



REPORT TITLE: Recommissioning of a Mental Health Support and Advice Service which assists Adults with a Serious Mental Illness and/or Common Mental Condition.

Cabinet Date	19 July 2023
Cabinet Member	Cllr Carole Allaway-Martin, Cabinet Member for Adult Social Care Commissioning
Key Decision	Yes
Purpose of Report	Cabinet to approve the commissioning plans that will allow for the continued provision of a Mental Health Support and Advice Service which assists Adults with a Serious Mental Illness and/or, Common Mental Condition from 1 st April 2024.
Recommendations	<p>That Cabinet delegates authority to the Executive Director of Adult Social Care, Wellbeing and Communities, in consultation with the Cabinet Member for Adult Social Care Commissioning to:</p> <ul style="list-style-type: none">a) Conduct a competitive procurement process in respect of a contract for the continued supply of a Mental Health Support and Advice Service for an initial period of five years and include an option to extend its term for a further period of up to two years;b) Award such contract to the preferred tenderer;c) Determine whether to exercise the option to extend the contract for a further period of not more than two years on the expiry of the initial five-year term.

<p>Reasons for Recommendations</p>	<p>The existing contract for the Mental Health Support and Advice Service, currently known as CALMHS (Community, Advice, Links and Mental Health Support) is coming to an end in March 2024.</p> <p>The CALMHS service is open to adults (18+) ordinarily resident in Gloucestershire and/or those making transitioning to adult services. A central point of contact will operate for referrals leading to a triage appointment (either in person, via telephone, or through digital/online options), and may be received through a wide range of sources including, GPs, Carers, Secondary Mental Health Services, and self-referral.</p> <p>The opportunity has been taken to review the current contracting arrangements with a view to delivering a more inclusive and consistent approach across Gloucestershire, ensuring the voices of individuals receiving support are heard.</p> <p>After a robust service evaluation and consultations as referenced within this report, the proposed restructure to the service will enable Individuals (Adults) with serious mental illness and common mental health conditions to live inclusively and have a meaningful role (as identified by them) within their local communities.</p> <p>The Service will aim to:</p> <ul style="list-style-type: none">• Increase community capacity by working alongside communities to enhance local community provision, bolstering networking links, and developing compassionate communities whilst actively working to reduce Mental Health stigma and increase accessibility for individuals with mental ill health.• Reduce social isolation and loneliness through 1:1 Mental Health Link Working Support, Peer Support and access to personalised activities that support/maintain wellbeing.• Enable Individuals to increase their resilience by equipping them with appropriate tools, information, and advice to ensure they can make informed choices about their care and support. This will lead to an increase in their ability to self-direct choices in the future.• Facilitate a discharge and reablement pathway for adults who are being discharged from Gloucestershire's Acute Mental Health Wards or are at risk of being admitted through 1:1 Mental Health Link Working Support as part of the Discharge Hub pathway alongside Gloucestershire Health and Care NHS Foundation Trust.• Work in collaboration with stakeholders and strategic partner organisations to provide support towards an individual's personalised recovery journey by supporting improvements to mental health and wellbeing pathways.
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Resource Implications	<p>The current service provision has been resourced at £700k per annum since 2014, throughout the term of the current contract, and in previous contracting arrangements. Service provision has responded to increased demand and inflationary cost pressures within budget and there will be expectations that it will continue to do this throughout the new contracting period.</p> <p>The value of the intended service is £4.9m over the potential maximum seven-year contract period.</p> <p>Funding is available from within existing budgets. There will be no additional impact on the current level of spend as a result of the recommendations set out in this report.</p> <p>Project management and support resources will be provided from within existing support teams.</p> <p>Options for budget reduction have been considered and it is recommended that the service be contracted within the current budget.</p>

