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| ABM University Health Board | |
| Date of Meeting: Thursday, 8 th February 2018 Mental Health and Capacity Legislation Committee Agenda item: | |
| Subject | Update Report on Child & Adolescent Mental Health Services (CAMHS) |
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1.0 Situation

The purpose of this paper is to provide an update on progress made to improve the governance in relation to Child & Adolescent Mental Health Services (CAMHS) including the specialist services provided by Cwm Taf that have historically been a concern for the Health Board. It also includes details of the Health Board's Delivery Plan for Services to Support the Emotional Health & Wellbeing of Children & Young People 2017-19 attached as **Appendix A**, and the progress against the areas included within it.

2.0 Background

2.1 Improved Governance

CAMHS has always been a challenge for ABMU Health Board and, at a time when the Health Board is seeking to reduce its overhead costs, every effort is being made to reduce the number of groups and boards that operate within it. CAMHS is an area where there has been a lack of clarity over the roles of various groups involved with this service, and efforts have been made over the past 18 months to streamline and make these arrangements more effective.

Section 3.2 of this report outlines the action taken by ABMU to ensure that the established Groups/ Boards are fit for purpose.

2.2 Services to Support the Emotional Health & Wellbeing of Children & Young People Delivery Plan 2017-19

The ABMU Delivery Plan, approved by the Health Board's Executive Team in August 2017 and the Western Bay Regional Partnership covers the following high-level priority areas for 2017 – 2019:

- Improved accessibility to local CAMHS services
- Development of a sustainable and fit for purpose workforce
- Development of the Neuro Developmental Disorder Service
- Securing appropriate accommodation for specialist CAMHS in Bridgend, Neath Port Talbot and Swansea areas

The Children & Young People's Emotional Health & Wellbeing Planning Group monitors the implementation of the Delivery Plan when it meets quarterly. The Planning Group is multi-agency, and its membership includes the three local authorities, ABMU, and the third sector as well as representatives of parents and children & young people.

3.0 Assessment

3.1 ABMU Delivery Plan Progress Update

There are sections of the ABMU Delivery Plan attached as **Appendix A** where delivery of improvements can only be achieved by ABMU via its role as Commissioner, and ensuring that through improved governance, and partnership working; access and outcomes for ABMU residents will continue to improve.

The following Delivery Plan highlights are as follows:

3.1.1 Improved accessibility to local CAMHS services

- Whilst the introduction of the Choice and Partnership Approach (CAPA) by the CAMHS Network in September had improved performance against the 28-day target initially, a deterioration of this improved position occurred in October. This deterioration is as a result of a significant rise in referrals in October, and a number of staff vacancies;

Cwm Taf have highlighted that they are progressing with a number of actions including waiting list initiative clinics as a result of additional investment from Welsh Government, and the continuation of CAPA. This position will be monitored by ABMU at Commissioning Meetings;

- In relation to the other performance related actions, access to the Crisis Team has consistently been good for ABMU residents, and this has resulted in the achievement of the 48-hour Welsh Government target for urgent assessments. This position is secure following the expansion of the crisis team to 7 days a week since the 1st December 2017;

- ABMU were successful in securing revenue funds from the Integrated Care Fund (ICF) for three liaison posts. These liaison posts are an approach that would facilitate earlier intervention and prevention for children, young people & adolescents. The implementation of this approach has been a challenge as a result of recruitment issues, however three individuals are now in post and efforts are being made to ensure the ICF will support these posts for 2018-19;
- Improved working with local authorities in relation to transition is also an area for improvement, and the CAMHS clinical lead is fully engaged with this work.

