

HAMPSHIRE COUNTY COUNCIL

Report

Committee:	Hampshire Health and Wellbeing Board
Date:	9 December 2021
Title:	2021 Hampshire Children and Young People's Mental Health Local Transformation Plan Refresh
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Purpose of this Report

1. The purpose of this report is to inform the Hampshire Health and Wellbeing Board about the ambition, vision, commitments and challenges expressed in the 2021 Refresh of the Hampshire Children and Young People's Local Transformation Plan.

Recommendation(s)

That the Hampshire Health and Wellbeing Board:

2. Note the 2021 refresh of the Hampshire Children and Young People's Mental Health Local Transformation Plan, the improvements in capacity, quality, reach and timeliness of service access it describes, and how this will achieve a better mental health offer for children and young people across the county, in line with the priorities of the Hampshire Health and Wellbeing Strategy.

Executive Summary

3. This report seeks to highlight for the Health and Wellbeing Board how the 2021 Hampshire Children and Young People's Mental Health Local Transformation Plan (LTP) addresses:
 - The impact of the pandemic and other issues upon children and young people's mental health.
 - How the Hampshire, Southampton and Isle of Wight Clinical Commissioning Group (HSI CCG) has met and exceeded the requirements of the national mental health investment standard in its ambition for improving children and young people's mental health.

- The six key objectives that have been identified as key to addressing the challenges faced by children, young people, young adults and their families through this LTP.
- The six priorities themes that will inform how we address each of these objectives through this 2021 LTP Refresh.
- The risks, including workforce and financial that the NHS and its partners face in the delivery of this plan, and how we are working to mitigate and manage these.

Contextual Information

4. CCG led Children and Young People's Mental Health LTPs were first published in 2015 and cover the whole of England. They set out how CCGs will invest resources to improve children and young people's mental health, and how they work together with other partners to improve the mental health offer as a whole, including the effectiveness of wider partnerships. These plans are intended to be 'living documents' and local areas are asked to refresh, and for CCGs to publish them every year. Since 2015, guidance relating to the Five Year Forward View and the NHS Long Term Plan have increasingly specified how LTPs should describe investment against the Mental Health Investment Standard, and the key performance measures set out in the NHS Long Term Plan against which CCG delivery of the ambitions set out for children's mental health in the NHS Long Term Plan will be evaluated by NHS England. NHS England has a separate process for its approval of CCG Children and Young People's Mental Health Local Transformation Plans. The 2021 refresh is the first time that the Hampshire LTP has passed the NHS England threshold since their inception in 2015.
5. Due to the specific expectations in place for LTPs as mandated plans, it is important to note that whilst they cover many aspects of children and young people's mental health offer, their content is not intended to cover the effectiveness and/or comprehensiveness of:
 - The Primary Care Children and Young People's mental health offer.
 - Tier 4 (Mental Health Inpatient bed) services which are commissioned via NHS England specialist commissioning through Provider Collaboratives
 - Other related areas of the NHS Long Term Plan that are led by adult mental health, including:
 - Perinatal Mental Health
 - Maternity Outreach Clinics
 - Improving Access to Psychological Therapies (IAPT) services
 - Early Intervention in Psychosis services
6. The planning context for the 2021 Hampshire Local Transformation Plan Refresh is unusual in that LTPs are normally published each March ahead of the coming financial year. The 2021 refresh was delayed from March 2021 due

to the ongoing COVID-19 Pandemic. As such this refresh of the Hampshire LTP sets out, in relation to the Hampshire children and young people's mental health offer:

- work that has already taken place over the first 6 months of 2021/22
- the plan for the remainder of 2021/22 and
- a look forward to 2022/23

7. It is expected that a further refresh of the plans will be required by 31 March 2022 to clearly set out investments for 2022/23 and take a look forward to 2023/24 in more detail. This is likely to be an overarching ICS plan with detail for each place, compared to the current planning requirement for LTPs, which has a stronger focus upon specific mental health systems, such as the Hampshire area. With that in mind there are opportunities over the remainder of this year to develop more consistency across our ICS to the approach taken to:

- Our understanding of the prevalence of mental health conditions in children and young people populations across the four Hampshire and Isle of Wight ICS areas, and in relation to those areas of Hampshire that fall within Frimley ICS (Hart and Rushmoor districts).
- How we should be modelling current and future service demand, and how we can influence that demand through more effective prevention and early help in the right place in the right time through better collaboration with other services working with children, young people and families.
- How investment prioritisation decisions are made to address problems that span different administrative geographies.
- Reviewing our sense of population outcomes and service performance, particularly for those aspects of the children and young people's mental health offer for which there isn't a national target, and to shift our focus from timeliness of access to include impact of interventions.
- The format and presentation of future Children and Young People's Local Transformation Plans to address both place and system considerations and issues.

