

Wiltshire Council

Health and Wellbeing Board

18 May 2017

Subject: Progress and next steps in raising standards of mental health for children and young people in Wiltshire

Executive Summary

This report provides an update on Wiltshire's Local Transformation Plan (LTP) for Children and Young People's Mental Health and Wellbeing as well as news on the development of a new child and adolescent mental health service which aims to transform service delivery and improve outcomes.

Improving children and young people's mental health provision continues to be a top national priority. Only recently, the Prime Minister delivered a speech promising additional support for children and young people's mental health problems, outlining plans to focus on prevention by providing additional teacher training in schools. Further to this, Theresa May announced a review of Child and Adolescent Mental Health Services (CAMHS) led by the Care Quality Commission, and a fresh Green Paper on children and young people's mental health to set out plans to transform services in schools, universities and for families.¹

The rationale for the sustained focus on this agenda is clear – half of mental health problems start before the age of 14 and 75% by 18.² Bearing in mind that 1 in 4 of the population has a common mental health disorder and the economic and social costs of mental illness equate to £105bn (similar to the entire annual NHS budget), it's common sense to invest in good quality support for children and young people.³ This argument is strengthened further by figures that show mental illness disproportionately affects young people⁴ yet the Government has acknowledged that the provision of mental health services to children is one of the biggest NHS weak spots.⁵

Set against this backdrop, Wiltshire's Local Transformation Plan continues to bring Children's Trust partners together from across the whole system to implement new initiatives and services that are focused on making it easier for children and young people to access good quality emotional wellbeing and

¹ 'Press release – Prime Minister unveils plans to transform mental health support', Prime Minister's Office, 09 January 2017, online at www.gov.uk, 23 April 2017

² 'Future in Mind: promoting, protecting and improving our children and young people's mental health and wellbeing', Department of Health, 17 March 2015, online at www.gov.uk/government/publications/improving-mental-health-services-for-young-people

³ 'Press release – Prime Minister unveils plans to transform mental health support', Prime Minister's Office, 09 January 2017, online at www.gov.uk, 23 April 2017

⁴ 'Press release – Prime Minister unveils plans to transform mental health support', Prime Minister's Office, 09 January 2017, online at www.gov.uk, 23 April 2017

⁵ Hunt, Jeremy (The Secretary of State for Health), Topical Questions, House of Commons Hansard, Volume 615, 11 October 2016, online at www.parliament.uk, 23 April 2017

mental health support within their communities. With children and young people involved every step of the way, key achievements to date have included the successful launch of an online counselling service for teenagers and the co-location of mental health workers in many secondary schools.

These developments alongside others are beginning to transform and improve service provision, with Wiltshire performing well against many key performance indicators in a recent national report by the Education Policy Institute.⁶ Overall, Wiltshire is a good performing local authority area despite a modest per capita expenditure on CAMHS.⁷

Nonetheless, despite good progress being made there is still much work to be done before local services reach the expected national standard by 2020/21. Nationally, key areas of development include reducing waiting times, providing better crisis care, reducing the numbers of children being treated far from home and/or on adult wards and reducing hospital admissions for self-harm and mental health conditions. Clearly, resolving gaps in local support and delivering radical improvements to the way in which services are provided is key to ensure that the most vulnerable children and young people in our communities have access to the high-quality support and services they need.

Considering the increased funding for CAMHS given to all Clinical Commissioning Groups (CCG's) in 2017/18, our expanded and refreshed transformation plan sets out the changes we will make to promote, protect and improve children and young people's mental health and wellbeing. In doing so, it outlines the significant challenges facing CAMHS locally and sets out our vision for commissioning a modern child and adolescent mental health service which responds to the changing needs of children and young people in Wiltshire.

Proposal(s)

It is recommended that the Board:

- i) Notes the progress to date on the implementation of the CCG Local Transformation Plan for Children and Young People's Mental Health and Wellbeing;
- ii) Scrutinises the Local Transformation Plan and its performance to ensure it is reflective of local needs, is compliant with national expectations and is targeting efforts and resources in the right way to improve services;
- iii) Notes the progress being made to develop a new child and adolescent mental health service, to go live on 1 April 2018.

