

**WOLVERHAMPTON CCG**  
**Governing Body Meeting**  
**23<sup>rd</sup> May 2017**

<b>TITLE OF REPORT:</b>	Children’s Emotional Health and Wellbeing
<b>AUTHOR(s) OF REPORT:</b>	Mags Courts
<b>MANAGEMENT LEAD:</b>	Steven Marshall
<b>PURPOSE OF REPORT:</b>	<p>The Local Transformation Plan<sup>1</sup> has identified that there has been minimal investment in the emotional mental health and wellbeing service (formerly Tier 2), and that this represents a specific and significant gap in the service system.</p> <p>This paper seeks approval for:</p> <ol style="list-style-type: none"> <li>1. Additional funds to be made available from both NHS Wolverhampton CCG and the City of Wolverhampton Council for the emotional mental health and wellbeing services to close the gap in the service system identified through the CAMHS transformation programme</li> <li>2. Agreement for the CCG to procure the emotional mental health and wellbeing services for three years</li> <li>3. Agreement to include the funding for the ‘new’ emotional mental health and wellbeing service as well as Inspire, Child and Families Service and Key team into the Better Care Programme board</li> <li>4. Services which are funded by both City of Wolverhampton Council (CWC) and Wolverhampton Clinical Commissioning Group (WCCG), to be managed under a pooled financial arrangement (Section 75) which is already established as the Better Care Fund.</li> </ol>
<b>ACTION REQUIRED:</b>	<input checked="" type="checkbox"/> <b>Decision</b> <input type="checkbox"/> <b>Assurance</b>
<b>PUBLIC OR PRIVATE:</b>	This Report is intended for the public domain
<b>KEY POINTS:</b>	<ul style="list-style-type: none"> <li>• Funding has been identified of £100,000 from the additional growth funds available for Child and Adolescent Mental Health Services to support this new service.</li> <li>• Provision of an Emotional Mental Health and Wellbeing service will reduce the number of referrals being sent to the specialist CAMHS service and ensure support is being received in the right place at the right time and provided by the right people.</li> <li>• This service along with the following tier 3 services (CAMHS, Key and Inspire) will be managed under a pooled financial</li> </ul>



	arrangement (Section 75) through the Better Care Fund.
<b>RECOMMENDATION:</b>	Approval to use CAMHS funds to commission a joint Emotional Mental Health and wellbeing service with the City of Wolverhampton Council for a three year period. Approval also sought for the service to be governed under the Better Care Fund via pooled budget arrangements.
<b>LINK TO BOARD ASSURANCE FRAMEWORK AIMS &amp; OBJECTIVES:</b>	[Outline how the report is relevant to the Strategic Aims and objectives in the Board Assurance Framework – See Notes for Further information]
1. Improving the quality and safety of the services we commission	Provision of an Emotional Mental Health and Wellbeing service will ensure that young people are being seen at the right place, at the right time and by the right people rather than being referred to the specialist CAMHS service, where nearly 33% of those referred did not receive a service.
2. Reducing Health Inequalities in Wolverhampton	Development of an Emotional Mental Health and Wellbeing service will provide an integrated commissioned service for the children and young people of Wolverhampton which will ensure easier access to relevant services.
3. System effectiveness delivered within our financial envelope	Development of the Emotional Mental Health and Wellbeing services will ensure that we are working with our partners in the council to provide a service where young people’s emotional mental health issues can be managed rather than in a more specialist setting.

