

**Delegating Discretionary Function Of Providing Mental Health Wellbeing And Recovery Services**

**COUNCILLOR WAYNE FITZGERALD, CABINET MEMBER FOR INTEGRATED ADULT SOCIAL CARE AND HEALTH**

**MARCH 2018**

**Deadline date: NA**

Cabinet portfolio holder: Responsible Director:	Cllr Wayne Fitzgerald, Cabinet Member for Integrated Adult Social Care and Health Wendi Ogle Welbourn, Executive Director People and Communities Cambridgeshire and Peterborough Councils
Is this a Key Decision?	NO
Is this decision eligible for call-in?	NO
Does this Public report have any annex that contains exempt information?	NO
Is this a project and if so has it been registered on Verto?	NO

**R E C O M M E N D A T I O N S**

The Cabinet Member is recommended to delegate the discretionary function of providing Mental Health Wellbeing and Recovery services to Cambridgeshire County Council.

**1. PURPOSE OF THIS REPORT**

- 1.1 This report seeks the Cabinet Member for Integrated Adult Social Care and Health to authorise delegation of the discretionary function of providing Mental Wellbeing services within the Peterborough area to Cambridgeshire County Council.
- 1.2 The current Wellbeing Service in Peterborough is funded through CPSL MIND to deliver a range of wellbeing services at an annual value of £115,000 and this arrangement shall remain in place until conclusion of the new procurement of services. The intention is that the newly procured contract will be for 3.5 years from the 1 October 2018 with two optional 2 year extensions.
- 1.3 Cambridgeshire County Council are currently in the process of procuring a Mental Health Recovery and Community Inclusion Service which will replace their current contract for Wellbeing and Recovery services which shall come to an end on the 30 September 2018. This follows a detailed review voluntary sector provision for people with mental health needs through a series of engagement events and developments within the mental health pathway, such as PRISM. Approval to go out to tender will be granted by Cambridgeshire County Council Adults Committee (scheduled for 8 March 2018). This CMDN is required

for the delegation of the discretionary function of providing Mental Health Wellbeing and Recovery Services from Peterborough City Council to Cambridgeshire County Council and the subsequent Delegation Agreement, which will form part of the committee report submitted to the Cambridgeshire County Council Adults Committee.

- 1.4 This report is for Cabinet Member for Integrated Adult Social Care and Health to consider exercising delegated authority under paragraph 3.4.3 and 3.4.4 of Part 3 of the constitution in accordance with the terms of their portfolio at paragraph (b).

## 2. TIMESCALES

Is this a Major Policy Item/Statutory Plan?	NO	If yes, date for Cabinet meeting	N/A
---	----	----------------------------------	-----

## 3. BACKGROUND AND KEY ISSUES

- 3.1 Cambridgeshire County Council (CCC), Peterborough City Council (PCC) and Cambridgeshire and Peterborough CCG currently commission a range of statutory (included for Cambridgeshire only) and non-statutory Wellbeing, Prevention and Recovery Services (WPR services) which are due to be re-tendered. The services are designed to meet the Council's duties under the Care Act 2014 to '*reduce, prevent, delay*' the impact of an individual's mental health needs and subsequent care. Work has been undertaken with stakeholders and service users to understand and assess the potential benefits of a joint commissioning approach, with all Mental Health WPR services commissioned across Cambridgeshire and Peterborough being viewed as a single entity.

This service has been discussed at the Cambridgeshire and Peterborough Joint Commissioning Board, with support being given for the recommendation that resources should be brought together to provide recovery and inclusion services that will work as an integrated part of the mental health pathway to improve outcomes for people with mental health needs by reducing social isolation and giving people the skills and support to better manage their mental health and live independently with/without support in the community.

