

NHS Ayrshire & Arran



Meeting: Ayrshire and Arran NHS Board

Meeting date: Monday 30 November 2020

Title: Ayrshire & Arran Child and Adolescent Mental Health Services (CAMHS) reform and progress against the Scotland wide commitment to children and young people's mental health

Responsible Director: Alison Sutherland, Interim Chief Officer, North Ayrshire Health and Social Care Partnership

Report Author: Thelma Bowers, Head of Service Mental Health

1. Purpose

This report is presented to the Board for:

- Awareness

This paper relates to:

- NHS Board/Integration Joint Board Strategy or Direction

This aligns to the following NHS Scotland quality ambition(s):

- Safe
- Effective
- Person Centred

2. Report summary

2.1 Situation

The purpose of this report is to provide awareness and assurance to the Board on the progress against a programme of significant reform work in Child and Adolescent Mental Health Services (CAMHS) to improve Children and Young People's Mental health and wellbeing with timely access to services and support to Children, young people and their families at a locality level.

This report defines the national and local context to the CAMHS improvement work in Ayrshire and Arran, key challenges and opportunities with an outline of the process to this compelling reform work which commenced in September 2020.

2.2 Background

The National Children & Young People's Mental Health Taskforce provided recommendations to the Scottish Government and COSLA in 2019 on how to improve

the way children's mental health services are organised, commissioned and provided and how to make it easier for young people to access help and support when needed.

The recommendations noted that transformational change is required both in the immediate short and long term to improve children and young people's mental health and the services that support them.

Preventative approaches are central to this transformational change and equally important is a whole system approach, underpinned by 'Getting it Right for Every Child' (GIRFEC). A whole system approach will help children, young people and their families receive the support they need when they need it.

In alignment with this work national service specifications have been developed nationally which impact on the delivery and design of CAMHS provision and require consideration of the service model in Ayrshire and Arran in the context of current and future investment opportunities.

2.3 Assessment

Reform Opportunities

There are key drivers which present a compelling opportunity for reviewing the delivery of the CAMHS service across Ayrshire and Arran. The following are some of the key national and local drivers with an urgent imperative to develop, clearly define and improve the experience and timely access to the breadth of mental health and wellbeing support available to children and young people.

2.3.1 Key Policy Drivers

The National Children & Young People's Mental Health Taskforce recommendations reinforced the importance of responding to local needs with local solutions, and that across Scotland there are different structures and arrangements currently in place to support children, young people and their families. It is accepted therefore the starting point for implementing these recommendations will vary throughout Scotland. However, the most important principle central to transformation work is that children and young people receive the right help, at the right time wherever they are.

Whilst early intervention and prevention are vital to improving outcomes for children and young people, decreasing waiting times and reducing rejected referrals, increasing this activity however may not directly benefit the children and young people who are already waiting for help. It is also possible that enhanced identification of children and young people experiencing mental health difficulties will result in increased demand on CAMHS in the short term. It is vital therefore that a whole system approach is adopted so that children, young people and their families receive the support they require.

The national task force recognised that a small number of children and young people experience mental illness or other mental health needs that require focused, evidence-based assessment and interventions from specialist Child & Adolescent Mental Health teams. This includes children, young people and families who would benefit from a range of interventions, including specialist community treatment and/or in-patient services.

This support should be provided as part of an integrated approach, with a team around a child, and with the interventions set out within a child's plan, clarity on what outcomes are being sought, and what additional services will be required once the child no longer requires a specialist service.

The five core components of a whole system approach to meeting the mental health needs of children and young people are noted below and provide the context to reform of CAMHS and children's mental health and wellbeing approaches in Ayrshire and Arran:

1. Clear points of contact for children, young people, families and practitioners who have concerns regarding a child's mental health through the Health Visitor, School or GP to where advice or access to support is available.
2. An early response to the first concerns or signs of distress, with prompt, proportionate and informed assessment that determines the response, without unnecessary delay or bureaucracy.
3. A clear pathway through services, with a focus on prevention and early intervention within the community, and an accelerated path to additional, higher level or specialist support or treatment whenever that is required.
4. Children, young people and their families at the center, empowered to express their views regarding their needs and services, and to have these views acknowledged and recorded.
5. Mental health needs integrated into any support for other needs that a child may have, as part of a single plan with a team around the child that is coordinated by a lead professional.

