



## REGULATORY AND OTHER COMMITTEE REPORT

<b>NAME OF COMMITTEE:</b>	Lincolnshire Schools Forum
<b>DATE OF MEETING:</b>	12 <sup>th</sup> January 2017
<b>SUBJECT:</b>	New Emotional Wellbeing Service for Children and Young People
<b>REPORT BY:</b>	Sara Gregory Commissioning Officer
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<b>IS REPORT CONFIDENTIAL?</b>	No

### **SUMMARY**

The purpose of this report is to:

1. Set out the Council's intention to commission a new Emotional Wellbeing Service in Lincolnshire for school aged children and young people.
2. Identify if Schools Forum are supportive to providing additional funding to a new Emotional Wellbeing Service to provide a greater offer to Lincolnshire pupils and enhance the support available to schools.
3. Consider funding alternatives to provide match funding that is affordable and sustainable from the Dedicated Schools Grant, and to seek Schools Forum support for the Local Authority's proposal to provide additional funding from this funding source.

### **DISCUSSION**

#### Background

Local Authorities recently became responsible for commissioning public health services for 0 to 19 year olds (up to 25 for young people with Special Educational Needs and/or Disabilities) and the Council's Children's Strategic Commissioning Service has led a review on the children's public health services it currently commissions including Health Visiting, School Nursing and Antenatal Weight Management.

On the 1<sup>st</sup> November 2016, Executive agreed to a new model of children's public health services ([link to report](#)) planned to commence in October 2017. The agreed new model for children's public health services includes four services:

- **Children's Health Service 0-19 (25 SEND)**- to be in-sourced and provided by Children's Services. Universal antenatal education will be available for all families and children will be seen more by the Health Visiting workforce. Health Visitors will spend more time supporting vulnerable families and will continue to support children until the end of Reception year. Public Health Nurses will support vulnerable school-aged children with related health concerns, particularly where there are safeguarding concerns.
- **Online Counselling Service**- current contract with Xenzone for KOOTH.com to be extended to 31<sup>st</sup> March 2018. Since the service was originally commissioned, its

original commissioned delivery of 120 hours per month (1,440 per year) has been enhanced due to increased demand. The service will be further increased to an average of 411.5 hours per month (4,938 hours per year), which is equivalent to a 242% increase in hours, due to a further increase in demand and also to enable a pilot to take place for the additional elements required under the review. A new online counselling service will be procured through an open competitive tender and be operational from 1<sup>st</sup> April 2018.

- The existing contract for **Lincolnshire Integrated Sexual Health Services** with Lincolnshire Community Health Services NHS Trust (LCHS) will be expanded to cover all school-aged children, including children aged under 13 who will receive sexual health advice, particularly around healthy relationships and delay/prevention messages.
- A new **emotional wellbeing service**- direct intervention support will be offered to children, young people and their families experiencing emotional wellbeing concerns, where other services are not designed to meet their needs thus impacting on their lives and ability to thrive.

#### The Need for an Emotional Wellbeing Service

- Increasing service demand for online counselling and CAMHS indicates that more Lincolnshire pupils are needing support with managing complex issues in their lives including attachment issues, depression, anxiety, lack of self-worth, relationship problems and family relationship breakdown. CAMHS should only provide mental health interventions to those with a diagnosable mental illness; it is not in a child or young person's best interest to access CAMHS unless needed however, there is a gap in support for those with often very complex concerns who do not have a diagnosable mental illness.
- Extensive research has shown that poor behaviour and/or emotional wellbeing are barriers to teaching and learning and attainment. This is supported by *The link between pupil health and wellbeing and attainment*, published by Public Health England in 2014, which included key evidence that has shown learning social and emotional skills can have a positive impact on attainment. It highlighted that "*emotions can support or impede pupils' learning, their academic engagement, work ethic, commitment, and ultimate school success*" and that "*school-based programmes of social and emotional learning have the potential to help young people acquire the skills they need to make good academic progress*", as well as "*offering a significant return for the resource and time investment by schools to establish such programmes*".
- As at September 2016 there were 2,426 active Team Around the Child (TAC) cases, with East Lindsey, South Kesteven and Lincoln having the highest number of active TAC cases at the end of September 2016 (515, 429 and 420 respectively) which accounted for approximately 56% of the total Lincolnshire active cases. Overall approximately 49% of active TAC case referrals for Lincolnshire at the end of September 2016 involved schools and other education services
- Between April 2015 and March 2016 there were 4,427 referrals to CAMHS of which 82% were accepted, however 18% of referrals did not meet the clinical thresholds for CAMHS. 262 of the total number of referrals were from schools (5.9%) and 249 (95%) of those referrals were accepted.
- Across Lincolnshire, the average rate per 100,000 young people under 18 for alcohol-specific hospital stays was 40.74. This was higher than both the England (40.05) and East Midlands (33.79) averages. At a district level, the highest rates in the county were East Lindsey (54.04) and South Holland (52.92).
- According to the National Child and Maternal Health Intelligence Network (who calculates estimates by using prevalence rates outlined in literature reviews and then apply this rate to population data) it was estimated that in Lincolnshire in 2014 there were 13,475 Lincolnshire pupils aged 5 to 19 years with emotional, conduct and/or neurotic disorders (approximately 11% of the 5 to 19 population).