## 1. BACKGROUND AND CURRENT SITUATION

- 1.1. As the children and young people’s CAMHS transformation in Wolverhampton is entering the implementation phase, it is vital that commissioning activities become more closely aligned, critical gaps in service provision are closed and a new governance structure is established. The Local Transformation Plan<sup>1</sup> has identified that there has been minimal investment in the emotional mental health and wellbeing service (formerly Tier 2), and that this represents a specific and significant gap in the service system.
- 1.2. This paper seeks approval for:
- additional funds to be made available from both NHS Wolverhampton CCG and the City of Wolverhampton Council for the emotional mental health and



wellbeing services to close the gap in the service system identified through the CAMHS transformation programme,

- agreement for the CCG to procure the emotional mental health and wellbeing services for three years
- agreement to include the funding for the ‘new’ emotional mental health and wellbeing service as well as Inspire and Key team into the Better Care Programme Board
- services which are funded by both City of Wolverhampton Council (CWC) and Wolverhampton Clinical Commissioning Group (WCCG), to be managed under a pooled financial arrangement (Section 75) which is already established as the Better Care Fund.

## 2. BACKGROUND

2.1. Children and young people of Wolverhampton have been identified as having significant mental health needs.<sup>1,2</sup> For the majority of risk indicators for mental health, the population of Wolverhampton scored significantly higher when compared to England averages – e.g. hospital admissions for self-harm, rate of children being looked after, first entrants into the youth justice system, and numbers of children living in poverty. Applying the Centre for Mental Health model to the Wolverhampton population<sup>3</sup>, the prevalence of mental health problems in children and young people can be calculated. As this model uses England averages, the data underestimates the reality, as the Wolverhampton population scores higher on most indices of risk than the English averages.

Prevalence <sup>3</sup>	Number	Level of mental health need
15%	12,214	Children needing extra help to build resilience as they face greater risk. Some also have deteriorating mental health and need early help to de-escalate and restore wellbeing.
7%	5,700	Children with less complex and risky level needs.
1.85%	1,221	Very complex or high risk diagnosable mental health needs.
0.075%	61	Children with highly complex, concerning specialist diagnosable mental health needs.

*Table 1: Numbers of children at each level of need based upon Centre of Mental Health model*

<sup>1</sup> see Local Transformation Plan for details and references (<https://wolverhamptonccg.nhs.uk/your-health-services/mental-health-services>)

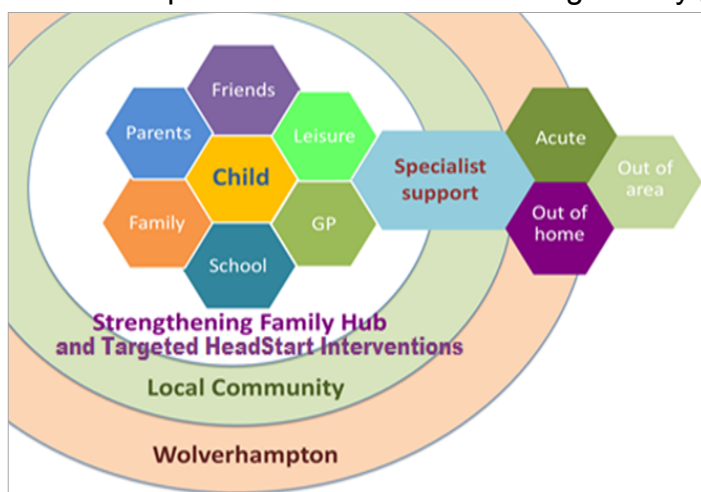
<sup>2</sup> See Joint Strategic Needs Analysis - <http://www.wolverhampton.gov.uk/jsna>

<sup>3</sup> Model uses England averages. Centre of Mental Health - [www.centreformentalhealth.org.uk](http://www.centreformentalhealth.org.uk).



2.2. In response to the high needs identified in the city of Wolverhampton, a major transformation of mental health services for children and young people has been undertaken. A place based care model has been co-designed with partners, and aligns with the establishment of the Strengthening Family Hubs and the HeadStart satellite sites. These co-located, multidisciplinary teams will be able to deliver care closer to home, as well as devise specific proactive interventions targeted to meet the needs of the neighbourhoods in which they work.

2.3. Wolverhampton has been awarded a Big Lottery grant to develop and implement a



Phase Three test and learn model of HeadStart (Wolverhampton) to deliver four different components over a five year funded programme:

Figure 1:

Place based care model resulting from system transformation

- City-wide mental wellbeing information and awareness raising.
- An area-based Universal Offer.
- A Universal Plus Offer for those in our specified age-range.
- Targeted Intervention for those most at risk.