2.3.2 The NHS Scotland National service specification for CAMHS

The national CAMHS specification was published by the Scottish Government in February 2020. This is a product of the work of the 'Children and Young People's Mental Health and Wellbeing Programme Board' and successful implementation will meet the recommendations of the 'audit of rejected referrals' and the children's and young people's Mental Health Taskforce and outlines the key priorities and principle drivers for CAMHS across Scotland. The specification has been developed in partnership with young people and their families and includes a number of aims such as reducing waiting times for a first assessment appointment and the waiting time for any subsequent treatment.

The specification acknowledges the need for children, young people and their families being able to access additional support which targets emotional distress through Community Mental Health and Wellbeing Supports and Services. It indicates these Community Supports and Services should work closely with CAMHS and relevant health and social care partners, children's services and educational establishments to ensure there are clear and streamlined pathways to support where that is more appropriately delivered by these services.

In the context and requirement of this publication and associated mandatory deliverables, significant revision of the CAMHS service model within Mental Health services in Ayrshire and Arran is required to align the focus both with the National vision for services and at a locality level. This includes the level of provision children,

young people and their families can expect to receive when they are referred for help within the NHS.

All health board areas will be expected to set out plans on how this will be implemented, with a formal review of how it is working across Scotland to take place in the very near future. In Ayrshire & Arran CAMHS senior clinical leads in collaboration with Children's Services have commenced a mapping exercise against the new national service specification and have introduced new roles to support the delivery of this work – this includes an enhancement to professional nurse leadership within the service.

2.3.3 Community Mental Health Framework

In the same period – February 2020 – a Community Mental Health Framework has also been published by the Scottish Government to enable the development of community supports. The Scottish Government in partnership with COSLA is working with the new national Children and Young people's Mental Health and Wellbeing Programme Board to put in place community wellbeing supports for children and young people aged 5-24 and their families.

In Ayrshire and Arran there is an investment of £0.925m which has been allocated to respective Education and Local Authority areas to implement these supports. Furthermore, some additional investment announced in November 2020 will support the response to additional demand and needs identified as a result of the impact of Covid 19 on the mental wellbeing of children and young people.

Other Scottish Government investment which has been directed to Education departments includes provision for additional school nurses and school counsellors. CAMHS is currently working with Children's Services and wider agencies in each Health and Social Care Partnership (HSCP) area leading on this work to ensure that CAMHS can respond to the local developments in each locality area, building upon the positive pilot work undertaken in previous years.

In Ayrshire and Arran there has already been significant nationally recognised work undertaken in the development of a 'Wellness Model' and approach to children and young people's wellbeing upon which to progress further at a local level with the Scottish Government investment in community mental health and wellbeing.

In developing a whole system model of wellness, the model has managed and changed the demand pressures placed on specialist CAMHS services. It has helped develop capacity, confidence and resilience in schools and the local community and has ensured that the child, young person and family are at the centre of care. This approach also links well with the National and Strategic priorities around children and young people's mental health and wellbeing and the CAMHS NHS Scotland National Service Specification which highlights the importance of:

- High quality support that is right for me
- Fully involving children and young people in the decisions about their care
- Young people, when appropriate for CAMHS, receive the appropriate treatment that is right for them
- Fully involving children and young people, families and carers

2.3.4 Neurodevelopmental service specification

The Children and Young People's Mental Health and Wellbeing Programme Board are also developing a Neurodevelopmental service specification alongside an improvement plan across Scotland which will be published by the end of 2020. CAMHS has continued to develop this pathway and re-design the service ahead of the national specification with investment in additional dedicated workforce.

