



To the Chair and Members of the Health and Adult Social Care Scrutiny Overview and Scrutiny Panel

All Age Emotional Wellbeing and Mental Health Recovery Plan

Relevant Cabinet Member(s)	Wards Affected	Key Decision
Councillor Rachael Blake - Adult Social Care and Chair of Health and Wellbeing Board	All	None
Councillor Nuala Fennelly - Children and Schools		

1. EXECUTIVE SUMMARY

(1.1) The Panel is asked to give consideration to information provided in the report on the following areas:

- Background and National thinking.
- Response to the pandemic – service level & strategic.
- Plans for next 100 days and future Recovery Plan.
- Doncaster’s approach and guiding principles.²
- The Mayoral Pledge.

2. EXEMPT REPORT

(2.1) The report is not exempt.

3. RECOMMENDATIONS

(3.1) The Panel is asked to give consideration to the information provided in the report.

4. WHAT DOES THIS MEAN FOR THE CITIZENS OF DONCASTER?

- (4.1) Good mental health is more than just the absence of mental illness. It can be seen as a state of mental health and wellbeing that allows people to flourish and fully enjoy life. In its broadest terms an effective all age wellbeing and mental health recovery plan will allow more Doncaster citizens to flourish and enjoy positive mental health. Getting this right will mean citizens have:

Good levels of self-esteem

- (4.2) This is the value placed on individuals, including positive self-image and sense of self-worth. People with high self-esteem generally have a positive outlook and are satisfied with themselves most of the time.

Feel loved

- (4.3) Children who feel loved, trusted and accepted by their parents and others are far more likely to have good self-esteem. They are also more likely to feel comfortable, safe and secure, and are better able to communicate and develop positive relationships with others.

Have Confidence

- (4.4) Citizens should be encouraged to discover their own unique qualities and have the confidence to face challenges and take risks. Citizens who are brought up to have confidence in themselves are more likely to have a positive attitude, and to lead happy and productive lives.

Reduce family breakup or loss

- (4.5) Separation, divorce, or the loss of a parent or sibling can be extremely painful. Finding ways to cope and adjust to the changes brought by these events is critical for everyone, but particularly for youth. By putting effective systems in place to support families will reduce the likelihood of negative impacts of breakup or loss.

Positive Behaviour

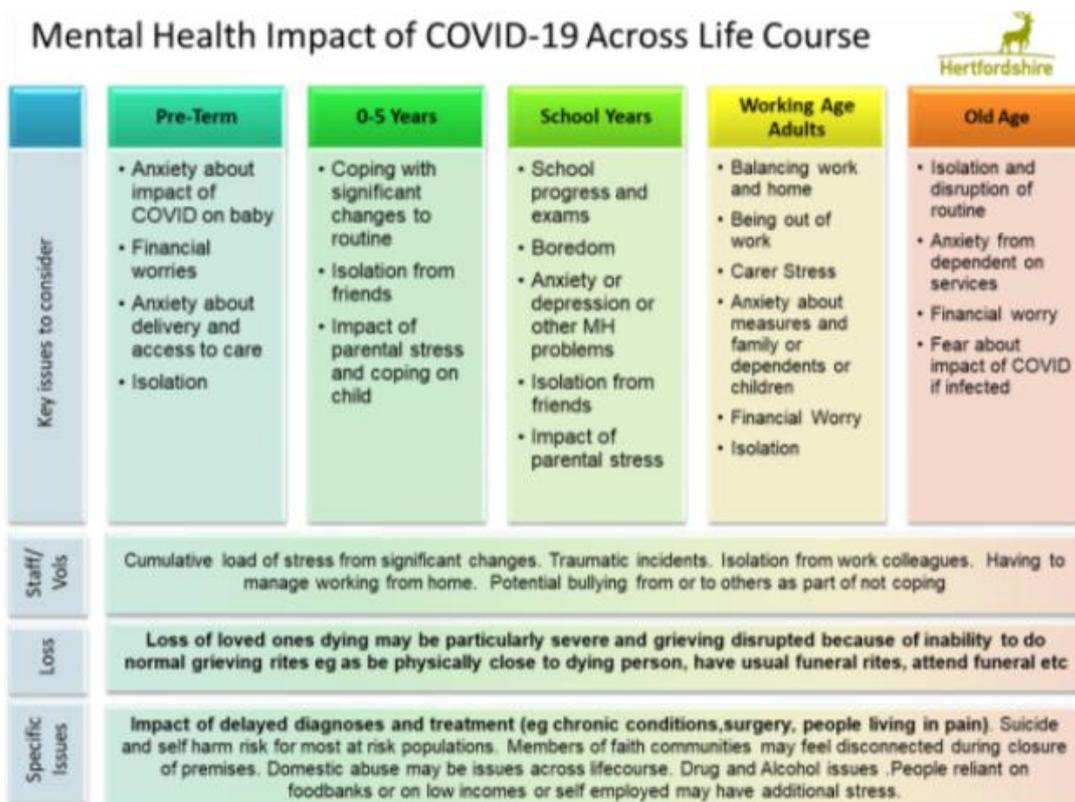
- (4.6) When people are unhappy, they either internalise their unhappiness or respond negatively. The latter sometimes appears as behaviour, such as using abusive language, being aggressive or violent, damaging property, stealing, lying, refusing to comply with requests or expectations at school or home. Supporting families through the response and into recovery will create behaviours that are more positive.