- 3.3 PCC currently invests £115,000 for the delivery of mental health recovery and wellbeing support through a commissioned service delivered by CPSL MIND.
- 3.4 The CCG invests £141,546 in a range of services which provide recovery focussed interventions for people with mental health needs across Cambridgeshire and Peterborough.
- 3.5 CCC commissions the following from the voluntary sector for mental health recovery and wellbeing services:
- Richmond Fellowship/CPSL MIND - £412,721 annually
  - Lifecraft - £42,710 annually
- 3.6 The contracts above have been jointly reviewed by Mental Health Commissioners in PCC, CCC and CCG. It is recommended that a service to deliver Recovery and Community Inclusion outcomes is procured across Cambridgeshire and Peterborough, bringing together the resources from Peterborough City Council, Cambridgeshire and Peterborough CCG and Cambridgeshire County Council.
- 3.7 The resources identified for Peterborough are:
- Peterborough City Council - £115,000
  - Cambridgeshire and Peterborough CCG - £75,000
  - Total - £190,000
- 3.8 This amount would be ring-fenced for delivery in Peterborough and would ensure that the service has a dedicated financial resource.

- 3.9 Cambridgeshire County Council would be the lead commissioner and would provide contract and procurement lead, with full involvement from Peterborough City Council officers.
- 3.10 The mechanism to provide the transfer of funds and contractual responsibility from Peterborough City Council to Cambridgeshire County Council would be undertaken through a Delegation Agreement.
- 3.11 In summary, in order to develop the new service and achieve the benefits outlined above, the following is recommended:
- Joint procurement of a service which operates across Cambridgeshire and Peterborough.
  - Finances for PCC are ring-fenced and delegated to CCC through a Delegation Agreement.
  - Tender bids should show how efficiencies and savings will be delivered year on year through transformation and effective development of the service.
  - A contract length of 7.5 years – comprising of 3.5 years plus possible extensions of +2 year and +2 year should be issued. This will provide a longer term opportunity to procure and develop a co-produced community service which will deliver effective interventions across both mental health and substance misuse client groups.
- 3.12 During the recommissioning exercise, the opportunity arose to consider whether further efficiencies and improved outcomes could be achieved by looking outside of the boundaries of current service user groups. Commissioners for Mental Health and Substance Misuse services took the opportunity to engage with the market and explore the potential to commission a community based recovery service which met the needs of people across both cohorts. This option was explored in depth at the Cambridgeshire and Peterborough Joint Commissioning Board. An options appraisal concluded that the current timeframe does not allow for the development of this ambition, but that work should continue to explore the short-term opportunity for the delivery of interventions for people with co-occurring substance misuse and mental health needs through both drug and alcohol treatment services and the proposed Recovery and Community Inclusion service. The providers of both the Drug and Alcohol services and the Mental Health Community Inclusion and Recovery Service will be required to work together and with commissioners to develop a joint care pathway. Commissioners will explore the potential of this proposal with the market and service users to develop a more detailed analysis of the viability of this direction of travel with a view to undertaking a joint procurement in the future if indicated.

#### 4. CONSULTATION

- 4.1 Work has been undertaken with stakeholders and service users throughout 2017 to understand the issues and difficulties of the currently commissioned service profile as well as to seek opportunities for innovation, efficiencies and economies of scale. Several events have been held to fully explore these areas and the following issues were identified with the current service profile:

Area for Improvement	Proposed Service Criteria
Inequity of service with more provision focussed around urban centres	Providing an equitable service – both geographically across Cambridgeshire and Peterborough and to under-represented groups
Service eligibility criteria that doesn't work	Aligning with mental health services to

across the newly developing mental health pathways	improve community capital, ensuring that the interface and transition between services is seamless and places the person's needs first
Service Users aren't at the heart of service design	Involvement from people and carers who use mental health services is at the heart of service design and development and there is a person-centred approach to support
Service Users feeling they are 'bounced' around the system	A 'right door – every time' approach to access and supported signposting providing a stepped approach to support
Duplication of service provision	A strategic overview of provision to ensure that the service provides a stream-lined, joined up approach to interventions facilitating move-on (and out) of the service with duplication minimised.
Ability to innovate	Using whole system approaches to identify and support gaps in provision, as well as seeking efficient service delivery and delivering savings

The commissioning of a Mental Health Recovery and Community Inclusion service for mental health across Peterborough and Cambridgeshire will provide an opportunity to address the issues which have emerged as a result of historical commissioning of services, creating greater capacity by reducing duplication and ensuring that pathways are clearly defined and improved experience and outcomes. The new service will help to address the challenges that are being experienced across mental health pathways including addressing the increasing number and complexity in presentation of people requiring support and improving parity of esteem.