⁶ Frith, Emily, 'The Performance of the NHS in England in transforming children's mental health services', Education Policy Institute, March 2017, online at <https://epi.org.uk/report/nhs-performance-childrens-mental-health/>

⁷ Frith, Emily, 'The Performance of the NHS in England in transforming children's mental health services', Education Policy Institute, March 2017, online at <https://epi.org.uk/report/nhs-performance-childrens-mental-health/>

Reason for Proposal

Raising standards of mental health for children and young people is a top national priority and as a condition of increased investment, the Government requires every area to have a Local Transformation Plan for Children and Young People's Mental Health and Wellbeing which sets out how improvements to mental health provision will be made.

NHS England requires that Wiltshire CCG works with key partners from across the whole system (including schools, the voluntary and community sector and importantly children, young people and those who care for them) to develop and review the transformation plan to ensure it is reflective of local needs and is delivering improvements. Improving transparency in child and adolescent mental health is a key part of the Government's vision for change. The Health and Wellbeing Board has a pivotal role in scrutinising the local CCG transformation plan and tracking its performance at a local level.

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Title:	Acting Accountable Officer	Corporate Director
Organisation:	Wiltshire CCG	Wiltshire Council

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Purpose of Report

1. To provide an update on Wiltshire's Local Transformation Plan for Children and Young People's Mental Health and Wellbeing as well as news on the development of a new child and adolescent mental health service which aims to transform service delivery and improve outcomes.

Background

2. In November 2016, the Wiltshire Clinical Commissioning Group (CCG) expanded and refreshed the Local Transformation Plan for Children and Young People's Mental Health and Wellbeing as required by NHS England. The plan details how the CCG will use the extra funds committed to this agenda to support Wiltshire's goals for change and improvement across the whole child and adolescent mental health system. The revised plan and its priorities were approved by the Wiltshire CCG Governing Body and later endorsed by the Health and Wellbeing Board in December 2016.
3. The development of Local Transformation Plans is a condition of increased funding to the CCG for improving children and young people's mental health service provision and form an essential part of the Government's strategy to deliver substantial improvements to CAMHS by 2020/21. Children and young people have developed a 'youth friendly' version of Wiltshire's updated plan which is included as Appendix 1.
4. Child and Adolescent Mental Health continues to be a top national priority. In January 2017, the Prime Minister announced a comprehensive package of measures to transform mental health support in schools, workplaces and communities.⁸ Key highlights included:
 - New support for schools with every secondary school in the country to be offered mental health first aid training and new trials to look at how to strengthen the links between schools and local NHS mental health staff;
 - A thematic review of child and adolescent mental health services across the country, led by the Care Quality Commission, to identify what is working and what is not;

⁸ 'Press release – Prime Minister unveils plans to transform mental health support', Prime Minister's Office, 09 January 2017, online at www.gov.uk, 23 April 2017

- A new green paper on children and young people's mental health to set out plans to transform services in schools, universities and for families;
 - Further alternatives to support people in the community and the promotion of new models of community based care such as crisis cafes and community clinics;
 - Plans to rapidly expand treatment by investing in and expanding digital mental health services.
5. The rationale for the Governments sustained focus on improving children and young people's mental health provision is clear. It is well documented that half of mental health problems start by the age of 14 and 75% by 18.⁹ When considering that 1 in 4 people have a common mental health disorder and the economic and social costs of mental illness equate to £105bn (similar to the entire annual NHS budget), its common sense to invest in good quality mental health services and support for children and young people.¹⁰ This argument is strengthened further when taking into account figures that show mental illness disproportionately affects young people¹¹, yet in 2016 the Health Secretary Jeremy Hunt acknowledged *"the provision of mental health services to children is one of the biggest weak spots in NHS provision today"*.¹²

Main Considerations

Outline of progress towards achieving proposals set out within Future in Mind (the Government's national vision for improving children and young people's mental health)

Local priorities

6. Through the Local Transformation Plan key partners from across the whole system (including children, young people and those who care for them) are continuing to work in partnership to implement new initiatives and co-design services that are tailored to children and young people's needs. This is being enabled through effective Children's Trust arrangements as well as increased funding to the CCG for children's mental health.
7. This financial year (2017/18), all CCG's across the country have been given an 18% uplift in funding to support the implementation of Local Transformation Plans. For Wiltshire CCG, this equates to an increase of £175k, bringing the total transformation budget to £1.15m per year. The funding excludes specific money for eating disorders which remains the same at £245k per annum. The funding for CAMHS transformation is

