



Doncaster Council

Report

Date: 2nd September 2022

To the Cabinet Member for Children's Social Care, Communities and Equalities.

REPORT TITLE Community Based Wellbeing and Support Service (Formerly known as the Community Based Crisis Service).

Relevant Cabinet Member(s)	Wards Affected	Key Decision
Cllr Rachael Blake	All wards	Yes

EXECUTIVE SUMMARY

1. The Community Based Crisis Support Service – now titled Community Based Wellbeing and Support Service - has been providing services for more than 30 years to the residents of Doncaster.
2. In 2017, Doncaster Council agreed to¹
 - a. Support cessation of current grant arrangements that are in place.
 - b. Approve a procurement exercise to be undertaken for the provision of 4 community based crisis support services and associated activities.
 - c. Delegate to Director of People in consultation with cabinet member for Adult Social Care, authority to consider extension for a further 2 years, to enable provider to find alternative funding and resources to deliver the service. (abridged)
3. A Strategic Service Review was undertaken in spring / summer 2021, which concluded that the service
 - a. Provides a range of support services to the people of Doncaster that demonstrate positive outcomes for the people who use the service.
 - b. The service has continued to review its service offer with people with lived experience, and professionals who refer people to it.
 - c. The service aligns with the aims and objectives of Doncaster Place Plan, is reflected in the Joint Commissioning Plans and contributes to the delivery of Doncaster's Great 8 Priorities.
 - d. The service continues to demonstrate good performance and value for money. The contract value has remained static for the past 4

¹ Doncaster Council 2017: Executive Functions Decision Record 281117
www.doncaster.gov.uk

- years at £200,000 per annum.
- e. Further benefits for the residents of Doncaster can be realised by developing the service further in the context of the Mental Health Transformation Programme, and alignment with the Crisis Alternative services and pathways commissioned by NHS South Yorkshire ICB and Doncaster Council.
 - f. Alternative funding has not been secured by the provider to enable the service to provide the level of service currently provided to and used by Doncaster residents.
 - g. Demand for crisis alternative services particularly and mental health and wellbeing services in general have continued to increase in recent years, and especially since the advent of the COVID-19 pandemic.
4. A business case was submitted to the Better Care Fund to secure ongoing and recurrent funding for the service to support;
- a. Community based crisis support service to be re-procured via open tender for a contract of 3+2 years at £200,000 per annum
 - b. Alignment with the NHS SYICB and Doncaster Council commissioned Crisis Alternatives.
5. The Business case was considered and recommendations supported by the Joint Commissioning Operation Group on 26th July 2022.

EXEMPT REPORT

6. This report is not exempt

RECOMMENDATIONS

7. The Portfolio of Children's Social Care, Communities and Equalities
- a. Notes the social value, and ongoing development of the Community Based Crisis service and integration into the wider Crisis Alternative Services pathways.
 - b. Delegates the approval of the award of the contract to the Director of Public Health, in consultation with the portfolio holder, following the planned procurement by open tender process, at an annual value of £200,000 per annum for 3 years, with an option to extend for a further 2 years, which aligns with the contract period for the wider Crisis Alternative services.

WHAT DOES THIS MEAN FOR THE CITIZENS OF DONCASTER?

8. Following the COVID pandemic, more people are experiencing issues with their mental health, including low mood, isolation and anxiety. Recommissioning the service, aligning with the wider Crisis Alternative services, and integrating service offers more with local neighbourhood developments, will enable more people to access local support as part of a pathway and network of services, develop local support networks and new skills to enable them to maximise their health and emotional wellbeing.

9. The service aligns with Locality Plans where mental health has been identified as a priority area for all localities and provides a significant contribution to Doncaster's wellbeing offers.
10. Existing services will continue to be provided, while seeking to grow the service offer both on line and face-to-face across the borough. (based on the expressed preferences of people who use the services.
11. Continuing the development of the Community Based Wellbeing and Support Service, and integrating within the Crisis Alternatives pathways, will enable the services together, to coordinate service offers, reduce any existing duplication, and ensure resources are used most effectively to improve people's wellbeing outcomes.

