



Report

Date: 28th September 2023

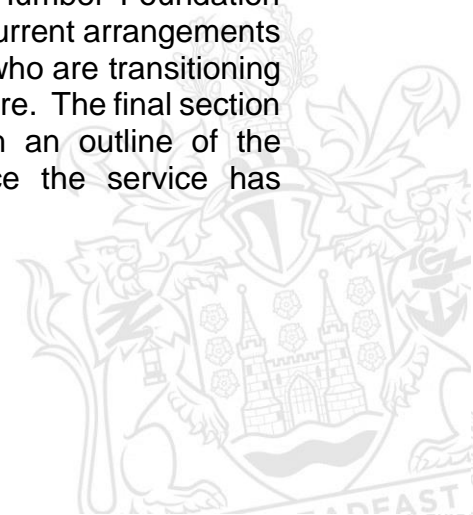
To: The Chair and Members of the Health and Adult Social Care Overview and Scrutiny Panel

Mental Health Support to Young Adults (18-25 year olds) in Doncaster

Relevant Cabinet Member(s)	Wards Affected	Key Decision?
Cllr Sarah Smith - Portfolio Holder for Adult Social Care	All	No
Cllr Lani-Mae Ball - Portfolio Holder for Early Help, Education, Skills and Young People		

EXECUTIVE SUMMARY

1. The Chair and members of the Health and Adult Social Care Overview and Scrutiny Panel have requested a focused scrutiny session on support provided to young adults (aged 18 – 25) experiencing mental health problems in Doncaster. Overview and scrutiny would like to hear about the support provided to young adults who transition from receiving support from children and adolescent mental health services to being supported by adult mental health services. There has also been a particular ask for the scrutiny session to include a focus on a relatively new provision established in Doncaster ('Better You'), a service providing mental health support to young adults aged 18-25.
2. The report sets out national policy in this area: The NHS's long-term plan and the commitment set out in this plan to develop a new approach to young adult mental health services for people aged 18-25 years of age. The report goes on to outline local commissioning arrangements and mental health services provided and delivered by Rotherham, Doncaster South Humber Foundation Trust (RDASH) to young adults. The report also describes current arrangements in place to support young people with mental health needs who are transitioning into adulthood and are in need of support from adult social care. The final section of the report focuses on the 'Better You' provision with an outline of the background to this services' development, its use since the service has commenced and the impact of support delivered to date.



EXEMPT REPORT

3. No

RECOMMENDATIONS

4. No recommendations are made within the report. The report is intended to be for information and discussion purposes only. Members of the overview and scrutiny panel are asked to consider and note the information provided.

WHAT DOES THIS MEAN FOR THE CITIZENS OF DONCASTER?

5. Co-ordinated, timely, person centred support to young adults experiencing mental health problems during the transition into adulthood and move to be supported by adult services which is critical to support young people to flourish, achieve their goals and aspirations.

BACKGROUND

National Policy

6. The transition to adulthood for any young person can be a challenging time, and for young people with additional health needs and disabilities it can be extremely complex. It's incredibly important that care and support for young people is well coordinated and meets their needs.
7. The NHS Long Term Plan¹ describes a new approach to young adult mental health services for people aged 18-25 to support them through transition to adulthood. Between the ages of 16-18, young people are more susceptible to mental illness, undergoing physiological change and making important transitions in their lives. The structure of mental health services often creates gaps for young people undergoing the transition from children and young people's mental health services to appropriate support including adult mental health services. The Long-Term plan sets out a commitment to extend current service models to offer a comprehensive service up to the age of 25 and to commence transition support much earlier than 18 years of age. The plan describes an ambition to "move towards service models for young people that offer person-centred and age-appropriate care for mental and physical health needs, rather than an arbitrary transition to adult services based on age not need" by 2028.
8. Funding to deliver the improvements set out in the Long-Term Plan is provided to each place via allocations and additional Service Development Funding (SDF),

¹ <https://www.longtermplan.nhs.uk/wp-content/uploads/2019/08/nhs-long-term-plan-version-1.2.pdf>

which includes agreed transfers to cover specialised services, community service investment and for Transforming Care Partnerships. The 2019 NHS Long Term Plan (LTP) Implementation Framework² sets out the expectation that Service Development Funding (SDF) will be made available on a 'fair share' basis to each Integrated Care Board (ICB) system.

