

<b>Report to:</b>	<b>Surrey Wellbeing and Health Scrutiny Board</b>
<b>Date:</b>	<b>07 January 2016</b>
<b>Title:</b>	<b>Tier 4 Children and Adolescent Mental health Services (CAMHS)</b>
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<b>For:</b>	<b>Information</b>

### **Purpose of Report**

This report has been prepared for the Surrey Wellbeing and Health Scrutiny Board and provides an overview of NHS England's roles and responsibilities in the provision of Specialised Tier 4 Children and Adolescent Mental Health Services (CAMHS) as part of the overall pathway of care for young people.

It should be read in conjunction with the reports prepared for this meeting by NHS Guildford and Waverley CCG and Surrey Local Authority.

### **Background**

#### **What are Tier 4 CAMHS Services?**

Tier 4 CAMHS services are specialised services for the assessment and treatment of severe and complex mental health disorders in children and young people. These services are designed to meet the needs of children and young people where these cannot be met by the care delivered as part of community-based 'Tier 3' CAMHS which are commissioned by local Clinical Commissioning Groups (CCGs).

This includes both day and inpatient services and some highly specialised outpatient services, including but not limited to:

Services for children/young people with Gender Dysphoria

CAMHS for children and young people who are Deaf

Highly specialised Autistic Spectrum Disorder (ASD) services

Highly specialised Obsessive Compulsive Disorder services

It is generally the complexity and severity of a child's condition, rather than the nature of the disorder they are suffering from, that determines the need for them to be provided with specialised care.

### **Report Format**

The report will provide information on the following five areas:

1. NHS England Specialised CAMHS Commissioning Arrangements
2. Strategic Developments - NHS England Commissioning Intentions in relation to CAMHS
3. NHS England Operating Model for TIER 4 CAMHS
4. NHS England South East – Quality Monitoring
5. CAMHS Bed Provision in the South East

## 1. NHS England Specialised CAMHS Commissioning Arrangements

NHS England became responsible for commissioning 'Tier 4' Child and Adolescent Mental Health Services (CAMHS) on 1 April 2013. This marked the first time that these specialised services have been commissioned by a single commissioning body, providing NHS England with the opportunity to ensure nationally consistent service standards.

When NHS England assumed responsibility for commissioning Tier 4 CAMHS services, which as confirmed above had previously been commissioned by a number of different organisations, it became aware of the following issues with regards to existing service provision across the country:

- 1.1 Quality concerns about a small number of services, which resulted in the temporary closure of some services to admissions in order to address these issues and ensure an appropriate standard of service for patients was being delivered.
- 1.2 The impact of long distance travel to access a specialised inpatient bed for some children and young people.
- 1.3 Anecdotal information suggesting that some decommissioning of Tier 3 services or other children's services might be impacting on levels of demand for Tier 4 specialised services.
- 1.4 Poor environmental standards in some services.
- 1.5 Disparity in input from education services to CAMHS Tier 4 services.
- 1.6 Inequity in the provision of services across the country.

The NHS England National Specialised Commissioning Oversight Group (SCOG) subsequently commissioned a report in response to the concerns raised; this report was published on 10 July 2014. The report was intended to address the immediate issues identified with Tier 4 inpatient services, while also recognising that further work will be required to address other issues relating to the provision of CAMHS services, including the interaction with Tier 3 CAMHS services commissioned by CCGs and Local Authority Children's Services, which also support children and young people with mental health needs.

The full report is available on NHS England's website at the following link: <http://www.england.nhs.uk/2014/07/10/camhs-report/>

NHS England responded urgently to this report and took the following immediate action:

- ✚ Increased general CAMHS specialised inpatient beds for young people. An additional 50 new beds were procured with existing providers of which eight were based in Cygnet Godden Green in Kent
- ✚ Recruited additional CAMHS Clinical Case Managers working across the country, who are responsible for ensuring that young people receive appropriate levels of care
- ✚ Improved the admission and discharge process for specialised care; using consistent criteria based on best practice
- ✚ Undertook a strategic review of CAMHS services, outlined in the 2016/17 Commissioning Intentions.

## 2. Strategic Developments (NHS England Commissioning Intentions 2016/2017 for Prescribed Specialised Services)

The commissioning intentions reflect the importance of working collaboratively with all commissioners of CAMHS to deliver whole systems, pathway approach. The co-commissioning guidance which will be released early 2016 will provide renewed opportunities to deliver these priorities.