A short life working group on neurodevelopmental services within CAMHS has concluded. Recommendations for pathway revision have been made and an increase in assessment capacity has been evident from August to October 2020. Co-ordination of pre- and post-diagnostic support is being driven by a newly established working group to bring together providers across Partnership and 3rd Sector, alongside involving other services such as KA Leisure. Service-user involvement will be key to the development of support services. CAMHS is a key stakeholder in an upcoming bid, via the Pan-Ayrshire Autism Strategy Group, for additional funding for neurodiversity services across Ayrshire and Arran.

2.3.5 The National Mental Health Strategy 2017 to 2027

The National Mental Health Strategy lays out a vision and mandate for mental health where people can get the right help at the right time, expect recovery and fully enjoy their rights, free from discrimination and stigma.

This is a 10-year vision and the local response to this: *The Ayrshire Mental Health Conversation 2019 to 2027* incorporates key actions and priorities for children and young people including prevention and early intervention, access to treatment, joined up accessible services, physical wellbeing and access to rights and information. In Ayrshire and Arran local mental health strategy implementation groups continue to meet to develop and implement key plans at a local level in response to the priorities laid out in the high-level action plan as a response to the Ayrshire Mental Health Conversation.

2.3.6 Action 20 of the Mental Health Strategy 2017-2027: National Hosted Secure Inpatient Adolescent Service (NSAIS)

Ayrshire and Arran successfully submitted a bid for the Nationally hosted Secure Inpatient Adolescent unit (NSAIS) in 2016. This is a first in Scotland secure provision for young people to promote timely access to specialist provision and prevent over the border referrals to secure provision in England. The full business case is reaching finalisation, with expected construction in 2021, and service launch anticipated in early 2022. A significant recruitment programme for this national development is being planned for, in excess of 70wte staff. The Clinical lead for this development is now in post and a wider workforce is planned to be in place in 2021.

The CAMHS service is required to develop both community pathways and a community Forensic CAMHS provision ahead of the new service launch in 2022 in addition to working nationally to respond to the needs of young people who require Intensive Patient Care Unit (IPCU) provision.

2.3.7 The Reason for reform

This complex landscape and imperative of key national and local drivers, represent a significant amount of development work across every level of the current system. This includes the work of the Children's Strategic Forums to deliver children's plans, a national and local Mental Health strategy, a Pan Ayrshire Children and Young People's Transformation Board and Mental Health Strategic Programme Board amongst many other groups which all consider, develop and implement plans to address these fundamental challenges of access, improvement, development and alignment of the right support at the right time for children and young people.

This demonstrates a great commitment to improving the mental health and wellbeing of children and young people in Ayrshire and Arran with a great deal of very positive work being undertaken by all agencies across the system. This work may not always be as joined up, may be duplicated, may sometimes lose momentum due to capacity, despite best intentions, or simply may not be widely known or disseminated to maximise impact with shared understanding.

Critically, whilst there is a significant amount of development and improvement work underway a fundamental change in how CAMHS operates within this complex health and social care delivery system is required. Pace is also required in order to improve and sustain access to the right support at a local level, particularly in the context of national drivers, alignment of critical investment decisions and levels of increasing demand.

2.3.8 CAMHS in Ayrshire & Arran

CAMHS operates within a complex health and social care system in Ayrshire and Arran, interfacing with wider Children's and Justice services, Education, Adult services, Paediatric services, Primary care, inpatient acute services, unscheduled care services and the 3rd and independent sector.

A new leadership team has been established within CAMHS during 2019/20 including Professional leadership for Children's Psychological services, a Clinical lead for the National Secure Adolescent Inpatient Service and Consultant Forensic Child and Adolescent Psychiatrist/Clinical Lead for West of Scotland CAMHS Network and Senior Management lead for the CAMHS service. The new leadership team have been working assertively throughout 2020 to ensure delivery of service improvements and work collaboratively with key partners and stakeholders across Ayrshire.

The CAMHS service is delivered within the strategic and operational remit and Governance of North Ayrshire HSCP as the lead Partnership for Mental Health and is provided by three locality multidisciplinary teams located in East, South and North Health and Social Care Partnerships. Children, Families and Justice Services are integrated health and social care Children's Services delivered within HSCP arrangements.