BACKGROUND

Place Plan

12. The Place Plan² commits to the development of neighbourhood-based integrated care teams. The model aims to deliver new ways of working, focused on services working together, wrapped around the person and delivered in neighbourhoods.
13. The Place Plan reflects Team Doncaster's Great 8 Priorities. The Service contributes to the achievement of 'Building opportunities for healthier, happier and longer lives for all'
14. The refreshed Plan focuses on how the NHS, social care and other key partners such as Wellbeing Services can join forces and dissolve boundaries to deliver care and support closer to home. It is recognised that the health and wellbeing of the population is met by the NHS and social care services, and the ability for people and communities to thrive in the places they live.
15. The Place Plan describes the need for
 - a. The provision of information, advice and guidance for families to be self-sufficient or respond to additional needs as they arise to promote better outcomes.
 - b. Create a better experience of care and support for people who use Services and their carers to achieve better outcomes
 - c. For people with complex needs - coordinated, joined up care and Support.
 - d. Better access to information and advice to support self-care and Community-connectedness
 - e. An approach that values carers and focuses on recovery and Rehabilitation enabling people to achieve health and wellbeing and reduces dependency on statutory services

² Team Doncaster (2019): <https://intranet.doncaster.gov.uk/directorates/adults-health-wellbeing/doncaster-place-plan>

Joint Commissioning Strategy

16. The Joint Commissioning Strategy³ for health and social care describes the next stage to ensure that Doncaster residents receive care, treatment and support that is person centred, designed around their own strengths and needs and that of their families and carers.
17. The strategy describes creating services that support Doncaster residents to access support and services at the right place, in the right way at the right time. A key focus of the strategy is to support a managed shift towards health and care that is increasingly preventive and delivered at community level, rather than in acute settings.
18. This will mean that for our population in Doncaster they will:
 - a. Be able to access support developed within their community
 - b. Have co-ordinated access to different health and care services across the borough
 - c. Receive a holistic approach to care and support needs
 - d. Be able to easily and quickly access support and services when in crisis
 - e. Receive enhanced services where there are complex needs

Joint Commissioning Delivery Plans

19. The development and delivery of the Crisis Alternative Services of which the Community Based Crisis Service will become an integrated service offer, is described within the Living Well section of the Joint Commissioning Delivery Plans.
20. NHS South Yorkshire Integrated Care Board (NHS SY ICB) with Doncaster Council and VCSE partners have been working in partnership to develop and deliver
 - a. Robust Crisis pathways
 - b. A range of Voluntary, Community Faith and Social Enterprise Sector (VCFSE) led crisis alternative services as part of the Mental Health Transformation Programme (set out below)
 - c. Greater integration with the wider community support offers and assets.
21. The Joint Delivery Plans describe the ways in which we will we know we are making a difference:
 - a. People of all ages will be able to access a range of urgent care in different settings, dependent on clinical need
 - b. Improvement in the proportion of people who use services and carers, who report that they have as much social contact as they would like
 - c. There will be a 10% reduction in suicides

³ Doncaster Council & NHS Doncaster CCG (2019):

<https://dmbcwebstolive01.blob.core.windows.net/media/Default/AdultSocialCare/Documents/Joint%20Health%20and%20Social%20Care%20Commissioning%20Strategy-1.pdf>

Locality Plans

22. Over the past year, Team Doncaster has engaged with residents in each of the Localities, about the issues that matter most to them. The findings of the Appreciative Inquiries have been incorporated into the development of Locality Plans⁴.
23. Each of the Locality plans has captured mental health and wellbeing as a key priority to be addressed in the delivery plans.