In order to continue improving value for patients from specialised care NHS England will focus on the following areas to support the delivery of the Five Year Forward View in Specialised Services:

### **2.1 Strengthening the way we Commission**

NHS England will continue to strengthen its collaborative commissioning approach with CCGs building on the 10 nationally established co-commissioning oversight groups.

We will develop further the commissioning framework that identifies the optimal population, service model and pathways required for key service groups which was introduced in 2015/16 to target local clinical service redesign and transformation, pathway integration and innovative prevention initiatives. NHS England local office teams will continue to work with CCGs to take forward this approach.

To support this we are currently tiering services in the specialised portfolio into three service planning groups, namely national, regional and sub-regional. This will enable further engagement of CCGs around key geographies and place based. In addition NHS England is reviewing governance arrangements to develop and strengthen local decision making and CCG engagement on specialised service changes.

The key areas identified for Strategic Service Reviews are to accelerate progress on the CAMHS and mental health secure services reviews.

### **2.2 Link to Commissioning Intentions 2016/2017 for Prescribed Specialised Services**

<http://www.england.nhs.uk/commissioning/wp-content/uploads/sites/12/2015/09/comms-intents-16-17.pdf>

### **2.3 Children's Services**

The Future in Mind report published in March 2015 built on the Tier 4 review undertaken in 2014. There a number of actions for NHS England and these will continue to be implemented during 2016/17. The South East Coast Strategic Clinical Network (SECSCN) established a forum to support CCGs develop Local Transformation Plans in line with the guidance issued.

All CCG plans, including Surrey CCGs have been assured by NHS England and ongoing monitoring will be undertaken by NHS England- Operations and Delivery Directorate with input from Specialised Mental Health. NHS England has contributed to these plans and the particular area for development includes developing alternatives to inpatient care for young people presenting with Learning Disability and Challenging Behaviour in line with the Transforming Care Agenda.

### **2.4 Transforming Care**

NHS England is working with partner organisations to develop and implement the service model for people of all ages with learning disabilities, Autism Spectrum Disorder, with additional mental health needs, and/or behaviour that challenges. The implications for Tier 4 CAMHS and adult secure care will mean greatly reduced reliance on inpatient care.

### **2.5 Strategic Service Review**

A wide ranging review of Adult Low/Medium secure and Tier 4 CAMHS services to prepare for re-procurement of services has concluded. The aim of the work was to:

- 2.5.1 Ensure that we commission the right services in the right place at the right time, based on the population needs
- 2.5.2 Ensure that services are sustainable and meet the service and quality levels set out in national specifications and policies
- 2.5.3 Improve efficiency and reduce costs whilst maintaining or improving quality and safety
- 2.5.4 Improve the commissioning and contracting of these services with nationally aligned contract terms and conditions.
- 2.5.5 Consider whether new market entrants and contract currency and price alignment would be delivered through a comprehensive procurement
- 2.5.6 Incorporate sub-speciality CAMHS provision for children and young people with learning disabilities informed by the Transforming care programme
- 2.5.7 Facilitate sustainable implementation of the Access and Waiting Time Standard for Children and Young people with an Eating Disorder as well as review the need for sub-speciality eating disorder provision.

The intention is to proceed to procurement for both CAMHS and Medium and Low Secure services at the earliest opportunity. It is anticipated this work will commence in February 2016.

### **3. NHS England Operating Model for Tier 4 CAMHS**

In addition to increasing bed capacity NHS England in response to the Recommendations of the 2014 National TIER 4 CAMHS Review, took immediate action to develop national systems and processes to include:

- 3.1 CAMHS Case Manager Database and a National Bed State Database
- 3.2 National Assessment Framework
- 3.3 Weekly National CAMHS Teleconferences
- 3.4 Strengthened CAMHS case management.

#### 3.1 CAMHS National Database/Bed Tracking

A National CAMHS database was developed to support effective oversight of the pathways of care. This database enables the mental health services to have oversight of all patients placed in any TIER 4 CAMHS beds nationally and reports are used to highlight any inefficiency in the pathway and to support robust monitoring of all TIER 4 placements. This database has enabled the case managers to have data on all South East and out of area placements.