Background Documents	<p>Individual Cabinet Member Decision (10/09/2018): Re-commissioning of the Mental Health and Wellbeing Service</p> <p>Gloucestershire Mental Health and Wellbeing Strategy 2018-2023: https://www.gloucestershire.gov.uk/media/2089555/mental-health-strategy.pdf</p> <p>Gloucestershire Health and Wellbeing Strategy 2020-2030: https://www.gloucestershire.gov.uk/media/2091568/gcc_2596-joint-health-and-wellbeing-strategy-summary-version_dev2.pdf</p> <p>Inform Gloucestershire: Adults with Mental Health Conditions Prevalence of Needs (2020) Summary (gloucestershire.gov.uk)</p> <p>No Person is an Island: Social Connections in Gloucestershire - Director of Public Health Annual Report 2022/23 https://www.gloucestershire.gov.uk/media/2120817/annual-public-health-report-2022_23.pdf</p> <p>The Care Act 2014 Care Act 2014 (legislation.gov.uk)</p> <p>NHS Long Term Plan NHS Long Term Plan</p> <p>NHS Mental Health Implementation Plan 2019/20-2023/24 https://www.longtermplan.nhs.uk/publication/nhs-mental-health-implementation-plan-2019-20-2023-24/</p> <p>CALMHS Service Evaluation Report- Appendix A</p>
Statutory Authority	<p>The Care Act 2014</p> <p>Mental Health Act 1983 as amended by the Mental Health Act 2007</p>
Divisional Councillor(s)	<p>All</p>
Officer	<p>Karl Gluck Head of Integrated Commissioning for Adult Mental Health, Advocacy and Autism, 0300 421 1550 kgluck@nhs.net</p>
Timeline	<p>Cabinet Approval: 19th July 2023</p>

	Tender Process: Autumn 2023
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	Contract Start: 1 st April 2024
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Background

1. Inform Gloucestershire data highlights that “In 2020 an estimated 70,000 people aged 18-64 years in Gloucestershire have a common mental disorder, 12,300 have an antisocial personality disorder, 8,900 have a borderline personality disorder, and 2,600 have a psychotic disorder. An estimated 26,600 people aged 18-64 will have two or more psychiatric disorders. These numbers are predicted to show little change in the next ten years. However, the number of people seeking help from services and the number of diagnoses may increase as awareness of mental health conditions rises.”
2. Inform Gloucestershire shows that “The number of people aged 18 years and over in Gloucestershire diagnosed by GPs with depression has increased from 27,043 people in 2012/13 to 52,777 people in 2018/19, an increase of 95%.”
3. The council has a statutory responsibility for ensuring that people with mental health needs are supported to live within their local communities; this responsibility is currently predominately undertaken by contracting with the Gloucestershire Health and Care NHS Foundation Trust (GHC) for a range of integrated mental health services. However, the Mental Health Support and Advice Service has a broader remit than those statutory services and allows for the provision of an Early Intervention & Prevention Service within all localities in Gloucestershire.
4. Poor mental health can often lead to secondary issues and vulnerabilities within an individual’s life, increasing isolation and loneliness, causing instability in current housing provision, impacting on relationships and affecting their physical health which can increase barriers already being experienced by the individual themselves.
5. Gloucestershire Health and Wellbeing Strategy (2020-2030) demonstrates the importance of good mental health and wellbeing with achieving positive personal development, increasing social inclusion, promoting good outcomes for an individual’s physical health, and reducing the reliance on secondary Mental Health services. There is also a correlation with the individual’s wellbeing in relation to opportunities around volunteering, employment, integration within communities and being able to play an active part in their personalised recovery pathway.
6. To support the re-commissioning proposal for the Mental Health Support and Advice Service, a review of recent local research, insights and previously completed engagement on mental health workstreams and pathways has been conducted. This has further been enhanced with extensive engagement with individuals accessing the service provision, staff and volunteers working with the service, key stakeholders, and partners to understand local priorities for mental health support and to ensure the landscape of the service is sufficient to meet the identified needs. A 6-week public engagement took place running from 2nd May - 11th June 2023 which sought to understand people’s views on the proposal for the service.
7. The Mental Health Support and Advice Service will align with the Community Mental Health Transformation Programme which is under implementation with oversight from the Integrated Care Board. The programme focuses on improving Mental Health outcomes for individuals with Serious Mental Illness and the appointed provider will be working collaboratively into the locality partnerships of the programme to ensure that there is an integrated delivery pathway to support that is personalised and accessible to individuals accessing the service.

8. Current delivery model: Community, Advice, Links and Mental Health Support) :

The CALMHS service is open to adults (18+) ordinarily resident in Gloucestershire and/or those making transitioning to adult services.

The Service works with people experiencing social isolation, lack of motivation or difficulty coping with the stress and pressures of everyday life. The service aims to help support individuals to build on strengths and make a positive change, achieving this through:

- Access to information & advice
- Signposting/referrals to other services
- Exploring opportunities to develop and learn new skills

These aims are being met through the following offers:

- A-Z of wellbeing activities- The service identifies activities which build confidence and support independent living, enhance creativity and take up social, physical and recreational activities.
- Bridge Building- One-to-one support to enable individuals to become active participants in their local communities
- Peer Support- Support a range of peer led and support networks
- Safe Spaces- Offering access to a 'safe space' where they can undertake meaningful and satisfying activities, socialise with others, receive individualised support, develop life skills and pursue mental wellbeing.