Achieve

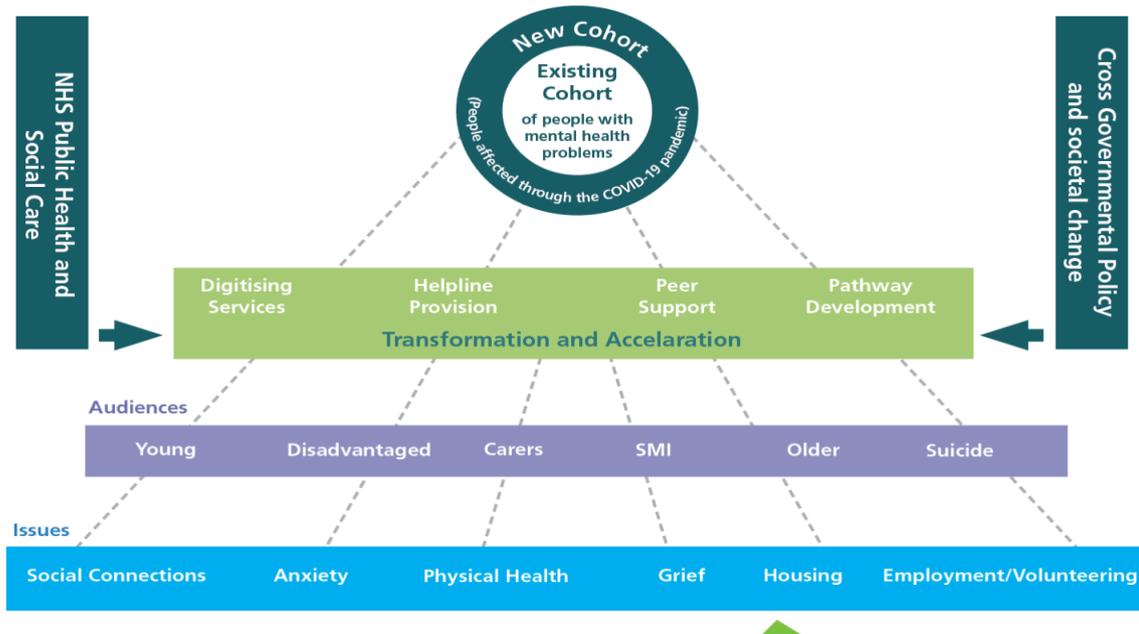
- (4.7) Citizens with positive mental health and wellbeing are more likely to achieve, which in turn promotes self-esteem and positive behaviours. The impacts to both society and the economy are more positive when citizens have positive mental health and wellbeing.

5. BACKGROUND & NATIONAL THINKING

- (5.1) The Covid-19 pandemic is likely to lead to an increase in mental ill health in the UK, as a result of both the virus itself and the measures being taken to protect people from the virus.
- (5.2) During the unprecedented times of the COVID-19 pandemic and government response, mental health is likely to be significantly challenged, as some risk factors to poor mental health and wellbeing will be exacerbated- for example isolation and financial strain as well as increased levels of bereavement and traumatic experiences.
- (5.3) There are a range of emotional reactions during a pandemic as people respond to the emerging threat and adapt to new environments. Some people may have a strong sense of collective identity and display remarkable acts of altruism. However, many people it is expected will experience fear, anxiety, uncertainty, stress, frustration and boredom. These feelings can result in changes in eating patterns, difficulty sleeping, problems with concentration, increased use of alcohol, illicit substance misuse, worsening of chronic physical and mental health conditions, increased intolerance and discrimination against others, and increased aggression and domestic violence.
- (5.4) While much of the impact of COVID-19 may still be unknown, it is possible to apply learning that has been gathered in response to natural disasters that have similar features to the sudden onset of a global pandemic. A paper focussing on the psychological impact of natural disasters (Shultz et al., 2007) indicated that disasters possessing two or more of the following features may exhibit pronounced mental and behavioural impacts: (1) large numbers of injuries and/or deaths [potentially covid19], (2) widespread destruction and property damage, (3) disruption of social support and on-going economic problems [certainly covid19] and (4) intentional human causation.
- (5.5) The diagram below (developed by Hertfordshire Council) shows the potential mental health impacts of COVID-19 across the life course.