Additionally NHS England developed systems to collate weekly bed numbers via all providers of TIER 4 Services, enabling case managers to provide timely information on bed availability to support improved access to all specialised CAMHS beds. The database provides national data to reflect:

-  Numbers of admissions/discharges

- ✚ Distance from home to the TIER 4 placement
- ✚ Delayed transfers for step down to alternative CAMHS services or home.
- ✚ Bed availability position for all providers of TIER 4 services, highlighting areas of bed pressures or other issues or where patients are inappropriately placed. e.g. where CAMHS beds are not immediately available and the young person is receiving care in an adult ward or paediatric ward.

### 3.2 National Assessment Framework

To improve access to CAMHS TIER 4 placements and to support more efficient use of specialised placements, NHS England developed a nationally approved assessment framework which is used by all referring clinical teams. The assessments are key to determining the level of need and risk assessment for all young people prior to admission. This system supports better access to the right type of CAMHS placements and ensures that all alternatives, nearer to home, are utilised in the community and alternative placements before considering admission to hospital.

### 3.3 Weekly National CAMHS Teleconference

Since December 2013, NHS England has held weekly conference calls with representation from all NHS England team to:

- ✚ Review and monitor the CAMHS access and bed usage across the country.
- ✚ Enable the area teams to take action to support teams with access to specialised TIER 4 CAMHS beds and support timely and appropriate discharge.
- ✚ Focus on delayed transfer of care, using a whole systems approach.
- ✚ Focus on more effective transition of young people from CAMHS to adult mental health services.

NHS England South host a number of CAMHS contracts in the South East and are responsible, together with partner organisations for the quality of service provision.

### 3.4 CAMHS Case Management

Since September 2013, in recognition of the growing problem with access to inpatient beds and the effective management of patients placed outside the Kent and Medway and Surrey and Sussex area, NHS England South East appointed 1.5 CAMHS Case Managers. This role covers the Sussex, Surrey, Kent and Medway area. The Case Managers work to ensure the most effective use of the Tier 4 CAMHS beds available and that patients needing this level of service can gain easy access.

The key role of Case Managers is to:

- ✚ Have oversight of the whole pathway of care for all patient placements, both within the local area and out of area, and works closely with the CAMHS case managers in other area teams at NHS England. This is having a positive impact on the overall quality of care for young people.

- ✚ Provide support to CAMHS Tier 3 clinicians with the admission process to all CAMHS specialised beds and supports the overall clinical placement, including addressing any delayed transfer of care. To work collaboratively with CCG commissioners to support effective and timely step down from TIER 4 CAMHS placements, supporting near to home treatment.
- ✚ Attend Care Programme Approach (CPA) reviews and other clinical reviews to offer support to teams and help unblock obstacles to admissions and to smooth discharges, supporting the principle of ensuring patients receive care as close to home as possible. NHS England South has developed a local escalation process to support providers with placing young people in the most appropriate clinical placements and address access issues in a timely manner.

## **4.0 NHS England South East Quality Monitoring**

Whilst NHS England South directly commission one TIER 4 CAMHS Service from Sussex Partnership NHS Foundation Trust, the team retain host contract responsibility for all CAMHS TIER 4 Services in the South East Coast- see Table 1.

The team are responsible for monitoring quality and clinical governance of all of these services and undertake the following functions:

- 4.1 Work collaboratively with providers of Tier 4 CAMHS services to address any quality concerns and can confirm that all the CAMHS units in Kent, Surrey and Sussex are fully compliant with the necessary standards following Care Quality Commission (CQC) inspections.
- 4.2 Work with CAMHS providers to ensure a high level focus on quality indicators detailed in NHS Standard Contract Schedule 4. Providers have welcomed this collaborative, open and transparent approach.
- 4.3 Supports meetings with all local providers of CAMHS services on a quarterly basis to ensure compliance with contract quality requirements. Previously, independent sector providers tended to have a contract with the former specialised commissioning groups in whose locality they had units, meaning that providers of specialised care might have had contracts with multiple commissioners, with no single commissioner responsible for the overall quality and safety of services in a unit in the past. Providers of specialised CAMHS Tier 4 inpatient services now have one single contract with NHS England, irrespective of where their units are located and this contract is managed by a lead NHS Team.
- 4.4 The Host team provides regular feedback on the contract quality performance and soft intelligence to the contract leads, who may be in other parts of the country to ensure a joined up approach is taken with regards to the clinical management of contracts and so that any local needs and issues are taken in to account as part of these discussions.
- 4.5 The Specialised Mental Health Team work in close collaboration with CCGs, LA and other organisations, sharing intelligence via the Quality Surveillance Group. Where concerns emerge on services, NHS England arranges intelligence sharing meetings in a timely manner to ensure corrective action is taken at the earliest opportunity.
- 4.6 Two CAMHS Case managers are responsible for oversight of the placement of all young people placed within the South East and in any placement in England Nationally. The case managers support the whole system and are key to unblocking referral and access issues to TIER 4 placements and supporting timely well managed discharge planning. More recently they are supporting CCGs and Local Authority to ensure young people who present with a learning disability receive a Care and Treatment Review prior to considering admission to a hospital bed, in line the Transforming Care Agenda.