2.4. These four components will support the prevention and early help initiatives that are required when looking at transforming the whole system to ensure that children and young people develop emotional resilience and receive appropriate services at a time and place when they require it. It is anticipated that an outcome of the HeadStart model is to provide evidence to support the implementation of the Emotional Mental Health and Wellbeing Service (old tier 2 services). It also includes the universal digital strategy which forms an important element of the universal offer and early intervention in Wolverhampton in promoting, protecting and preserving the mental well-being of young people through the building of skills and supports in developing resilience, and providing online support.

2.5. The targeted interventions to children and young people most at risk, in the four designated HeadStart areas, are yet to be specified but will potentially match the specification of the Emotional Mental Health and Wellbeing service. However, within their Lottery bid, HeadStart has agreed to focus on working with vulnerable groups of



children and young people, including those from Black and Minority Ethnic communities; those in contact with the criminal justice system; lesbian, gay, bisexual and transgender young people; and those who misuse substances.

- 2.6. WCCG, CWC and HeadStart commissioners will need to work closely to avoid duplication, and ensure that all children and young people across all Strengthening Family Hubs are able to access appropriate interventions. These targeted interventions will be provided at the same level as the Emotional Mental Health and Wellbeing services.
- 2.7. While some details about the implementation of the transformation model (represented in figure1), as well as pathways in and out of services are still to be finalised, it is clear that a gap in service provision exists at the targeted intervention or early help level which is going to be called the Emotional Mental Health and Wellbeing Service (formerly referred to as Tier 2). This gap has meant that the early intervention services do not have the opportunity to refer children, young people and their families to more appropriate and qualified, but not specialist, mental health services.
- 2.8. With few options available, professionals in the city refer to the CAMH services provided by Black Country Partnership Foundation Trust (BCPFT). This service has a significant number of referrals for children and young people, with a proportion of conditions that do not reach the criteria to receive a mental health diagnosis – the flow of children and young people accessing the specialist provision of CAMHS data from 2015-16 is presented in Figure 2. While 66 per cent of children and young people assessed by a mental health practitioner were provided specialist intervention by CAMHS professionals, a large minority (711 or 34%) were not. A proportion of these 711 children and young people were signposted to information, or other possible agencies to receive a service, though many were returned to referral point (355 or 50%), or simply told that they did not meet threshold for service (240 or 36%). This has caused a great deal of frustration across the service system, with referrers disgruntled with an inability to find solutions to current problems, and dissatisfaction amongst mental health providers unable to deliver services to children and young people clearly in need.