⁹ 'Future in Mind: promoting, protecting and improving our children and young people's mental health and wellbeing', Department of Health, 17 March 2015, online at www.gov.uk/government/publications/improving-mental-health-services-for-young-people

¹⁰ 'Press release – Prime Minister unveils plans to transform mental health support', Prime Minister's Office, 09 January 2017, online at www.gov.uk, 23 April 2017

¹¹ 'Press release – Prime Minister unveils plans to transform mental health support', Prime Minister's Office, 09 January 2017, online at www.gov.uk, 23 April 2017

¹² Hunt, Jeremy (The Secretary of State for Health), Topical Questions, House of Commons Hansard, Volume 615, 11 October 2016, online at www.parliament.uk, 23 April 2017

recurrent, will continue to grow year on year until 2020/21 and is included within the overall CCG budget allocation. The table below provides a summary of the funding, its purpose and forecasted uplift.

	2015/16	2016/17	2017/18	2018/19	2019/20
Early Intervention	£ 610,565.00	£ 973,840.00 (59% uplift)	£ 1,149,131.20 (18% uplift)	£ 1,390,448.75 (21% uplift)	£ 1,557,302.60 (12% uplift)
Eating Disorders	£ 243,924.00	£ 245,000.00	£ 245,000.00	£ 245,000.00	£ 245,000.00

8. Further to the funding outlined above, Wiltshire has been successful in securing monies from the Health and Justice Commissioner to enhance CAMHS support for:
- Children and young people who display harmful sexual behaviour (£40k per annum) – a joint initiative across Wiltshire and Bath and North East Somerset;
 - Children and young people who come into contact with the Sexual Assault Referral Centre (£50k) – a joint initiative across Swindon and Wiltshire.
9. In view of the additional funding available and considering local needs as agreed by the CCG Governing Body and Health and Wellbeing Board in late 2016, the following local priorities are now in the process of being implemented:

Key priorities for 2017

More prevention and early intervention

- Expanding the number of Thrive Hubs from six to twelve secondary schools in areas of greatest need
- Continuing to invest in CAMHS learning disability support
- Bringing together an offer of mentoring and befriending support for children and young people with a focus on those considered to be at higher risk of developing emotional wellbeing and mental health problems
- Providing improved information and help for parents
- Putting more support in place for children and young people who have autism and those who have experienced domestic abuse

Improved access – the right type, at the right time, in the right way

- Enhancing digital services including the OnYourMind website to provide easier access to the right help
- Using social media to raise awareness and tackle stigma and discrimination
- Enhancing Primary CAMHS services to provide improved access to the right support for children and young people, including provision of online and face-to-face counselling
- Rolling out self- and online referral to CAMHS across the whole county
- Putting CAMHS in Accident and Emergency departments
- Improving our eating disorder service
- Getting help right for those children and young people who are the most vulnerable in our communities

Collaborative service delivery

- Developing a new integrated CAMHS service to include the removal of tiers and help closer working across children's services
- Developing a plan with NHS England to help reduce hospital admissions and time spent in hospital
- Improve the skills of those who work with children and young people

10. A breakdown of spending plans for 2017/18 is included as Appendix 2. These were agreed by the CCG Governing Body and Health and Wellbeing Board in November and December 2016. They are based on the updated CCG budget for CAMHS transformation for 2017/18, which includes the 18% uplift as highlighted above.

Local performance

11. A key part of the Government's national vision for raising standards of mental health for children and young people includes improving transparency and accountability. This is particularly important, morally right and economically prudent considering the significant investment in public funds to this agenda. We owe it to our children and young people that funding is making a positive local impact.
12. NHS England guidance sets out an important role for Health and Wellbeing Boards in the scrutiny of Local Transformation Plans to ensure they are reflective of local needs, are compliant with national expectations, are delivering the improvements required and are targeting efforts and resources in the right areas. To support Health and Wellbeing Boards in this endeavour, NHS England launched a new '[Mental Health Five Year Forward View Dashboard](#)' in 2016, which tracks the performance of local Clinical Commissioning Groups.
13. Helpfully, the Education Policy Institute recently published a national report, [The performance of the NHS in England in transforming children's mental health services](#), which examines the progress made by the Government in improving children and young people's mental health services (CAMHS). Using the findings of the report, an overview of Wiltshire's performance is given below based on 10 key measures included within the Mental Health Five Year Forward View Dashboard.