## **5.0 CAMHS Bed Provision in the South East**

- 5.1 CAMHS bed provision in the South East including Surrey
- 5.2 Collaborative Working

### **5.1 CAMHS bed provision in the South East including Surrey**

Whilst Surrey patients can access all of the NHS CAMHS beds we recognise the need to keep children and young people as close to home as possible. For the more specialised CAMHS provision, eg Secure CAMHS, Deaf CAMHS a limited number of providers are responsible for these services which will remain nationally commissioned services.

Prior to April 2013 Surrey PCT had delegated the specialised commissioning budget to Surrey Borders NHS Trust who had a contract for generic TIER 4 and CAMHS Eating Disorder beds with a London provider. In line with the new operating NHS England guidance this changed post April 2013. The CCGs, NHS England and the Surrey Borders Trust have worked hard to improve pathways of care post this change. Surrey has reported an increase in CAMHS bed usage since April 2013 which is a trend echoed across England.

**Table 1. Tier 4 CAMHS Services in the South East**

<b>Inpatient CAMHS services in the South East Coast</b>	<b>Location</b>	<b>NHS England Contract Lead</b>	<b>Type of Service</b>	<b>Number of beds</b>
Sussex Partnership NHS FT - Chalkhill	Sussex	NHS England South East	Tier 4- Generic CAMHS	16
South London and Maudsley NHS Foundation Trust (SLAM) – Woodlands	Kent	NHS England – London	Generic Tier 4	24
Alpha – Woking	Surrey	NHS England- Cheshire Warrington & Wirral	Psychiatric Intensive Care Units. (PICU) CAMHS	29
Cygnets - Godden Green (8 additional non contracted beds)	Kent	NHS England- South West	Tier 4	23
Priory – Ticehurst	Sussex	NHS England –South	High Dependency Unit	13
Priory – Ticehurst	Sussex		Tier 4	13
Total beds				118

## 5.2 Collaborative working

NHS England meets with CCG commissioners and providers of Tier 3 Services on a regular basis to include working with the SECSCN to deliver the Transformation plans, with Surrey CCGs on the CAMHS procurement and operationally with Surrey Borders. The agencies work collaboratively to bring about solutions where all agencies have a responsibility to deliver a sustainable package of care to young people and meet regularly to assess any gaps in provision and determine better ways of working. The learning has been shared with NHS England senior colleagues who are leading on the forthcoming CAMHS procurement.



Forums are now established to prepare for co-commissioning with the intention of devolving more autonomy to local CCGs to deliver the full CAMHS pathway of care. We await further guidance on the operational delivery of collaborative commissioning.

In recognition of the local and national challenges on effective bed management and patient flows, NHS England South is working with local CCGs and the Local Authority to develop escalation processes. Additionally a forum will be established in early 2016 to bring together providers of CAMHS services, both NHS England CAMHS commissioned Services and CCG commissioned services to address delays in accessing beds and supporting effective discharge planning. It is expected that this forum will support a whole system pathway management approach.

## **6. Conclusion**

NHS England remains committed to working collaboratively with local partners in Surrey, including the commissioners of Tier 3 services, to ensure children and young people can access the full range of mental health care needed. The current TIER 4 commissioning model has led to an increased focus on quality and outcomes of care by providers of TIER 4 CAMHS services. We await further guidance on co-commissioning and welcome opportunities to further strengthen the pathways of care for children and young people, supporting young people to receive hospital, social care and education near to their families and home.

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