9. Proposal for future service delivery: 2024-2029 with two-year option extension to 2031:

The evaluation of the current service (as detailed in Appendix A) and engagement with stakeholders have identified gaps within the current service model. The evaluation report and analysis from current contract monitoring arrangements have shown key areas which have sought to be strengthened. These are the implementation of a comprehensive peer support network and revising the expectations around working alongside communities in order to enhance local community provision and increasing accessibility for individuals with mental ill health. 63% of respondents to the engagement survey said that being supported to make links in the community was a very important or somewhat important part of the support they had received.

Current contract monitoring data includes statistical data such as referral data, demographics of individuals accessing the service, exiting reasons and time in service. Analysis of this data has been used in order to understand the current use of the service and any patterns which would inform how the service can be structured in order to provide a robust service provision that is future proofed.

A support and advice service for adults with mental ill health will continue to be provided for citizens who are living within the administrative area of Gloucestershire County Council or are registered with a GP in the county of Gloucestershire and have a serious mental illness or common mental health condition (diagnosed or undiagnosed).

Individuals will continue to be referred to the service through self-referral or through a range of other pathways including Primary Care (e.g., GPs)/Primary & Secondary Care Mental Health Services.

Outcomes of the service provision are to improve individuals' mental health and wellbeing by facilitating pathways of a personal recovery journey, increasing their social inclusion, increasing the choice and control that an individual has in relation to their own support whilst promoting their resilience and independence.

The service will aim to:

- Increase community capacity by working alongside communities to enhance local community provision, bolstering networking links, and developing compassionate communities whilst actively working to reduce Mental Health stigma and increase accessibility for individuals with mental ill health.
- Reduce social isolation and loneliness through 1:1 Mental Health Link Working Support, Peer Support and access to personalised activities that support/maintain wellbeing.
- Enable Individuals to increase their resilience by equipping them with appropriate tools, information, and advice to ensure they can make informed choices about their care and support. This will lead to an increase in their ability to self-direct choices in the future.
- Facilitate a discharge and reablement pathway for adults who are being discharged from Gloucestershire's Acute Mental Health Wards or are at risk of being admitted through 1:1 Mental Health Link Working Support as part of the Discharge Hub pathway alongside Gloucestershire Health and Care NHS Foundation Trust.
- Work in collaboration with stakeholders and strategic partner organisations to provide support towards an individual's personalised recovery journey by supporting improvements to mental health and wellbeing pathways.

10. The appointed provider will have a key role in the delivery of a service that promotes the development of community links and networks. This will be achieved by proactively promoting outreach and information events, with a specific focus on engaging those likely to be at higher risk of poor mental health outcomes, including, but not limited to those from specific ethnic minority communities (as identified by local mental needs assessment/NHS Race & Health Observatory Report¹) men, people living in areas of socio-economic deprivation and encounter barriers to health equity as a result, LGBTQIA+ individuals, and those with disabilities or physical health conditions.

11. The appointed provider will work closely with existing commissioned mental health services in the county and other providers of primary, secondary, and community-based support (e.g.,

¹ NHS R&HO (2022) Ethnic Inequalities in Healthcare: A Rapid Evidence Review, https://www.nhsrho.org/wp-content/uploads/2022/02/RHO-Rapid-Review-Final-Report_v.7.pdf

Community Wellbeing Service). The service will also work closely with the new mental wellbeing helpline commissioned by the council. The helpline which launched in April 2023 provides early intervention, drop in phone or text-based support to adults experiencing mild to moderate issues with their emotional wellbeing. The service will continue to have close links with CASA (Community Autism Support and Advice) service to ensure there are appropriate pathways to support for Autistic people. The service will also be expected to signpost to other relevant and specialist organisations in the county to support with wider issues which individuals may present with, such as concerns over housing, benefits, finance, debt, or support to access employment. This will safeguard against unsuitable referrals and ensure that an individual has access to appropriate, support.

12. The service is expected to work closely with the Individual Placement and Support (IPS) Service and Employment services to increase individual opportunities to gain employment and employment skills through volunteering. The service will offer volunteering opportunities to those who use the service in order for them to increase their confidence and gain skills which will support greater employment opportunities.
13. Following an evaluation of the current service and through engaging with stakeholders there was a consensus that the current branding of CALMHS is not recognised widely in promoting the service offer. The new service will go through a rebranding, which will be coproduced with people with lived experience to ensure that the new service is recognisable and its intended audience, Individuals for whom the service is relevant and key partners and referring agencies, are able to understand its purpose and access the service provision appropriately. This will be taken forward by the appointed provider on contract award in liaison with the county councils Communication Team.