CAMHS at present comprises three Locality CAMHS Teams made up of an Inter-disciplinary workforce of healthcare professionals. Aspects of service provision can be considered in two broad groups:

1. Locality Critical – These are aspects of service provision across the whole interagency system which require a bespoke response to the locality. This may include things such as School Counselling services, commissioned services unique to the locality and Looked After and Accommodated Children Services.
2. Pan-Ayrshire consistency – These are aspects of CAMHS service provision that are clinician dependent and based upon diagnostic and treatment pathways. A very clear and evidenced based example is the diagnosis, treatment and management of Autistic Spectrum Disorder (ASD) and Attention Deficit Hyperactivity Disorder (ADHD). These conditions must be approached and managed consistently regardless of the locality.

2.3.9 Challenges

- **Waiting times and Annual Operating Plan/the Referral to Treatment Targets (RTT)** - delivering the right interventions to young people in a timely way have been challenging for a number of years and likely to become even more so with the introduction of the National Service Specification with the requirement for the first appointment, unless for unscheduled care, to be offered to children and young people within 4 weeks. In addition, it is important to note that whilst in Ayrshire and Arran the CAMHS treatment target is compliant, there are internal waits for some treatments that are in excess of the national target - although these do not meet the criteria for reporting against the national target.

The CAMHS senior service and professional leads have been meeting with the Scottish Government Mental Health directorate leads in 2019/20 and throughout the national pandemic crisis in 2020 to develop and implement waiting time improvement plans and trajectories as designated within the health Board Annual Operating Plan (AOP). The target for CAMHS is that 90 per cent of young people will commence treatment for specialist Child and Adolescent Mental Health services within 18 weeks of referral.

Since April, the accepted rate of referral has increased month on month. During September 2020, the three CAMHS teams received 145 referrals compared to 108 in September 2019. The chart below (Figure 1) illustrates the RTT compliance pre COVID and during COVID. Despite the increasing referral rates and consequently clinical activity, the CAMHS service is maintaining the 90% RTT standard.

Throughout the Covid-19 pandemic, CAMHS has continued to provide accessible service to Children and Young People (CYP) across the three localities. Since the return of children to school in August CAMHS have moved to a position of offering more face to face contact with CYP. One area of challenge has been in the provision of assessment for Autistic Spectrum Disorder and other Neuro-diverse presentations where the wearing of face coverings and PPE can interfere with the process.

RTT % for Sept 92.1% is a slight decrease on the previous month of 94.2% however more children commenced treatment in September (76 compared to 69 previous month)

