

28th November 2017

To the Chair and Members of CABINET

TENDER AND AWARD OF A CONTRACT FOR THE PROVISION OF FOUR COMMUNITY BASED CRISIS SUPPORT SERVICE AND ASSOCIATED ACTIVITY.

Relevant Cabinet Member	Wards Affected	Key Decision
Councillor Blake	All Wards in Doncaster	Yes

EXECUTIVE SUMMARY

- Historically Doncaster Council's Adults, Health and Wellbeing Directorate have had a grant arrangement in place with two local voluntary sector providers (Doncaster Mind and Changing Lives). The grant has funded services that support people with mental ill health. The total cost of the two services per annum is currently £261.333 per annum. The funding for the services has come from the Better Care Fund. This funding is available for another 12 months.
- With the advent of the Government's Five Year Forward View for Mental Health (February 2016) aimed at transforming Mental Health service in communities, Doncaster has the opportunity to revisit what it currently provides.
- The government is committed to promoting new models of community based care such as crisis cafés and community clinics. (The changes that need to be undertaken by 2020/2021 are reflected in the 5 Year Forward View for Mental Health (February 2016).
- The Five Year Forward View for Mental Health is a priority for the Health and Well Being Board.
- To progress the implementation of the Five Year Forward view in Doncaster, a procurement exercise will be undertaken for the delivery of community based crisis support service in four locations across the borough that will align with the integrated community led support (CLS) and the RDaSH community model.
- The community bases crisis support service will underpin the drive to bring specialist Mental Health services into the community and the community based crisis support services will provide four hubs to deliver these services. The vision is to bring services to communities. Secondary care services such as WRAP planning (Wellness Recovery Action Plan) and IAPT (Improving Access to Psychological Therapies) would be brought to the community sites to ensure individuals are engaged with services at time when they feel accessing statutory service is not appropriate for them.
- The community based crisis support service supports the on-going service transformation driven by the Troubled Families Programme principles (known as Stronger Families in Doncaster) to work in a far more coordinated way and

with whole families where applicable. Many of the families we identify exhibit different levels and types of mental health issues sometimes with multiple members of families suffering.

8. The community based crisis support service supports the work of the Complex Lives Alliance to provide a whole system, comprehensive and increasingly preventive approach that will improve quality of life for the individuals concerned and have wider community impacts.
9. A procurement exercise will be undertaken and a contract will be in place by 1 April 2018. The Service Specification has been developed with involvement from the Clinical Commissioning Group (CCG) and a market event will be held to inform the market of the Council's commissioning intentions.

RECOMMENDATIONS

That Cabinet:

10. Support the cessation of the current grant arrangements that are in place with Doncaster Mind and Changing Lives.
11. Approve a procurement exercise to be undertaken in accordance with EU Procurement Regulations to award a contract on an up to two-year basis to the successful provider(s) for the provision of four community based crisis support services and associated activities within a financial envelope as follows: for year one the financial envelope is recommended to be £245,000 and in year two £200,000. That the award of this contract be delegated to the Director of People in consultation with the Cabinet Member for Adult Social Care.
12. Delegate to the Director of People in consultation with the Cabinet Member for Adult Social Care, authority to consider the extension of the contract for a further 2 years, to enable the provider to identify alternative funding and resources to deliver the service, subject to the provider demonstrating delivery of performance requirements and continued funding being identified.

EXIT STRATEGY

13. The incumbent providers will be supported by the Council to implement an exit strategy. The two current providers are fully aware of the Council's intention and welcome the opportunity to enter into a competitive tendering exercise. They will provide the relevant notice period to their staff as per their employment Terms and Conditions. In the event that, Transfer of Undertaking Protection of Employment (TUPE) applies this would be managed as part of any potential staff transfer. A Due Regard Statement has been completed which has not identified any issues regarding the Protected Characteristics to the service going forward. This is attached at Appendix 1 for information.

WHAT DOES THIS MEAN FOR THE CITIZENS OF DONCASTER?

14. The community based crisis support service will provide a service to individuals in a community setting that has the ability to provide appointments for a period when statutory services are closed.