Clinical Commissioning Group performance on children's mental health

14. This measure analyses progress on the transformation of local child and adolescent mental health services as set out in the Government Strategy Document Future in Mind and the Five-Year View for Mental Health. Each Clinical Commissioning Group is given an overall % score based on their response to six questions on their progress in transforming services in a self-assessment framework.
15. Using the Education Policy Institute's report, to support the Health and Wellbeing Board in its scrutiny role, the self-assessment questions are given in the table overleaf with an explanation of why they are important and Wiltshire CCG's response to each.

Question	Explanation	Wiltshire CCG response
Has the CCG, working with partners updated and republished the assured Local Transformation Plan (LTP) from 2015/16 which includes baseline data?	All CCG's were required to develop an LTP as a condition for receiving increased government investment for CAMHS. This question assesses whether the CCG has a focus on improvement with a clear and transparent plan.	Fully compliant
Is the dedicated community eating disorder service commissioned by the CCG providing a service in line with the model recommended in the access and waiting time and commissioning guidance?	Children's transformation included a focus on improving eating disorder service provision. Every CCG was given specific funding for eating disorders and national guidance, including an access and waiting time standard to ensure children and young people get access to the right level of care.	Fully compliant
Is the children and young people's eating disorder team commissioned by the CCG part of a quality assurance network?	A quality assurance network has been established for providers of children and young people's eating disorder services to help improve standards and share models of best practice.	Fully compliant
Does the CCG have collaborative commissioning plans in place with NHS England for Tier 3 (specialist community) and Tier 4 (inpatient) CAMHS?	CCG's are required to develop a collaborative commissioning plan between community services and inpatient care with the aim of reducing hospital admissions and stop children and young people having to go far away from home for a CAMHS bed. A key objective is to provide more care within the local community so that children and young people can be treated close to home in happy and comfortable environments.	Partially compliant – actions have been identified within the LTP to improve collaboration, however, like other CCG's across the South region, Wiltshire CCG is waiting for guidance from NHS England Specialist Commissioning on how to progress this plan. This is important as NHSE Specialist Commissioning are responsible for the commissioning of Tier 4 CAMHS.
Has the CCG published joint agency workforce plans detailing how they will build capacity and capability including implementation of Children and Young People Improving Access to Psychological Therapies (CYP IAPT) transformation objectives?	There are challenges to be overcome to ensure the right workforce is in place to improve the child and adolescent mental health system, including making sure staff are trained to deliver evidence based treatments. Many providers are experiencing recruitment difficulties and those professionals working in universal services and primary care often report lacking the skills and confidence to identify and respond to children and young people's mental health concerns. This question assesses whether CCG's have a robust multi-agency workforce development plan in place to address these issues.	Partially compliant – Wiltshire CCG has developed a draft workforce development plan in collaboration with Swindon and B&NES. The plan requires further work, to include joint agency sign up and a comprehensive review of the current CAMHS workforce.

<p>Is the CCG forecast to have increased its spend on mental health services for children and young people by at least their allocation of baseline funding for 2016/17 compared to 2015/16, including appropriate use of resources allocated from the Autumn Statement 2014 and Spring Budget 2015?</p>	<p>This question is important because the funding to improve children and young people's mental health has been added to each CCG's general budget (its baseline allocation) rather than being ring-fenced). This indicator allows NHS England to assess whether the funding has been spent on improving children's mental health.</p>	<p>Fully Compliant for 2015/16 and 2016/17</p>
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16. For each question CCG's were rated as 'Fully Compliant', 'Partially Compliant' or 'Not Compliant'. The CCG's overall % compliance is calculated by NHS England by adding together the individual scores for each question. The response to each question is given an individual score based on a scoring criteria set out by NHS England. The values are then added together to provide an overall score for the CCG. The total possible score for the indicator is 6 and the % of the total possible score available is calculated as: $\% \text{ compliance} = 100 \times \text{CCG's score} / \text{total available score}$.
17. Based on this scoring criteria, Wiltshire has a % compliance score of 85%. This puts Wiltshire's performance above the national standard of 83.3% (which nearly three quarters of CCG's failed to meet) and in the top quartile of CCG's nationally. To ensure this performance is sustained the Health and Wellbeing Board will want to maintain a sharp focus on the CCG's response to the self-assessment framework which will be required annually by NHS England.