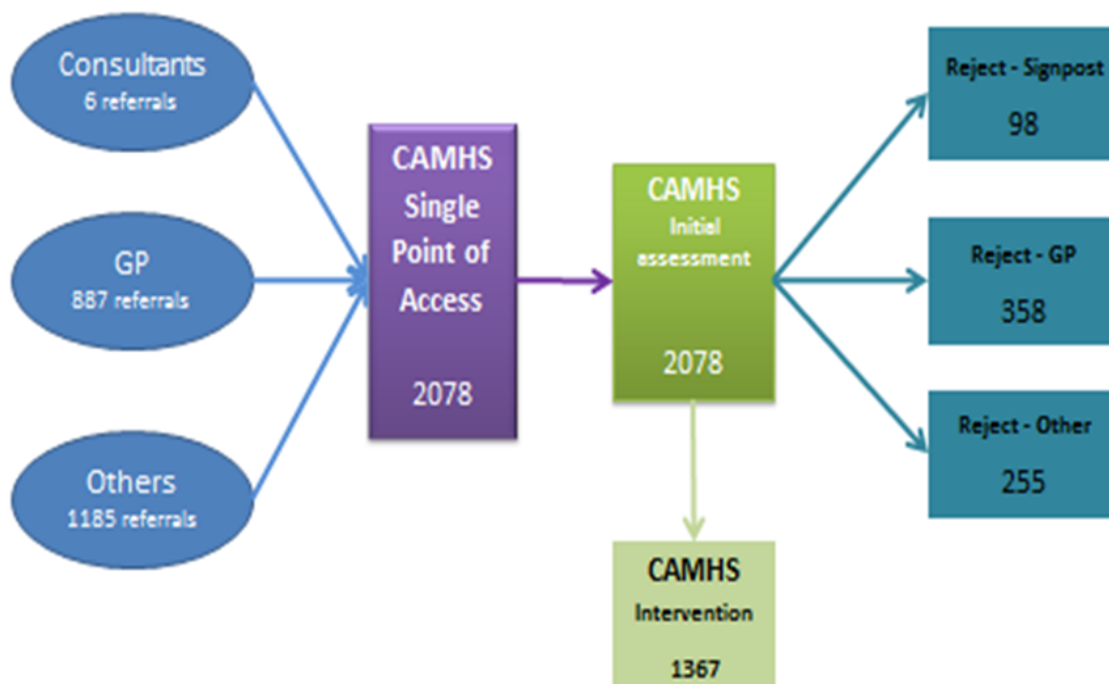


Figure 2: Referrals to CAMHS with numbers receiving an intervention (2015-16)

2.9. The lack of an Emotional Mental Health and Wellbeing service has placed pressure both on frontline early help and primary care workers as well as specialist mental health services, because

- 1.) there have been few therapeutic services available to intervene early in emerging wellbeing and mental health problems, and
- 2.) 34 per cent (711) of children and families referred to Child and Adolescent Mental Health services (CAMHS) in 2015/16 did not have a mental health disorder, were not provided with a service, and were often returned to the referral source.

2.10. Funding the Emotional Mental Health and wellbeing services will reduce the problems identified above and WCCG has identified funding of £100,000 from the additional growth funds available for Child and Adolescent Mental Health Services to support this new service. CWC has agreed to provide £125,000 towards the funding of this integrated service. This joint funding stream will be available recurrently.

2.11. HeadStart are potentially providing at least another £100,000 for a fixed period of three years towards this service with the funding for their targeted groups within the specific geographical areas identified as part of the Lottery Bid.



- 2.12. Given that HeadStart is providing funding for three years only as part of the Big Lottery Bid, it is felt that the procurement of the Emotional Mental Health and Wellbeing service in this instance should be for this period of time.
- 2.13. By combining funds from WCCG and CWC along with potential funding from HeadStart for a fixed period of time, specifically identified for the new Emotional Mental Health and Wellbeing service, it will be possible to commission a more effective, integrated, and aligned service than if budgets and commissioning activity were kept separate.
- 2.14. It is suggested that agreement to include the funding for the 'new' emotional mental health and wellbeing service as well as the funding provided by WCCG and CWC for the Inspire and Key team (which is considered old tier 3 services) be moved into the Better Care Programme Board where it can be managed in a more integrated manner.
- 2.15. It is anticipated that as part of the funding arrangements a contract variation will be completed and CWC will become an associate on the current contract which WCCG holds and manages with BCPFT. Management of this contract will be undertaken as part of the contract monitoring arrangements which are in place at the CCG which CWC are invited to attend.
- 2.16. The pooled funding arrangement for these services should be managed under a Section 75 which will enable greater integration between health and social care and ensure the service is more tailored to local needs.
- 2.17. The budget lines that are to be considered to become part of the joint funding arrangement are detailed in Table 3.

Specialist Services funded by CWC (2016/17 budget) and WCCG (2017/18 budget) – formerly tier 3

	<b>CWC</b>	<b>WCCG</b>
Inspire (CAMHS)	167,000	475,566
Key team (CAMHS)	178,000	171,707
	345,000	647,273

*However, it must be noted that currently the expenditure for the Key team*



from the Local authority consists of both the local key team expenditure and the commissioned key team expenditure i.e. the city of Wolverhampton Council provides both funding to the team and also provides staff which they fund. The figure included in the budget lines excludes the internal support of the City of Wolverhampton Council as there are ongoing discussions about whether this can will continued to be allocated to the key team going forward. Agreement has still not been reached as to what staffing levels are required to meet the service specification which is currently under review.