Local Commissioning Arrangements

9. During the financial year 2020-21 Doncaster Clinical Commissioning Group (Now South Yorkshire ICB) requested proposals from Doncaster providers to understand how they could meet the Long Term Plan requirements regarding mental health service transitions. It was expected that funding would be required to support this work, and £73,000 could have been accessed via Service Development funding from NHS England. No proposals were received and therefore funding was not allocated as a result.
10. In 2021-22 Doncaster Place South Yorkshire ICB were awarded Service Development funding to develop a 18-25's transitions service or pathway. Commissioners decided to take a different approach to funding allocation. As a collective request, Heads of Transformation at South Yorkshire ICB Doncaster Place (Children and Young People and Adults) wrote to our voluntary and community sector as well as to our community mental health providers to request expressions of interest for the financial year 2022/23.
11. The expressions of interest were scored based on a number of criteria which included:
 - Whether the proposal was affordable
 - Whether it met the outlines of the Long Term Plan ambitions
 - Whether the proposal was replicated elsewhere in Doncaster
 - Whether the proposal involved a collaborative approach in provision
12. Three proposals were received into South Yorkshire Integrated Care Board Doncaster Place from Doncaster People Focused Group (PFG), Doncaster Mind and Rotherham Doncaster and South Humber NHS Foundation Trust (RDASH).
13. Doncaster People Focused Group submitted an integrated proposal to extend their current provision within young people's services, specifically looking at the 18-25 cohort. As a partnership approach, the People Focused Group set out in their submission that they intended to work with both statutory and non-statutory partners to identify any issues/blocks/barriers in service provision and maximise capacity across systems to bolster appropriate responses to young people in need. By building a community response which is aimed at reducing emotional crisis, provision of diversionary and esteem building activities in the community, and development of young peers in the community, they expect that there will be

² [NHS Long Term Plan Implementation Framework](#)

opportunities to collaborative partnership to re-evaluate and redistribute assets and resources that are stretched across health and social care.

14. The People Focused Group committed to continue to collect people's stories (feedback) to understand the impact of existing services, bringing in new activities and peer-led approaches, and measuring the impact of:
 - Helping young people when they are suffering with poor mental wellbeing.
 - Providing a responsive peer led support service to help young people when they are experiencing an emotional crisis.
 - Providing a 'base' in the community.
 - Providing a community base where young people can access activities including physical activities such as sports, cycling and helping them to build community pride through learning about the local environment.
 - This will be in partnership with the local authority where we will be using a community building that can be accessed by young people and families. Proposed investment identifies the investment as necessary to deliver this project.
 - Training young people to become peers: development of peer support training programmes to recruit and train young peers including engaging in our Community Warden Programmes.
 - Working with partners to consolidate an end-to-end pathway of support, including maintaining wellbeing in the community and providing strong links to statutory services aiding fast-track to professional support as and when required.
15. Whilst being in line with the Long Term Plan ambition and the Thrive framework, the Doncaster Mind Proposal replicated many of the initiatives already in place in Doncaster. The proposal also lacked detail of how they intended to work with wider partners to deliver the outcomes proposed.
16. The Proposal from RDaSH described internal plans for how they would transition young people in receipt of support from Child and Adolescent Mental Health Services (CAMHS) to Adult Mental Health Services (AMHS). The proposal was not successful due to the lack of evidence of a system-wide collaborative approach.

Current Position – Commissioning Arrangements

17. Any new mental health services that are commissioned in Doncaster for children and young people are now commissioned up to the age of 25, unless best practice and national guidance states that this would cause any risk to staff or people receiving support. As joint commissioners of mental health services we work collectively to ensure a joined-up approach to new provision of services.
18. An example of a recently commissioned mental health service in Doncaster up to the age of 25 is the mental health digital platform 'Kooth'. Kooth is an

anonymous site which helps children and young people to feel safe and confident in exploring their concerns and seeking professional help via this online platform.

19. The Kooth service has been successfully implemented in Doncaster with 2504 registrations in 2022/23 reaching 4.9% population of children and young people. In addition, users have logged onto to use the service 12,499 times, including 9441 messages, 565 chat sessions, 427 articles read and 2122 forum views. Kooth has received great feedback with 90% of users recommending Kooth. In addition, we have received positive feedback (accounts) from children and young people along with high praise from members of the young advisors in Doncaster.
20. In May 2023, and following Service Development funding investment for 2023/24, South Yorkshire Integrated Care Board Commissioners approached RDaSH to request a proposal detailing the work they planned to undertake focusing on 'transitions'. Following discussions regarding key priorities, the ICB are now looking to utilise the funding to support a future commissioning project, ensuring transitions between children and young people, and adult eating disorder services are appropriately managed and delivered with appropriate levels of care.