Transformation of Mental Health Services

24. The Mental Health Transformation Programme is a national change programme, funded by NHS England, and led locally by NHS SY ICB in partnership with RDaSH, supported by Doncaster Council and the (VCFSE) sector.
25. The programme aims to deliver mental health care in local communities and closer to home, through the strong partnerships described above.
26. The Transformation programme aims to deliver four transformational priorities:
 - a. Transformation of Community Mental Health teams with development of Primary Care Mental Health Hubs
 - b. Development of the Acute Care pathways
 - c. Transformation of complex rehabilitation and recovery services for people with severe mental illness
 - d. Continued development of the Crisis Alternative services and pathways.**
27. The Transformation Programme aims to provide more mental health care and support delivery into community settings, with clear need for local community resources and assets that are able to meet individual's needs, when they need them, closer to home, with greater focus on prevention and earlier intervention.

Community Based Crisis Support Service

28. For more than 30 years, Doncaster Council had grant arrangements in place with Doncaster Mind and Changing Lives, two local VSCE sector providers, to deliver mental health support services. The arrangement with Doncaster Mind had been in place since approximately 1985, and with Changing Lives since 1995.
29. In 2017, the Council made the decision for the Community Based Crisis Support service to be commissioned and procured through open tender and procured via a contractual model. Doncaster Mind (with Changing Lives subcontracting the Counselling services) won the contract in 2018.
30. The service offers prevention and early intervention for mental wellbeing support across the four Doncaster Locality areas, structured into the following key strands:
 - a. Peer support groups and activities

⁴ Team Doncaster (2022): <https://intranet.doncaster.gov.uk/directorates/adults-health-wellbeing/locality-plans>

- b. Mental Wellbeing courses
 - c. 1-1 peer-support (befriending, mentoring)
 - d. Counselling and specialist bereaved by suicide support. (Waiting list of 45 people. 5 new students in post, due to start taking on referrals in July / August. Service offered face to face and remote).
31. The services actively seek feedback and evaluation from people with lived experience, and use this feedback to continually review and revise the service to meet needs and preferences.
32. Strategic Commissioning undertook a Strategic Review of the service during spring and summer of 2021. The Review identified that the service is well used, delivers good outcomes for people as identified through the use of the Warwick Edinburgh tool, and is evaluated well by people we support and professionals alike. The service regularly reviews its offers with people with lived experience, to ensure the service continues to meet need in the most appropriate way.
33. The Service Review also identified that the Service, and the people who use it, will benefit further through the development of pathways and closer alignment with the wider Crisis Alternative services. This view is actively supported by the NHS commissioners, with collaborative plans in place to align the Crisis Alternative services over the coming months.
34. In April 2022, the contract was extended for a further year, to enable further work to be undertaken to
- a. Align the services and service specification with the Crisis Alternative services.
 - b. Secure ongoing funding for the service.
35. In July 2022, the Joint Commissioning Operational Group (JCOG) considered a Business Case with proposals to align with the Crisis Alternative services, develop pathways, and recommendation for recurrent Better Care Funding to support the ongoing delivery of the service.

Crisis Alternatives

36. Over the past two years, NHS Doncaster CCG, and latterly, NHS SYICB, in partnership with Doncaster Council, has led the development and commissioning of Crisis Alternative services, which aim to provide care and support for people who are experiencing mental health crises, for whom an alternative to statutory services are best placed to meet their needs.
37. The Crisis Alternative services are provided by a range of VCFSE organisations, and commissioned by NHS South Yorkshire ICB.
38. Existing services are accessed and triaged through the Single Point of Access (SPA). Referrals are directed to either statutory services or the existing crisis services including:
- a. **Safe Space**– provides out of hours crisis intervention and support to people in mental health crisis and referred through the SPA. Peer

Support and practical support and advice to access other community support and assets.

- b. **Thrive** - 5 days per week, flexible times to meet the needs of people referred to the service. Service established to support people who are very high users of urgent and emergency services. The service manages, coordinates and sign-posts people to other resources aimed at providing support to meet their needs and preferences across Doncaster.
- c. **IM;PACT** – Operates 5 days a week, flexible hours to meet individuals needs. Provides emotional resilience coaching to people who have recently attempted suicide who are made known to such services as Single Point of Access (SPA), Emergency Department and Unplanned Care Centre.