8. In addition to the priorities set out in the Hampshire Local Transformation Plan, there are also a number of areas of mental health and wellbeing where each of the four systems in the Hampshire and Isle of Wight ICS is experiencing challenge. These opportunities and areas of collective challenge will be prioritised by the ICS CAMHS Transformation Board, to ensure plans going into 2022/23 are robust and aligned This includes:

- Community Eating Disorder service demand.
- Waiting times for assessments relating to attention deficit hyperactivity disorder (ADHD) and Autism Spectrum Conditions.
- Hospital admissions for self-harm, and safe discharge from hospital following self-harm episodes of inpatient care.

- Reporting data and outcomes, locally and to the national Mental Health Services Data Set.
 - Development of the mental health pathway and offer for early adulthood, and transition into early adulthood (ages 16-25)
9. The 2021 Hampshire LTP refresh is framed around commitments and actions framed against six key objectives. These include:
- Improve access and waiting times for children and young people's mental health services
 - Develop prevention, early help, integration and targeted outreach for higher risk groups of children and young people
 - Improve service quality and access for children and young people in mental health crisis
 - Improve transition arrangements for 16 & 17 year olds and access to mental health services for 18-25 year olds
 - Improve service quality, developing the workforce and embedding the use of data & outcomes to demonstrate service effectiveness
 - Assess and take action to reduce the inequity of access, experience and outcome for more vulnerable and disadvantaged children and young people
10. In addition to the six key objectives above, around which the 2012 Hampshire LTP action plan is framed, the Hampshire LTP also continues to embed six cross cutting priorities. These weave through each of the six objective as part of the wider strategic context for these objectives. They include:
- Priority 1: Children and Young People's emotional wellbeing and mental health is everybody's business
 - Priority 2: Support for good mental health of parents
 - Priority 3: Whole school/educational settings approach to mental health
 - Priority 4: Support mental health of vulnerable children and young people
 - Priority 5: Reducing rates of self-harm
 - Priority 6: Improvement of service provision
11. Following publication of the Hampshire LTP, the next steps relate to improving our arrangements for delivery of the objectives and commitments set out in the Plan, and in the preparation for a further refresh of the LTP as soon as March 2022 through effective communication, dialogue and engagement with key service and population stakeholders. The LTPs are intended to be live documents. Further stakeholder engagement will take place over the remainder of 2021/22 to inform our future plans. In addition the following will be developed with support from our communications teams and partners:
- Children and Young Person Friendly Versions

- Easy Read versions
- Short visual presentations for key stakeholders

12. The 2021 Hampshire CYP Mental Health Refresh should therefore contribute to the following strategic commitments from the Hampshire Health and Wellbeing Strategy:

- Promoting wellbeing and preventing ill health
- Focusing on reducing the significant difference between those with the best and worst health in Hampshire
- Aiming to create an environment that makes it easier for people to take responsibility for their own health and wellbeing
- Continuing to prioritise the safeguarding of children and vulnerable adults, since feeling safe is an essential starting point for people's wellbeing
- Improving services so they deliver good, accessible and joined-up care
- Championing coproduction and engagement so that the voice of the public, patients, service users and their families – current and future – is better reflected in the design and delivery of health and social care
- Using local networks, knowledge and partnerships to ensure services and activities are joined up and respond to what communities need

13. The LTP also sets out how, in relation to mental health and emotional wellbeing in particular, NHS commissioned and led services with work with other services to improve the following priorities within the Starting Well and Living Well strategic areas of focus for the Hampshire HWB Strategy, with a particular focus upon:

- Starting Well - Improve mental health and emotional resilience for children and young people and their families. This will prioritise prevention and earlier intervention, for example through more support in schools and the wider community, to improve mental health at an earlier stage. There will be a particular focus on vulnerable groups, including those experiencing Adverse Childhood Events, the mental health of parents including perinatal mental health, and emotional resilience in educational settings.
- Starting Well - Work more collaboratively across organisations, disciplines and with children and young people and their families to improve outcomes and services, including integrated or aligned approaches where appropriate. Promoting wellbeing and preventing ill health.
- Living Well - Improve the population's mental wellbeing and reduce mental ill-health.
- Dying Well - Improve access to bereavement support and services locally, for all age groups, especially for parents, families and educational communities following the death of a child, for children experiencing the loss of a parent, and for long-term carers who may also need support when their caring role ceases.