- (5.6) We already know a range of risk factors that increase the risk of poor mental health including unemployment, deprivation, poor physical health and substance misuse.
- (5.7) A recent paper highlighted that likely consequences of COVID-19 will be increased social isolation and loneliness (Holmes et al, 2020). These symptoms of poor mental health are themselves strongly associated with further mental health problems including anxiety, depression, self-harm and suicide attempts (Elovainio, 2017 and Matthews, 2019).
- (5.8) A further article indicated that many of the emerging consequences of the coronavirus pandemic and the policy response are known risk factors for suicide (Gunnel, 2020). These include;
- Loss of employment and financial stressors
 - Increased alcohol use and domestic violence
 - Social isolation, loneliness and entrapment
 - Anxiety, depression, Post traumatic stress disorder
- (5.9) The impact of the pandemic will affect a new cohort of people (those affected through the pandemic) and the existing cohort of people with pre-existing mental health issues. The diagram below captures this and sets out the nature of the challenge.



- (5.10) The psychological impact of a disaster continues well past the initial physical harm, as loss and change are enduring features for the population as they adjust to disruption in normal lives and services. The extent to which mental and behavioural impacts are seen might be related to the nature of the hazard and the individual's experience of this- for example, the intensity, duration and frequency of exposure to the harm as well as proximity to its centre. (Shultz et al., 2007). With this in mind, a key area of concern is the impact of the pandemic on the emotional well-being of the health and care workforce. The NHS and social care sector have been under immense pressure, with staff facing extremely difficult circumstances with increased exposure to loss and traumatic experiences in their day-to-day work.
- (5.11) In summary, emerging national research and learning from previous pandemics indicate the mental health impacts of the pandemic could be far reaching across the life course with impacts in the short term and longer term. Together this evidence reinforces the need for a co-ordinated dedicated response to recovery from an all age mental well-being perspective.

6. RESPONSE TO THE PANDEMIC

- (6.1) Doncaster's response to the pandemic has been immediate with the acknowledgement that there is much more to be done.

Service Level - Initial Response to the pandemic

- (6.2) In recognition of the potential impact of the pandemic on people's mental health, it was identified at the outset of the pandemic that there was an immediate need to work collectively across partner organisations, to robustly monitor the impact of the pandemic from a mental health and well-being perspective and to continue to deliver mental health services. It was also acknowledged that there

was a fundamental need for a collective endeavour across key partners to focus on the impact of the pandemic on citizen's mental health and wellbeing to carefully plan to meet immediate needs and mitigate any negative impacts.

- (6.3) Mental health services (delivered by Rotherham Doncaster and South Humber NHS Foundation Trust, RDASH) have continued to be available throughout the pandemic. Continuity of care, patient safety, monitoring and support to individuals experiencing mental health problems has remained the number one priority of RDASH mental health services throughout the pandemic. At the outset of the pandemic, community mental health services (both adults and children and young people's services) in response to the challenges had to rapidly adapt and make changes to service delivery. These changes have included utilising technology (such as Airmid which is part of an electronic record system with the function to facilitate a video call, Microsoft teams and WhatsApp) to undertake client consultations. Where face-to-face contact (home visits and clinic appointments) have been required and necessary these have continued to take place. It has been important that where an adult or child / young person has needed to see someone in relation to their mental health this has been available, either remotely or in person (dependant on the needs and circumstances at that time).
- (6.4) Both adult and children's community mental health services have continued to take referrals throughout the pandemic. The Single Point of Access (SPA) has continued to remain operational, 24 hours a day, 7 days a week, for anyone who is in need of urgent mental health crisis support or assistance. The Crisis and Home Treatment Teams (from both an adults and children and young people's perspective) have also remained operational, providing intensive support to individuals experiencing a mental health crisis.
- (6.5) Access to emotional support for those experiencing a mental health crisis has continued to be available throughout pandemic. Rethink have provided a telephone helpline, providing support and information to people affected by mental illness 24 hours a day, 7 days a week. In response to the pandemic and in recognition of the value of peer support, People Focus Group have provided a telephone peer support service, providing telephone support and information to individuals affected by mental illness.
- (6.6) At the outset of the pandemic, it was recognised that the impact of the pandemic had the potential to exacerbate pre-existing symptoms for those already experiencing mental health problems. In light of this potential impact the importance of remaining in contact with individuals already in receipt of mental health services to provide monitoring and support sufficient to meet varying needs was acknowledged as extremely important. At the start of the pandemic proactive contact was made with all individuals in receipt of support from mental health services. Arrangements were made to keep in touch with people throughout the pandemic, in line with individual needs and risks. A RAG rating system was utilised to identify those individuals most at risk of experiencing a relapse in their mental health. In cases where individuals had been identified as particularly vulnerable to relapse increased support and monitoring throughout the pandemic was put in place.