New funding for Emotional Mental Health and Wellbeing Services – formerly tier 2

Emotional Mental Health and Wellbeing services	125,000	100,000
CAMHS Link Workers	--	76,291
	125,000	176,291

Total contribution to pooled arrangements

<b>Total</b>	<b>470,000</b>	<b>823,564</b>
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Table 3: Budgets to be considered to become part of a Section 75 arrangement

## 2.18 Options Appraisal

<p><b>Option 1:</b></p> <p>Status quo maintained</p>	<p>Keeping the current arrangements will not fully satisfy the agreed vision for an integrated service system in Wolverhampton for promoting Emotional Mental Health and Wellbeing. It means that a significant service gap remains, where early help workers do not have the necessary therapeutic support services needed to work effectively with children, young people, and their families. It will also maintain pressure on CAMHS with a large number of inappropriate referrals, and no services available to signpost to appropriately.</p>
<p><b>Option 2:</b></p> <p>Introduction of new funding for Emotional Mental Health and</p>	<p>CWC and WCCG to contribute new funds to the procurement of Emotional Mental Health and Wellbeing services. These services will be readily available to the front line workers in the Strengthening Family Hubs and primary care. Consideration will be given as to how these services will be accessed and whether it will be through the same point of</p>





Wellbeing services	access as CAMHS. This will ensure that children and young people will be directed to the most appropriate level of intervention first time, and that step-up and step-down can be managed more efficiently.
<p><b>Option 3:</b></p> <p>Introduction of new funding for Emotional Mental Health and Wellbeing services under pooled budget arrangements as well as for those services funded by both CWC and WCCG which will be procured for a three year period.</p>	<p>Option 3 is an extension of Option 2, and includes:</p> <ul style="list-style-type: none"> <li>• pooled budget arrangement (Section 75) for Emotional Mental Health and Wellbeing services</li> <li>• services that are funded by both CWC and WCCG</li> <li>• CAMHS Link Workers</li> </ul> <p>This would result in a joint approach to commissioning, contract management, and activity monitoring for these services. Combining funds and commissioning resources for the new Emotional Mental Health and Wellbeing services will facilitate the aligning of all Emotional Mental Health and Wellbeing activities, including specialist CAMHS, and accountability to the BCPB (Better Care Programme Board). This service is to be procured for a three year period.</p>

2.19 **Recommendation:** Option 3 is recommended for approval which will include WCCG along with CWC providing the funding for the Emotional Mental Health and Wellbeing service. It also details the management arrangements for the services including pooled funding arrangements under a section 75. The length of contract for these services will be for three years.

2.20 **Governance of CAMHS transformation**

<p><b>Option 1:</b></p> <p>Status quo maintaining CAMHS Transformation Partnership Board</p>	<p>Keeping the current arrangements will not fully satisfy the vision for having an integrated service for promoting emotional mental health and wellbeing for children and young people. It means that services for children and young people are governed and monitored in a different manner to adult mental health services, and duplicates the work of the BCPB. It also maintains service silos as providers work in an environment where funding decisions and commissioning activity are not fully coordinated.</p>
<p><b>Option 2:</b></p> <p>Governance</p>	<p>This option is for the work of the CAMHS Transformation Partnership Board to be absorbed into the BCPB. This would then result in a joint approach to commissioning, contract</p>



through BCPB.	management, and activity monitoring for children and young people’s emotional mental health and wellbeing services, and channels responsibility through the BCPB for both children’s, and adult’s mental health services. This option also introduces efficiencies which will reduce the number of meetings commissioners and service providers need to attend.
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2.21 **Recommendation:** Option 2 is recommended for governance of the CAMHS transformation work to be undertaken through the Better Care Programme Board (BCPB).