14. The 2021 LTP Refresh is also informed by, and consistent with the service development and transformation enablers set out in the Hampshire HWB Strategy. In particular in relation to:
- Delivering care closer to home – the LTP sets out a range of measures that improve the capacity of community mental health services across the county, and introduces consistency to the level of support available to all children and young people in mental health crisis attending hospitals in the Hampshire system.
 - Harnessing the potential of digital solutions – the LTP sets out a number of areas both in specialist CAMHS and in relation to community support where existing services are now offering digital interventions and service contact as standard, and new services to support the earlier mental health needs of 11-25 year olds via the Kooth.com digital platform in addition to existing digital platforms.
 - Support a sustainable workforce of paid staff and support unpaid carers and volunteers – Investments confirmed in the LTP have significantly expanded the paid workforce. Whilst the pandemic made it harder to develop the voluntary workforce the CCG is mobilising a Grants programme for services to start from April 2022 targeting smaller community and voluntary sector groups to extend their capacity.
 - Consistent and accessible information and advice – The LTP sets out a number of ways in which the NHS is working with schools, colleges and other services to improve the consistency of accurate and up to date information about the mental health service offer, for example through the Little Blue Book of Sunshine, Kooth.com, Hampshire CAMHS website and materials on the Healthier Together NHS platform.

Performance

15. The performance of children and young people's mental health services in Hampshire in 2021 is somewhat mixed. Whilst access, as measured against the NHS Long Term plan is consistently exceeding national targets and expectations, the timeliness of access is poor, with long waiting lists having developed for specialist CAMHS services, autism assessments, ADHD assessments and for community services such as counselling.
16. Overall, despite the positive picture in relation to overall access (which will continue to benefit from the additional investments in capacity laid out in the LTP) performance is currently poor. The long waiting lists, especially in specialist CAMHS services, both for assessment (2,362) and for starting treatment (1,709) represent significant additional risks and challenges for services to balance the needs of existing patients with new ones (approximately 900 new referrals into CAMHS per month). Table 1 below sets out the level of challenge even with the ambitious and unprecedented investments confirmed into the Hampshire Mental Health offer for children and young people.

17. The LTP sets out our plan for the delivery of improvements set out in Table 1, between now and April 2024. These are founded upon investments that take service capacity past the levels of increased demand we are seeing as a result of the pandemic. This will enable services to deal most safely both with the highest risk new presenting patients as well as those on existing waiting lists. Safe progression through these waiting lists will inevitably mean that average waiting times for assessment and treatment will stay high until they are fully worked through, though they will start to reduce as the numbers of historic long waiters falls as a share of the total numbers on the waiting lists for assessment and treatment.

Table 1: Performance targets for Hampshire CYP MH Services 2021 LTP

Commitment	Baseline	2021/22	2022/23	2023/24
We will see over 95% of children and young people referred to CAMHS Eating Disorder services as urgent cases within 1 week by the end of 2021/22.	63%	95% by Q4	95%	95%
We will see over 95% of children and young people referred to CAMHS Eating Disorder services as routine cases within 4 weeks by the end of 2022/23.	62%	80% by Q4	95% by Q3	95%
We will continue to exceed the national access standards targets for children and young people estimated to have a mental health disorder.	>8,379	>8,604	>9,183	>10,140
We will achieve or exceed the national access ambitions set out for increased uptake of mental health services by 18-25 year olds by the end of 2022/23.	>109	>218	>327	>437
We will achieve or exceed 90% of children and young people being assessed within 4 weeks of referral by March 2024.	17%	30%	60%	90%
We will achieve or exceed 90% of children and young people starting treatment within 18 weeks of assessment by March 2024	13%	30%	60%	90%
We will meet or exceed 90% of children and young people referred for autism assessments receiving them within 12 weeks by March 2024	0%	30%	60%	90%
Additional numbers of people will access an 18 to 25	Baseline to be established	Baseline + 188	Baseline + 238	Baseline + 378