3.1.2 *Development of a sustainable and fit for purpose workforce*

- Cwm Taf have progressed with developing its therapies staff, with the implementation of the therapies training strategy. Training was held in 2015 and since then fortnightly consultation supervision sessions with qualified staff to continue the learning and clinical skills gained on the courses have been undertaken;
- Plans are underway to transfer Primary Care CAMHS to ABMU Health Board. A Project group has been set-up to manage the operational transfer from Cwm Taf to the Mental Health & Learning Disabilities Delivery Unit, and agree a service model that fits the needs of ABMU residents going forward. This work had originally been planned for completion in Autumn 2017, however this will now flex to take account of the changes planned with the Bridgend boundaries and so be implemented from April 2018.

3.1.3 *Development of the Neuro Developmental Disorder (NDD) Service*

- In 2016, the management of the NDD Service transferred from Cwm Taf to ABMU, and specifically to the Childrens Services section of Singleton Delivery Unit;
- The Service is already well established, and in addition to prioritising timely access to services the team have undertaken a baseline assessment against the All Wales pathway. Differences have been identified in the referral pathway across the three local authority areas, and plans are in place to rationalise these and ensure consistency by April 2018;
- As a result of the work undertaken in relation to the All Wales pathway, a consistent single pathway has been implemented for NDD, and the NDD team are delivering training to schools and other agencies about how to access services appropriately;

- £200k was successfully bid for from Regional ICF in 2017-18 to expand the NDD team, although as this money was non-recurrent there were some difficulties attracting key staff. These monies will enable the target of all NDD patients being assessed within 26 weeks of referral will be achieved by 31st March 2018.
- For 2018-19 onwards £250k of the funding ring-fenced from the Welsh Government for Mental Health has been identified for Children & Young People from the ring-fenced funding for Mental Health (age blind) which was allocated to ABMU. £200k of this will be used from 2018-19 to fund substantive NDD posts, to support the continued delivery of the waiting time target while also providing more support for families whilst the remaining £50k will be used to strength the Liaison service / Primary CAMHS outlined above.

3.2 Improved Governance

The following brief outlines how the reformed Groups are working towards reducing the overall risk for the Health Board in relation to CAMHS, and ultimately improve access to these services for the ABMU population.

3.2.1 Children and Young People's (C&YP) Mental Health Planning Group

The purpose of the Children and Young People's (C&YP) Mental Health Planning Group is to ensure the delivery of the key actions related to the well-being of our population and mental health services for children, young people and their families from the national *Together for Children & Young People's Mental Health* programme, which has been developed into an ABMU delivery plan. This planning group has representation from ABMU and Cwm Taf University Health Board, parents, Local Authorities and the voluntary sector. Links with ABM Youth are being established to ensure the voice of young people also influences the group's work;

The C&YP Mental Health Planning Group provides leadership, influence and support to ensure successful local delivery of the strategy and the delivery plan where it relates to children, young people and their families, integrating not only health services, but education, social services and voluntary sector services.

3.2.2 Cwm Taf/ ABMU Commissioning Group

The overall aim of the Commissioning Group is to allow ABMU and Cwm Taf to work as partners to resolve some of the strategic and operational challenges facing CAMHS in the ABMU area (provided by Cwm Taf Health Board).

Historically the information shared in relation to CAMHS performance has been ad hoc, and very limited. Cwm Taf now produce performance reports for each Commissioning Group meeting including an update on waiting times and vacancies in the system and their plans to achieve the trajectory of improvement.

In 2017/ 18 the above groups have met regularly, and governance and assurance has significantly improved. The following progress should be noted specifically:

- At the C&YP Mental Health Planning Group the CAMHS network are visible, and share performance data with all partners and illustrate what and where the demand is. This has generated useful discussions in terms of what partners can do to improve services, and what the potential gaps are for service users and their families;
- ABMU now has a Delivery Plan for CAMHS, aligned to the work streams of the *Together for Children & Young People's Mental Health Framework*. Quarterly updates are provided at the C&YP Planning Group meetings, and there is now shared responsibility across all partners for improving services. Historically CAMHS has been seen as a Health Board problem, but agreement was reached in 2017 that this should be adopted as a Western Bay tier 1 priority;
- Terms of reference for the CYP Mental Health Planning Group have been refreshed including the membership to ensure that this group is fit for purpose, and attendance is consistent and at a senior level across all partner organisations;
- The Commissioner/ Provider relationship is much improved, and meetings are held monthly. A performance report is shared at each meeting, and is discussed in detail. Whilst performance continues to be a challenge the improved relationship allows ABMU to understand the provider's position, challenge more robustly where appropriate and agree when and how it can provide support.

