area co-ordination which compliments work in relation to children's emotional health and wellbeing. In relation to young carers, it is recommended that research is considered from the paper 'Invisible and in distress: prioritising the mental health needs of young carers' 2016, by the young carers' support group and recommendations developed with an action plan for delivery.

**Cabinet Member Comments:**

I acknowledge the work already completed by the Family Support Continuum group. It is clear that addressing problems early, can have a positive affect on the personal, social and educational attainment of young people. Ensuring children and young people receive intervention in a timely and appropriate manner meets our aims to comply with the United Nations Convention on the Rights of the Child. Children and young people may require support because they are upset, worried, confused or afraid or at the other end of the scale - they may have severe and/or enduring mental health problems.

The Children and Young Peoples Partnership Board was set up last year with aims to ensure that agencies in Swansea are working together to achieve good outcomes for Children and Young People. Our Young People in Swansea have highlighted Mental Health as a priority. I will be asking the Board to review our work plan to ensure we do all that we can to ensure a truly collaborative approach. That will clearly include ensuring within the Council that all areas that deal with young people [ Education, Child & Family Services, Youth Services etc] plus those covered by Western Bays [such as Youth Offending] Will also escalate this issue to the Public Services Board.

Recommendation is **AGREED**

<b>Recommendation 4</b>
<i>Cabinet ensures the sustainability of good services like those provided by Team Around the Family, Exchange Counselling Service and the Educational Psychology Team.</i>
<b>Relevant Policy Commitments:</b> as above
<b>Action already being undertaken:</b> Good quality early intervention services are already in place as identified in the recommendation.
<b>New actions following from the recommendation:</b> The Family Support Commissioning Review, Additional Learning Needs Review and developments within the EOTAS service (made up of the Pupil Referral Unit and behaviour support unit) ensure that current services are evaluated and developed as appropriate to meet identified need. This may require a reconfiguration to current services to ensure sustainability and effectiveness of intervention. Part of this work includes the development of a Behaviour Strategy, which schools and health are bought into; specific models of intervention are agreed, with the development of a common language and effective monitoring and evaluation processes are in place.
<b>Cabinet Member Comments:</b> The Family Support Continuum review is a very large piece of work and it will be important for Cabinet to receive regular updates on the progress made. The review will have an impact on the recommendations and priorities contained within this report and also support an understanding of any cross-cutting issues. It will also be important for Cabinet to support transformation of services, where necessary, to ensure they are outcome-focused and sustainable. Outcomes for children and young people will be at the heart of our decisions.
Recommendation is Partly <b>AGREED</b>

<b>Recommendation 5</b>
<i>Cabinet encourages the development of existing and new partnership working amongst agencies that provide mental health support services to make the most of resources.</i>
<b>Relevant Policy Commitments:</b> as above
<b>Action already being undertaken –</b> See Recommendation 4

<p><b>New actions following from the recommendation:</b> See recommendation 4</p>
<p><b>Cabinet Member Comments:</b> Apart from the comments already made in Recommendation 4, it is important to note the role of universal services and wider support services, not just those specifically related to mental health. There is a wider opportunity to promote good emotional and mental health in children and young people. Our due regard of UNCRC children's rights should remind us to constantly be aware of the needs of children and young people. We should also remember that children need to play and have fun so this should include all places and services that promote sport, play and leisure activities, not just those provided by the Council.</p>
<p>Recommendation is <b>AGREED</b></p>