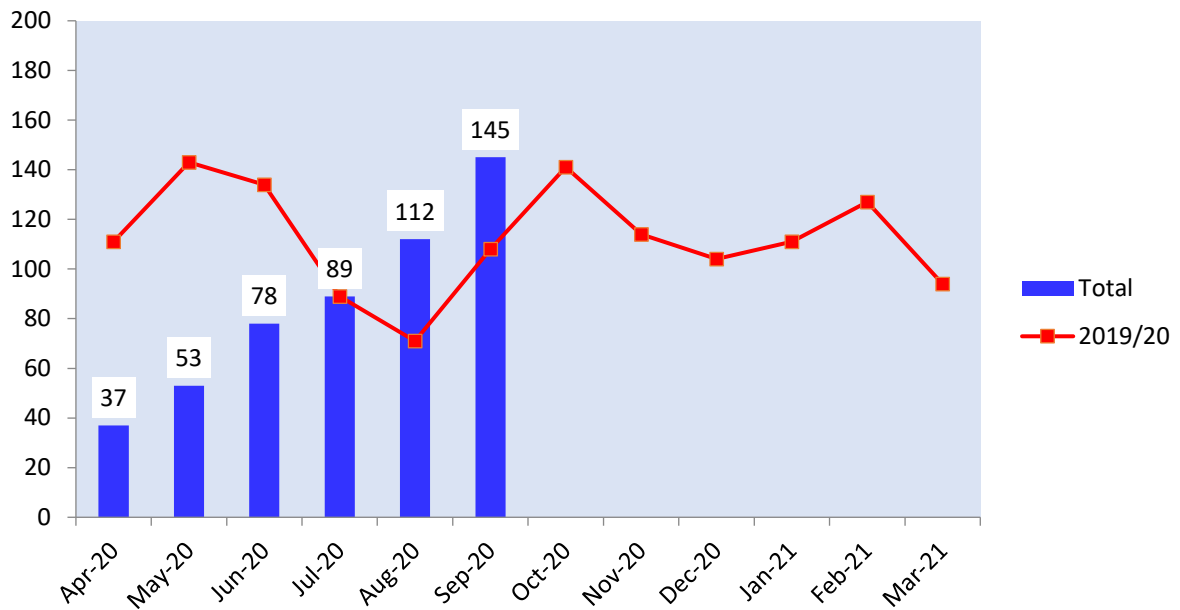


Figure1

- Increasing demand** - levels of demand have been rising for a number of years but experienced now across the whole system in the context of the pandemic and not least for presentations of young people to emergency departments. The AOP is currently being revised in alignment with the new national specification, Covid mobilisation work and new projections of demand post-Covid. In addition, the work of the Distressed Young Person's Pathway working group continues with implementation of a new pathway and action plans in place at both a local and Pan Ayrshire level and as part of the Pan Ayrshire Suicide Prevention Group in response to 'Every Life Matters'.
- Workforce challenges** – there is a recognised challenge nationally in the recruitment to CAMHS of professional roles such as Psychology and Psychiatry due to the challenges in the scope and demand of work in the context of intensive media enquiry and rising public expectation. In Ayrshire and Arran there is a 40% gap in availability of CAMHS Psychology and Psychiatry due to vacancies which have been challenging to recruit to on a substantive basis. Assertive workforce planning and development is underway in collaboration nationally, including a review and implementation of revised skill mix, job planning and revised models of delivery and practice to increase access to these essential areas of provision. The introduction of new roles such as Advanced Nurse Prescribers and a Prescribing Pharmacist will reduce demand upon Psychiatry for ADHD prescribing and review.
- Data and Information** - There are challenges with access to data due to lack of functionality of systems to allow more joint and detailed analysis of activity and service demand to improve planning and shared understanding. An intensive work programme has been underway to ensure current systems are maximised and improvement to quality of data to inform local planning.

2.3.10 CAMHS extreme team and our Big Opportunity

In response to the national and local commitment to children's mental health as outlined in this report, the challenges currently evident and to consolidate and build

upon the positive, multi-agency work undertaken in the last five years, Ayrshire and Arran have commissioned an Extreme Teams' approach to respond to the mission critical key question:

How will we improve Children and Young People's Mental health and wellbeing with timely access to services and support to Children, young people and their families at a locality level?

Extreme teaming is the way in which Ayrshire and Arran has committed to enabling innovation at pace across our system, to balance the four pillars and deliver *Caring for Ayrshire*, our Big Opportunity.

An initial team of Children's and Mental Health service senior leads have been mobilised at pace and have been meeting on a weekly basis since September 2020 in order to better understand, share experiences, define the challenge and overarching objective within the context of complexity outlined in this report which lays out the reason for reform.

The focus for this reform question is centered on the interface, relationship and delivery outcomes of the multidisciplinary CAMHS service (tier 3 specialist outpatient CAMHS) with community-based Children's Services (Tier 2) and Universal Services at a locality level to improve children and young people's experience in alignment with the CAMHS national specification. This also includes unscheduled presentations of young people to Emergency Departments and how better to respond with early intervention approaches at a locality level.

The review team are considering the following areas of enquiry and planning assumptions to formulate the scope of the work plan:

- The Community Mental Health and Wellbeing framework/specification in the context of the reform question.
- The implications for the reform question in the context of the pending national neurodevelopment specification as an integral part of current CAMHS caseload activity and high waiting times.
- The consideration and formulation of innovative options and solutions to ensure more seamless, joined up and timely access to supports at a locality level.
- Tier 4 highly specialist inpatient CAMHS and intensive community treatment services are not within scope although the review team must consider the implications of these developments on community pathways at a local level to enable timely discharge and outreach which must be critically in place ahead of this future development.