Performance against the 10 Key Performance Indicators

18. A summary of Wiltshire's performance against all 10 key performance indicators included within the Dashboard is given below. Overall, Wiltshire is performing well on many of these, however, there are some key areas for development – which are shared nationally. These are outlined below:
- Inpatient care performance - including reducing the number of children and young people admitted to hospital and length of stay (no of bed days). This is an important objective for the CCG because good performance in this area is an indication that sufficient emotional wellbeing and mental health support is available within the community, meaning that children and young people are treated close to home, in a relaxed and happier environment.
 - A national wide issue that has been identified is the inappropriate treatment of children and young people on adult wards. Data is only available at a regional and national level and locally it will be important to ensure this is not the case for children and young people in Wiltshire.

- **Crisis care** – Wiltshire needs to move to full compliance in respect of crisis care, to include a plan to develop a funded model of crisis care for children and young people who present in the community and in acute hospital settings.

Indicator		Change	Latest Reporting Period	Indicator value (annual objective)	Trend	Better is...	Relative performance of CCG in relation to national median
CYP(i)	CCG IAF mental health transformation milestones- Total CYPMH score	↔	Q2 2016/17	85%	↔	↑	Better than
CYP(ii)	Number of new CYP under 18 receiving treatment in NHS funded community services in the reporting period	↑	Q2 2016/17	185	↑	↑	Better than
CYP(iii)	Proportion of CYP with eating disorders seen within 1 week (urgent) or 4 weeks (routine)	PLACEHOLDER (AWAITING DATA FROM MENTAL HEALTH SERVICES DATASET)					
CYP(iv)	a. Total number of bed days for CYP under 18 in CAMHS tier 4 wards	↓	Q2 2016/17	551	↓	↓	Worse than
	b. Total number of admissions of CYP under 18 in CAMHS tier 4 wards	↓	Q2 2016/17	23	↓	↓	Worse than
CYP(v)	a. Total bed days of CYP under 18 in adult in-patient wards	<i>National and regional measure only</i>					
	b. Total number of CYP under 18 in adult in-patient wards	<i>National and regional measure only</i>					
CYP(vi)	CCG IAF mental health transformation milestones- Crisis Q1b answer	↔	Q2 2016/17	Partially compliant	N/A	↑	N/A
CYP(vii)	a. CYP MH total planned spend - excluding learning disabilities and eating disorders (£k)	N/A	2016/17	5637	N/A	N/A	N/A
	b. CYP MH planned spend: eating disorders (£k)	N/A	2016/17	244	N/A	N/A	N/A

Wiltshire spend on CAMHS per capita

19. For two of the indicators, CCG's have been asked to provide details of their total planned spend on mental health (excluding learning disability and eating disorder services) and to state separately their total planned annual spending on eating disorders. Using this information, the Education Policy Institute within its recent report has provided a comparison of spend on CAMHS by identifying a per capita spending figure based on the latest estimates of the 0-18 population for each Clinical Commissioning Group.
20. The findings show a wide variation in the levels of planned expenditure on children's mental health per capita across the country. CCG's in the top quarter spend over £52 per capital and those in the bottom quarter spend £23 or less per capita. Wiltshire has been placed in bottom two per capita ranges at £28-52 per capita. Consequently, the dashboard reveals that Wiltshire is a good performing local authority area despite a small per capita expenditure on CAMHS.

Outlining the future vision for commissioning children and young people's mental health services and how this fits with the Local Transformation Plan and Sustainability and Transformation Plan

What are we doing?

21. As part of the local drive to transform mental health service provision, Wiltshire CCG and Wiltshire Council are working with other local authorities and Clinical Commissioning Groups in Swindon and Bath and

North East Somerset to develop a new Child and Adolescent Mental Health Service. This new service will go live on 1 April 2018.

22. In Wiltshire, a series of engagement events are currently underway to give children, young people, parents/carers and adults who work with children the opportunity to determine what the new service should look and feel like. This is about making sure the new service puts children and young people at the heart of everything it does.

Why a new service?