Rotherham Doncaster and South Humber NHS Foundation Trust (RDASH) Service Provision

21. The NHS Long Term Plan identifies the need to develop specialist services which extend beyond a person's 18th birthday as this is often a time of many changes in a young person's life; including leaving home, moving to university, starting employment to name a few. The Child and Adolescent Mental Health Services (CAMHS) in Doncaster currently works with young people up to the age of 18 years, with a degree of flexibility (in some circumstances). These are usually around the planned ending of therapy or awaiting further support to be in place to aid a smooth transition for the young person.
22. There are some mental health services in RDaSH that already provide support based on need, not age and work with someone past their 18th birthday. The community eating disorder service (CEDS) works with people up to the age of 19 years, as does the health nursing looked after children service. The Early Intervention in Psychosis team works across the traditional age boundaries, working with those aged 14-35 and has well established pathways and relationships with the CAMHS team.
23. There is a trust transition policy in place which outlines processes for transition from Child and Adolescent Mental Health Services to Adult Mental Health and Learning Disability Services. This includes having joint appointments between professionals from children and adult services, a clear transition process (of handover of information) and involvement of family, as appropriate, and taking into consideration the young person's wishes.

24. In line with the trust's transition policy where a young person is identified as requiring ongoing support for their mental health or learning disability the CAMH's team will make a referral to service around the age of 17 ½, or sooner if the person has multiple needs or where a transition may require a longer timeframe. A care co-ordinator or a member of a team will be identified to work in joint partnership to formulate a smooth robust transition plan. This usually includes a number of multi- professional transition meetings, always with the young person at the centre. Children and Young Peoples Mental Health Services (CAMHS) and the Adult Mental Health Services (AMHS) or Learning Disability Services work in partnership with young people, families and carers to share expertise and resources to achieve a smooth and effective transition of care. Transition plans should be implemented at pace to ensure there are no gaps in a person's care and that it promotes quality, safety and continuity.
25. The number of young people who transition from Children's to Adult Mental Health Services are small each year, less than 1 per month; this is for a number of reasons including:
 - a. Young people choosing to utilise skills learned in CAMHS on their own and 'seeing how it goes' as they move into adulthood.
 - b. The therapeutic service offer often isn't required because the intervention has already been completed and requires time to practice independently.
 - c. Moving away to a new place to attend university, college or work.
 - d. Not wanting to 'start again' with a new worker, retelling their story, establishing a new therapeutic relationship etc.
26. The COVID pandemic and subsequent lockdowns had a significant impact on referrals to the CAMHS Community Eating Disorder Service (CEDS), which roughly tripled, compared to pre-pandemic levels. Concurrent to this, the complexity and acuity of referrals also increased, and the service struggled to meet the increased level of demand. Access to treatment was delayed beyond Access and Waiting Time Standards (AWTS), for the first time since CEDS launched in January 2017. A coordinated and supportive response from the Trust and our joint Commissioners (Rotherham, Doncaster and North Lincolnshire) secured additional funding and recruitment to additional posts. This has enabled the service to address the waiting list that had built up and continue to meet the high level of need that has persisted post-pandemic, once again providing treatment within the AWTS of 4 weeks.
27. CEDS continues to develop partnership approaches, such as weekly meetings with the local Acute Trusts, and delivering training and awareness raising activities within Health, Education and Community settings. The service continues to develop its therapeutic provision and has recently launched a parent/carer drop-in session, a parent skills group and piloted a Creative

Therapies group in partnership with Doncaster Museums. Multi-Family Therapy Groups have resumed post-pandemic and CEDS hopes to develop further intensive intervention models to further reduce psychiatric and acute inpatient referrals, such as Intensive Meal Support and Day Care provision. It is hoped additional funding for these can be secured, perhaps in conjunction with the anticipated service development required to provide an Avoidant and Restrictive Food Intake Disorder (ARFID) service.