Whilst much of the core business is undertaken at the above meetings, there has been a need to convene task and finish groups to progress some of the actions within the ABMU Delivery Plan. One group convened to look at the availability of accommodation for CAMHS & Mental Health Services across ABMU, and the lead for this work is ABMU capital planning. The other sub-group has been set-up to discuss the transfer of Primary Care CAMHS from the CAMHS Network to ABMU, and to agree the future service model. Where necessary other task and finish groups will be established to deliver particular outcomes.

4.0 Recommendations

Members of the Committee are asked to:

- Note the progress made to develop partnership working including the provider/ commissioner relationship, and the Children & Young People Emotional Health & Well-being Planning Group;
- Note the progress made against the ABMU Delivery Plan;
- Note the improvements to governance arrangements.

ABMU Health Board

Delivery Plan 2017 – 2019

Services to Support the Emotional Health & Wellbeing of Children & Young People

**(Child & Adolescent Mental Health
Services - CAMHS)**

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APPENDICES

Appendix 1 – ABMU Delivery Plan priorities 2017/18

1. BACKGROUND

Over a number of years the provision of specialist Child and Adolescent Mental Health Services (CAMHS) has caused concerns because of long waiting times and the lack of support for professionals to support Children & Young People's emotional health and wellbeing. As a result since April 2016 a new approach to tackling these issues has been taken with the Assistant Director of Strategy and Partnerships leading a new commissioning approach to these services. Both in conjunction with Cardiff & Vale and Cwm Taf University Health Board commissioners, in partnership with existing Cwm Taf CAMHS and with the relevant Delivery Units within ABMU Health Board to delivery operational responsibilities where required as services are increasingly being directly provided by ABMU rather than all through Cwm Taf's services. Improvements in performance are starting to show, but it is recognised that there is still much more to do and clarifying the operational responsibilities for some of these issues within ABMU will do much to mitigate the risks involved.

Welsh Government Guidance on CAMHS

The Welsh Government has established a Together for Children & Young People programme for the improvement of CAMHS across Wales. This includes a range of initiatives including specifications for specific components of the service and a specialist CAMHS Framework for Improvement which each Health Board has to report against annually. It also oversees the establishment of specific teams to improve the support available for children and young people, which can be broadly split into the following areas:

Specialist CAMHS including Tier 4 inpatient care:

- Crisis Care
- Early Intervention in Psychosis
- Eating Disorders
- Local primary Care Mental Health Services for C&YP
- Neurodevelopment disorders

Whilst access to CAMHS has been a significant concern for the Local Authorities and GPs to date, the problem has largely been perceived as a health problem, and specifically that Cwm Taf CAMHS need to improve their performance and this will resolve the problem. However it is clear that this is only one part of the problem. At least as important is the lack of alternative interventions available for children and young people who need support but do not meet the national criteria for acceptance into specialist CAMHS – over half the referrals do not currently meet these criteria. Therefore there have been discussions through the Western Bay partnership about the importance of CAMHS being seen as a multiagency problem, which will only be resolved by a multiagency response. As a result Western Bay, for the first time, has agreed that CAMHS is a joint priority for the Regional Partnership Board consisting of ABMU Health Board and the 3 Local Authorities plus third sector partners. In line with this a report was produced for the recent Western Bay Regional Partnership Board and the Health Board's Quality and Safety Committee outlining the range of work underway and planned to improve support for the emotional health and wellbeing of children and young people, including the joint agency development of tier 1 and 2 interventions to avoid referral into specialist CAMHS where this is not appropriate.