2.22 **Implementation and operation of Option 2 – Inclusion in Better Care Programme Board**

By being incorporated into the BCPB, the emotional mental health and wellbeing activities in children and young people’s services will be constituted as a workstream of the Board. The following is an outline of the structure and activities of the proposed workstream.

<i>Workstream</i>	Children and Young People’s Emotional Mental Health and Wellbeing Workstream
<i>Governance</i>	Better Care Programme Board and the link across to the Childrens’ Trust Board
<i>Budget arrangements</i>	See separate report <sup>4</sup> that proposes that budgets for services funded by both CWC and WCCG be managed jointly through a Section 75 agreement.
<i>Senior Responsible Officer</i>	Steven Marshall Director of Strategy & Transformation, WCCG
<i>Workstream Leads</i>	Joint lead arrangement with: <ul style="list-style-type: none"> <li>• Mags Courts, Children’s’ Commissioning Manager, WCCG.</li> <li>• Kush Patel, Commissioning Officer, CWC.</li> </ul>
<i>Workstream Projects</i>	At this stage, specific Workstream projects have not been identified.



	To maintain its governance and oversight of the emotional wellbeing and mental health service system, the Workstream will work closely with a number of extant Boards, (including Childrens’ Trust Board, Strengthening Family Board, and Contract Review meetings) to which Workstream members are already attending. Specific Projects may be initiated as needs are identified.
<i>Disbanding CAMHS Transformation Partnership Board (CTPB)</i>	The CTPB be disbanded as the governance arrangements for children and young people’s emotional mental health and wellbeing services are taken over by BCPB. Some members of CTPB are currently members of the BCPB, while others may be invited onto the Board. Other members of the CTPB could be invited to membership of the BCPB Workstream’s projects as and when required.

### 3 CLINICAL VIEW

3.1 Currently as there are no equivalent tier 2 services available for children and young people with Emotional Mental Health and Wellbeing difficulties, there are a significant number of referrals made to the specialist CAMH service which are inappropriate. Procuring of an Emotional Mental Health and Wellbeing service would ensure that children and young people would be directed to the most appropriate level of intervention first time, and that step-up and step-down could be managed more efficiently by having clear pathways in place. There will be a quicker response to need – right professional, first time, and in the right place.

### 4 PATIENT AND PUBLIC VIEW

4.1 There has been a great deal of frustration across the current service system, due to lack of provision with referrers disgruntled with an inability to find solutions to current problems, and dissatisfaction amongst mental health providers unable to deliver services to children and young people clearly in need. Children, young people and their families and carers have been unhappy with the difficulties accessing the CAMH services although they often report that once seen by CAMHS professionals the service is good.



## 5 KEY RISKS AND MITIGATIONS

Risk	Mitigation
<p>Funds contributed to the pooled arrangement may change over time as organisations respond to fiscal challenges that may then impact on the service system.</p>	<ul style="list-style-type: none"> <li>➤ Finance leads and SRO to note fiscal challenges and identify risks to the service system funding.</li> <li>➤ With early identification of possible risks, a range of options be developed by SRO and Workstream Leads for presentation to BCPB for consideration</li> </ul>
<p>Under the HeadStart agreement with The Big Lottery, funding will need to be found for maintaining the web based early help universal service from 2019/20. This may place pressure on the funds allocated for Emotional Mental Health and Wellbeing services.</p>	<ul style="list-style-type: none"> <li>➤ Discussions to be held by Workstream Leads with HeadStart about the development and implementation of universal web based services and the digital offer.</li> <li>➤ Robust activity and outcome reporting to be provided by HeadStart on this initiative.</li> </ul>
<p>Schools withdraw funding of student counselling and support services, believing these to be the responsibility of the Emotional Mental Health and Wellbeing services.</p>	<ul style="list-style-type: none"> <li>➤ Communication plan to accompany the implementation of the new arrangements, including Emotional Mental Health and Wellbeing services funding that reiterated continuity of schools responsibility for the welfare of student and service provision</li> <li>➤ Engagement with schools to encourage them to join the commissioning arrangements for the Emotional Mental Health and Wellbeing services.</li> </ul>
<p>Poor data collection systems that do not allow sufficiently robust view of assessed need, service activity, and outcomes.</p>	<ul style="list-style-type: none"> <li>➤ Essential that all services within the system are commissioned and supported to collect data on activity and outcomes.</li> <li>➤ Highlight use of web based client record system by all service providers.</li> </ul>
<p>Cultural change requiring collaboration and integration, with a focus on child or young person's need is slow or does not occur at point of service.</p>	<ul style="list-style-type: none"> <li>➤ Operational service managers to reinforce that the service system needs to be flexible and focus on meeting presenting needs.</li> <li>➤ Service look to updating policies and processes to reinforce cultural change.</li> </ul>