15. Many services will be co-located with primary and community care, meaning more convenient and tailored treatment and relieving pressure on general practice as set out in the General Practice Forward View. Delivering these new integrated services is critical to building care and support holistically around the needs of the person to improve their outcomes and support them to achieve wellbeing.
16. Community mental health services for adults of all ages will be better supported to balance demand and capacity, deliver timely access to evidence-based interventions, integrate with primary care, social care and other local services, and contribute to the delivery of efficiencies across the adult mental health system. For Doncaster this means that 1652 individuals with a severe mental illness will receive a full annual physical health check. The community based crisis support service will allow individuals to receive support with their physical health check, implementing healthy living classes and cookery classes to develop a healthy lifestyle.
17. The community based crisis support service will provide an environment to implement evidence-based preventative interventions that target high-risk locations and support high-risk groups (including young adults who self-harm and older adult males) within the Doncaster population. The community based crisis service will provide a 'talking shop' approach, allowing individual's to walk in, discuss any issues and potentially be signposted or integrated into correct pathways of care and support.
18. The community based crisis support service will be established in four localities, integrating with the CLS model and RDaSH localities. As part of the 5 year forward view for mental health, services will be co-located within this model to ensure access for all, locally at a time to suit to the individual.
19. The move away from grant funding to a competitive tendering process for the community based crisis support service is the preferred approach. The benefit of tendering the service will be in relation to the following: value for money and a quality focussed approach as the service will be awarded as a result of competitive tenders being evaluated on quality and cost. There is the potential for efficiencies as the contract sums are fixed for the duration of the agreement and primarily designed to assist the delivery of a service, furthermore deliverables for the service will be clearly identified and reported against at regular performance monitoring meetings. The service will also be more holistically managed to ensure the councils requirements are met in all aspects of the service.
20. Throughout the life of the contract the provider will explore other funding opportunities to sustain elements of the service for example peer support and infrastructure volunteering. The performance information and outcomes of the service will inform the future commissioning intentions. Funding for this may be drawn down from central government (five year forward view for mental health).

BACKGROUND.

21. For a number of years Doncaster Council's Adults, Health and Wellbeing Directorate has had in place grant arrangements with Doncaster Mind and

Changing Lives, two local voluntary sector providers to deliver mental health support services. Traditionally, grant funding from the Council is frequently used to pay for essential overheads – for example, costs of premises, core staff to manage service and volunteers etc. Many of these overheads are fixed.

22. **Doncaster Mind** currently receives £156,033k per annum and delivers the following: Wellbeing - Recovery Café, Groups, Activities, Information and Support, peer support, Befriending and Volunteering Opportunities. The grant arrangement has been in place since approximately 1985.
23. **Changing Lives** currently receives £105,300k per annum for a Positive Mental Health Programme (PMHP), which includes: Information/Signposting, Crèche facilities for women accessing the PMHP programme, Crisis Support and Counselling Provision. The grant arrangement has been in place since 1995.
24. Over the past 12 months the two local charities have embraced new ways of working in a collaborative approach and the difference this has made is very evident. The difference the partnership arrangement has made is clearly evident and is a credit to the staff and volunteers. The following provides an illustration of the work they have carried out:-

Doncaster Mind-Throughout the last financial year has recorded seeing over 1000 different individuals who made 10,228 client contacts or attendances to the services. Those services were the groups, training courses, counselling sessions, housing support services and general enquiries that as an organisation deliver every year.

Wellbeing Service.

8 different courses run a total of 27 times over a year course lengths vary from 4 to six weeks. The course include:-First Steps (introduction to group work), anxiety management, confidence and self-esteem, dealing with anger, positive wellbeing, my life my voices and stress awareness.

Peer Support Groups.

5 Social Cafe sessions 2 week day lunchtimes at the 'Changing Lives' Hub, one evening and Saturday at the changing lives Hub, and one weekday lunch time in Mexborough.

Befriending Service.

During the last financial year the volunteer hours that were recorded as part of the delivery of the service added up to 1766.4. This equates to a value of £18,476 in financial terms.

Changing Lives - have a busy women's centre and community hub and this has a high footfall within the building, (around 600 people use the building each week through all partnerships).