<p><b>Recommendation 6</b></p>
<p><i>Cabinet investigates the feasibility of the development of a training programme in collaboration with CAMHS which is relevant to the education sector and is affordable and accessible.</i></p>
<p><b>Relevant Policy Commitments:</b> as above</p>
<p><b>Action already being undertaken:</b> Local Partnership Boards (LPBs) have been identified as the key vehicle to take forward actions to deliver service improvement under T4CYP. A theme within the Programme is workforce development. This is focusing on workforce planning and education and training across all sectors. It will be necessary to scope workforce need initially. This is ambitious work in that it covers a wide range of staff across differing sectors. A draft Core Competency and Training Framework has been developed and will be considered at a multi-agency event in early 2017. This will include Education.</p>
<p><b>New actions following from the recommendation:</b> T4CYP and the Refreshed Autism Spectrum Plan are both nationally driven programmes, including the workforce development programme. These required improvements need to be locally implemented and this work will need to be driven by the ABMU Strategy Group; ABMU Planning group and within the Council, the Family support Continuum Board.</p>

**Cabinet Member Comments:** The T4CYP Programme and the Refreshed Autism Spectrum Plan are both important developments but we should note that the work already in progress in Swansea, should not be delayed. I am aware that different departments are delivering training to staff around attachment and trauma recovery for example. It will be important that whilst strong links with the T4CYP programme are maintained and the Refreshed Autism Spectrum Plan is developed, the workforce development subgroup of the Family Support Continuum group agree the approach and models of intervention and commissions appropriate training. The wellbeing and behaviour strategy being driven by a subgroup of the Education Other Than At School steering group will support a coherent response, skill-up staff and enhance their confidence in this area. The Corporate safeguarding training and Corporate Parenting training has been and will continue to be delivered to support the importance of emotional wellbeing and mental health for children being seen as everybody's business.

Recommendation is **AGREED**

#### **Recommendation 7**

*Cabinet supports the Western Bay's review of CAMHS across the region and ensures that the Council takes a full and participatory role in this review.*

#### **Relevant Policy Commitments:**

As above

#### **Action already being undertaken:**

#### **New actions following from the recommendation:**

**Cabinet Member Comments:** In a nutshell, we are well aware of what is wrong with the CAMHS service and resources would be better placed addressing these problems. A further review of CAMHS is not required and not planned.

The key issues and problems are well rehearsed

- 103% surge in referrals over the four year period 2007-2011
- Waiting times getting longer for both assessment and interventions in spite of 25% increase in specialist workforce during this time.
- Lack of clear consistent pathways consistently across Wales for CAMHS and neurodevelopmental issues.
- Concerns raised by young people and families in relation to the transition between young people's and adult services and between different parts of the wider care system.
- Under developed psychological therapies services.
- Safety issues including inappropriate admissions to adult mental health wards, problems with sharing information and acting upon safeguarding duties, and unsafe discharge practices (*WAO Report*).
- Inappropriate prescribing (particularly anti-depressants) for young children.
- Lack of alternatives to referral to CAMHS for those needing emotional health support or early intervention.
- Significant workforce challenges across sectors including workforce supply, training and development.

It is important that the Council supports the development of the regional CAMHS service specification, including how early intervention and prevention services are developed and delivered locally.

Recommendation is **NOT AGREED**

#### **Recommendation 8**

*Cabinet takes steps to formalise support services arrangements between child and family services and CAMHS in any future CAMHS service delivery model.*

**Relevant Policy Commitments:** as above

**Action already being undertaken:** Discussions have taken place with CAMHS and the ABMU Health Board to formalise pathway and support arrangements and the interface with Child and Family Services internal Therapeutic team.

**New actions following from the recommendation:** The discussions as detailed above require conclusion and integrated into the agreed service specification for all CAMHS work streams.

**Cabinet Member Comments:** It will be particularly important to formalise support arrangements for looked after children given the proposed withdrawal of clinical psychological support to Foster Swansea; support for children who have experienced trauma but do not have a recognised diagnosis and support from ABMU, for example around managing challenging behaviour within the Autistic Spectrum Disorder area, which overlaps with CAMHS.

Arrangements will also need to be formalised between schools & Specialist Teaching Facilities and CAMHS and GPs and CAMHS. Those providing Education Other Than At School [EOTAS] also need clear, effective pathways to the service  
The CAMHS service is very aware that further work on care pathways is required.