## 5. ANTICIPATED OUTCOMES OR IMPACT

### 5.1 The delegation of the discretionary function to provide Mental Health Wellbeing and Recovery services from Peterborough City Council to Cambridgeshire County Council.

Joint working with CCC and the CCG and reinvestment of current resources offers the opportunity to:

- Align current investment within a new Recovery and Community Inclusion service which delivers improved outcomes for individuals, making better use of the resources invested.
- Re-design service models/delivery to enhance outcomes across the mental health system in line with wider systems changes. This includes the emerging PRISM (enhanced mental health service in primary care) model which aims to deliver clinical care closer to home, intervene early in the course of people's illness and reduce the incidence of crisis.
- Reduce and minimise service duplication.
- Identify and address gaps.
- Improve equity - both geography and under-represented groups.

## **6. REASON FOR THE RECOMMENDATION**

6.1 The recommendation to delegate the discretionary function of providing Mental Health Wellbeing and Recovery services to Cambridgeshire County Council and for a jointly procured Mental Health Recovery and Community Inclusion service is made on the following factors:

- Improve service delivery and individual outcomes for people with mental health needs in Peterborough
- Provide the opportunity to integrate with wider system changes across the mental health pathway in order to improve the continuity/seamlessness of care
- Improved commissioning of services by aligning resources with CCC and CCG in order to increase capacity and improve outcomes for individuals by making better use of the resources invested
- Working to Care Act principles to 'Reduce, delay and prevent' – ensuring the service provides an pathway to reduce referrals to more costly services

## **7. ALTERNATIVE OPTIONS CONSIDERED**

7.1 Alternative options considered:

- 1) Peterborough City Council to re-tender a contract for Mental Health Wellbeing Services. Rejected - Adopting a joint commissioning approach will save time and effort for both Commissioners and Procurement colleagues, as well as achieving an increase in aligned resources. A joint Project Group has been established to ensure all partners achieve their respective service requirements and outcomes throughout the tendering process. There are economies of scale to be achieved and opportunities to improve the use of the invested resource by bringing the resources invested by the 3 organisations together
- 2) Cut funding completely and stop Mental Health Wellbeing support services. Rejected - Due to the adverse impact on the provision of this support and escalation of mental health crisis, impacting on more costly services.

## **8. IMPLICATIONS**

### **Financial Implications**

8.1 The procurement would require a reinvestment of current financial resource of £115,000 as part of the ring-fenced amount specified for service delivery in Peterborough.

### **Legal Implications**

8.2 The procurement would require the development of a Delegation Agreement to provide the mechanism to delegate funds and contractual responsibility to Cambridgeshire County Council.

8.3 The Council may delegate the provision of support in reliance on the powers and the exclusive rights given to local authorities to undertake administrative arrangements of this nature in sections 101 and 113 of the Local Government Act 1972, and sections 19 and 20 of the Local Government Act 2000 and the regulations made under these Acts; together with the general power within section 2 of the Local Government Act 2000 and the supporting provisions within section 111 Local Government Act 1972.

8.4 The services are designed to meet the Council's duties under the Care Act 2014 to '*reduce, prevent, delay*' the impact of an individual's mental health needs and subsequent care.

## **Equalities Implications**

- This service is designed to support those in our communities who require support under the Care Act 2014 and Equality Act 2010.
- The service will be committed to reducing the stigma of mental health in local communities participating in and leading local initiatives.
- The service will aim to improve equality and consistency of access to services for people with mental health need.

## **9. DECLARATIONS / CONFLICTS OF INTEREST & DISPENSATIONS GRANTED**

9.1 None

## **10. BACKGROUND DOCUMENTS**

Used to prepare this report, in accordance with the Local Government (Access to Information) Act 1985) and The Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012.

- Local Government Act 1972
- Local Government Act 2000
- Equality Act 2010
- Care Act 2014

## **11. APPENDICES**

11.1 None.