Counselling - Changing Lives have a BACP registered councillor who as well as counselling provides clinical supervision to the 12 volunteer counsellors who support the service. This service provides counselling to around 100 clients per year. It represents excellent value for money because of the delivery model with

a paid member of staff supporting 12 volunteer counsellors.

Crèche All services provided by Changing Lives offer free crèche places for children aged 0-8 for the duration of the activity attended. This is unique to the service and breaks down the barriers some women face to attending services.

25. National Context

On the 9th January 2017, Prime Minister Theresa May unveiled national plans to transform Mental Health services in communities. She detailed that further alternatives to hospital to support people in the community should be available; recognising that seeing a GP or going to A&E is not or does not feel like the right intervention for many people with mental ill-health. The government has committed to build on its £15 million investment to provide and promote new models of community based care such as crisis cafes and community clinics.

26. Local Context

- Doncaster has a high prevalence of patients attending A&E with a mental health related issue (1 in 4).
- Incidence of depression is higher for females than males with both rates of incidence expecting to remain stable over the next few years (2025).
- With an increasingly ageing population the prevalence rates of depression for the over 65's, severe depression, dementia and other age related conditions, will increase.
- The prevalence rates for neurotic disorders and personality disorders will also remain stable.
- The area for concern, whilst looking at prevalence rates in the locality, is that services being used/ accessed are not reflective to the need, whether this is mental health services or those that impact on mental health such as drug and alcohol services.
- Doncaster's suicide rate has remained at around 30 individuals for over ten years.
- Mental health promotion is currently fragmented and there is a clear need for a new focus.
- Deprivation is a determinant of mental health and Doncaster has a number of areas of high deprivation.
- The elderly are at more risk and affluent areas are usually made up of an elderly population.
- Mental health is a priority area for Health and Wellbeing Board.
- Stronger Families Programme often works with families where mental health is present. Partner workers often find it difficult to assist and signpost these people to services and support; the Community based crisis support service will help with this service gap. The Stronger Families way of working is now influencing the Complex Lives Programme with vulnerable adults to ensure coordinated support is put in place.
- Work with people with complex lives is a prototype for a new operating model supported by Team Doncaster with the aim to identify and create an integrated approach that can meet changing demands and improve outcomes. This work has evidenced the need for a coordinated approach requiring an integrated combination of support and services both statutory and voluntary, along with clearer routes into accommodation and a strong multi-agency approach to improving mental and physical ill health,

supporting people with a drug or alcohol dependency and managing homelessness and rough sleeping.

The majority of the complex lives cohort report a history of mental ill health and this can and does present a barrier to engagement and advancement. In addition to the statutory services, there is an important role for the community and voluntary sector, in particular in the town centre locality. They play a role to help and support the complex lives work by providing a safe and trusted environment that aids both improved engagement and motivation to take steps to improve their circumstances for the better.

27. The following model is one that Doncaster wishes to aspire to:-

A Hampshire 'Vanguard' in the form of a crisis café has helped reduce mental health secondary care admissions by a third in seven months by providing an alternative solution for patients. The 'Safe Haven' café in Aldershot, on the Surrey and Hampshire border, has been open all year round since 2014 and is an evening drop in where people can go if they need support. NHS workers and third sector partners are on site to provide mental health crisis support which has helped some people avoid the need for NHS care including A&E. Anyone suffering from a mental health problem diagnosed or not, can drop in for a cup of tea and a chat and can request more formal help if needed. Service users say the café has helped them in many ways including preventing some from committing suicide and helping others combat loneliness, homelessness and general crisis. The number of attendances to the café each month has jumped from an average of 167 in April to June 2014 to 415 in the same period in 2015 and 95 per cent of their feedback has been positive. A separate study carried out for Surrey and Borders Partnership NHS Foundation Trust (SABP) by 'Mental Health Strategies' found that from April to October 2014, the number of admissions to acute in-patient psychiatric beds fell by 33% from within the 'Safe Haven' catchment area. The service is de-escalating and preventing crisis and avoiding the need for people to present to mainstream services, reducing demand and releasing capacity.