39. People who experience emotional distress or ill health, often require a range of support offers to enable them to achieve wellbeing, which work collaboratively, and experienced by people as seamless services.

40. To meet this need, it is agreed to add the existing services below to the group of services that will operate within the emerging pathways.

- a. **DRASACS** (Doncaster's Rape and Sexual Abuse Counselling Service, commissioned by NHS SY ICB) - provides support, counselling and independent sexual violence advocacy (ISVA) service for victims of sexual violence.
The service also provides telephone advice and support as well as training and awareness raising.
- b. **Community Based Crisis Support** – (The subject of this report, Commissioned by Doncaster Council) Provide peer-support groups and activities in neighbourhoods within the four Doncaster localities that respond to local need and interests. Deliver personal wellbeing courses that support local residents to improve their mental wellbeing. Provide tailored 1-1 peer-support delivered by volunteers through befriending, mentoring and coaching models. Provide a general counselling service to support local residents with mental health needs and deliver a specialist support service for those bereaved by suicide. (Details set out below).

41. Doncaster Council and NHS SY ICS commissioners, together with the service providers are working collaboratively to ensure they

- a. Provide clear pathways of care and support, that are flexible to meet the individual's changing needs
- b. Provide person centred care, using a strengths based outcomes focussed approach
- c. Provide information, advice and guidance; and signposting and support where needed to access local resources, activities and support in the person's locality.
- d. Urgent access to statutory services for people when they need it.
- e. Provide maximum value for money.

42. The longer term vision of NHS and Doncaster Council commissioners is to develop the six services into an Alliance contract. Discussions about the

opportunities and barriers that currently exist have started with providers, with options to agree a non-legally binding Alliance Agreement being explored for implementation as part of the procurement if possible starting in 2023, and ongoing work to be planned to support commissioners and providers into a position where an Alliance Contract is delivered.

OPTIONS CONSIDERED

43. **Option 1** – Do nothing, give notice to the provider and let the existing contract lapse on 31st March 2023 and not re-procure.
44. **Option 2** – Include the Community Based Crisis Service as part of the NHS led procurement for Crisis Alternatives services with a cost envelope of £100,000 per annum.
45. **Option 3** – Secure full funding of £200,000 per annum for a period of 3 year, with an option to extend for a further 2 years, through the Better Care Fund. Procure through open tender by Doncaster Council.

REASONS FOR RECOMMENDED OPTION

46. Securing the funding from Better Care Fund has been the only available funding option that will provide the resources needed to maintain current service levels, and the contract length required to deliver the improvements and outcomes set out above.
47. The development of a revised specification will reflect the Crisis alternative pathways, providing clear routes through wellbeing and crisis services, while continuing to provide access for self-referrals. The service specification will reflect the changing landscape of the Mental Health Transformation and Localities developments. The service will continue to grow its activity as it aims to return to pre-pandemic levels.

IMPACT ON THE COUNCIL'S KEY OUTCOMES

	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 	Continuation and development of the person centred and responsive services will support more people to maintain current employment, and support more people to access meaningful and potentially gainful employment as their mental wellbeing is maximised through earlier intervention and support.
	<p>Doncaster Living: Our vision is for Doncaster's people to live in a</p>	

	<p>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>Doncaster Learning: Our vision is for learning that prepares all children, young people and adults for a life that is fulfilling;</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>The Service offers a range of education and learning support, for people to manage their mental health needs effectively.</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>Development of pathways includes supporting people to access the range of support available to them in their local neighbourhoods, and also, to get involved e.g. volunteering opportunities.</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 <ul style="list-style-type: none"> • Working with our partners and residents to provide effective leadership and governance 	
--	--	--

RISKS AND ASSUMPTIONS

48. There is a risk that demand on wellbeing services will continue increase and that the improvement plans set out above will be unable to meet the demand. There is a risk that the current contract value may be insufficient to continue to deliver the same level of service due to the current cost of living crisis.