Recommendation is **AGREED**

### Recommendation 9

*Cabinet works with the planning group to ensure there is collaborative development of and consultation on eligibility criteria.*

#### **Relevant Policy Commitments:**

As above

**Action already being undertaken:** The eligibility criteria for CAMHS is contained within the service specification documents

#### **New actions following from the recommendation:**

Work on the Pathways into CAMHS will need to be concluded and this will be part of the work undertaken within the sub groups of the ABMU Planning group.

**Cabinet Member Comments:** It will be crucial to confirm with CAMHS the Primary Health Care arrangements which will be part of prevention and early help support and to obtain clarity on the long arm support and consultation arrangements that CAMHS will provide to Child and Family Services, Education and Poverty and Prevention.

Recommendation is **AGREED**

<b>Recommendation 10</b>
<i>Training and Information on the CAMHS referral process and new eligibility criteria is developed and communicated to relevant agencies such as schools, GPs, Social Services, the voluntary sector and the youth justice and early intervention service</i>
<b>Relevant Policy Commitments:</b>  <i>As above</i>
<b>Action already being undertaken:</b>
<b>New actions following from the recommendation:</b>  On completion of the ABMU CAMHS Service Specification, which will include eligibility criteria and the referral pathway a communication and training plan will require development. This will be led by the ABMU Planning Group and monitored by regional Heads of Child and Family Services. Progress will be reported into Swansea's Family Support Continuum Group.
<b>Cabinet Member Comments:</b> We should bring together other elements that affect children and young people, such as the new Additional Learning Needs legislation and the Refreshed Autism Strategy & Plan. Members will also require an understanding as many are contacted by anxious parents and carers.
Recommendation is <b>AGREED</b>

<b>Recommendation 11</b>
<i>Development of peer support to help parents understand the referral process, the eligibility criteria and pathways in CAMHS services</i>
<b>Relevant Policy Commitments:</b>  <i>As above</i>
<b>Action already being undertaken:</b>  Peer support is being included within the Family Support Commissioning Reviews, particularly the disability strand of the work.

<p><b>New actions following from the recommendation:</b> This work is incorporated into the wider work around peer support without losing the focus on emotional wellbeing.</p>
<p><b>Cabinet Member Comments:</b> This fits with Recommendation 10 . Again, in a nutshell, everyone involved with the service should understand how it works A big ask but what we should aim for. The recommendation only considers parents but peer support for children and young people is also considered beneficial.</p>
<p>Recommendation is <b>AGREED</b></p>

<p><b>Recommendation 12</b></p>
<p><i>Cabinet should encourage the ABMU Board and Western Bay Children and Young People’s Emotional and Mental Health Planning Group to use the opportunity of the welsh government investment to simplify the referral process.</i></p>
<p><b>Relevant Policy Commitments:</b></p> <p>As above</p>
<p><b>Action already being undertaken:</b></p> <p>This is already part of the work of the ABMU CAMHS Service specification development.</p>
<p><b>New actions following from the recommendation:</b></p>
<p><b>Cabinet Member Comments:</b> This links with recommendation 2</p>
<p>Recommendation is <b>AGREED</b></p>

<p><b>Recommendation 13</b></p>
<p><i>Cabinet to encourage the ABMU Board and Western Bay Children and Young People’s Emotional and Mental Health Planning Group to consider implementing an access and information point, also known as the “front door” to screen referrals and to provide advice and information to help reduce the number of referrals to the CAMHS service</i></p>

<p><b>Relevant Policy Commitments:</b></p> <p>As above</p>
<p><b>Action already being undertaken:</b></p> <p>This is being considered as part of the ABMU CAMHS Service specification work</p>
<p><b>New actions following from the recommendation:</b></p> <p>This work is concluded by April 2017 and a communication plan developed for both professionals and parents.</p>
<p><b>Cabinet Member Comments:</b> It will be important to consider the requirements of the Social Service and Wellbeing Act and the information, advice and assistance function and join up the work being developed elsewhere within Child and Family, Education and Early Help Services, including the development of Dewis Cymru [ the web-site developed to help people find information about organisations and services that can help them take control of their own well-being] and the digital inclusion agenda.</p>
<p>Recommendation is <b>AGREED</b></p>