OPTIONS CONSIDERED

28. **Option1** - to continue with the current grant arrangement with the two providers. This is not the preferred option as the Council wish to move away from grant making to a position where competitive tendering is undertaken in line with EU Procurement rules and a contract put in place with successful providers. Both Doncaster Mind and Changing Lives as referenced above have worked collaboratively to deliver quality services. However, they are very supportive of the current grant arrangement changing by way of a competitive tendering process. .
29. **Option 2 (recommended option)** - to cease the current grant arrangements in place with Doncaster Mind and Changing Lives and to carry out a procurement exercise in accordance with EU Procurement Regulations and the awarding of a two-year contract to the successful provider(s) for the provision of a community based crisis support service and supported activity in four localities. Financial savings may be made over the life of the two year contract period. However, the financial envelope needs to be reflective of needs now and going

forward as referenced at point 41 (Financial Implications). Therefore for year 1 the financial envelop will be £240,000 and in year two £200,000.

REASONS FOR RECOMMENDED OPTION

30. It is acknowledged that the current services have flexed over the past year and worked collaboratively in response to demand. This work is well documented above and in the performance information submitted to the Council. The Five Year Forward View for Mental Health has set out a number of requirements which need to be progressed, one of which is the provision of community based crisis support service. With the progression of the Community Led Support model (CLS) it is a timely opportunity to progress elements of the national plans to transform Mental Health services in communities. Equally important Doncaster Council will move away from grant arrangements to a commissioned service with formal contracts in place. The Council also wishes to ensure that the needs of people accessing the current service continue to be support appropriately.
31. It will be a requirement of the successful provider to secure external funding for a number of elements of the service. However, the contract may be extended for a further two years subject to continued funding being identified.

IMPACT ON THE COUNCIL'S KEY OUTCOMES

32. The report has the following impacts:

	Outcomes	Implications
	<p>All people in Doncaster benefit from a thriving and resilient economy.</p> <ul style="list-style-type: none"> • <i>Mayoral Priority: Creating Jobs and Housing</i> • <i>Mayoral Priority: Be a strong voice for our veterans</i> • <i>Mayoral Priority: Protecting Doncaster's vital services</i> 	<p>The service will support individuals to improve their outcomes and support them to achieve wellbeing.</p>
	<p>People live safe, healthy, active and independent lives.</p> <ul style="list-style-type: none"> • <i>Mayoral Priority: Safeguarding our Communities</i> • <i>Mayoral Priority: Bringing down the cost of living</i> 	<p>The community based crisis support service will help reduce the pressure on high cost services by providing locality based provisions that can be easily accessed by people living in different localities across Doncaster.</p>
	<p>People in Doncaster benefit from a high quality built and natural environment.</p> <ul style="list-style-type: none"> • <i>Mayoral Priority: Creating Jobs and Housing</i> 	

	<ul style="list-style-type: none"> • <i>Mayoral Priority: Safeguarding our Communities</i> • <i>Mayoral Priority: Bringing down the cost of living</i> 	
	<p>All families thrive.</p> <ul style="list-style-type: none"> • <i>Mayoral Priority: Protecting Doncaster's vital services</i> 	
	Council services are modern and value for money.	The service will align with the Councils Community led Support model and, equally important, will respond to the national plans and support the transformation of mental health services in communities.
	Working with our partners we will provide strong leadership and governance.	DMBC will provide the leadership and governance for the service in partnership with the provider(s) and the Clinical Commissioning Group and RDaSH.

RISKS AND ASSUMPTIONS

33. With the introduction of the Five Year Forward View for Mental Health there is a requirement to progress implementation and develop a Service Specification, which responds to national policy.
34. The current providers have over the last year flexed in response to need and embraced collaborative working. However the provision in its current form is not fully able to respond to the national agenda. There is a real opportunity going forward to not only harness 'what works well' but build and develop a community based crisis support service in four localities in response to growing need.
35. The community based crisis support service will be co-produced across the four areas as follows:- Central Doncaster, Mexborough, Bentley and Thorne. This aligns with the Public Health data regarding where there is a high population of people experiencing mental health issues as well as the Community Led Support model (CLS) and RDaSH.
36. In 2015/16 there were 648 A&E attendances for patients with a mental health condition at a total cost of £137,671. This could be reduced with the right early interventions.