Adult Social Care – Arrangements for Transitions

28. Some young people will require support from adult social care services when they reach the age of 18. Sometimes this will just be in the form of advice and guidance, or young adults may require care and support to meet their needs.
29. The Care Act (2014) places a duty on local authorities to carry out 'transition assessments' for children where there is a likely need for care and support after the young person in question turns 18 and a transition assessment would be of 'significant benefit'. Under the Care Act, it is the responsibility of the local authority to proactively identify such young people and carry out an appropriate assessment. There is no set age as to when the assessment should take place, but it should be at a point when the local authority can be reasonably confident about what the young person's needs for care and support will look like when they reach 18.
30. In Doncaster we recognise the importance of identifying and working with young people (who will require support) early in order to build relationships, find out about young people's aspirations and to allow adequate time to work with the young person to plan for any support that they may require in the future. Early identification and assessments that build on a young person's strengths and what they do well, provides an opportunity to put in place enabling services that help young people to become more independent as they move into adulthood.
31. In recognition of the importance of good transition planning for young adults with support needs, a Transitions Team exists in Doncaster, working with young people from the age of 16 up until 25 to prepare and plan for their transition to receiving support from adult social care. The transitions team currently work with young people from the age of 16, an assessment of an individual's support needs is not undertaken until the young person reaches 18. However, time is spent getting to know the young person, gathering information and planning with the young person for their future.
32. A preparing for adulthood programme has been established (with representation from a broad range of partners, across adult social care, children and young people's social care, leaving care, mental health services and specialist education providers). The core focus of this work is to improve the arrangements in place for young adults with support needs who are transitioning into adulthood.

33. The programme is working on 4 key priority areas:

- Improving our access to and use of data and information to identify young people early to plan and prepare for transitions.
- Work with young people to co-produce a transitions charter.
- Work to review best practice and research other service models to review Doncaster's current arrangements for the delivery of support to young adult's transitioning into adulthood and housing.
- Support commissioning needs and arrangements for young people.

'Better You' – Service for 18-25 year olds

34. The People Focused Group (PFG) 18-25 service 'Better You' pilot launched in October 2022 and was initially a 12-month pilot. The pilot has just been extended to run until 31st March 2024. There are plans for a full evaluation which will support future commissioning decisions from April 2024 onwards.

35. The Better You project was set up following the increase of young people falling into emotional crises when they were unable to cope with changes in their life circumstances or experiencing recall of past life trauma. The People Focused Group took the opportunity to look at the national picture which mirrors local activity before approaching commissioners to explore the viability of a pilot project which is designed to support young people through peer support, access to the development of life skills, confidence building skills, employability/employment opportunities and supportive interventions such as counselling.

36. The findings of PFG research and observations (leading to the development of Better You) were:

- The rates of young people presenting poor mental health and emotional distress is increasing and has accelerated with COVID/lockdown and isolation.
- Self-harm is more common among young people than other age groups. 25% of women and 9.7% of men aged 16-24 report that they have self-harmed.
- An increase of 18-25 year-old people coming through Safe Space (adult mental health provision) via the adult Mental Health Crisis Team.
- High percentage of young people coming through Safe Space are care leavers

37. The People Focused Group also talked with the young people coming through Safe Space (adult mental health provision run by PFG) to discuss what type of service that they would respond to and need. From this a Young People's Advisory Board was established to direct the project.

38. As a result of these findings, People Focused Group approached commissioners to look at the scope of a pilot project that would provide peer support for young people that would benefit them to navigate the world in which they lived. The proposal was supported and began in November 2022. The peer pathway approach is also designed to support young people transferring from CAMHs services either appropriately back into the community or across into AMHS.

39. In January 2023, the Better You programme was launched and since its inception it has delivered:

- Support to 80 young people.
- Access to basic provisions such as:
 - Food parcels - 65%
 - Hygiene Parcels inc. basic hygiene parcels such as sanitary products and/or nappies for children.
 - Housing support
 - Referring onto creative support and St leger
 - Or filling out forms / help with council house waiting lists – 80% of activity is around this.
 - Support to Access medical and clinical appointments, appointments to substance misuse service, Citizens Advice, housing, benefits.
- Arts and Creative projects
- Sports in the community
- Mental Health Boxing
- Health & Nutrition
- Female only Gym session
- Lesbian, gay, bisexual, transgender, Questioning (LGBTQ) group
- Computer Suite
- Forestry skills and activities
- Cooking on a Budget
- Family Movie Nights

40. The service has received referrals from a range of partner agencies, including Safe Space – Crisis Support, CAMHs, Leaving Care Team, Youth Offending Team, Department of Work and Pensions, Adult Social Care and the Police.

41. The current contract runs until the 31 March 2024. An independent evaluation is currently underway that will provide all the qualitative and quantitative data required to inform future funding decisions.