23. The current model for CAMHS was developed a long time ago and although it was useful at the time, children and young people's needs have changed, the world has changed and we now need a modern service fit for today and for the future. To give one example of changing need – over the last 10 years there has been a massive rise in the development of digital services, with many of us living a significant part of our lives online. Although social media has helped people to communicate more easily, it's also had negative impacts. For example, children and young people using their phones late at night has resulting in some not getting enough sleep. Also, bullying no longer stops at the school gates – its 24/7. Consequently, a new service is needed which can help to address these modern challenges.
24. Following a competitive tender process, Oxford Health NHS Foundation Trust has been selected as the preferred provider. Commissioners are now working with the Trust and key stakeholders to shape the service delivery model so that it meets the needs of children, young people and families in Wiltshire. Children and young people were involved in the tender evaluation process.

How will the service be different?

25. The new service will focus more on early intervention and prevention, providing easier access to the right support and improving care for our most vulnerable children and young people. Some examples of how the service will be different are given below.

Service improvements

More Focus on early intervention and prevention

For example, co-locating mental health workers in most secondary schools.

Improved access

For example, making sure that there is no wrong front door and that all children and young people referred to CAMHS get an offer of the right help they need. The new service will also enable children, young people and their parents/carers the option to self-refer rather than going to a GP or teacher.

Improved support for vulnerable children and young people

For example, the new service will enhance the provision of community based support to help remove barriers to help for Looked After Children and Care Leavers. CAMHS staff will also work much more closely alongside social workers to provide a more joined up approach so that children and young people don't have to re-tell their life stories to multiple teams and professionals.

How does the new service fit with the Local Transformation Plan and Bath and North East Somerset, Swindon and Wiltshire Sustainability and Transformation Plan?

26. The new service reflects the local vision for improving children and young people's mental health in Wiltshire by enhancing early intervention and prevention, providing simpler and quicker access to the right support and improving provision for the most vulnerable and disadvantaged children and young people.
27. In line with the local Sustainability and Transformation Plan (STP) and Five Year Forward View, the co-commissioning of the service across the Bath and North East Somerset, Swindon and Wiltshire geography will help to provide increased sustainability and a better, more consistent experience and quality of care for children, young people and their families. This will be achieved by removing service tiers; encouraging improved coordination between mental health services, GP's, schools, the local authority and voluntary and community sector; and providing evidence based interventions and treatment that works in non-stigmatised settings, close to home.
28. Across the STP geography we face similar challenges in relation to children and young people's mental health and importantly we share the same common goal to improve outcomes. Consequently, it makes absolute sense for commissioning organisations to work together on this agenda which is a priority for all those involved. Working in this way provides opportunities going forward to jointly focus efforts and resources on those areas in most need of improvement.

Next Steps

29. Whilst work has begun to transform and improve mental health service provision for children and young people in Wiltshire, it's clear that there is still much work to be done before local services reach the expected standard. For example, despite recent improvements there are still big challenges to be overcome including reducing waiting times, providing better crisis care and reducing the numbers of children being treated far from home and reducing hospital admissions for self-harm and mental health conditions.
30. The focus over next 12 months shall be to see through the successful implementation of the priorities set out within the expanded and refreshed Local Transformation Plan. Further to this, a key objective will be to work with partners from across the whole system to co-design and launch a modern fully integrated child and adolescent mental health service which is tailored to children and young people's needs.
31. To help ensure that local performance in relation to child and adolescent mental health services is maintained, it will be important for the Health and Wellbeing Board and its partners to ensure progress on the following key areas:

- Retaining a sustained focus on service improvement through the ongoing scrutiny of the Local Transformation Plan;
- Developing a clear and funded plan to improve crisis care for children and young people;
- A strategy to reduce the number of children being treated far from home and/or in adult wards;
- Ensuring that Wiltshire continues to increase its investment in line with its share of the £1.4bn additional funding announced with Future in Mind. This is particularly important considering Wiltshire's small per capita expenditure on children's mental health;
- Developing an effective joint agency workforce development plan to ensure the right workforce is in place to improve the whole child and adolescent mental health system.

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Date: 20 April 2017

Appendices

Appendix 1 – Children and Young People's Version of Wiltshire's Local Transformation Plan

Appendix 2 – Planned budget for CAMHS transformation 2017/18