The review team is commissioned by the Strategic Planning and Operational Group (SPOG) and consists of the following key members:

Tim Eltringham – Director South Ayrshire HSCP - Extreme Team Commissioner
Mark Inglis – Head of Children, Families and Justice services SA HSCP, Co-Chair
Thelma Bowers – Head of Mental Health, Lead Partnership, NA HSCP, Co-Chair

Dr Helen Smith - Consultant Forensic Child and Adolescent Psychiatrist/Clinical Lead for West of Scotland CAMHS Network

Marion McAuley - Head of Children, Families and Justice services EA HSCP

Stuart McKenzie – Senior Manager CAMHS NA HSCP

Ken MacMahon – Head of Psychological Specialty: Child and Adult Learning Disabilities, Psychological services – NA HSCP

Alison Sutherland – Interim Chief Officer & Head of Children, Families and Justice services NA HSCP

This whole system review team will continue to meet, aligned to this shared goal, and work together at pace in response to the reform question between October 2020 and December 2020 (or as many meetings as required) to ensure reform momentum, creativity, pace and innovative outcomes with critical recommendations formulated and shared by the end of December 2020.

2.3.11 Quality/patient care

The report details the focus of service improvement work in CAMHS, the wider system in relation to children's mental health and wellbeing and an outline of the CAMHS Extreme Team formed to ensure recommendations are developed to improve timely access to services and the quality of mental health service provision for children and young people.

2.3.12 Workforce

Workforce planning and development implications linked to service improvement work and redesign of CAMHS based on the national specification and CAMHS Extreme Teams recommendations. A recruitment strategy is in place to address work force challenges and particularly in relation to recruitment of some professional groups.

2.3.13 Financial

The programme of work outlined in this report will influence future investment opportunities in Community health and wellbeing developments and CAMHS.

2.3.14 Risk assessment/management

Risk mitigation and improvement plans are in place for areas of current challenge outlined in the report with associated actions assertively implemented.

2.3.15 Equality and diversity, including health inequalities

This report and the scope of work outlined supports all aspects of the Public Sector Equality Duty, Fairer Scotland Duty, and the Board's Equalities Outcomes.

An impact assessment will be completed for areas of change and recommendation formulated by the Extreme Teams group and thereafter implemented.

2.3.16 Other impacts

The outcome of this work will be the positive impact and outcome of improving access to integrated, joined up CAMHS provision for Children, Young People and their families. This includes all the following areas of impact:

- Best value
- Vision and Leadership
- Effective Partnerships
- Governance and accountability
- Use of resources
- Performance management

- Compliance with Corporate Objectives
- Local outcomes improvement plans, community planning etc

2.3.17 Communication, involvement, engagement and consultation

The Board has carried out its duties to involve and engage external stakeholders where appropriate.

There is a continuous programme of engagement work underway across Ayrshire with Children, young people and families at a locality level to respond to the challenges and reform actions noted in this report.

The content of this report and programme of work have been considered and agreed with engagement at the following forums:

SPOG

Pan Ayrshire Heads of Children's Services group meetings

Extreme Team meetings

NA HSCP Transformation Board

Mental Health Pan Ayrshire Governance board

NA HSCP Health & Care Governance Board

Pan Ayrshire Covid 19, Mobilisation meetings

The Extreme Team established to take this work forward will continue to engage with wider stakeholders including children, young people and their families as work progresses.

2.3.18 Route to the meeting

This has been previously considered by the groups noted above as part of its development. The groups have supported the content, with feedback which has informed the development of the content presented in this report.

2.4 Recommendation

For awareness. The Board is asked to note the contents of this report for awareness and assurance and the actions progressed to respond to challenges and opportunities with the commissioning of an Extreme Team approach.

Recommendations from this work will be developed at pace and be presented to the Commissioner and the Strategic and Operational Planning Group at the end of the year.