Options:

14. Option 1: Recommission and restructure the Service to meet current and projected population needs.

This is the recommended option.

The Mental Health Support and Advice Service which assists Adults with a Serious Mental Illness and/or, Common Mental Condition forms an integral part of the Mental Health and Wellbeing agenda within Gloucestershire. The proposal of the service will offer a bespoke accessible, supportive, and collaborative approach to addressing the needs of Gloucestershire residents with a view to reducing the need for specialist mental health services, crisis care and readmission into acute mental health wards.

A revised specification will be developed to encompass feedback from key stakeholders, this will draw on the successes of the current model whilst ensuring identified opportunities identified for further development are realised as outlined within the proposal above.

It is noted that the new contractual arrangements may include TUPE conditions as part of any service transfer.

15. Option 2: De-commission.

This option is not recommended.

The Mental Health Support and Advice Service is a valuable resource that supports the Mental Health and Wellbeing agenda within Gloucestershire.

Although de-commissioning the service would create an initial saving it is likely to increase expenditure in other areas such as adult social care external care budget.

Evaluation of the current services, and engagement have confirmed the value and importance of the service from those with lived experience. By de-commissioning the service this would lead to a gap in resources and the potential deterioration in both mental and physical health for individuals who currently access the service and those who may wish to access this in the future.

16. Option 3: Recommission the service without change.

This option is not recommended.

The evaluation of the current service and engagement with stakeholders have identified gaps within the current service model. The above proposal seeks to rectify these gaps and ensure that the future service meets the needs of individuals who currently access the service and those who may wish to access this in the future. Recommissioning the service using the current model could lead to financial pressures on the council having to address the gaps through alternative avenues.

Key areas which have sought to be strengthened are the implementation of a comprehensive peer support network and revising the expectations around working alongside communities in order to enhance local community provision and increasing accessibility for individuals with mental ill health. By recommissioning the service without change this could lead to a gap in resources and the potential deterioration in both mental and physical health for individuals who currently access the service and those who may wish to access this in the future.

Risks

17. Risk to business delivery - if the procurement is unsuccessful or doesn't meet the needs of the individuals there is a risk to the deterioration in their mental health and subsequently their personal recovery journey. This would also lead to financial pressures on the council having to address the gaps through alternative avenues.

Procurement risk has been mitigated through the completion of a comprehensive service evaluation, engagement with individuals accessing the service, market engagement, engagement with individuals who may access the service in the future and public engagement which take account of views on the proposed changes/developments leading to a robust specification and a well-managed competitive process in line with the Public contract Regulations 2015.

Risks have been mitigated by a clear sense of strategic direction and understanding the potentiality of the impact of the service.

Financial implications

18. Financial resource to cover the cost of this service is available within existing budgets.

There will be no financial impact on the current level of spending solely as a result of the recommendations set out in this report.

19. Options for budget reduction of both 10% and 25% have been analysed and considered and it is recommended that the service be contracted within the current budget due to the impact and risk these reductions impose.

Climate change implications

20. Early advice has been received on the climate change implications of our proposed service model. This indicated that the impact of a mixed model of face to face and electronic communication (via phone, video/web or text-chat) would be low to medium. We will continue to liaise with Climate Change leads at the council as we develop the service specification and build consideration of environmental impacts into our approach to social value.

Equality implications

21. Has an Equalities Impact Assessment (EIA) been completed? Yes

Cabinet Members should read and consider the Equalities Impact Assessment in order to satisfy themselves as decision makers that due regard has been given.

Data Protection Impact Assessment (DPIA) implications

22. A DPIA will be required for this project. Information management implications associated with this project have been identified, and high-level risks have been identified in the risk register. Colleagues from the Information Management Service (IMS) sit within the Project Group where the risk register is reviewed and will assist with the DPIA.

Social value implications

23. Any newly awarded contract will contain a requirement for the provider to demonstrate social value. It will focus on volunteering opportunities, employment opportunities, engagement with the local community and improving the lives and outcomes of individuals.

The procurement exercise will include questions relating to social value as part of the tender quality questionnaire.

Evaluation and engagement feedback

24. The evaluation and engagement consisted of multiple avenues in order to obtain as accurate a position of the service and the proposed amendments that would be needed to future proof it in its development. These consisted of the following methodology:

An evaluation of the current service (Appendix A) which included:

- A current Client Survey which was available online and in a hard copy
- In-depth interviews with clients
- A Bridge Builder Staff Survey which was available online
- Bridge Builder Staff drop-in sessions with Commissioners for discussion around how the current service is working and suggestions for improvements in the future.
- Visiting of 10 CALMHS groups across the county to inform how the service is run in localities and to ensure factors around geographical locations were considered in the future.
- Utilising contract monitoring data from the current provider.