Consultation and Equalities

18. The 2021 LTP refresh was built upon a range of consultation feedback from children and young people, including local and national feedback. Section 5 of the LTP summarises both the key messages from this, and how we are planning to further embed the voice of children, young people, young adults and parents as we develop the 0-25 mental health offer. NHS commissioning leads for children and young people's mental health are also working closely with the County Council in relation to consultation around the development of a 2022 refresh of the Hampshire Children and Young People's Plan (CYPP).
19. In relation to equalities, mental health is one of those areas where there are significant variations and inequalities in the distribution of poor mental health. Section 3 of the LTP provides an overview of the mental health needs of local communities of children and young people, including those identified as being most at risk of poor mental health. Three particular groups have been identified as being of particular concern, though mental health outcomes for LGBTQ+ communities, and for young women from adolescence into early adulthood (14-25) are also of concern. The three highest priority groups for mental health support identified in the LTP include:
- Children in care and care leavers;
 - Children and young people with learning disabilities and/or autism (including SEND);
 - Children and young people with eating disorders

Other Key Issues – Finance and Risks

20. Section 11 of the attached LTP clarifies the additional investment that has been made into improvement of the children and young people's mental health offer since the last LTP was published in 201/20. Hampshire CCGs, prior to their merger in April 2021 had already confirmed additional investment in the Hampshire mental health offer for children and young people during the course of the pandemic. As the NHS response to the combined effect of increased demand arising from the pandemic and historic waiting lists continues, this table confirms the continued prioritisation over and above the nationally required Mental Health Investment Standard being made by both Hampshire, Southampton and Isle of Wight CCG and Frimley CCG in relation to improved NHS provision for children and young people's mental health in 2021/22, 2022/23 and 2023/24/.
21. Section 13 highlights the key risks to delivery as intended of the 2021 Hampshire LTP. It identifies the significant risk factors identified which could still impact upon the timeliness of delivery of the Hampshire LTP, and how these are being managed to mitigate their potential likelihood and impact.

Conclusions

22. The 2021 refresh of the Hampshire LTP reflects a transitional period of investment and capacity building by the NHS in relation to improving children's mental health specialist community provision alongside investments that will improve the prevention and early help offer. Whilst it is set in a challenging context of rising demand for mental health services, and the sustained demands and interruption of ordinary life that the pandemic has placed upon Hampshire's children, young people and families, it also represents a positive plan for getting ahead of this demand to tackle the capacity issues that are preventing too many children and young people getting the timely help with mental health problems that they need.

23. Joint planning with other children's services has also been developing, and will be a key area of focus as the two CCGs that serve Hampshire communities become more closely aligned within their wider Integrated Care Systems and the partnerships that support these from April 2022.

REQUIRED CORPORATE AND LEGAL INFORMATION:

Links to the Strategic Plan

Hampshire maintains strong and sustainable economic growth and prosperity:	Yes
People in Hampshire live safe, healthy and independent lives:	Yes
People in Hampshire enjoy a rich and diverse environment:	No
People in Hampshire enjoy being part of strong, inclusive communities:	Yes

Section 100 D - Local Government Act 1972 - background documents

The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)

Document

Location

None

EQUALITIES IMPACT ASSESSMENT:

1. Equality Duty

The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited by or under the Act with regard to the protected characteristics as set out in section 4 of the Act (age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation);
- Advance equality of opportunity between persons who share a relevant protected characteristic within section 149(7) of the Act (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic within section 149(7) of the Act (see above) and persons who do not share it.

Due regard in this context involves having due regard in particular to:

- The need to remove or minimise disadvantages suffered by persons sharing a relevant protected characteristic that are connected to that characteristic;
- Take steps to meet the needs of persons sharing a relevant protected characteristic that are different from the needs of persons who do not share it;
- Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

2. Equalities Impact Assessment:

A separate Equalities Impact Assessment has not been prepared in relation to the development and publication of the 2021 refresh of the Hampshire Children and Young People's Mental Health Local Transformation (LTP) as this is inherently included in the LTP itself. The LTP clearly differentiates those groups of children and young people who experience greater risk of poor mental health outcomes. The delivery plans associated with delivery of each key objective in Section 8 of the plan includes detail of how the planned activities will address priority 4 (support the mental health of vulnerable groups of children and young people) across the six delivery objectives set out in the plan.