49. Due the risk identified above, there is a further risk that potential providers may not bid for the tender as the cost envelope will not enable them to achieve the services aims. These risks will be managed through the involvement of Legal, Procurement and Finance colleagues in the procurement preparatory work.

LEGAL IMPLICATIONS [Officer Initials...NJD and HP..... Date...11/8/22..]

50 Part 1 of the Care Act 2014, the Mental Health Act 1983 and section 2B of the National Health Act 2006 (as amended by section 12 of the Health and Social Care Act 2012) place certain obligations on the Council to improve the health of people who live within their area by meeting their needs.

51. The procurement of the Community Based Crisis service contract must be carried out in accordance with the Councils contract procedure rules and the Public Contracts Regulations 2015

52. The public sector equality duty as set out in paragraph 54 must be considered by the decision maker.

FINANCIAL IMPLICATIONS HR 10/08/22

53. The Better Care Fund plan currently includes £200k per annum for Community Based Crisis Service which was due to end 31st March 2023. A business has been submitted and approved via the agreed approval route for accessing continued Better Care Fund. This continuation for a potential further 5 years will therefore form part of the Better Care Fund plan which is incorporated into the Council's annual budget plan presented to full Council in February/March each year for the forthcoming financial year.

HUMAN RESOURCES IMPLICATIONS [Officer Initials EL Date 11 August 2022]

54. There are no direct HR Implications in relation to this report.

TECHNOLOGY IMPLICATIONS [Officer Initials...PW..... Date.....12/08/22]

55. There are no anticipated technology implications in relation to this report.

HEALTH IMPLICATIONS [Officer Initials.....JK.....Date ...15TH Aug 2022]

56. Mental health problems are a common human experience, affecting 1 in 4 people in any given year in England. Around 1 in 6 people experience a more common mental health problem like anxiety and depression in any given week. Between 1993 and 2014, the number of people living with a mental health condition rose by 20%. Since 2018, the number of people who have died by suicide has increased nationally.

57. During the Covid pandemic more people reported experiencing a deterioration of their mental health, while mental health and wellbeing services across the health, care and voluntary, community and faith sectors in Doncaster saw an increase in demand for their services and an increase in acuity of illness.

58. To meet the increasing needs of local people, it is essential that the health, care and local voluntary, social, community and faith sectors work collaboratively to meet increasing demand and support individuals to improve and maintain their mental wellbeing.

59. Wellbeing Services are well placed in local communities to support the prevention of mental illness and promote earlier access to health services where needed.

EQUALITY IMPLICATIONS [Officer Initials.....JK... Date 29TH July 2022..]

60. 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.

61. There are no specific equality considerations arising from service delivery, which is undertaken in a fair and equitable way. Service are currently open to adults from the age of 18 years, who have identified that they need support, and following a service - led assessment to confirm which resource will best meet their assessed need.

CONSULTATION

62. The proposals outlined above have been developed following the Strategic Review of the service, which included feedback from people with lived experience, the Service Provider, and feedback from Professionals who refer to the service.

63. In addition, the proposals have been developed in partnership with commissioning colleagues at NHS SY ICB and feedback from existing

providers of the services.

64. The proposals have been shared and discussed with existing and potential new providers at a Market Engagement Event held in July 2022.

65. A survey will be open throughout August 2022 for people with lived experience and professionals involved with the service, to inform the specification development for the Community Based Crisis Service and the other 5 alternative services prior to their aligned procurements commencing in September 2022.

BACKGROUND PAPERS

66. None.

GLOSSARY OF ACRONYMS AND ABBREVIATIONS

67. None.

REPORT AUTHOR & CONTRIBUTORS

Julia King
Strategic Commissioning Officer

01302 737316
julia.king@doncaster.gov.uk

Name & Title of Lead Officer

Rupert Suckling
Director of Public Health