- (6.7) Upon mobilisation of business continuity plans, some mental health staff were re-deployed to support critical services including the inpatient mental health wards, enhanced care home support and crisis services (providing 7 day / 24 hour a day response). A dedicated social work resource was also aligned to the inpatient wards who have worked hard to assist in getting people home as soon as is practicable once well enough for discharge.

Impact of COVID on mental Health Services – What is the data telling us?

- (6.8) At the start of lockdown, both children's and adult mental health services saw a reduction in the overall number of referrals into secondary care mental health services.
- (6.9) Children and young people's mental health services observed a slight increase in the number of children / young people presenting in crisis in early May 2020. In response to this, a proactive monitoring group was developed to support multi-agency working, risk assessment and management. A social, Emotional and Mental Health group was established for Children and Young People within Doncaster. Following on from the success of the group on the TCP footprint, the Multi-agency response allowed partners to discuss the impact initially of COVID 19 on presenting cases but have since moved to looking at including all issues relating to Social, Emotional and Mental Health. This group has ensured the community response is bolstered whilst reducing the need for secondary care provision.
- (6.10) From an adult mental health perspective, at the start of the pandemic a multi-agency demand and escalation cell was established. The cell has continued to meet twice weekly throughout the pandemic and is attended by all partners, including health, social care, police, Yorkshire ambulance service and commissioning. This partnership response has been important to monitor demand, plan for, and address future demand. Similar to children and young people's services, at the start of lockdown there was a reduction in mental health demand, less people were being referred to adult mental health services, less people were presenting in crisis and overall less people choosing to access mental health services for help and support.
- (6.11) Data indicates we are now starting to see an increase in the number of people accessing mental health services. Recently there has been an increase in the number of people requiring inpatient admission for treatment of their mental health. The acuity of people's symptoms also seems to be greater, with an increase in the number of people recently requiring admission to psychiatric intensive care for treatment.
- (6.12) Below are the headlines from May 2020 adult mental health services data:



Strategic Response

(6.13) Strategically the partnership quickly established an all age emotional wellbeing and mental health group that brought agencies together, including representatives from Doncaster Metropolitan Borough Council (DMBC), Public Health, Doncaster Clinical Commissioning Group (DCCG), Rotherham, Doncaster and South Humber Foundation Trust (RDaSH), Doncaster Children's Services Trust (DCST), Education and the Voluntary, Community & Faith Sector (VCF).

(6.14) The **purpose** of the group has been to:

- Provide strategic oversight in terms of response and longer-term recovery from an all age emotional well-being / mental health perspective.
- Lead the development of a co-ordinated borough wide all age mental health recovery plan.

(6.15) The **objectives** of the group have been to:

- Bring together partners to share and get commitment for an all age approach to mental health response and recovery.
- Understand and manage any immediate risks across the partnership.
- Understand the short, medium and long-term local impacts of covid-19 on emotional wellbeing and mental health across all ages, and all sectors (health, education and social care).
- Explore best practise locally, regionally and nationally to help understand what the impacts are and would be.
- Map and analyse what groups were already in place – what was there scope and remit?

- Analysis of literature and research to identify and learn from previous pandemics – what does the literature tell us about mental health impacts and recovery.
- Develop and agree a set of guiding principles and associated areas of focus action.
- Commit to be a flexible approach that reflects the changing demands on the system.
- Mirror the approach around moving from response to recovery (4 stages). Use a Three Horizons Framework.

Findings from the local Impact Assessment.