2. SERVICE PLANNING AND DEVELOPMENT

Specialist CAMHS

Specialist CAMHS have traditionally been provided for the ABMU population by Cwm Taf Health Board, encompassing a range of services to support children and young people's mental health as well as assessment and support for children over 5 years old with neurodevelopmental disorders. With the advent of the Mental Health measure in addition services have been developed to ensure that there is access from primary care to assessments and treatment. However the main focus of specialist CAMHS should be the provision of Tier 3 and Tier 4 services (the latter through inpatient provision at Ty Llydiard on the Princess of Wales Hospital site for South Wales).

Over the past few years Cwm Taf has developed services to respond to some of the requirements across Tiers 1 and 2 services as well, but this has resulted in the view from partner organisations that any emotional health and wellbeing issues for children and young people should be referred to specialist CAMHS, whereas the children themselves want this to be the service they are referred to only as a last resort. In reality there are a lack of alternative services available, particularly at Tiers 1 and 2, leading to referrals to specialist CAMHS, almost half of which do not fit their referral criteria. Having said this, waiting times for specialist CAMHS assessments and neurodevelopmental disorders assessments are much too long, and while on the waiting list there is a lack of alternative support available for these families.

Neurodevelopmental Disorder Services

In late 2016 the over 5 service transferred from Cwm Taf Health Board into ABMU Childrens Services Group, with Welsh Government funding allocated to health boards to establish a dedicated NDD team for all children and young people. This transition process has not been straight forward due to the lack of clarity over some aspects of the services which have taken some time to resolve. It is also clear that the funding provided by Welsh Government will not be sufficient to ensure that the waiting times target of all under 18s being assessed within 26 weeks of referral is achieved.

Cwm Taf CAMHS has traditionally provided the Neurodevelopmental disorder service for children over 5 years, but has put these children on the waiting list on receipt of referral rather than when all supporting assessments have been received which is not consistent with guidance from Welsh Government. This has now been resolved and the NDD service is gradually being integrated with the community paediatrics service which provided the NDD service for under 5s.

3. FACILITIES AND ACCOMMODATION

The facilities and accommodation used by CAMHS to see children and young people and to have as office bases have developed historically on an ad hoc basis and are not fit for purpose nor sufficient for the expanded range of services now provided. The facilities are often in inappropriate locations, based more on accidental availability of space than appropriate facilities to see Children, Young People and their families in logical geographical locations across ABMU. Cwm

Taf have provided information on all the staff employed in the various teams across the ABMU area, where they are currently based and issues with the extent or type of accommodation. Most problematic is the current base for Swansea and some specialist services in Trehafod and Fairfield at the bottom of the Cefn Coed site. Whilst these are not dependent on electrical or heating infrastructure from CCH, they do depend on the IT server from this site, so the planned closure of the site means that the transfer of these services and the associated staff is an urgent need which needs to be addressed – a project team is in place to oversee the identification of alternative premises.

4. PERFORMANCE

The performance of Child and Adolescent Mental Health Services has been a long-standing area of concern for ABMU Health Board, and progress is being made to improve the commissioner/ provider relationship with Cwm Taf to improve the delivery of services for ABMU residents. Alongside this, services which support local services such as Neurodevelopmental disorders (NDD) (linked with community paediatric services), early onset psychosis (linked with adult mental health services) and primary CAMHS (linked to GP clusters) are being transferred back to the direct management of ABMU Health Board, leaving Cwm Taf to concentrate on the provision of specialist CAMHS for our population. To support these changes, two bids for Integrated Care Funding (allocated to the Western Bay Regional Partnership Board by Welsh Government) have been successful which will support the NDD and primary CAMHS services. To ensure the various elements of work relating to CAMHS are being progressed in line with appropriate timescales a Delivery Plan is being developed which will be overseen by the multi-agency Children & Young People's Emotional and Mental Health Planning Group and progress monitored by the internal assurance group established with the Vice Chair.