Future - Next Steps

42. 'Transitions' from children and young people's services to adults remains a collective key priority on the Starting Well and Living Well delivery plans, which

are regularly reviewed by Doncaster place partners to ensure the progress of agreed actions.

43. Commissioners will continue to have a forward view of ensuring all new services are either all age (where this is appropriate and in line with national guidance and best practice) or, alternatively have a seamless transition pathway built into service specifications.
44. At place level (in Doncaster), we are committed to and will continue to assess individual services, understand the current gaps, undertake engagement with young people and shape our services accordingly together through partnership working.
45. There is a commitment across the partnership to support the development of transition services or pathways that support young people from the age of 16, to ensure young people and their families are supported when making 'transitions'. The preparing for adulthood programme of work (which is multi-agency) is focusing on identifying opportunities in our existing arrangements and pathways where we can improve to make these 'transitions' timelier, person-centred and joined up. The voice of young people and their families will be essential in informing and driving forward improvements.
46. An evaluation of the Better You service described in this report will be undertaken to determine the future of the service.
47. We are also currently in the process of reviewing the eating disorder provision in Doncaster with a focus on transitions and support for adults, this will take learnings from the success of the children and young people's eating disorder service and successful models across the country. These developments will ensure that anyone in Doncaster, regardless of age receives the support they need with an eating disorder without any gaps in service provision.

OPTIONS CONSIDERED






48. There are no options to consider in this report. The main objective is to provide an overview of the support provided to young adults (aged 18 – 25) experiencing mental health problems in Doncaster.




REASONS FOR RECOMMENDED

49. Not Applicable

IMPACT ON THE COUNCIL'S KEY OUTCOMES

- 50.

Great 8 Priority	Positive Overall	Mix of Positive & Negative	Trade-offs to consider – Negative overall	Neutral or No implications
 Tackling Climate Change				✓
Comments:				
 Developing the skills to thrive in life and in work	✓			
Comments: Young people often require more practical and peer support approaches to support their mental well-being rather than engaging in formal therapeutic interventions. Services such as Better You provide young people with the opportunity to develop important life skills and to grow in confidence.				
 Making Doncaster the best place to do business and create good jobs				✓
Comments:				
 Building opportunities for healthier, happier and longer lives for all	✓			
Comments: strengthening resilience and well-being of young people in the borough will support better long-term outcomes for young people.				
 Creating safer, stronger, greener and cleaner communities where everyone belongs				✓
Comments:				

 Nurturing a child and family-friendly borough	✓			
Comments: Robust arrangements for support to young adults with mental health needs transitioning into adulthood, ensures we provide the support that people need.				
 Building Transport and digital connections fit for the future				✓
Comments:				
 Promoting the borough and its cultural, sporting, and heritage opportunities	✓			
Comments: supporting young people to access local community facilities and promoting independence can also support in them accessing the cultural and sporting facilities.				
Fair & Inclusive	✓			
Comments: the NHS, local authority and voluntary services actively promote inclusion and fair access irrespective of cultural background or protected characteristics.				

Legal Implications

51. No Legal Implications have been sought for this report. Further specific advice can be provided in relation to any issues raised by the Committee.

Financial Implications

52. No Financial Implications have been sought for this report. Further specific advice can be provided in relation to any issues raised by the Committee.

Human Resources Implications

53. No Human Resources Implications have been sought for this report. Further specific advice can be provided in relation to any issues raised by the Committee.

Technology Implications

54. No Technology Implications have been sought for this report. Further specific advice can be provided in relation to any issues raised by the Committee.

RISKS AND ASSUMPTIONS

55. None to note.

CONSULTATION

56. Young people and their families' views are at the centre of shaping and improving services. As part of the preparing for adulthood programme, we are engaging with young people to hear about their experiences of transitions. Focus groups are being held to gather young peoples' experiences, with the intention of co-producing a transitions charter with young people.

BACKGROUND PAPERS

57. None.

GLOSSARY OF ACRONYMS AND ABBREVIATIONS

- Access and Waiting Time Standards (AWTS)
- Adult Mental Health Services (AMHS)
- Child and Adolescent Mental Health Service (CAMHS)
- Community Eating Disorder Service (CEDS)
- Integrated Care Board (ICB)
- Long Term Plan (LTM)
- People Focused Group (PFG)
- Rotherham Doncaster South Humber NHS Foundation Trust (RDASH)
- Service Development Fund (SDF)

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