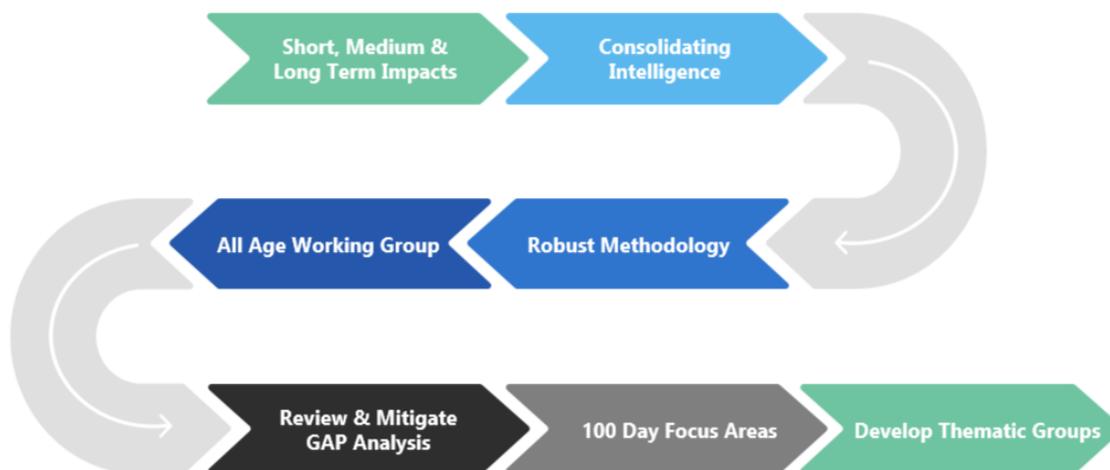
(6.16) One of the key pieces of work has been the need to understand the impacts of the pandemic for Doncaster across all ages, on people’s mental health and well-being. A working group with representatives from health, education and social care across all ages was established to develop a local impact assessment. This impact assessment has been underpinned by a robust methodology which has involved scoring the short term, medium term and longer term impacts across the life course and life domains from a severity and likelihood of impact factor.

(6.17) The headline findings of this impact assessment are shared below.

Short Term Top Impacts	Medium Term Top Impacts	Long Term Top Impacts
<ol style="list-style-type: none"> 1. <i>Economic uncertainty & unemployment (10 & 9)</i> 2. <i>Risk of exploitation & grooming (10 & 9)</i> 3. <i>Disproportionate impact on BAME health and wellbeing (10 & 9)</i> 4. <i>Falling into poverty (8.9 & 9)</i> 5. <i>Increased risk in households with domestic abuse (10 & 8)</i> 6. <i>People being isolated with abusive & coercive partners/ family members – family conflict (9.1 & 8)</i> 7. <i>Children isolated (4.3 & 10)</i> 	<ol style="list-style-type: none"> 8. <i>Increased negative behaviours (8.9 & 9)</i> 9. <i>Reconnection with peers & teachers (8 & 9)</i> 10. <i>Increased parental conflict, domestic abuse and sexual abuse (10 & 8)</i> 11. <i>Economic uncertainty & unemployment (10 & 8)</i> 12. <i>Poverty (8.9 & 8)</i> 13. <i>Interfamilial aggression & violence (9.1 & 7)</i> 14. <i>Increased parental substance misuse (10 & 6)</i> 	<ol style="list-style-type: none"> 15. <i>Increased risk of sexual abuse and violence</i> 16. <i>Economic uncertainty/unemployment</i> 17. <i>Socioemotional development- some children will have experienced trauma/anxiety Increased exclusions</i> 18. <i>Long term loss of coping mechanism may lead to substance misuse</i> 19. <i>Families in poverty</i> 20. <i>Low income households struggling to manage</i> 21. <i>Could lead to alcohol abuse, depression</i>

7. PLANS FOR THE NEXT 100 DAYS AND FUTURE RECOVERY PLAN

- (7.1) The diagram below outlines what the next steps will be to ensure there is an effective emotional well-being and mental health recovery plan for the Borough.



- (7.2) The immediate tasks for the group are to review the local impact assessment and sense check what functions and services are already in place to mitigate any gaps, this will be achieved through a gap analysis. Any identified gaps will form the basis for a 100-day plan to ensure the right support is offered at the right time.
- (7.3) Moving beyond that the group will begin to consider what the system needs to look like to re-imagine the offer to citizens. This will be complex and challenging and will recognise the Mayoral Pledge to tackle mental health at the cause rather than dealing with the symptoms. This means that there will be a need for a Borough wide approach across all areas of recovery, in particular those high impact areas, i.e. economic uncertainty. Supporting citizens to achieve positive mental health will take a co-ordinated effort across the partnership.