<p><b>Recommendation 14</b></p>
<p><i>Cabinet to monitor referral rates and how long it takes to be seen by CAMHS</i></p>
<p><b>Relevant Policy Commitments:</b></p> <p>As above</p>

**Action already being undertaken:**

Baseline Variations and Opportunities (BVO) Audit of CAMHS and National CAMHS Benchmarking Exercise. The BVO provides the most comprehensive audit of CAMHS to date, outlining current service models and provision. It highlights variations in Welsh service and identifies both areas for improvement and good practice for health boards to adopt. Recommendations from the first report are informing the work of the CAMHS work stream.

Following on from the BVO all health boards submitted CAMHS data in the 2016 NHS UK wide Benchmarking Exercise. A facilitated event was held on 29 November providing health boards with the opportunity to look at the benchmarked data, review changes over the past 12 months and look at the position across Wales and in comparison with the rest of the UK. All Health Boards, including ABMU, are meeting the 48 hour target for urgent assessment and ABMU have confirmed they will meet the 28 day target for routine assessment by April 2017.

**New actions following from the recommendation:**

ABMU CAMHS performance in these areas are monitored quarterly by Child and Family Services Scrutiny Performance Panel and concerns escalated to the ABMU CYP Strategy Group.

The ABMU Planning group develops a comprehensive performance framework by September 2017.

**Cabinet Member Comments:**

With regard to services for children with ASD we should also note the Refreshed ASD Strategic Action Plan which includes a waiting time target of 26 weeks for assessment services from March 2017, monitored by Local Health Boards and reported to Welsh Government.

Recommendation is **AGREED**

**Recommendation 15**

*Cabinet supports the work on transition and plays a full and participatory role in the development of these arrangements.*

**Relevant Policy Commitments:**

As above

<p><b>Action already being undertaken:</b></p> <p>The T4CYP Programme Board has developed a <i>Resource Pack for Professionals</i> setting out a model for a good transition in partnership with young people who shared their experiences within CAMHS. This will ensure that all services are aware of the need to communicate and work flexibly with the young person in their care. A <i>Young Person's Passport</i> will provide young people and their families with the information that they need prior to transition, detailing what to expect in Adult Mental Health Services.</p>
<p><b>New actions following from the recommendation:</b></p> <p>Transition arrangements from Child and Family to Adult services to be reviewed</p>
<p><b>Cabinet Member Comments:</b></p> <p>As prevention services develop within Adult Services it will be important to think about the transition from young people's early help services to adult prevention services. This will be part of a longer term strategy which fits with the Social Services and Wellbeing (Wales) Act 2016 and the Wellbeing of Future Generations (Wales) Act 2015</p> <p>We also need to bear in mind that the new Welsh Additional Learning Needs Bill will include Young People from 0-25 and may have a bearing on transition services.</p>
<p>Recommendation is <b>AGREED</b></p>

2.1 An action plan for the agreed recommendations is attached as **Appendix B**.

### **3.0 Equality and Engagement Implications**

3.1 Any actions and/or proposals identified as a result of scrutiny inquiry recommendations will be subject to the corporate equality impact assessment process (including any relevant consultation and engagement needs) as appropriate.

### **4.0 Legal Implications**

4.1 There are a number of legal implications arising from the actions in the report and specific legal advice to be sought when the actions are implemented.

## **5.0 Financial Implications**

5.1 There are no financial implications noted.

### **Background Papers:**

1. *Family Support Continuum Briefing Paper*
2. *T4CYP*
3. *How we support families in Swansea*

### **Appendices**

Appendix A – Original Scrutiny Report

Appendix B – Proposed Cabinet Action Plan