Monthly commissioning meetings are held with Cwm Taf Health Board regarding delivery of CAMHS for the ABMU population. Issues with consistency of performance reporting to Health Boards are being resolved to ensure that information reported to Boards is consistent with that reported to Welsh Government in future. CAMHS remains a priority for the Strategy Directorate in terms of setting the strategic direction for services and commissioning against these as well as for the Mental Health & Learning Disability, Primary and Community Services and Singleton (children's services) Delivery Units in terms of delivery of services. In addition an annual report on progress is submitted to Welsh Government, along with reporting to the internal Vice Chair's CAMHS Assurance Group to monitor progress and take action as required.

Services to Support the Emotional Health & Wellbeing of Children & Young People Delivery Plan 2017 - 2019

| Priority Area (T4CYP Framework for Action) | Health Board Priority | Action to Delivery Priority | Lead | Timescale | Progress Quarter 2 (as at the 30th September) | Progress Quarter 3 (as at 24 November 2017) |
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| Early years resilience and wellbeing | Improved accessibility to local CAMHS services | Contact to be made following referral within 10 days with assessment and treatment commencing within 14 days | Cwm Taf UHB | Monthly | Implementation of CAPA across ABMU in September '17. | CAMH Services key performance indicators are assessment within 28 days of referral for S-CAMHS. The longest wait across the region is currently 29 weeks with 32.1% of families assessed within 28 days. From additional funding provided by WG, the Service is in the process of establishing WLI clinics in order to improve compliance. CAPA was implemented across all 3 Local Authority areas of ABMU on 11th September. Early indications are that the new model is operating well with arrangements being established for review during the middle of 2018. |
| | | Develop workforce to meet the requirements of the | | Ongoing | Significant work has been undertaken during the past 12 months with a focus on developing staff skills in 2 | |

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| | | operational policy and pathway | | | particular modalities - CBT and SFP. All staff attended training and this has been followed up with supervision groups to ensure sustainability going forward. | |
| | | Improved working with local authorities and improved transition for children & young people | | Ongoing | | The Clinical Lead is fully engaged in discussions with CAMHS around transition. |
| Early intervention and enhanced support | Development of a sustainable and fit for purpose workforce | Develop and Implement liaison posts (ICF investment) | Cwm Taf UHB | Aug-17 | Delayed pilot largely down to the level of vacancies within the field. Cwm Taf will prioritise this action and plan agreed to ensure that posts are in place for Q3 utilising existing staff. | 3.0 wte Fixed Term Band 6 posts have been advertised - 3 applications were received. Interviews are being arranged. These new staff will focus on Part 1 assessments with substantive P-CAMHS staff focussing on consultation and liaison element of the service. |
| | | Establish a directory of services available to | Strategy Lead, | Dec-17 | | Discussions and scoping to be undertaken. |

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| | | support the emotional health and wellbeing of children & young people | ABMU HB | | | |
| | | Transfer of Primary Care CAMHS to ABMU Health Board | MH / LD Delivery Unit, ABMU HB | Summer 2018 | Project scoping meeting held on the 26th October 2017 - terms of reference for the Group agreed. | Project meeting held in November, and agreed that intelligence on the current service is required before any service modelling can take place. Next meeting in January. |
| | | Upskilling of staff with increased support for therapies | Cwm Taf UHB | Sep-17 | Since the training last year - explained above - we have implemented fortnightly consultation supervision sessions with qualified staff to continue the learning and clinical skills gained on the courses. In terms of SFP and CBT, we are planning new training days in the new year. | |
| | | Implementation of therapies training strategy | | Ongoing | | |
| Neuro developmental Issues & Co-morbid MH/LD | Development of NDD Service | Develop plans to improve facilities and accommodation for staff and patients | Children's Service Manager, Singleton Delivery Unit | Oct-17 | The team are based at Neath Port Talbot hospital, but currently see patients at Trehafod in Cefn Coed until more suitable accommodation can be secured at Neath - this work will be a priority for Q3. | |