- The Health and Social Care Information Centre (HSCIC) undertook a What About YOuth Survey in 2014 of 15 year olds across the UK using the Department of Education's National Pupil Database. A total of 1,057 responses from Lincolnshire 15 year olds were used to calculate the data for the authority. Outcomes from the survey for Lincolnshire included:
  - 16.9% of Lincolnshire pupils engage in three or more of risky behaviours.
  - 56.2% of children in Lincolnshire reported they had been bullied in the past couple of months, which was higher than England average of 55% and slightly higher than the East Midlands average of 56%.
  - 13.5% of children in Lincolnshire reported low life satisfaction, which was similar to the England and East Midlands averages of 13.7% and 13.2% respectively.
  - The Warwick-Edinburgh Mental Wellbeing Scale (WEMWBS) where positive answers result in a higher score highlighted the mean score for Lincolnshire pupils was 47.6 (similar to England and East Midlands). The average mean score in 2012 was higher at 52.4.
- Between September 2011 and January 2014 there were 4 confirmed cases of suicide and 2 suspected cases of suicide among young people aged under 18.
- A HealthWatch Lincolnshire survey in 2014 of more than 1,600 Lincolnshire pupils aged between 11 and 18 (including some vulnerable young people up to age of 25) highlighted that 93.5% of respondents had encountered bullying within their school or college environment (there was a correlation between bullying and self-harm) and 30 to 35% were generally dissatisfied with local and national support services.
- Between October and December 2015, public and professionals were engaged to understand their views of the children's public health services being reviewed. In relation to emotional wellbeing, feedback from families and professionals has highlighted potential gaps in support for school aged children.
  - Almost 60% of respondents thought that an emotional wellbeing service would have a positive impact on children and families.
  - Parent/carer and professional respondents combined said that the children need the most health related advice and support at age 13-16 in Years 9-11 (32%) and age 4-6 in Reception and Year 1 (23%).
  - Emotional wellbeing support was the third most important health concern for both professionals and parents/carers.
  - Comments on a new emotional wellbeing service included "*it would make my mental state far more stable*"; "*Often young people have emotional health needs that are not mental health needs*".
- As at the time of writing there have been 4,984 registrations to KOOTH.Com, which is a service only accessible to Lincolnshire pupils aged 11-25, including Looked After Children. The top 10 reasons for young people accessing the service (in order of priority) are anxiety/stress; family/relationship issues; depression; lack of confidence; self harm; lack of self worth; friendship issues; loneliness; anger and suicidal thoughts.

#### Council Funding and Plans

Even allowing for the financial challenges Lincolnshire County Council is facing, the Council is committed to this work stream through identifying £1m per annum to commission a new Emotional Wellbeing Service. The funding commitment is for 3 years initially plus an option for a further 2 years. The Council recognises that schools are often on the front line of identifying emotional wellbeing concerns in their pupils, which often impact on a child's ability to engage in learning. Schools frequently have to manage concerns on a day to day basis when there is no other service available to support; this is why many schools buy counselling services. An Emotional Wellbeing Working group has been established which includes representation from the Council, schools (including Schools' Forum representatives), public health and CAMHS to understand current gaps/issues and how representatives feel these would be best addressed through the new service.