8. DONCASTER APPROACH AND GUIDING PRINCIPLES

- (8.1) Six guiding principles, which are important for Doncaster people when planning for emotional wellbeing and mental health recovery have been agreed. These guiding principles should act as core anchors to guide 'how' recovery should be approached.



What do these Principles mean for Doncaster people?

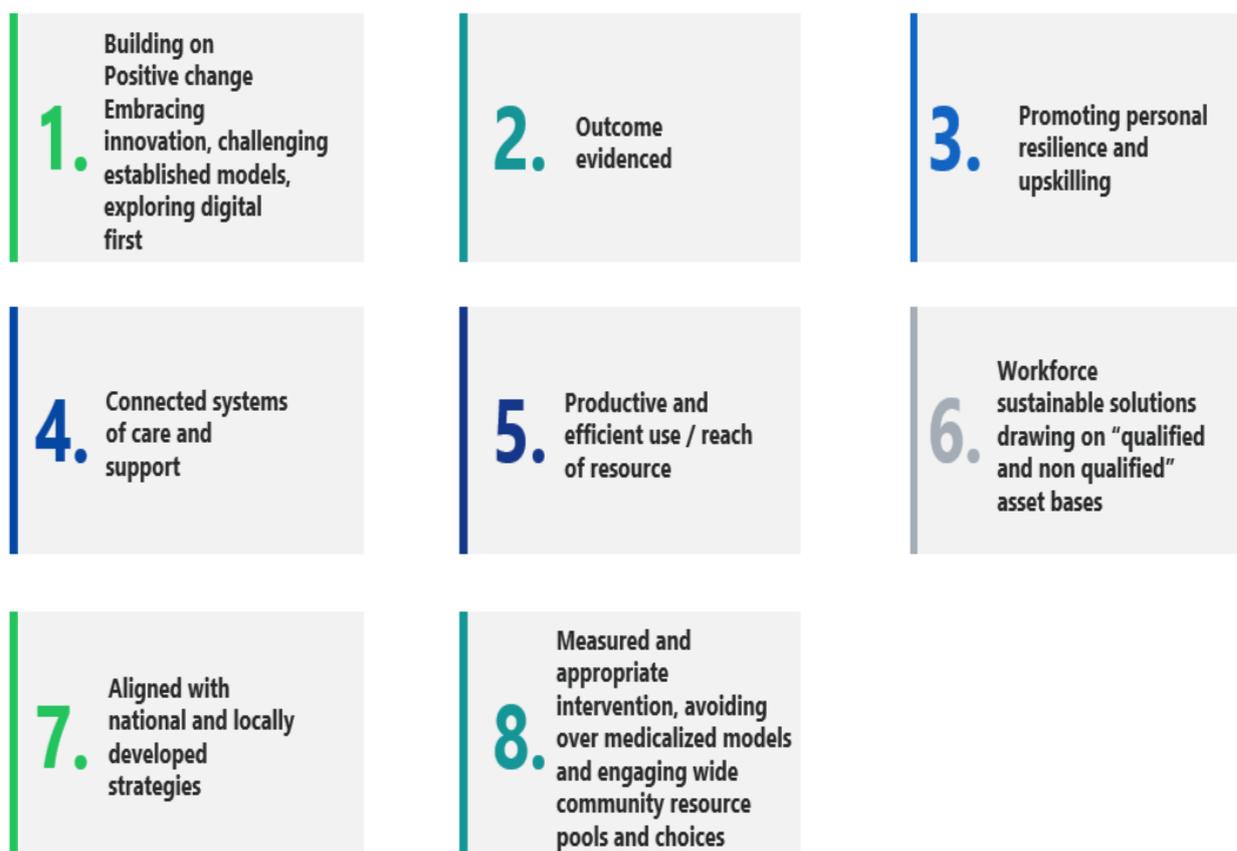
- (8.2) **1. All age person centred approach** – We are committed to connecting with the people of Doncaster (of all ages and backgrounds) to listen to and understand what is important to them. The people of Doncaster will be placed right at the heart of recovery planning. Residents will be asked how the pandemic has affected their lives, their well-being and what is important to them in the future.
- (8.3) **2. Community Led** – Our approach to mental health and well-being recovery will be rooted in our communities at grass roots. Communities have strengths, resourcefulness and already implement solutions to community needs. Communities can expect the recovery plan to build on community assets and community solutions will be supported to thrive.
- (8.4) **3. Holistic Well-being** – We will adopt a holistic wellbeing approach that incorporates mental, physical, spiritual and environmental wellbeing.
- (8.5) **4. Achieve Equity** – All Doncaster residents should experience the best possible support and care, regardless of where they live or who they are. Equity recognises different people with different levels of advantage and experience require different approaches and resources to obtain equitable outcome. Our

approach to recovery will acknowledge and seek to address the disproportionate impact of COVID-19 on certain groups of people.