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| | | Strengthen communication links with education/CAMHS/learning disabilities to ensure consistent pathway and access | | Ongoing | Training undertaken for Educational Psychologists and schools across the three localities in ABMU in order to implement the all Wales referral pathway effectively. |
| | | Baseline assessment against requirements of all-Wales pathway to be completed | | Sep-17 | Baseline assessment against all Wales pathway completed - identified differences in referral pathway across three local authority areas, plan in place to rationalise by April 2018. |
| | | Identify appropriate follow up support for medication monitoring of ADHD patients (options are CAMHS/GP and/or pharmacist) | | Dec-17 | This currently provided by CAMHS until we appoint a nurse practitioner. |
| | | Establish monthly project team and attend All Wales Steering group | | Aug-17 | Monthly team meeting in place includes community paediatrics to achieve a consistent pathway and waiting list reporting for children under 5 and over 5. Over 5 waiting list reporting now in place, under 5 not yet accurate but working on this. |

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| | | Implementation of all Wales NDD pathway via monthly meeting with education leads from 3 local authorities | | Aug-17 | As per point above, will be completed by end of March 2018, training taken place with each local authority education leads |
| | | Identify recurring funding to advertise additional psychiatrist sessions, prescribing nurse sessions and health visiting time required to balance capacity and demand | Strategy Lead, ABMU HB | Sep-17 | £250k has been identified for CYP from the ring-fenced funding for Mental Health (age blind) which was allocated to ABMU for 2017-18 this has been used to fund NDD posts in 2017. NDD Demand continues to exceed capacity. ICF bid to create additional Consultant psychiatrist capacity, particularly for ADHD pathway. In the process of obtaining Royal College approval for job description. Will also advertise for a specialist nurse to provide support to team, including medication monitoring. |
| Early intervention and enhanced support | Improved accessibility of local CAMHS services | Expand and deliver the Service to operate 7 days a week | Cwm Taf UHB | Oct-17 | The CAMHS Crisis Team is due to become 7 day operational from 1st December 2017. |
| | | Improve recruitment & retention | Cwm Taf UHB | Ongoing | Consideration given to appointment of generic therapy staff across the locality and not profession specific; improve training for staff; introduced students - nursing and therapy - into localities. |

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| | | Achievement of 48 hour Welsh Government target (dependent on running service 7 days a week) | Cwm Taf UHB | Oct-17 | <p>Compliance has been consistent over the last 12 months despite continued long term staff sickness within the Crisis Team. 98% compliance was achieved in September compared to 95% in August. The team is now in a much better position in terms of staff returning from sick leave, new staff starting and the return of one member of staff from generic to Crisis.</p> | Compliance against the 48 hour target is consistently achieved. All posts in Crisis are filled. |
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| | | Identify alternative accommodation for service to operate from | NPT Delivery Unit / Strategy Lead | Nov-17 | Clarity has now been sought in relation to requirements, and discussions have been initiated with ABMU Capital Planning | This situation continues to pose significant difficulties for CAMH Services. |
| | | Transfer of service from Cwm Taf to ABMU HB | Children's Service Manager, Singleton Delivery Unit, ABMU | Autumn 2018 | | CAMHS representatives are fully engaged with this process. |
| | Securing appropriate accommodation for specialist CAMHS in Bridgend, Neath Port Talbot and Swansea areas | Identify alternative / additional accommodation for services in each Local Authority area, particularly to move off Cefn Coed site | Strategy Lead, ABMU HB | Nov-17 | Meeting held with ABMU Capital Planning | This situation continues to pose significant difficulties for CAMH Services. |