The work undertaken with the group so far has highlighted:

- Emotional wellbeing concerns for Lincolnshire pupils in schools include: low self-esteem/confidence; self-harm; sexting; cyberbullying; anger management due to personal issues; stress (in particular during tests/exams); anxiety; attachment issues.
- Gaps in provision for supporting emotional wellbeing concerns for school aged children include: designated skilled workers across Lincolnshire with the knowledge to provide support; consistency of approach to evidence based early intervention programmes delivered in schools; curriculum pedagogy, especially around attachment awareness; consistent training programmes for staff in schools including better understanding around mental health; robust evidence-based learning resources and a clear pathway to support.

The group have been in favour of a mixed model that offers some training and accreditation to schools and a direct intervention service from skilled professionals offering 1:1 intervention, group and family work, although it has not been possible for the group to identify an affordable and sustainable match funding option from schools. Affordability restraints mean the Local Authority is limited to the £1m p/a investment. DMT are currently considering commissioning options to determine the most appropriate option that will best support the needs of children and young people and their families.

It is anticipated that the commitment of £1m p/a funding by the Council will provide approximately 18 FTE of skilled workers (costs based on mental health trained nursing staff):

Cost	FTE	Cost
Band 7	4.00	£ 207,520.71
Band 6	4.00	£ 176,013.85
Band 5	10.00	£ 353,401.10
Admin G3	2.00	£ 34,280.00
Non-staffing	n/a	£ 228,784.35
<b>TOTAL</b>		<b>£ 1,000,000.00</b>

With indicative data of 13,475 pupils in Lincolnshire experiencing emotional wellbeing concerns and with 361 schools across the County (221 maintained and 140 academies) this would mean that for approximately every 3,368 of these Lincolnshire pupils and 90 schools there would be just 4.5 FTE of skilled workers. This does not include those vulnerable young people over the age of 19 that would also require support for their emotional wellbeing, e.g. Special Educational Needs and Disabilities (SEND), Care Leavers.

Exploration of additional funding options with Finance officers has identified the following options:

- To earmark funding from the Dedicated Schools Grant underspend however this would only be temporary in nature and therefore would not be affordable or sustainable over the period of the service.
- A buyback arrangement with schools could be considered, however this would not lend itself well to this model and if all schools did not buyback it would not be a universal model.
- Funding from the High Needs budget of the Dedicated Schools Grant to fund these extended service requirements following the government increasing Lincolnshire's funding by £1.496m in 2017/18 (nationally this value was £130m).
- Funding from schools delegated budgets, but the timing of such a decision would not allow schools to plan for such an investment in this service.

If Schools Forum, subject to funding changes was able to match fund the Council's investment of £1m p/a, or agree to support the Local Authority's proposal to provide additional funding from the High Needs budget of the Dedicated Schools Grant, it is anticipated this could provide 40 FTE in total with 10 FTE of skilled workers for approximately every 3,368 of Lincolnshire pupils indicated to have emotional wellbeing concerns and 90 schools. This would also provide additional resource to introduce and support schools to implement early intervention school-based programmes to build resilience, provide schools with a range of evidence-based resources and provide greater opportunity for guidance and support to be provided to school based staff to enable them to become more confident in meeting the needs of pupils.

<b>Cost</b>	<b>FTE</b>	<b>Cost</b>
Band 7	4.00	£ 207,520.71
Band 6	8.00	£ 352,027.69
Band 5	28.00	£ 989,523.07
Admin G3	4.00	£ 68,560.00
Non-staffing		£ 382,368.53
<b>TOTAL</b>		<b>£ 2,000,000.00</b>

Further investment in the service would increase the volume of support available to schools, pupils and their families, thus further improving outcomes, and would also provide greater opportunity for long-term financial savings. For example, the AWPU value of a child or young person in mainstream provision ranges from £2,566.66 to £4,291.90 but the cost of alternative provision can range from £10,000 to in excess of £20,500. The UK's Faculty of Public Health estimates that school-based social and emotional learning programmes "*can save £83 in the first year for every £1 invested, with £39 of that total relating to NHS costs*" and parenting programmes, in particular to prevent conduct disorder, "*can have economic benefits such as reduced use of mental health services, social care and special education services, as well as reduced crime*", with an estimated return of "*nearly £8 for every £1 invested*".