(8.6) **Protect Human Rights** – At the centre of the recovery plan will be a commitment to upholding people’s human rights, with a clear focus on dignity, respect, freedom, protection, equality and fairness.

(8.7) **Collective Endeavour** – We are very much in this together. There is a commitment to working together across Doncaster organisations, place and people to support our borough and its people to recover from the mental well-being impacts of the pandemic. A shared vision and collaboration to strategic objectives will be fundamentally important.

(8.8) Sitting underneath the guiding principles are eight areas for focus action:



9. THE MAYORAL PLEDGE

(9.1) Excitingly mental health features in the Mayoral pledges as part of the Restart, Renewal and Recovery Plans. The pledge is as follows:

(9.2) “We will work together across Doncaster; partners, communities and people to put positive well-being and mental health at the heart of our recovery strategy.”

(9.3) This reaffirms the commitment across the partnership around well-being and mental health.

10. OPTIONS CONSIDERED

(10.1) There are no specific options to consider within this report as it provides an opportunity for the Panel to consider the information provided in the report.

11. REASONS FOR RECOMMENDED OPTION

(11.1) There is no recommended option.

12. IMPACT ON THE COUNCIL'S KEY OUTCOMES

(12.1)

	Outcomes	Implications
	<p>Doncaster Working: Our vision is for more people to be able to pursue their ambitions through work that gives them and Doncaster a brighter and prosperous future;</p> <ul style="list-style-type: none"> • Better access to good fulfilling work • Doncaster businesses are supported to flourish • Inward Investment 	<p>Positive mental health and wellbeing of employees will result in increased productivity of Doncaster businesses.</p>
	<p>Doncaster Living: Our vision is for Doncaster's people to live in a borough that is vibrant and full of opportunity, where people enjoy spending time;</p> <ul style="list-style-type: none"> • The town centres are the beating heart of Doncaster • More people can live in a good quality, affordable home • Healthy and Vibrant Communities through Physical Activity and Sport • Everyone takes responsibility for keeping Doncaster Clean • Building on our cultural, artistic and sporting heritage 	<p>In its broadest terms an effective all age wellbeing and mental health recovery plan will allow more Doncaster citizens to flourish and enjoy positive mental health</p>
	<p>Doncaster Learning: Our vision is for learning that prepares all children, young people and adults for a life that is fulfilling;</p>	<p>Poor mental health and wellbeing can affect a student's</p>

	<ul style="list-style-type: none"> • Every child has life-changing learning experiences within and beyond school • Many more great teachers work in Doncaster Schools that are good or better • Learning in Doncaster prepares young people for the world of work 	<p>energy levels, concentration, dependability, mental ability and optimism, making learning tougher.</p>
	<p>Doncaster Caring: Our vision is for a borough that cares together for its most vulnerable residents;</p> <ul style="list-style-type: none"> • Children have the best start in life • Vulnerable families and individuals have support from someone they trust • Older people can live well and independently in their own homes 	<p>Positive mental health and wellbeing of parents offers a much better chance for children to have the best start in life. Children who feel loved, trusted and accepted by their parents and others are far more likely to have good self-esteem. They are also more likely to feel comfortable, safe and secure, and are better able to communicate and develop positive relationships with others.</p>
	<p>Connected Council:</p> <ul style="list-style-type: none"> • A modern, efficient and flexible workforce • Modern, accessible customer interactions • Operating within our resources and delivering value for money • A co-ordinated, whole person, whole life focus on the needs and aspirations of residents • Building community resilience and self-reliance by connecting community assets and strengths • Working with our partners and residents to provide effective leadership and governance 	<p>The recovery plan</p>

13. RISKS AND ASSUMPTIONS

(13.1) There are no risk and assumptions associated with this report.