The evaluation has shown that there are some clear trends about the impact of the service on people's lives:

- 66% said they felt supported.
- 52% said they had made new friends.
- 44% said they didn't feel so lonely.
- 44% said they were able to leave their home.
- 44% said they were less anxious.
- 42% said it's rebuilt their confidence.
- 42% said they were less depressed.

"When I started coming to the groups, that's the day that my life started again. I was really poorly, I couldn't hold anything in my hands, I wasn't well. I could come here, and I could say anything I wanted, I didn't have to get dressed, I didn't have to do my hair. I could come here and be me. Without being judged. It's the only day of the week I look forward to getting up."

"A few weeks ago, I was feeling so low, like I didn't want to be here. I haven't felt that in a long time. But I knew I could just phone the peer supporter and I could talk to her. She listened to me, and I don't know what I would have done otherwise, I really don't."

The evaluation of the current service was undertaken which sought to understand how the areas of current delivery were working and what changes might need to be made as part of the recommissioning process. Individuals who engaged in this process were able to give their feedback on how a future service could be developed. This facilitated an opportunity to highlight any potential service changes they would envisage, the future service delivery model and draw attention to any anticipated problems.

Public and stakeholder engagement:

- Public engagement survey. A 6-week public engagement ran from 2nd May - 11th June 2023 which sought to understand people's views on the proposal for the service (Appendix C). The survey has been developed in conjunction with our communications team and have been circulated widely across networks. There has been a targeted reach to lived experience groups, those who refer to the service most frequently and other key strategic partners as part of service delivery.
- Market engagement event for providers.
- Mental Health and Wellbeing Partnership Board.
- Mental Health Clinical Programme Group and engage with their lived experience Advisory Group as part of this.

Research and learning from other key areas within mental health delivery:

- The public consultation on the Mental Health Wellbeing Line conducted by Gloucestershire County Council (GCC) Public Health.
- Community Mental Health Transformation Survey aimed as individuals with lived experience.
- Mental Health Clinical Programme Group's Mental Health Crisis survey aimed at organisations who support people in mental health crisis.
- Engagement on the Drugs and Alcohol service commissioned by GCC.
- Minorities Ethnic Communities and Mental Health Services Report and action plan conducted by GCC.
- My Networks Forest of Dean Mental Health Scoping Project Report conducted by Forest Voluntary Action Forum.

25. Below is a snapshot of the feedback that has been returned:

"Being with others with mental health issues, you can relax and be just as you are, whatever that may be. Whether you're having a bad day or feel like interacting. Whilst some may think that we are being 'institutionalised' by attending a couple of hours a week, it is no different than those who find regular comfort from going to church, or the WI, or the gym, or any other place people gather on a regular basis with common interests and experiences".

"I am trying to build myself back up and get a better understanding of myself, the groups really help me do this".

"Everyone is in the same boat, understand mental health and how hard it is. Inspire one another. Support one another."

"Coming to the group has made me able to go and try other groups. It's like going to the gym, no one wants to go but when you go and get used to it it's made me feel better. I feel more self-aware and less self-absorbed."

"I have experienced a non-judgemental and an acceptance of me. Something I've not known in all the years that I've been ill."

“Being helped through really difficult times, getting advice about other support, someone actually caring and trying to help me for the first time.”

“Having somewhere to go that is safe and non-judgemental, where you can express your feelings, you wouldn’t to other people. Signposting me to other things.”

“The group I go (craft group) has given me my life back. A reason to get up in the morning.”

“You can learn new skills, meet new people, also to be supported in the group if you have a problem.”

26. Additional Consultees:

- Social Care Operations Teams, Gloucestershire Health and Care NHS Foundation Trust

Officer recommendations

27. That Cabinet approve the recommendations as set out in this report.

Performance management/follow-up

28. The appointed provider will be required to submit regular service-specific key performance indicators in contract monitoring including activity reports and case studies.

Collated data will seek to measure contacts with the service, community capacity building and integration within the local communities alongside personalised recovery outcomes for individuals measured via Dialogue+. Dialogue+ is an Individual’s person centred rated outcome scale, which also measures an Individuals experience, this is allows supportive and meaningful conversations around all aspects of an individual’s life. This approach is being utilised across the Adult Mental Health Social Work Team and the Community Mental Health Transformation Programme, aligning this recording will allow a personalised approach with the Individual having ownership of their recovery pathway and outcomes.