1.1 There are no risks included on the risk register specifically related to the Emotional Mental Health and Wellbeing services.



## 6 IMPACT ASSESSMENT

### *Financial and Resource Implications*

- 6.1. Wolverhampton CCG has agreed to use £100,000 from the additional growth funds available for Child and Adolescent Mental Health Services to support the new Emotional Mental Health and Wellbeing Services. This will be recurrent funding.

### *Quality and Safety Implications*

- 6.2. Procuring an Emotional Mental Health and Wellbeing service will improve the quality of provision of mental health and emotional wellbeing services for children and young people in the city of Wolverhampton, ensuring they are seen at the right place, at the right time and by the right professionals. It will ensure that there is a reduction in the number of inappropriate referrals to the specialist CAMH services.

### *Equality Implications*

- 6.3. There are no equality implications.

### *Legal and Policy Implications*

- 6.4 There are no legal and policy implications.

<b>Name</b>	<b>Mags Courts</b>
<b>Job Title</b>	<b>Childrens Commissioning Manager</b>
<b>Date:</b>	<b>11<sup>th</sup> May 2017</b>

## **ATTACHED:**

<sup>1</sup>see Local Transformation Plan for details and references (<https://wolverhamptonccg.nhs.uk/your-health-services/mental-health-services>)

<sup>2</sup> See Joint Strategic Needs Analysis - (<http://www.wolverhampton.gov.uk/jsna>)

<sup>3</sup> Model uses England averages. Centre of Mental Health - [www.centreformentalhealth.org.uk](http://www.centreformentalhealth.org.uk).

## **RELEVANT BACKGROUND PAPERS**

(Including national/CCG policies and frameworks)



### REPORT SIGN-OFF CHECKLIST

**This section must be completed before the report is submitted to the Admin team. If any of these steps are not applicable please indicate, do not leave blank.**

	<b>Details/ Name</b>	<b>Date</b>
Clinical View	<b>Not applicable</b>	<b>10.05.17</b>
Public/ Patient View	<b>Not applicable</b>	<b>10.05.17</b>
Finance Implications discussed with Finance Team	<b>Andrea Hadley</b>	<b>10.05.17</b>
Quality Implications discussed with Quality and Risk Team	<b>Not applicable</b>	<b>10.05.17</b>
Equality Implications discussed with CSU Equality and Inclusion Service	<b>Not applicable</b>	<b>10.05.17</b>
Information Governance implications discussed with IG Support Officer	<b>Not Applicable</b>	<b>10.05.17</b>
Legal/ Policy implications discussed with Corporate Operations Manager	<b>Not Applicable</b>	<b>10.05.17</b>
Other Implications (Medicines management, estates, HR, IM&T etc.)	<b>Not Applicable</b>	<b>10.05.17</b>
Any relevant data requirements discussed with CSU Business Intelligence	<b>Not Applicable</b>	<b>10.05.17</b>
<b>Signed off by Report Owner (Must be completed)</b>	<b>Mags Courts</b>	<b>09.05.17</b>