14. LEGAL IMPLICATIONS (OFFICER INITIALS: MCC DATE:21/7/20)

- (14.1) Section 1 of the Care Act 2014 states that Local authorities must promote wellbeing when carrying out any of their care and support functions in respect of a person i.e. 'the wellbeing principle'.
- (14.2) The wellbeing principle applies in all cases where a local authority is carrying out a care and support function, or making a decision, in relation to a person. For this reason, it is referred to throughout this guidance. It applies equally to adults with care and support needs and their carers
- (14.3) "Well-being", in relation to an individual, means that individual's well-being so far as relating to any of the following:-
- personal dignity (including treatment of the individual with respect)
 - physical and mental health and emotional wellbeing
 - protection from abuse and neglect
 - control by the individual over day-to-day life (including over care and support provided and the way it is provided)
 - participation in work, education, training or recreation
 - social and economic wellbeing
 - domestic, family and personal
 - suitability of living accommodation
 - the individual's contribution to society
- (14.4) Section 2 of the Care Act 2014 states that A local authority must provide or arrange for the provision of services, facilities or resources, or take other steps, which it considers will—
- (a) Contribute towards preventing or delaying the development by adults in its area of needs for care and support;
- (b) Contribute towards preventing or delaying the development by carers in its area of needs for support;
- (c) Reduce the needs for care and support of adults in its area;
- (d) Reduce the needs for support of carers in its area.
- Support in Section 2 does include support relating to mental health.
- Part 2 of the Children Act 2004 makes local authorities responsible for ensuring and overseeing the effective delivery of services for children, working closely with others. They must also promote children's welfare and well-being. Well-being in relation to children covers:
- Physical and mental health and emotional well-being;
- Protection from harm and neglect;
- Education, training and recreation;
- The contribution made by them to society;
- Social and economic well-being.

15. FINANCIAL IMPLICATIONS (AB 22.07.20)

(15.1) There are no specific financial implications arising from this report, however the likely impact of the Covid 19 pandemic leading to an increase in mental ill health could result in cost pressures across all partner organisations. Any financial implications relating to specific areas will need to be included within further reports.

16. HUMAN RESOURCES (CB 23.07.2020)

(16.1) There are no specific implications arising from the recommendations in this report. The health and wellbeing of the workforce is however, a key workforce priority for the council and it has been monitoring this during the Pandemic. Staff health and wellbeing services continued to operate including counselling and mental health first aiders. Additional support and resources were provided covering mental health during Covid19, children's mental health, bereavement, healthy homeworking, emotional and psychological trauma and help with this uncertainty, relaxation, meditation or mindfulness.

17. TECHNOLOGY IMPLICATIONS (PW 14.07.20)

(17.1) There are no specific technology implications associated with this report.

18. HEALTH IMPLICATIONS (HC 14.07.20)

(18.1) A comprehensive strategic all age approach to emotional wellbeing and mental health will have a positive impact on the mental health and wellbeing of adults and children and young people.

19. EQUALITY IMPLICATIONS (LS, 21.07.20)

(19.1) Decision makers must consider the Council's duties under the Public Sector Equality Duty at s149 of the Equality Act 2010. The duty requires the Council, when exercising its functions, to have 'due regard' to the need to eliminate discrimination, harassment and victimisation and other conduct prohibited under the Act, and to advance equality of opportunity and foster good relations between those who share a 'protected characteristic' and those who do not share that protected characteristic.

(19.2) A rapid due regard assessment has been undertaken.

20. CONSULTATION

(20.1) The core guiding principles of the recovery plan and the mayoral pledge outline

the commitment to consultation. It is fundamentally important to engage with citizens across Doncaster of all ages and backgrounds, to consult with them on this key piece of work. There is a commitment to place Doncaster people at 'the heart' of our mental health recovery plan.

- (20.2) All engagement and consultation will be carefully considered and implemented to give citizens the best possible opportunities to shape the recovery plan. Focus Groups will help to guide engagement and consultation with individuals with lived experience.
- (20.3) The mental health alliance will work closely with the groups to ensure a co-ordinated approach to engagement and consultation.
- (20.4) Doncaster Young Advisors and the mental health champions will lead this work from a child and families perspective.

22. BACKGROUND PAPERS

None

Acronyms

COVID-19 (Corona Virus Disease 2019)
Rotherham Doncaster and South Humber NHS Foundation Trust (RDASH)
Single Point of Access (SPA)
People Focus Group (PFG)
Risk Assessment Guidelines (RAG)
Transforming Care Partnership (TCP)
Doncaster Metropolitan Borough Council (DMBC)
Doncaster Clinical Commissioning Group (DCCG)
Doncaster Children's Services Trust (DCST)
Education and the Voluntary, Community & Faith Sector (VCF).

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