LEGAL IMPLICATIONS

37. Section 1 Localism Act 2011 gives the Council a general power of competence

to do anything that individuals may generally do.

38. Section 111 of the Local Government Act 1972 gives the Council the power to purchase goods and services.
39. Section 2B of the National Health Service Act 2006 (as amended by Section 12 of the Health and Social Care Act 2012) introduced a new duty on Councils in England to exercise certain health service functions and take appropriate steps to improve the health of the people who live in their area.
40. Section 117 of the Mental Health Act 1983 (as amended by the Care Act 2014) requires local authorities and clinical commissioning groups to provide certain aftercare services to mental health patients upon their discharge from hospital.
41. Legal Services should be consulted at the earliest opportunity to provide contractual documentation to end the grant arrangements with Doncaster MIBD and Changing Lives. Further legal advice and assistance will be given in relation to the procurement exercise which will be undertaken in accordance with the Councils contract procedure rules.

FINANCIAL IMPLICATIONS

42. This report proposes the cessation of the current grant arrangements with Doncaster Mind and Changing Lives delivering mental health support services and to carry out a procurement exercise for a two-year contract for the provision of four community based crisis support services and associated activities at an estimated value of £445k. This is in line with the Council's policy to reduce grants to third sector organisations and more clearly commission and contract service activity.
43. The Better Care Fund (BCF) currently commits £261k per annum grant funding for Doncaster Mind £156k & Changing Lives £105k. This proposal for £445k over 2 years would reduce the call on BCF by £77k in total. Note the BCF plan for 2018/19 is currently under review and will be reported to members under the Council's budget setting process.
44. This report sets out the intention that after 2 years the contractor would work towards the service being delivered by a combination of volunteering and peer support. In addition officers will look at accessing other funding resources such as the CCG's 5 Year Forward View Funding for Mental Health to help support this transition. The plan is that the Council would no longer need to directly fund these services and recognises that BCF grant is only temporary funding – currently ending in 2019/20.

HUMAN RESOURCES IMPLICATIONS

45. No HR implications are required as there are no staffing implications for this report. Cabinet Report guidelines say these should only be referred to if there are staffing implications.

TECHNOLOGY IMPLICATIONS

46. There are no anticipated technology implications in relation to the recommended option. In commissioning any new provider for the provision of community based crisis support services, due consideration needs to be given to how information is shared between the Council and the provider and any IT system requirements to support monitoring and tracking of performance. If through the commissioning of these services ICT requirements are identified, then a business case should be submitted to the ICT Governance Board.

EQUALITY IMPLICATIONS

47. The primary focus of the community based crisis support services is for adults and adolescents experiencing, mental health problems. For people with or without a protected characteristic the service should have a positive impact on them due to the focus on an individual's outcomes, choices enablement and person – centred support available in localities.

CONSULTATION

48. With the move for Changing Lives to new premises and Doncaster Mind revisiting their business model, both providers have embraced the opportunity to work on the development of a range of potential collaborative services for those experiencing mental health problems. One of the key parts of that work is the development of a multi-purpose social space that can accommodate a range of services at different times. The developments have been carried out in consultation with service users that access both provisions. Initial conversations undertaken with service providers have shown a real desire to outreach statutory services into the community. Both charities are supportive of the move away from grant arrangements to a competitive tendering exercise. The Service Specification going forward will be developed in consultation with key stakeholders, user and carers.

ASSETS AND PROPERTY TEAM

49. The exact site location of the four community based crisis support services has not yet been confirmed. Should any property negotiations be required to be entered into in order to secure appropriate space, the Council's Property Manager should be contacted in the first instance in order that such negotiations can be led and managed to the best advantage of the organisation.
50. The community based crisis support service will cover the following areas: Central Doncaster, Mexborough, Bentley and Thorne.

BACKGROUND PAPERS

51. None.

REPORT AUTHOR & CONTRIBUTORS

Fay Wood, Interim Commissioning Manager

Tel: 01302 737817 fay.wood@doncaster.gov.uk

Damian Allen
Director of People