The level of targeted support and how funding will be allocated will be based on need and will vary per district. Further work will be undertaken to better understand the demographics and needs of each district, drawing upon a range of information and sources such as Indices of Multiple Deprivation, population of children and young people in each district, CAMHS, KOOTH.Com, etc.

As a correlation of promotion of the KOOTH.Com service, demand on the service has grown significantly, resulting in financial uplifts to the contract. As a result, the capacity (and funding) for the service will be doubled over the duration of the current contracted service. The feedback for KOOTH remains consistently high from the young people themselves and there is evidentiary support to show the therapeutic alliance between Lincolnshire young people and Counsellors. As a result of LA investment, a new round of promotion and engagement will begin across Schools shortly to help pupils understand the offer available to them. This investment along with the investment of an Emotional Wellbeing Service will better support the increasing emotional wellbeing concerns experienced by Lincolnshire pupils.

#### Next Steps

It is the Council's intention that the Emotional Wellbeing Service commences at the same time as the in-sourced Children's Health Service 0-19 (25 SEND). Although the preferred implementation date of both of these services is 1<sup>st</sup> October 2017, the actual date is still to be confirmed. In view of this the level of service and funding available for an Emotional Wellbeing Service needs to be determined in January 2017 in order for the implementation date to be realised.

If Schools Forum agrees in principle to support the Local Authority's proposal to provide additional funding from the High Needs budget of the Dedicated Schools Grant to support the Emotional Wellbeing Service, the Council will design the service model in more detail and will still seek to work with the existing working group members where appropriate, once the Council has prioritised those groups which are considered as priorities for support, e.g. Health/Social Deprivation, Children in Need, Looked After Children, Youth Offending.

### Summary

Emotional and behavioural problems in early life are predictors of poor outcomes in later life. Young people with an emotional disorder are more likely to smoke, drink and use drugs than other children; are more likely to have time off school and fall behind in their education; and are more likely to earn less money as adults or to experience unemployment.

Even allowing for the financial constraints of the Council resulting from the continued significant reductions in Central Government funding, the Council is committed to an annual £1m investment. This will go some way to meeting needs, however the capacity of the service will be limited and further investment either through a joint commissioning arrangement with schools or through the High Needs budget of the Dedicated Schools Grant would increase the volume of support available. The school workforce will be better supported, consistent early intervention programmes of support will be available for delivery in schools to promote resilience and most importantly Lincolnshire pupils will have direct access to support that improves their emotional wellbeing, further improve their outcomes and thus allows them to achieve their full potential.

### **RECOMMENDATIONS**

The Schools' Forum is asked to:

1. Agree to work in partnership with the Council to commission an Emotional Wellbeing Service and provide the opportunity for schools to be part of the training and specification development of the service.
2. Determine the level of funding it may be able to offer and the most effective way by which schools can fund a partnership arrangement which will give the most stability and continuity in relation to an annual funding commitment.
3. Subject to 1 and 2 above, Schools Forum support in principle the Local Authority's proposal to fund an additional £1m p/a investment in the service from the High Needs budget of the Dedicated Schools Grant, for which the Council will determine the most appropriate commissioning route in collaboration with school representatives. Future school national funding changes may require the funding source to be revisited, however the High Needs budget can support this based on its current funding levels.

<b>Background Papers</b>			
The following reports were relied upon in writing this report			
Paper Type	Title	Date	Accessibility
Executive Report	Children's Health Services Model and Commissioning Plan	1 <sup>st</sup> November 2016	<a href="http://lincolnshire.moderngov.co.uk/eListDocuments.aspx?Cld=121&amp;Mld=4812&amp;Ver=4">http://lincolnshire.moderngov.co.uk/eListDocuments.aspx?Cld=121&amp;Mld=4812&amp;Ver=4</a>
Public Health England	The link between pupil health and wellbeing and attainment	November 2014	<a href="https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/370686/HT_briefing_layoutFINALvii.pdf">https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/370686/HT_briefing_layoutFINALvii.pdf</a>

### **Appendices**

None